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## HEARING

BEFORE THE

### COMMITTEE ON HUMAN RESOURCES

### UNITED STATES SENATE

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

SAM BROWN, OF COLORADO, TO BE DIRECTOR OF  
THE ACTION AGENCY

FEBRUARY 24, 1977

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## NOMINATION

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THURSDAY, FEBRUARY 24, 1977

U.S. SENATE,  
COMMITTEE ON HUMAN RESOURCES,  
*Washington, D.C.*

The Committee met, pursuant to notice, at 11:30 a.m., in room 4232, Dirksen Senate Office Building, Senator Harrison A. Williams (chairman), presiding.

Present: Senators Williams, Kennedy, Cranston, Riegle, Hatch, and Hayakawa.

The CHAIRMAN. We will come to order.

Today we are holding a hearing on the nomination of Sam Brown to be Director of the ACTION Agency. Sam Brown is from Denver, Colo., and is accompanied by Senators Haskell and Hart.

I would like to note at the outset that we are attempting to coordinate our activities this morning with the schedule of the Foreign Relations Committee which shares jurisdiction over this nomination and is also scheduled to hear the nominee. We have agreed to excuse the nominee when Foreign Relations, which is fortunately located right down the hall, is ready to hear him.

We will insert in the record at this point the biographical sketch of Mr. Brown, which I trust will be covered also in the introductory remarks.

[The biographical sketch referred to follows:]

## Biographical Sketch

SAM BROWN

Sam Brown, 33, state treasurer of Colorado, has been appointed director of ACTION, the federal volunteer service agency, by President Jimmy Carter.

Brown will direct the activities of more than 236,000 volunteers serving throughout the United States, Puerto Rico, the Virgin Islands and Guam, and in 65 developing countries abroad. ACTION programs include the Peace Corps, Volunteers in Service to America (VISTA), Foster Grandparent Program, Retired Senior Volunteer Program (RSVP), Senior Companion Program and University Year for ACTION.

Brown, who was elected to a four-year term as Colorado treasurer, was born and raised in Council Bluffs, Iowa, where his parents, Mr. and Mrs. Samuel W. Brown, Sr., still live today. His father is the owner and president of Brown's Shoe Fit Company.

After graduating from Abraham Lincoln High School in Council Bluffs, Brown attended the University of Redlands in Redlands, Calif., where he was graduated with honors in 1965 with a bachelor's degree in government.

In 1966, Brown received a master's degree in government from the Eagleton Institute of Politics at Rutgers University in New Brunswick, N.J. He continued his studies for another year as a Rockefeller fellow at the Divinity School of Harvard University in Cambridge, Mass.

In 1968, Brown served as the national volunteer coordinator of Eugene McCarthy's campaign for president, supervising the "children's crusade" in New Hampshire. Later that year, he served as statewide citizen's coordinator for Governor Harold Hughes' successful Senate campaign in Iowa.

In December, 1968, he was a consultant to the Peace Corps, traveling to India and Nepal. During the next six months, he was a fellow of the Institute of Politics of the John F. Kennedy School of Government of Harvard University.

Brown founded, coordinated and led the Vietnam Moratorium in Washington, D.C. in 1969.

The following year, he moved to Denver, Colo. In 1972, he was a prime organizer of the Citizens for Colorado's Future, a citizens group which successfully opposed the bid of the winter Olympics to use Denver as its site for the 1976 international competition.

He has been a member of the Board of the Fair Campaign Practices Commission, the Brookings Institution Study on the Presidency and the Robert F. Kennedy Memorial Foundation. He also was a founding board member of the Council on Economic Priorities, an economic research organization.

Brown is the author of the book "Storefront Organizing," published by Pyramid Press in 1972, and co-editor of "Why Are We Still in Vietnam?" published by Random House in 1970. He has written numerous newspaper and magazine articles.

The CHAIRMAN. We are delighted that Mr. Brown has been nominated for this vital position in the new administration. And we are very happy that Mr. Brown is accompanied by Senator Haskell and Senator Hart as we open this hearing.

Senator Haskell, you may proceed.

**STATEMENT OF HON. FLOYD K. HASKELL, A U.S. SENATOR FROM THE STATE OF COLORADO**

Senator HASKELL. Thank you, Mr. Chairman. It is a great pleasure to join in introducing Mr. Brown to this committee. I am sure he needs no introduction. His biographical sketch is in the record.

I would like to mention, however, an example of what I consider Mr. Brown's outstanding talents, and that is his discharge of his duties as State Treasurer of Colorado.

Up to the time that Mr. Brown was elected State Treasurer, money solemnly flowed into the Treasurer's office and equally solemnly went into banks and it was just a bookkeeping transaction, I thought Mr. Brown had taken leave of his senses when he wanted to run for such a prosaic office. But, Mr. Chairman, he has used that office with more imagination than I can conceive.

He has, for example, attacked the problems of redlining and other social situations by the use of State money, and at the same time, has substantially increased the revenues of the State derived from deposits. Now, a man who can both show fiscal responsibility and progress and obtain social goals for my money is a man we can use in the Federal Government.

With that, I close my statement.

[Applause.]

The CHAIRMAN. Senator Hart.

**STATEMENT OF HON. GARY HART, A U.S. SENATOR FROM THE STATE OF COLORADO**

Senator HART. Mr. Chairman, it is a pleasure to appear here with my colleague Senator Haskell in introducing a friend of mine who has contributed substantially to, I think, the level of public dialog in our State as well as in the country. He has demonstrated, of course, extraordinary organizational ability which I think he will bring to this task, and as a somewhat aging proponent of youth in politics, Sam being somewhat younger than I am, I think he will bring a great deal of vigor to the Federal Government.

I have no doubt in my mind that he will perform what could be and undoubtedly will be a very difficult task ahead with a great deal of capability, and I think he will inspire those who work with him to revitalize what I believe have been somewhat failing activities in our Federal structure over the past number of years.

I feel that the Federal Government under the Carter administration is fortunate to have Sam's services. I know he will do as great a job here as he has done in our State.

We all wish him well and appreciate the nomination. Thank you.

The CHAIRMAN. Thank you very much, Senator Haskell and Senator Hart.

Mr. Brown, we would like to hear from you.

#### STATEMENT OF SAM BROWN, NOMINEE FOR DIRECTOR OF ACTION AGENCY

Mr. BROWN. I would first like to thank Senator Haskell and Senator Hart for those kind words.

Mr. Chairman and members of the Senate Human Resources Committee, while the immediate question before this committee is "why Sam Brown?", I would like to use these few opening remarks to talk about a prior question—"why ACTION?", or more particularly for the purposes of this committee, why VISTA, retired senior volunteer program, foster grandparent and other domestic programs of the agency? It is a question I have thought about a great deal since I came under consideration for this position.

The answer is not "because they are there." Too many institutions continue to function for that reason. I believe we have an obligation—certainly I do as one who has been asked to head the agency—to satisfy ourselves that there continue to be compelling answers to that question, and ones that make sense in today's terms, and not merely in terms of the country as it existed when the programs were created.

In thinking about that question over the past several weeks, I have reached the firm conviction that the domestic programs of ACTION are not luxuries, nor can our country afford to do without them.

We need VISTA as much today, if not more, than when it was created 12 years ago.

We need VISTA for several reasons. We need it because there are millions of people in this country who are struggling each day to keep their heads above water. It should not be forgotten that the mission for which VISTA was created was to work against poverty and powerlessness. But we have a different, and I think better, understanding of those problems today than we did when the program was created.

We know that poverty and powerlessness will not be overcome by pitting black against white, young against old, Anglo against Hispanic. We know that those divisions only serve to keep things the way they are and that the real issue is economic justice for all people who have not shared in this country's success.

We know that poverty and powerlessness do not stop at some official Government dividing line. It is not just those with incomes below \$5,000 or \$6,000 a year for whom America has not worked well. There are millions of Americans above those lines as well who are not making it, who feel trapped, and who have come to the conclusion that their Government is at best indifferent, and at worst a willing conspirator in their troubles.

And we now know that we cannot impose solutions from above. We know that we cannot tell people what is best for them, but that we can help them develop the tools—individual ones and collective ones—to compete more fairly for the distribution of our Nation's economic and political rewards.

That sharper focus has a number of very practical implications for an organization like ACTION. It means programs that put volunteers to work helping people make it on their own—giving them support with the overwhelming daily burdens that the rest of us can buy our way out of. Like child care, so that parents can work and children can learn. Transportation for older people, so that they can get to the doctor, or simply get out of their homes. Programs for kids that give them something more to do than just hang around. In general, programs that give people more power and control over their day to day lives.

It also means programs that help people to build their own communities and neighborhoods. It means programs that help them to initiate and influence the decisions that determine whether and how their communities and neighborhoods live or die. Programs that help them define their own problems, set their own goals and deal effectively with the huge economic and political institutions that often unilaterally shape their lives. If ACTION is to maintain its domestic purpose, its agenda must be set by the local communities and neighborhoods it serves.

Our better understanding of the nature of these problems also means that we must expand the base from which volunteers are drawn. Upper-middle-class college students are a source of great idealism and energy for our country. But they are not the only Americans who are idealistic.

There are millions of young people from working neighborhoods, in their late teens and early twenties, who have dropped out of school, cannot find a decent job, and want to get involved. ACTION can be their vehicle.

And it is essential that ACTION be seen as an effective vehicle for blacks, Hispanics, and Native Americans to serve their own communities.

VISTA and the other domestic programs of ACTION are as important to the people who serve as they are to the people who are served.

I have spent a good part of the past 10 years doing the kinds of work I have just described. I know from that experience the great satisfaction that comes from helping someone else to live a little more freely. There is no faster way to grow than by getting involved with others who have not shared your opportunities.

I do not believe that the people of this country have lost their idealism or their appetite for the hard work of building a better future for our country. There is a great reserve of human energy in this country. But it cannot be conscripted. People will not serve for the sake of serving. They will not respond to their Government's call because the Government is calling. They will not believe they can make a difference unless they really can make a difference.

ACTION will spring to life again when our people start to feel good about their Government again. I feel confident about that happening now. But if ACTION is to stay afloat, even in a rising tide, it must first clean up its own problems.

The agency has been badly pummeled in recent years. It has been politicized. It has been bureaucratized. It has seen its purpose obscured. It is a tribute to the resiliency of the idea, to the commitment

of the Congress, and to the many of those who continued to work in the agency, that it ever survived.

The first task of a new director is to attract to the leadership of the agency and to its programs people who are finally committed to those programs and who share the idealism and energy of those who will serve as volunteers.

The new leadership must restore the identity of the individual programs that make up ACTION. I do not know people who volunteer to work for ACTION. People join VISTA and the retired senior volunteer program and foster grandparents. Each of those programs must have an identity of its own and leadership of its own.

We must restore the local perspective to the agency. ACTION is one agency in Washington that should think of the Nation, not in terms of the Nation, but in terms of the communities and neighborhoods where people live. It should be looking for many small answers, and not a few big ones.

We must operate the agency so that its resources are spent, not on bureaucracy in Washington, but in the cities and towns and rural areas where the volunteers are working. ACTION should be an agency that is not afraid to experiment, to try new ideas. At the same time, we must assure that its resources are spent effectively and not squandered. As one who has served for the past 2 years as Treasurer of the State of Colorado, I know those twin objectives can be met.

We are entering an upbeat time again for our country. We have gone through a period of great national unhappiness. We were agonized over a war that did not make sense. We were depressed by the realization that our leaders would betray the public trust. But now we have an opportunity to collect ourselves, to regain our balance, to start working again on our real problems, and to start thinking about our future.

I believe ACTION has an important role to play in that new beginning. If I am confirmed by this body, I look forward with great enthusiasm to the challenge and the opportunity.

Thank you.

Senator RIEGLE. Thank you, Mr. Brown. It is a delight to have you here before the committee today. As you know, several things are happening simultaneously. Chairman Williams is responsible to chair another committee meeting, so he had to leave and has asked me to assume the chair in his absence. Senator Cranston also hoped to be here but has been detained and is presumably en route.

Let me come to some matters that need to be taken up before calling on the minority members of the committee to pose whatever questions they may have.

First of all, some of the questions that I will later pose are questions from Senator Williams and Senator Cranston. You may want to respond to them more fully in writing after you have had a chance to consider those questions. Please indicate as we go along if you want to elaborate in writing for the record.

I would want you to feel free to supplement your responses as fully as you wish later on when you have a chance to reflect on it.

There is one question that must be asked of all Presidential appointees by direction of the Democratic Caucus, and that question is

this: Do you agree to appear voluntarily when invited to testify before all duly constituted committees and subcommittees of the Congress?

Mr. BROWN. I do.

Senator RIEGLE. We are going to observe today a 10-minute rule on questioning. I will go ahead and complete my 10 minutes and will yield to Senator Hatch first.

Let me just say for myself that I am delighted that you have made the decision to accept this responsibility. It is not easy for anybody to voluntarily leave the State of Colorado, as your two friends on the other side of you will attest to as well. But I personally am very pleased that you have seen fit to accept this assignment at the request of the President and to come here and renew life into this crucial agency.

I think that if there is a repository for idealism in government in terms of human values and things that can lift the lives of people in this country and abroad, it is in this agency. I think there is a great challenge here, and not only in the sense of the scope of that kind of work and commitment, but also because it is well known that this has been an area that has been underemphasized over the last 8 years. I think painfully so. The task that you are about to undertake is one of rebuilding and reenergizing an agency that has been systematically injured and harmed, and I think in many cases consciously so.

As I have watched over the past few years, I have seen that the agency's problem is not that there are not enough good people there that have worked very hard to make it go; there certainly are. But it takes adequate funding. It takes the right kind of leadership that can inspire great effort. I think in many cases the leadership has not been there, and it was needed both within the agency and in terms of support elsewhere in the executive branch.

In any event, I think it is important that everyone understand that this assignment that you undertake is part of the rebuilding effort. It is not an easy one. I am convinced in my own mind that one of the reasons you have accepted this job responsibility is that there is a larger than normal-size need to breed new life into this operation and to give it a kind of forward push, to revitalize the whole capacity of idealism to find ways to move through channels so that it can actually have an effect on the lives of the people.

I am confident that you will give that kind of leadership, although it is not going to be easy.

There are many people here in the Senate on both sides of the aisle, that I think want to help you and will help you. Certainly that is my own personal intent.

I am going to start down the list of some of the questions that Senator Williams and Senator Cranston would like to have you respond to.

The first would be this: What was the biggest single reason for your accepting the nomination to be Director of the ACTION Agency?

Mr. BROWN. As you suggested, Senator Riegle, I was reluctant to leave Colorado, both because of its physical beauty, and also because I had been elected to a position which I felt a responsibility to fulfill. The overriding reason for my willingness to come here was the sense that you expressed that ACTION is the last repository of the idealism of 15 years ago. With Presidential support and with support for the programs themselves from, the legislative branch, I think there is

a terrific opportunity for ACTION. With a new President, there is a rebirth of that sense of possibility.

Five years ago many people did not want to be a part of what the Government was doing. Now it is possible for people to think again that they want to help. That sense of hope is more widely spread in the country and is one that I hold personally.

Senator RIEGLE. If you were trying to list some of the goals, some of the things that you want to accomplish as Director, can you sort of give us a sense of what sort of immediate kinds of objectives that you have and maybe a sense for some of the longer term objectives as you see them now?

Mr. BROWN. I can. I would like to start with some of the goals. I was first talking about idealism but one of the first things that has to be done is at the administrative level. Administratively, the agency has had a tremendous number of problems over the last few years. The personnel system, budgetary problems, and the question of central services versus direct support for volunteers, have been serious questions in the administration of the agency in recent years.

One of the first things that has to be done is to assure people that the administrative function of the agency is on the straight and level. I would think that that necessarily has to be a first goal.

I feel a necessity to get personally involved, to insure that the agency itself is run properly. This nonprogrammatic work is the first part of an answer.

The second part of my answer has to deal with the program itself. I think in the last few years, the agency has done well in the programs for the aging. There has been substantial growth in the retired senior volunteer program. The senior companion program is working, although currently at a very small level, the foster grandparents program is strong and popular.

However, there has been inadequate commitment to what the core of the agency really was. When ACTION programs were started, they were not simply to provide some place for people to give their talents, but a way was to deal with the questions of poverty. Moreover, they were intended to deal with questions of powerlessness. They were to give people an opportunity to have some impact on those questions. I think that objective has been lost in the administrative machinery of the agency.

It now tries to do a little bit of everything for everybody, instead of focusing on what those goals were, centering on them, and creating a program which makes it possible for people to contribute.

I would like to see VISTA volunteers increasingly working in neighborhoods, with community people—insofar as possible—under the direction of neighborhood people. This is the way VISTA was originally envisioned in both cities and rural areas. I would like to see VISTA expanded. That is not a budget request. It is simply a comment. I may be back at some future date when I think we can intelligently absorb additional volunteers and funds to make an argument that that should be done. I think it makes sense.

Senator RIEGLE. Let me just make one comment in response to that before yielding to Senator Kennedy. I just had an opportunity to spend a year and a half in the midst of a statewide campaign where I have had the opportunity to meet and talk with an endless range of

people. One of the bottom line conclusions that I have come to, having gone through that experience in a very fresh way, is that I think maybe the biggest problem facing the country right now is that many people have sort of slid backward in terms of living standards. We have got for the first time since the 1930's a situation where a massive segment of our country has recently seen a step down, backward movement, so that housing, education, fuel, and everything else is being priced out of people's reach. The long and short of it is that I see economic class problems arising on a scale that we have not had to deal with in this country in recent memory.

I do not think that is yet in focus.

This situation enlarges the constituency on which you must focus. Plus I think it is applying a different kind of pressure on that constituency because you have got a larger number of people competing for very scaled-down, limited resources to just keep body and soul alive. I think that dimension of the problem may prove to be the most complicating difficulty that you are up against; we are all up against it.

Mr. BROWN. If I can comment simply from the standpoint of volunteers, I have a couple people that I know quite well who work around my office now as volunteers, who were former VISTA's. I have had a chance to meet a number of VISTA volunteers. Their dedication is incredible; their willingness to work is remarkable. What has not happened is that the framework always has not been there to facilitate the work that those people want to do. That is really what my job ought to be about; not creating the program—that is up to local people—but to create the framework to facilitate the placement of volunteers in those programs and to attract quality volunteers to join.

Senator RIEGLE. Senator Kennedy.

Senator KENNEDY. I want to welcome you, Mr. Brown, to the committee. While you were testifying here, I was introducing you over in the Foreign Relations Committee. They are getting warmed up to you over there, but I am sure you will be as well and warmly received over there as you have been here.

I know you are eager to get over to the committee to testify, so I will not delay.

I want to just congratulate you and the President on the nomination. I am delighted that the President recognizes both your administrative talents in serving our own State of Colorado, which have been very effectively demonstrated, and the broad sense of idealism and commitment to public service which has marked your career since the early days of not only the war issues, but important other additional areas of public policy.

Let me just ask your reaction in several areas that I am concerned about. In recent times we have seen in the Peace Corps a greater effort on technical assistance in a movement where volunteers themselves have been more and more remote from the population themselves. In the early days individuals who were serving in developing situations, worked very closely with people, became very much involved in their lives and in the communities in which they were serving. Then as we have seen in more recent times the Peace Corps developed more of a technical assistance program remote really from the communities themselves. I am just wondering if you were aware, as I am sure you are, of this development, what views you had about it, whether you

thought it would continue in that pattern, and perhaps you can talk about that.

Mr. BROWN. There is a paragraph in the testimony which I will provide to the Foreign Relations Committee later which says:

Peace Corps has, in my view, overemphasized projects that transfer high technology, highly mechanistic, capital and chemical intensive American solutions. These programs draw for volunteers on a narrower and narrower base of Americans—highly skilled professionals. I believe that Peace Corps, to the greatest extent possible, should be using the varied skills of our people in ways that enhance, and not destroy, the scale of life chosen by the people they are serving.

Then the statement goes on to say that my own belief is that the people to people emphasis that marked the early days of the Peace Corps is the appropriate one today.

Instead of doing for other societies what we initially set out to do which as I understand it was to help them to get what they wanted, we have moved increasingly toward giving them a solution to their problem I think this is an error, and I would intend as Director to move to reverse that direction.

Senator KENNEDY. I think that is very important. This is going to be a tough job to attempt to do, but I think your emphasis in this area will be very, very important in carrying out some of the initial purposes of the program.

You also talk a little bit about the RSVP program, senior citizens employment programs, which have been very successful in my part of the country. I see in the budget that they have increased it now about 13,000 for elderly jobs. It is still very small. I come from a part of the country with a large elderly population, with all the attendant problems of income, housing, health, all the other social problems that they are facing, and there is still the desire to function and work and contribute in a community that is vast and has only been tapped in a very limited way.

I heard an earlier response on what the role can be for elderly people in services to the community, and it is a very important resource which we have only barely touched, and I know you are committed to it and perhaps you would just elaborate for a moment on that.

Mr. BROWN. I will. It seems to me there are two parts to that answer.

One is that too frequently the older people in this country have been shunted aside. They are the repository of society's wisdom and of its skills. Frequently, they are the most skilled people we have. Yet they get put aside as if they have nothing to contribute. The tremendous growth in those programs in the last few years indicate that there are a lot of older Americans who really want to contribute their skills. That sense among older people, combined with a growing sense in the society at large that we cannot afford to discard the skills of people over 60 or 62 or 65 or some arbitrary line, argues that these programs should be expanded.

I think the other part of the answer is more philosophical. Margaret Meade talks about the importance of cultural loss from not involving older people. Older people, working with younger people, can convey the cultural values and a sense of the family and country to younger people in a direct way. Older Americans working with kids have a chance to do something on, both ends of the age scale.

On a personal level, I spend a good deal of time working—if the press statements can be believed—almost exclusively with younger people. During the last years I have had an opportunity to work with a lot of older Coloradans, and I really look forward personally to the chance to have a much deeper involvement with programs for older Americans.

Senator KENNEDY. What is your reaction to the efforts we have seen in recent years, spinning off a lot of these programs in other agencies. I think much of the tone was lost in this and I am just wondering what your sense of feeling about this issue is?

Mr. BROWN. I would be less than candid if I said that I did not think that I might turn out to be an organizational imperialist. Over some period of time—it is very hard for anyone to give up programs and not get a chance to run them. It would be less than human to say that I am going to lightly give up anything.

On the other hand, I would like to think that an analysis of the most appropriate and efficient place for the administration of those programs should be done quickly. There has been controversy about whether they should be in the administration on the aging or whether they should be at ACTION. On the Peace Corps side, there is tremendous concern about whether it should be inside or outside the structure of ACTION.

I do not come in with an absolutely set view that this organizational structure is the perfect one. My own sense is that where willingness to give is the core of the program, where poverty and powerlessness are the core problems, and where the method of solution is through committed people who are willing to help, that this agency is probably the appropriate place for those programs.

Senator KENNEDY. I agree with you and am glad to hear the comment.

I just have two other questions. There are a series of questions of other members which will be filed and made a part of the record.

How do you react to those in terms of the Peace Corps that we may be getting into sort of cultural imperialism, how do you deal with that?

Mr. BROWN. I think there has been a risk in recent years that we have gone with a set notion of what we wanted another society to look like. That is what cultural imperialism is all about. But if we understand that the Peace Corps is a people-to-people program, and that the volunteers learn at least as much as they teach in the process—with that understanding, with a sensitive training program, with an understanding that the volunteers are to live with the people, not in the American compound, that they are to experience life as the people there live it—I think what could be and has been at times regarded as culturally imperialistic becomes, in fact, a cultural sharing program from which we greatly benefit. In that sense I suppose we extract something, and we give something of ourselves as a people. In that sense I understand the concern but I do not share it.

Senator KENNEDY. I think this also relates to an early point that you made about seeing that the volunteers themselves are going to be very much involved in the whole life pattern of these countries.

Mr. BROWN. I would. And I would expect also that country directors would be involved in the life patterns and life styles of the country.

Senator KENNEDY. In a broader sense, what is your feeling about universal service among young people in terms of the country's needs? You must have a lot of thought on this.

Mr. BROWN. I have given some thought to it. My sense at this time is that mandatory youth service has an inherent number of dangers with regard to—what we expect of people. The responsibility is not a social responsibility, but an individual responsibility. If it is an ethos created and an opportunity provided for people to serve, I am totally sympathetic. I have very serious reservations about universal conscriptive service.

Senator KENNEDY. You do see this is an opportunity for skilled and talented individuals who do have extraordinary advantages and benefits in terms of our society, educationwise, variety of ways, trying to perhaps find some way in which their talents can be used to help us meet our problems here at home.

Mr. BROWN. My sense is also that there is a willingness among a broad economic and racial background of people, willing to give that kind of effort, if we provide the kind of opportunity to give it.

Senator KENNEDY. I just want to congratulate you and look forward to supporting your nomination. I think it is probably the finest thing that has happened to this agency and the Peace Corps in many, many years. I am delighted to see your nomination.

Mr. BROWN. Thank you, Senator.

Senator RIEGLE. Let me just say, Mr. Brown, before yielding to Senator Hatch and yielding the chair to Senator Cranston, that as I have been sitting here this morning, my mind has gone back to a meeting I recall over in the House side in 1967. You and David Michener came by one day and we were talking about other subjects, but as I think back to that time frame and then think about today, it really drives home the message that another day does come along. I am certainly glad it is here.

Mr. BROWN. And I am glad you are here.

Senator RIEGLE. Senator Hatch.

Senator HATCH. I also compliment you on this appointment you have received and look forward to a lot of effective work from you.

It is certainly what I consider to be an area of unrest and difficulty, but an area that can be made into a very productive area in our society.

As stated in your opening statement, that ACTION should be an agency that is not afraid to experiment to try new ideas. Could you give us any specific initiatives you have in mind which you intend to incorporate, say, in the ACTION program during the coming months?

Mr. BROWN. I cannot. I think it would be presumptuous of me. Let me say with regard to experimentation in general that the agency now has several areas where moneys are made available for essentially experimental programs. Minigrant programs, some volunteer mobilization programs, State volunteer offices, and some cooperative voluntary programs.

My expectation would be that any experimentation would be localized where the opportunities for success are the greatest and where the costs of failure are the smallest. No experiment is going to always succeed.

But I have been nominated for 5 days now, and it would be more than a little presumptuous of me to say, "yes, I have a great scheme for experimentation." I do not.

Senator HATCH. I would presume you would cooperate with State and local governments in any programs that you intend to incorporate or which may be ingeniously contrived over the next few years?

Mr. BROWN. I am referred to as a "local"—that is somebody who has been out in a State and has had to relate to Federal agencies. For that reason, I am sympathetic to the problem of State administrators dealing with Federal programs and would continue to be sympathetic, hopefully, after getting to the problems that State and local governments face.

Senator HATCH. To what extent do you see volunteers assisting the hard-pressed urban and rural areas with regard to maintaining public services that they can no longer maintain?

Mr. BROWN. I would hope that the urban service program could be developed over a period of time to provide an opportunity for more people to give to their own communities. As you know, it is a complex question because there never ought to be a voluntary program which undercuts currently existing jobs. You do not want a State or local government—or anyone else—to substitute low-paid volunteers for paid workers. So that is a concern to which I would be sensitive. But with that concern taken into mind, I think there are a number of people who would like to do things for both urban areas and for world communities. And those opportunities ought to be opened up as broadly as possible.

Senator HATCH. You would agree with me there are certain areas where the urban populations and governments can no longer provide certain services and might very well fit within the area that you will be supervising?

Mr. BROWN. I do.

Senator HATCH. I bring this up in particular because my colleague, Senator Javits, has proposed an urban service corps. Are you aware have of it?

Mr. BROWN. I am aware of it, but only in its broadest outline.

Senator HATCH. Do you agree with the broad awareness that you have of it?

Mr. BROWN. Yes, but I want to put in a reservation because I am not adequately versed in it. I will be glad to provide you with an answer to that question in writing if you like.

Senator HATCH. I would like that.

Mr. BROWN. I will submit it for the record.

[The response referred to follows:]

**RESPONSE BY MR. BROWN TO SENATOR HATCH'S QUESTION**

I would first like to state that I welcome this question. I am quite concerned about the problems which threaten to overwhelm our cities, especially those in the Northeast which, like New York, face accelerated rates of deterioration, drastic shrinkages in their economic base, and reductions in the provisions of municipal services which have come to be expected.

As you know, I have been actively involved with neighborhood governments, especially in trying to develop valid options and alternatives for local control. Mary King, the Deputy Director of ACTION, shares this interest and we both share your concern for the future of our cities as well as your optimism about the role ACTION can play in trying to help solve some of the more acute problems.

Volunteers have always played a significant role in urban life, albeit a sometimes invisible one. What is needed now, especially during this time of crisis, is a fresh approach to the question of how urban volunteers can be used most effectively so that urban needs can be met imaginatively and efficiently. We have the basis for significant volunteer assistance for cities in existing ACTION legislation and projects. To release this potential energy for urban revitalization we simply need a change in emphasis and Congressional support. Your idea of Urban Service Corps may be just the change in the point of departure needed to turn things around. If 8,000 volunteers are keeping the libraries of New York open, it is evident there is abundant willingness for constructive, concerted voluntary effort. It can be focused successfully on supporting other vital community services self-help efforts.

We intend to begin immediately to explore the possibilities of an Urban Service Corps component of ACTION by creating and funding as soon as possible model projects upon which larger-scale, effective operations can be based in the future. In addition, refurbishing of VISTA programs would be an immediate approach.

We are also interested in working with city governments and neighborhood organizations to build mutually supportive relationships in exploring these possibilities. An Urban Service Corps can begin to bridge part of the social gap caused by the financial plight of so many of our urban communities. Volunteer efforts could substantially augment -- but not duplicate -- normal municipal services, as well as maintaining existing human services to the poor.

We welcome your question. It allows us early articulation of a concern which will continue to motivate us as we seek to reactivate citizen approaches to the serious problems of our day.

Senator HATCH. Would you also consider doing anything in the rural areas where it is very difficult sometimes to provide services?

Mr. BROWN. Yes.

Senator HATCH. This would be throughout America.

Mr. BROWN. Yes.

Senator HATCH. As I understand it you have about a \$180 million budget, somewhere in that area.

Mr. BROWN. That is correct. It is slightly larger than that this year.

Senator HATCH. Do you know exactly what it is?

Mr. BROWN. The new budget which was submitted yesterday is \$196 million. Approximately \$17 million was restored on the domestic side of ACTION which had been cut from the original budget submission. So it is \$180 million plus roughly \$17 million.

Senator HATCH. About \$80 million of that goes to the Peace Corps?

Mr. BROWN. Actually, it is \$80 million for fiscal year 1977.

Senator HATCH. As I understand it, one of the big problems of VISTA is its inability to attract volunteer workers in the inner-city type of work and services.

Mr. BROWN. That has not been my understanding. My understanding has been that the difficulty is in placement. But you may be correct. I am not certain.

Senator HATCH. Assuming that is correct, do you have any programs or any ideas how you might be able to attract more volunteers to work in inner-city programs?

Mr. BROWN. My sense is, just from an organizational standpoint, that people need to have some confidence in the program to which they are entering, and to know that it is well thought out and provides an opportunity for some individual latitude. It also needs some program identification. That is, there needs to be some sense that they are a part of something bigger, that they are not just one person out there slugging it out, but that they are part of something larger. To the extent that all of those things can be worked out, I think that you then get volunteers.

Senator HATCH. Do you have any programs that might be able to be effective in obtaining senior volunteers, people who are normally older than idealistic use—

Mr. BROWN. I did not hear the first part of the question.

Senator HATCH. Do you have any programs or ideas to obtain senior volunteers?

Mr. BROWN. Currently, the largest bulk of volunteers are in fact older Americans—

Senator HATCH. Maybe I should have asked the question the other way, to get younger idealistic junior volunteers.

Mr. BROWN. That is really what I want to address in talking about the substance of the program. My own sense on the senior volunteer program is that the current administration at ACTION has done a pretty good job of expanding those programs. I say that only as an outsider looking at the numbers. But my sense is that they have done a pretty good job there, and I would expect to continue the emphasis on those programs.

Senator HATCH. What kind of emphasis might you give to family development, family coordination?

Mr. BROWN. As you know, the President has a tremendous personal concern about what happens to the family but I think at this point that it is unresolved as to whether there will be a specific place in the administration where focus on programs for the family will be centered. I do not know what those plans are at this point.

The main thing that ACTION does, and can do, is to insure that in those circumstances where the family for one reason or another is weakened that the older volunteers can work with a number of younger people in a way that really strengthens close generational ties. I do not have at this point any specific plans for strengthening the family structure. I would expect that any of those plans would be worked out in consultation with other agencies and the White House.

Senator HATCH. I enjoyed our meeting yesterday and your zeal in wanting to help make this a very good organization and help give various people in our society opportunities. You have been a grand volunteer organizer, it seems to me, and maybe this is a perfect squad for you to lend some of your abilities to helping make a program that could really be more effective.

I commend you for your desire to do that. Again I did not see how you can possibly leave Colorado and come back to this. But having done so, I wish you the very best and I hope we will be able to give some assistance to you. I know you will try to do basically what is right. I am concerned as a western Senator with the continuing encroachment of the Federal Government into every aspect of the individual citizens' lives. This is an area where you have indicated that you are going to give particular concern to the local and State governmental bodies, and their wishes and desires, rather than just go off ad hoc on your own.

If you will do that, I think you will find that you will have a lot of support from many people which you probably figure you do not have the support from.

It has been nice meeting you, and I wish you the very best in this position.

Mr. BROWN. Thank you, Senator.

Senator CRANSTON. I want to thank the Senator from Utah for doing 10 minutes work in 9 minutes.

I am delighted you are here for the purposes that brought us together. I regret I could not be here at the outset of the hearing. I would like to quickly ask a few questions. I think the Foreign Relations Committee wants you over there very shortly.

As you know, ACTION has been plagued by personnel difficulties since its very inception. I would like to know what steps you have in mind to unravel those difficulties and to hasten their resolution?

Mr. BROWN. As you know, all the public interest reports as well as internal reports and a number of derivatives point to tremendous problems in the agency. It is not purely speculation. In dealing with the GS system, I personally have confidence that the system can and does work to bring qualified people in and keep them in the system and promote them. The integrity of that system has to be restored and insured within the agency.

What I would intend to do is, working with the Civil Service Commission, to review past Civil Service appointments and assure that in the future Civil Service appointments are done by the book.

The additional problem of the agency is that it has a dual personnel system because it also has Foreign Service people. Apparently people were hired under the FS authority, and then they were transferred to the General Service schedule but not through the competitive system examination, thus making it possible to bring in a large number of essentially political people under the competitive system.

I do not know the substance of that allegation at this point. I will assure the integrity of that system which is an in-house system. It is a prime concern of mine to get our administrative system in order.

Senator CRANSTON. Do you have thoughts about designating one person to deal with this particular personnel?

Mr. BROWN. I do, and I would expect it would be someone very close to me in both a professional and organizational sense, and someone whose integrity and professional skills are unquestioned.

Senator CRANSTON. What is your sense of the present morale of the staff and agency?

Mr. BROWN. My sense from all circles is that I hear only the bad news, as I think happens in any agency. What I hear is not very good. Specifically I hear that the people who had been there longest and who were not in any way political people are pretty demoralized. It was reflected in the formation of an ACTION union, and a number of complaints have been filed against the current administration of ACTION by employees. What goes along with that concurrently, however, is that people still have some sense of excitement and idealism about what that agency can do.

So although morale now is low, there is something simmering which has tremendous capacity to do good.

Senator CRANSTON. I hope you will have much to do with restoring that sense of excitement.

Mr. BROWN. I hope so too, Senator.

Senator CRANSTON. What principles will guide your selection of new agency officials and your recommendations to the President for the four other Presidential appointments to the agency?

Mr. BROWN. I would expect, that the first criteria for selection will be an individual's professional skills and qualifications, not their political history.

Second, I would expect to recommend people who have some visibility and stature of their own, some capacity to make a representation to this committee and others—a capacity to restore some sense of identity to the programs themselves through the stature of the individuals who head those programs.

Third, I have a commitment specifically requested by the President to seek and to find the very best people who are also women and minorities. We will look, I know from my political and professional experiences that affirmative action does not have to mean looking forever to find somebody capable. There are a tremendous number of capable and qualified people around. I would expect that the management levels of the agency would respect that commitment to hiring women and minorities.

Senator CRANSTON. I have more questions but I understand Senator Hayakawa may have to leave.

Senator HAYAKAWA. I do not have to leave until 1 o'clock.

Let me join with the others, Mr. Brown, in congratulating you on your appointment. It is an appointment of such importance in my view that I almost envy you the job, except that I have a good job now.

Since you are concerned with voluntary activity with youth, with Peace Corps and with the aged, these are all deep concerns of mine. The reason I am interested in voluntarism so profoundly is that our culture—just watch the TV ads—rests upon self-indulgence and appeals to rewards for self-indulgence. The television set, the commercials especially, never say to you, you must sacrifice for others, you must give up something for the benefit of society, for the benefit of the poor, or whatever. Self-indulgence is just built into society. There are very few institutions like Mormonism, for example, that say give up your selfish desire and be a missionary for 2 years. Practically nothing of that kind.

So in having voluntaristic organizations, we are calling upon the spirit of self-sacrifice, which is a necessary ingredient of any strong culture.

One very important fact about voluntarism, however, is this, and I think it has been overlooked in policy so far, and that is that the attractiveness of voluntary service differs in intensity according to one's social class or position in society. That is for the poor, who have never had a decent job, who have never had any opportunities that they pride, they do not tend toward idealism, they do not tend to want to sacrifice for others. So the Peace Corps is not an attractive idea to them. But to the upper middle class who have been brought up in relative affluence, they feel an obligation to society and are willing to offer it of themselves.

I was very, very thrilled when President Kennedy first announced the Peace Corps idea in 1960. It did make an immediate appeal to the idealism of young people as well as older people throughout the country. So all of this has excited me very, very much.

Now, there are certain questions that you have raised in your statement, Mr. Brown, that impel me to ask some questions. When you say on page 3 of your statement, "Like child care, so that parents can work and children can learn. Transportation for older people,"—all of these are desirable things. "Programs for kids give them something more to do than just hang around. It also means programs that help people to build their own communities and neighborhoods."

Now, Eric Hauffer in writing on this subject said it is very necessary for young people to get involved in life. They should build houses, they should build roads, they should landscape the area and they should build their own communities and neighborhoods. But one of the problems constantly is that the young that Eric Hauffer was talking about, and with whom you will be concerned, do not have the training to build their neighborhoods, to build their communities or to build houses, and great restrictions of union apprenticeship programs prevent them from going into unions. Only very few people go into them, and the rest are excluded from jobs at all.

If you have to insist that all this neighborhood improvement be done by union labor, then by definition most young people who would like to do the work are excluded. Therefore, the alternatives before you are either to get the unions to consent to a less than adult minimum wage for the young or else to bypass the unions altogether.

Now, you have got to get the young people to do work in doing something important and useful. It is very, very desirable that they should help to build their own communities and neighborhoods so they can take pride in them, a sense of proprietorship in their own neighborhoods. This is one of the things that is lacking in our shifting and mobile society.

I would like to see this established. I would like to see young people develop that kind of pride. How are you going to do it in the light of the present limitations upon the work of the young? That is, if you have volunteers doing it at Peace Corps wages or VISTA wages, you will be bypassing unions, and doing work for less than union scale. If that union scale remains rigid, then you are totally helpless. You are limited to sort of play work for these young people, which is destructive in a sense because young people themselves will know it is kind of play work.

How are you going to get them involved in real work? These are the problems that concern me very, very much.

Mr. BROWN. Senator, I would like to suggest, if I may, a couple of solutions or make a couple of comments on your statement.

First, when asked earlier about the question about an urban service program, I said that the statute provides that volunteers cannot replace people who have jobs. Volunteerism is not a source of cheap labor. It is an opportunity for people to do something for their community in some real way. The programs consequently are structured largely around delivery of services rather than the building of buildings. I am certain that it will continue to be that way—at least I have no plans to make it anything other than that.

There are places where there are other kinds of things that can be done. You may know of the California Conservation Corps which has been doing some work in rural California and has been taking people from a wide range of cultural and economic backgrounds and putting them together to do certain kinds of conservation work. I have spoken with Governor Brown briefly about how to expand that program to urban neighborhoods, and frankly I think there was very serious intellectual homework that needs to be done to move those programs into other areas.

Senator CRANSTON. Sam, if I may interrupt, I am very sorry to do this, but the Foreign Relations Committee would like to have you come right now. If you can complete your answer in writing to Senator Hayakawa's question and any others he wishes to submit—and I am going to submit some to you—

Senator HAYAKAWA. Thank you, Mr. Brown.

Senator CRANSTON. Thank you very much. I want to make one announcement. We have been notified by a number of organizations of their strong support for Sam Brown to be Director of ACTION Agency and their belief that he will greatly facilitate the partnership between public and private sectors in the field of volunteerism and citizen participation. There is a long list of organizations that have signed that statement.

The full text of that statement and their names will go in the record.

In addition, Sam, I will submit written questions to you, and ask that you respond to them in writing for inclusion in the hearing record.

[The material referred to follows:]

THE ALLIANCE FOR VOLUNTEERISM  
 SUITE 617 COLORADO BLDG  
 BOULDER CO 80302

western union

Mailgram®



2-050965E048 02/17/77 ICS IPMBNGZ CSP WSHB  
 3034495452 MGM TDBN BOULDER CO 100 02-17 0604P EST

SENATOR HARRISON WILLIAMS  
 SENATE HUMAN RESOURCES COMMITTEE 4230  
 DIRKSON SENATE OFFICE BLDG  
 WASHINGTON DC 20510

SHOULD PRESIDENT CARTER APPOINT SAM BROWN AS ~~THE~~ DIRECTOR OF THE ACTION AGENCY WE WOULD LIKE TO TESTIFY IN PERSON ON HIS BEHALF. OUR ORGANIZATION, A COALITION OF NATIONAL VOLUNTARY ORGANIZATIONS WOULD WELCOME HIS APPOINTMENT. WE BELIEVE HE COULD GREATLY FACILITATE AND STRENGTHEN THE GROWING PARTNERSHIP BETWEEN THE PUBLIC AND PRIVATE SECTORS IN THE FIELD OF VOLUNTEERISM AND CITIZEN PARTICIPATION WHICH IS SEEN AS A HIGH PRIORITY IN PRIVATE SECTOR VOLUNTARY ORGANIZATIONS.

ELLSWORTH CULVER EXECUTIVE DIRECTOR  
 ALLIANCE FOR VOLUNTEERISM  
~~WESTERN UNION COMMUNICATIONS~~  
 ASSOCIATION FOR ADMINISTRATION OF VOLUNTEER SERVICES  
 ASSOCIATION OF JUNIOR LEAGUES  
 ASSOCIATION OF VOLUNTARY ACTION SCHOLARS  
 ASSOCIATION OF VOLUNTEER BUREAUS  
 CALL FOR ACTION  
 CHURCH WOMEN UNITED  
 INVOLVEMENT INC  
 NATIONAL BLACK UNITED FUND  
 NATIONAL COUNCIL OF NEGRO WOMEN  
 NATIONAL CENTER FOR VOLUNTARY ACTION  
 NATIONAL INFORMATION CENTER ON VOLUNTEERISM  
 THE ASSEMBLY  
 UNITED WAY  
 VOLUNTEERS AND TECHNICAL ASSISTANTS  
 18105 EST  
 MGMCOMP MGM

S. I. HAYAKAWA  
CALIFORNIA

United States Senate

WASHINGTON, D.C. 20510

February 25, 1977

The Honorable Harrison A. Williams  
Chairman  
Senate Committee on Human Resources  
United States Senate  
Washington, D. C. 20510

Dear Mr. Chairman:

I am sorry there was not enough time at the Committee hearing on the confirmation of Mr. Sam Brown as Director of ACTION to engage in more dialogue with the nominee.

I am favorably impressed with his eagerness to serve as Director of ACTION and with his concern for the problems of younger people, the retired, and volunteerism.

What I would like to do now is not to raise questions for Mr. Brown to answer, but simply to indicate some areas of my own concern.

\* Although I believe that the Conservation Corps and Urban Service Corps are essentially good ideas for utilizing the strength and energies of the young, I feel that the usefulness of these projects has been extremely limited in the past by their unwillingness to encroach upon areas which private business and major trade unions have staked out as their monopolies. Any significant work experience for the young must involve their learning to use construction machinery, power tools, and other such routine supplements to physical labor. Because our youth programs have been unwilling to challenge the monopolies of big business and organized labor, they have been reduced to activities which in New Deal days we used to call "leaf-raking." I hope that Mr. Brown's programs will involve them in some economically significant real-life work rather than make-work programs.

\* Interest in Black African heritage has been aroused by the television dramatization of Alex Haley's "Roots." Now is the time to involve tens of thousands of black young people -- and white as well -- in Peace Corps or other volunteer service programs in Africa. Present standards for admission into Peace Corps would have to be very much modified to get untrained and not-too-well-educated young men and women into projects of this kind. Nevertheless, I believe that with persistence and ingenuity, an attractive service program can be devised to attract many, many thousands of young people today who are excluded from meaningful work by existing discrimination against the young.

I would like very much to see possibilities such as these explored.

With all good wishes, I am

Sincerely,

S. I. Hayakawa

SIH:rpb

RESPONSES TO QUESTIONS SUBMITTED TO SAM BROWN, DIRECTOR OF ACTION,  
BY THE COMMITTEE ON HUMAN RESOURCES, UNITED STATES SENATE

[Pursuant to Nomination Hearing on February 24, 1977]

1-A. What is your view of the mission and goals of the ACTION Agency?

Answer. I appreciate the importance of this question, since I believe two of the factors that have so far limited the effectiveness of ACTION and have prevented the development of an Agency esprit, have been the long-standing uncertainty as to the basic purpose and essential nature of ACTION, and the lack of a set of agreed-upon, coherently-expressed, and managerially-useful overall goals.

In all candor, I must state that it will be no simple task to overcome these deficiencies. Clarifying the basic mission and overall goals of ACTION, and effectively relating them to the goals set by the Congress for particular ACTION programs, as well as relating ACTION's purposes to the accomplishment of other national goals of the Administration is one of the most immediate tasks to be undertaken.

While I have not yet formulated my definitive positions on the mission and goals of ACTION, I do have some views. In addition, the President has discussed with me his expectations for ACTION. While further knowledge may change some of the following views, I hope they will be sufficient to answer the Committee's question:

- I believe one important purpose of ACTION is to encourage and assist the development of the voluntary sectors of American life, which is one of the most innovative but characteristic aspects of American democracy. But a generalized support of voluntary efforts of all kinds is not, I believe, the most important goal of the Agency.
- The type, degree, and extent of ACTION support to voluntary efforts should vary according to the problems which require solution. Financial support, in particular, both to individual volunteers and to sponsoring organizations should be based, consistent with legislative requirements, on relative need and on expected effectiveness in accomplishing national goals directed toward alleviating social distress at the community level.
- The ACTION Agency exists primarily, I believe, to accomplish the different national goals prescribed for its several programs. These programs have been established to help people in need. The Agency should assist and support its volunteers so that they can accomplish their work.

Question 1-A [Cont'd.]

- ACTION should be a source of assistance and support to national and local private voluntary and other non-profit organizations: both those which are already "institutionalized" and have connections with national organizations or local governments, and those which are "indigenous" and have developed from the informal efforts of concerned citizens.
- ACTION should no more "compete" with such organizations than the Office of Education "competes" with our local schools and public and private colleges to whom it provides financial support and technical assistance.
- ACTION should be a source of information, knowledge, and expertise on the extent and benefits of voluntary action, on the problems faced by voluntary organizations and volunteers, on the kinds of voluntary projects and activities which are undertaken and their accomplishments, and on the technology of voluntarism, such as the most effective ways to mobilize, motivate, and utilize volunteers.
- ACTION should encourage and develop innovative approaches to help achieve important social, cultural, and other goals where volunteers have been little used to date, as well as new applications within existing ACTION-supported programs. I believe there are many important areas of need to which VISTA and OAVP volunteers might be assigned than is now the case; some of these might well be more rewarding both to the volunteer and to our society than some of present types of assignments.
- ACTION should be a resource for other Federal agencies, designing new volunteer programs which will assist these agencies in accomplishing their national goals. I believe there are many highly-important national problems which volunteer efforts could help solve. For example, volunteers could assist in natural disaster relief activities. And, in fact, VISTA volunteers have been involved in a number of such relief projects. They could aid our over-worked parole and probation officers, as well as work with children with "status problems" -- those who suffer from parental neglect or who are charged with behavior that would not be deemed an offense if committed by an adult.
- In all the activities which we support, there must be identifiable elements of voluntarism. Especially in those programs where we provide full or partial subsistence to the volunteer, there must be no doubt that the volunteer is a volunteer and is neither a beneficiary of public welfare nor a below-market-rate employee.

- 1-B. Have you reviewed the legislative history concerning the 1971 reorganization plan which led to the creation of the ACTION Agency? If you have, did the record of that history have any particular impact on your perception of the individual programs in the Agency, or of the Agency's mission?

Answer. I have read the Reorganization Plan itself and President Nixon's message explaining the Plan, and I have been briefed on its legislative history, but I have not yet reviewed this history in depth. My interest in the Plan has been primarily as background to understanding the Domestic Volunteer Service Act of 1973, although I understand that there are still some parts of the Reorganization Plan that have not been superceded by this Act.

The President's message of March 21, 1971, prescribed an "ultimate goal" for ACTION, which was to be accomplished through six specified means. I have reviewed these, and will comment on several. In slightly paraphrased form, the overall goal and the six modes of operation which ACTION was to emphasize are the following:

Ultimate Goal of ACTION: To bring into existence a system of volunteer service which uses to the fullest advantage the power of all the American people to serve the purposes of the American nation.

This ultimate goal was to be achieved through these means:

1. Expand the testing and development of innovations in voluntary action.
2. Develop and provide opportunities for more people to give part-time voluntary service, especially in working together with full-time volunteers.
3. Bring together volunteer programs which appeal to younger Americans with those that appeal to older Americans, so that they may share in the solution of specific problems.
4. Develop programs so that those who have performed foreign service could then serve as domestic volunteers and vice-versa, and thus achieve a fuller exchange of ideas and experiences between overseas and domestic volunteer efforts.
5. Broaden the application of professional and technical skills in voluntary service beyond narrow categorical programs, especially, through the use of businessmen and other professionals in areas other than small business counselling.
6. Through centralization of administrative and support functions, provide more effective systems of recruitment, training, and

Question 1-B [Cont'd.]

placement, more efficient use of resources, and more effective management of volunteer programs.

My comments on these goals are as follows:

- I have no serious objections to them as means, although I feel they stress too much the administrative aspects of the rationale for ACTION, and too much ignore its specific social objectives and purposes.
- Some of these "means", if taken too literally, might result in artificial cross-breeding of programs or in centralizing program support beyond the point of increased effectiveness. It has been my experience that centralized services can sometimes be inefficient; even worse, they can appear efficient but actually become indifferent and unresponsive. Volunteer activities, I am afraid, have a natural tendency to be messy operations administratively, but they can nevertheless be effective and economical.
- I have reservations about the desirability of pushing the "dual tour" -overseas and domestic -for full-time volunteers. This should be possible but not overencouraged; people should not make a career of being stipended volunteers. I would rather stress encouraging and assisting the former VISTA, UYA, or Peace Corps volunteer to assume a role as a citizen and a paid worker, and to continue to serve as a part-time volunteer in his or her chosen community. I believe a good proportion of former ACTION volunteers now do this, although the Agency has apparently not collected much data on this point. The two Acts under which ACTION operates provide an adequate basis to establish more effective long-term relationships with former volunteers, so that this trained and experienced national resource can continue to be of service.
- There is one possible area where a longer-term volunteer program might well be desirable. I have in mind a possible five or six year work-study program whereby the ambitious high school graduate or the bright but bored dropout could obtain college training, as well as practical field experience in community service or rural development, and combine this with volunteer service both at home and abroad. The concepts of "appropriate technology" now being developed by the Peace Corps, which stress the practical adaptation of available domestic and foreign techniques to overseas needs and cultures, and which are concerned both with increasing individual productivity and with increasing employment levels, might offer a useful focus for such a multi-year volunteer development program.

Question 1-B [Cont'd.]

-The pooling of different types of volunteers and different ACTION programs in combined programs should be encouraged where helpful, but not stressed as an end in itself. For example, the Agency's proposals for an Urban Volunteer Service Program would permit eligible cities to develop integrated volunteer programs using whatever combination of existing and new ACTION programs the city most needed. However, we should avoid forced 'mergers' where no local interest exists.

-I think ACTION has generally neglected the fifth goal stated by President Nixon, which was repeated and emphasized in Title III of the Domestic Volunteer Service Act. This goal involves ACTION's responsibilities for developing volunteer programs utilizing the skills of businessmen and professional workers, active and retired, to provide assistance to communities, to local organizations and units of government, and to neighborhood and other groups within the community.

Now that the responsibility for providing advice and assistance to small businesses has been returned, properly I think, to the Small Business Administration, I consider that ACTION should begin to play the role intended for it by the Congress, as being the Federal agency responsible for encouraging these other types of volunteer service by those with business and professional training. I expect to push our program development efforts strongly in this area.

My final point concerning the difficulties encountered during the initial history of ACTION, especially under the Reorganization Plan, is that it is always difficult to bring people from a number of different organizations, with different concepts, objectives, procedures, and traditions, together to form a new Agency.

Most, if not all, of these programs were volunteer adjuncts to operating programs, rather than separate programs with their own missions and goals. While many of these volunteer activities may not have been considered of the highest priority by the organizations from whence they came, nevertheless, they shared a common purpose with the other non-volunteer programs with which they were associated.

Some of this sense of 'things were better then' has been dissipated by the passage of time. It certainly should have been for those programs, especially the Older American Volunteer Programs, which have expanded both in size and effectiveness since coming to ACTION. However, there are obvious advantages to maintaining close contacts between ACTION's programs and the agencies from which they originally came, and I believe that this can now be done without jeopardy to the concept of ACTION as the independent agency for Federal volunteer programs.

- 1-C. Have you reviewed the text and legislative history of the Domestic Volunteer Service Act of 1973, and the amendments to it? If you have, did the legislative mandate as expressed in the statute differ from your perception of what the ACTION Agency was all about?

I have reviewed the provisions of the Domestic Volunteer Service Act (DVSA), and have been briefed on its legislative history. My perceptions may have been confused, as I suspect were those of other Americans concerned with correcting some of the serious problems within our society to which volunteers could contribute at least partial solutions. This confusion may have resulted from the difference between "ends" and "means." In part it may have resulted from the apparent lack of support within the Executive Branch during the past five years for the important social objectives established in the DVSA on which ACTION was supposed to focus. Was the Agency established to make its programs more effective, or simply to mask and divert them to other purposes?

As I read this Act, the Congress did not specify an overall Agency mission nor did it define a set of agency-wide goals. It did establish goals and purposes for most of the individual programs specifically authorized in the Act. These provide an adequate basis, in my judgment, for developing specific annual objectives, for specifying operational policies, and for establishing priorities within the various programs.

Nevertheless, the absence of a statutorily-defined overall mission for ACTION is of significance. Possibly as a consequence, I believe that ACTION has not yet developed an overall sense of purpose. This lack of overall goals may also partially explain the general absence of specific program targets other than those involving the numbers of volunteers to be recruited, assigned, or supported.

A number of previous efforts have been made by Agency staff to clarify the overall ACTION mission. None of these appear to have met with general acceptance, within or outside ACTION. I am reviewing these as background for the development of the new thrusts I expect to introduce.

For example, some employees consider that ACTION is primarily, or even exclusively, an "anti-poverty" agency, and that it supports volunteer activities only as a means towards the end of eliminating poverty. Others consider that the encouragement of voluntarism in all its many forms is the prime purpose of the Agency and the reason for its separate existence. Still others believe that the accomplishments of ACTION-supported volunteers -- its 'impact' -- is not a responsibility of the Agency, as long as the tasks performed meet the minimum legal criteria established in the Act and by ACTION regulations.

Question 1-C [Cont'd]

The end result may well be a conclusion that ACTION is a multi-purpose agency, and that the Director must be able and willing to balance its several purposes and the needs of the many groups of citizens who require the services its volunteers can provide into an Agency program providing the maximum benefits possible from the resources provided to it by the Congress.

2. Former ACTION Agency officials perhaps felt that the Domestic Volunteer Service Act was not as flexible in its authorizations as they would have liked. Do you feel this to be the case? And if so, in what ways would you like to see the legislation amended?

Answer. While I have not yet completed a thorough analysis of this issue, I do have some initial reactions which may well change after completing this review.

My present view is that authorizations for each of the three Parts of Title I and the two Parts of Title II, with provision for a small proportionate inter-program transfer authority, should be adequate to meet Congressional intent and priorities. I would hope that we can eliminate those provisions in the Act which may actually hinder the Agency's ability to administer its volunteer programs.

However, there are questions about the several "floors" specifying the minimums which can be spent for "anti-poverty", or for full-time UYA volunteers. The apparent reason for these floors was to provide some assurance that programs such as VISTA and UYA were not reduced while other programs were built up. Particular concern was expressed, as I understand it, over a build-up of Part C programs, and over the development of techniques such as cost-sharing for supporting more volunteers with less money.

This Administration is committed to accomplishing not only the purposes of the Domestic Volunteer Service Act, but also to a resumption of the struggle to reduce unemployment and provide a more equitable sharing of the nation's resources among its citizens. Consequently, I think the necessity for

Question 2 [Cont'd]

such floors is no longer so apparent. Floors have the disadvantage of complicating ACTION's program administration, because additional records have to be kept to assure that we are spending enough, as well as not spending too much. Therefore, I consider it quite possible that I will ask this Committee to consider removing these floors entirely, or at least reducing their complexity.

Another type of restriction, which is contained in the appropriation acts rather than in the legislative authority, involves the 'fiscal year availability' of funds for obligation. Section 505 of the Act states that appropriated funds shall remain available until obligated or expended, unless limited by the appropriation acts. All recent year appropriations have been so limited. This has, I understand, caused particular difficulty in the development and conduct of experimental, demonstration, and innovative projects under Part C of Title I. These projects are frequently difficult to get started; both project sponsors and ACTION staff may agree to too much money during the first year of the project, and the unneeded funds would then be returned at the end of the year. Once started, however, these projects may then run into funding shortages during their second or third year. Generally, I feel a three-year funding life is usually necessary to provide for a thorough follow-up and assessment of project results, as an inherent but too often neglected part of the project. Since I expect to stress the conduct of well-designed demonstration projects as a prelude to proposing full-fledged new 'operational' programs, no-year funding for some or all of our Part C programs would be very helpful to achieving their purposes.

The final "restriction" in the Act I would like to discuss involves the so-called "anti-poverty" requirement. Although I may find I am wrong, my initial impression is that this is a somewhat artificial problem.

For example, as expressed in Part A of Title I (VISTA program), the restriction as I understand it only requires that the efforts supported by ACTION be those which "may assist in the solution of poverty and poverty-related problems," or which "will strengthen and supplement efforts to eliminate poverty and poverty-related human, social, and environmental problems." I have underlined some of this wording to emphasize that the Congress clearly did not expect that ACTION could only support projects which would themselves "eliminate poverty", but only that the several programs authorized under this or similar

Question 2 [Cont'd]

language must be limited to projects which would assist in solving or alleviating poverty problems. I find it hard to conceive of any VISTA projects which this Agency would want to support with Federal funds which could not be frankly justified within this wording of the Act.

This construction of the Act is further strengthened by my understanding that in those instances where the Agency has had discretion to spend Part C, Title I funds on Special Volunteer Programs without specific necessity to limit them to anti-poverty activities, it nevertheless has restricted its support almost, if not entirely, to projects concerned with the reduction, alleviation, or prevention of poverty or its consequences. Thus, the chief value of the flexibility provided by Part C is to broaden the methods of volunteer support, rather than to support projects unrelated to the reduction or prevention of poverty or its consequences.

I expect to utilize Part C authorities even more broadly, because I have a strong interest in experimentation and in demonstrations, but the thrust of these Part C efforts will continue to focus on ACTION's anti-poverty mandate.

3. What role should the Agency have in dealing with the youth unemployment problem?

Answer. I consider this problem to be one of the most important which must be faced by the new Administration. As bad as the available statistics are, I suspect the real situation is much worse. No single new program, or major expansion of an existing program, can be expected to 'solve' the complex of problems referred to as 'youth unemployment.' Nor do I think that a steadily-increasing production of goods and services will assure a sharp increase in the demand for youths seeking what is in all too many cases their first serious job.

I intend within this Administration to push for a major expansion of opportunities for unemployed youth to enroll as volunteers in programs supported by ACTION. Voluntary service should constitute a significant part of the Administration's overall strategy for alleviating the youth unemployment problem. The opportunity to serve our country as a volunteer should be one of the more desirable choices available to those who so urgently wish to play a full and adult role in our society, but for whom at present our society, collectively, seems to offer so little demand.

Question 3 [Cont'd]

President Carter, in his message to the Congress of March 9th, amplified his intentions for the use of the \$1.5 billion he requested on January 31st for new unemployment programs. He described three new approaches: first, the creation of a National Youth Conservation Corps, similar to the Civilian Conservation Corps of the 1930's, to be administered by the Agriculture and Interior Departments; second, a program of Community Conservation and Improvement Projects developed and conducted by State and local governments, which would employ youths on projects of obvious local benefit and necessity; third, the use of the many authorities available in the Comprehensive Youth Employment and Training Act to develop innovative and expanded CETA projects, employment services, and job training opportunities focused on the young.

I would expect that these three proposals are only the first that the President will recommend to the Congress, and that in future submissions, explicit provisions will be made for new and expanded programs supported by ACTION for youthful volunteers, both full-time and part-time.

These programs should in all cases be designed and conducted as true volunteer programs. While I expect they will generally provide assignments of greater individual responsibility, with broader opportunities for personal growth and development of skills, than those offered by the employment programs administered through CETA, Agriculture, and Interior, this may also entail a lower, but still adequate, level of immediate financial benefits.

I believe it very important to the ACTION Agency and its staff, to its many different types of sponsors, and above all, to each ACTION volunteer, that there be an obvious distinction between the services provided by a youthful volunteer and the work performed by a public service employee, or by those who are enrolled in the Youth Conservation Corps, or by other special youth employment programs. Likewise, there is a difference between volunteer service and employment by a public or non-profit social service agency.

Thus, I think ACTION must justify any expansion of volunteer programs for the young as an alternative opportunity to the several types of youth employment programs, rather than only another variant form of employment. Both types of programs share the common purposes of reducing unemployment, providing youth with a useful role in society, offering sufficient income for personal subsistence, and increasing skills to levels where employment by private or public organizations at market rates are more likely to be available.

Question 3 [Cont'd]

The youth volunteer programs which I feel ACTION should support must be defined as in no way a form of public welfare. Equally important, regardless of comparisons with existing minimum or prevailing wage scales provided under youth employment programs, ACTION volunteers must not be perceived by others, or consider themselves, as performing some form of employment at submarket wage levels.

I stress these distinctions, which I acknowledge are easier to express as general principles than as specific rules, because I believe the previous Agency management was quite confused in its thinking concerning volunteers; in fact, I am still looking for some intelligible distinction they made between a 'volunteer' and a 'low paid employee.' This confusion has, I fear, affected the thinking of some ACTION staff, of some sponsors, and apparently, of some volunteers. I will do my best to get ACTION's thinking straightened out on this point.

To return to the question of the specific types of volunteer opportunities for youth ACTION hopes to provide, these are only now beginning to be developed. I will expect that in developing its proposals for new and enlarged opportunities for American youth to serve as volunteers, ACTION will work closely with representatives of other Federal agencies concerned with different segments of the problem in developing new proposals for consideration by the President.

Parenthetically, I understand that at present, the only new volunteer programs on which ACTION has done much developmental work are the proposed Urban Service Volunteer Program and the Displaced Homemaker Volunteer Program. Although these two programs are not restricted to particular age-groups, they have the potential for offering many opportunities to our youth.

4-A. How do you see the Agency's Title I full-time volunteer programs -- VISTA, UYA, and the Part C programs -- addressing the issues of the late 1970's?

Answer. My thinking on this question is by no means settled, since I am still learning the details about what these programs actually do: the day-to-day tasks the volunteers perform; the effectiveness of the services they provide; their impact, both immediate and long-term, on the persons they assist and on the communities and neighborhoods in which they serve; and the opportunities within the Agency's existing legislation which may not have been explored.

Question 4-A [Cont'd]

I prefer not to propose changes in the Domestic Volunteer Service Act until I am satisfied that the new activities, programs, or projects which I believe ACTION should undertake can not be done under its present authorities. My initial impression is that the Agency is limited more by past precedents and reflexive repetition of patterns developed during the mid- and late-60's than by any restrictions in the Act. ACTION has both the responsibility, and I judge the authority, to develop new kinds of volunteer projects and to adapt its existing program concepts to the problems of today and tomorrow.

I believe ACTION's responsibility for innovation involves not only the Part C programs but all its programs. Especially in VISTA, my first reaction is that the present project mix is unduly narrow. I feel there are many types of anti-poverty services and projects the Agency can support which might be more valuable to local communities, and more rewarding to the volunteers, than some of those now being funded. Thus far, I have found ACTION's program data base inadequate to support or refute these initial impressions; I expect to greatly improve the information the Agency has concerning the nature and impact of its operations without increasing the cost or the burden placed on those who supply information on what is being planned and accomplished.

An early assignment I shall make is a comprehensive assessment of the effectiveness of ACTION's implementation of the cost-sharing and project grant authorities in the VISTA program which the Congress enacted last year. Whether these are useful or necessary adjuncts to the traditional VISTA program, and whether the Agency's adopted regulations and procedures provide the needed flexibility to motivate sponsors to propose such projects, whether potential sponsors who most need ACTION assistance have the necessary funds and management skills to carry out such projects, and whether the administrative safeguards are adequate to assure their successful completion, are only some of the questions I will raise.

In the ACTION Education Programs of Part B of Title I, my most immediate concern is with the practicability of the present full-time stipended volunteer program administered by a college or university, in which the volunteer is enrolled as a student, but is required to serve full-time as a community volunteer, and not permitted to attend classes, or apparently, to engage in any formal educational assignments related to his volunteer work.

Question 4-A [Cont'd]

The initial expectation was that the sponsoring college would continue its UYA program with its own resources, or with funds provided by the State, after completion of the initial three-year demonstration supported by ACTION. However, few colleges can afford to pay stipends to students who do not attend classes. On the plus side, the UYA program seems to have increased university concern with assisting the community in which it is located, and its interest in combining practical experience as a community volunteer with on-campus and off-campus academic work which builds on his volunteer assignments. Fortunately, the existing legislative authorities of ACTION permit it to support experiments in the development of part-time student/part-time volunteer programs, but the financial 'floor' restrictions in the Act may need to be revised, as I noted earlier.

In any event, I will undertake an assessment of the present and projected status of the UYA program, and will make the results of that assessment, and especially its success in being 'institutionalized', available to the Committee. It may be that the present UYA program can be modified to be made more feasible under the economic conditions faced today by colleges and universities, and more flexible in responding to today's community problems, and the concerns of college-age youth.

My first concerns with the Part C programs are:

1. Many small-scale demonstration and innovative programs have been started during the past five years, but most seem to have left no permanent impact. Some of these were in important areas: assistance to the courts and to the police, especially in their many non-law-enforcement roles; help to discharged prisoners and to juveniles in actual or potential trouble; aiding returning veterans to find employment and to re-establish their community roots; financial counselling to the elderly; the development of groups to identify and coordinate volunteer needs and resources throughout a metropolitan area or a group of related rural counties.

I intend to emphasize ACTION's innovative and demonstration responsibilities, but also to see that the initial impact of those which are successful is not lost, and that the causes of unsuccessful projects are determined and information on how to correct these problems given to others.

Question 4-A [Cont'd]

One focus I intend to strengthen is to find ways to introduce volunteers into established institutional settings, such as jails and prisons, hospitals and homes for the aged, schools of all kinds, etc., as a means of democratizing these institutions, especially by introducing into their traditional modes of operation the views and concerns of the communities they serve.

2. I will undertake a study to determine whether the Program for Local Service and the ACTION Community Volunteer programs were and are effective, in cost and impact terms, in their ability of being utilized within the VISTA program, and whether the existing projects are being or can be supported by the original sponsors.
3. I believe ACTION must stress its technical assistance responsibilities for helping other Federal agencies and programs develop volunteer auxiliaries much more than it has done in the past. I will especially concentrate on efforts to help accomplish the President's goal of increasing citizen involvement in the conduct of Federally-funded and supported programs at the local level. A few such projects have been started in the past under Part C, but none seem to have led to a major national effort.

In part, this lack of follow-through may have been caused by some thinking of the previous management that ACTION was primarily a rival and competitor of other Federal agencies, and that it should strive to 'take over' their programs. This is neither feasible nor desirable, in my opinion. In any event, I do not see myself in the role of David, nor the larger Federal agencies as Goliaths. We are all on the same side. I expect to see ACTION help other Federal agencies, and I think we can.

4. I will also concern myself with clarifying the organizational responsibilities and the program structure of the several quite different types of activities authorized under Part C. We will make it quite clear what we are doing under each Section of Part C, and who is doing it. The zero-based budget system will both require us to do this, and make it more feasible.

- 4-B How great a role should these programs have in continuing to address the unsolved problems of the sixties, particularly those relating to poverty?

Answer. Perhaps I am wrong, but I see no sharp distinction between the 'issues of the late 1970's' which I discussed in the first part of this Question, and the 'unsolved problems of the sixties.' The issues of the 70's arose from both the unsolved problems of the 60's and in part, from the solutions of the 60's. For example, to what extent did the successful economic encouragement to industry to invest heavily in new equipment reduce the need for entry-level trainee positions for high school graduates, not to mention those with little effective education? To what extent did the effort to achieve zero population growth eliminate a major source of employment for the general liberal arts graduate, who formerly 'could always teach'? To what extent does the apparent recent large increase in the numbers of students with "learning disabilities" result from the spread of television, the increase in single-parent households, or possibly from the efforts of school systems to retain their staffs in the face of declining enrollments and rising costs?

As I noted earlier, I have no reservations about accepting the 'anti-poverty' purpose of VISTA and UYA. I do not expect that either the causes or the consequences of poverty will be eliminated during my lifetime. I do think we can come a lot closer than we have thus far. Therefore, I believe these programs will continue to play a very important role. The shifts I hope to make will not change the objective of these programs, but their content, their impact, their productivity, their effectiveness, and the expectations of those who benefit from ACTION's services.

In ACTION, I think we must look for a lot of little victories, achieved in local projects, solving local problems. It will be the task of those younger than myself to remake our society.

5. What steps will you take as Director of the ACTION Agency to ensure that the Federal Government's involvement in and support of part-time volunteer efforts does not undermine, duplicate, or demoralize similar efforts undertaken by the private [volunteer] sector?

Answer. ACTION must recognize the existing capabilities of the private volunteer sector and its ability to operate certain programs with efficiency and sensitivity. The bulk of part-time volunteer activity in this country takes place through private volunteer organizations and by the unstructured efforts

Question 5 [Cont'd]

of private citizens. As Director of ACTION, I think several steps should be taken by the Agency to create an effective partnership with the private volunteer sector. Such efforts will be based on the policy statement on volunteerism issued by President Carter during his campaign.

To help establish such a partnership, there are several steps I will take initially:

-I will undertake an assessment of the intent, methods of operation, and effectiveness of the so-called "volunteer mobilization projects" which have been conducted under the authority of Section 122 of the Act. While the word "mobilization" does not appear in the law, one of the possible objectives permitted by this section would be to help communities and groups within the community to organize volunteer efforts, as well as obtain volunteer and other resources needed to help solve their problems. I think it time for ACTION to assess the various efforts it has supported for this purpose to see which have been effective.

-I will carefully review the experience of the Agency thus far, and its plans for the next two years, for carrying out its new "technical assistance" responsibilities under the Section 123 of the Act, which was enacted in May, 1976. I understand several demonstration projects were carried out last year in selected States. What role, if any, the private volunteer sector had in developing and conducting these test projects I do not yet know. Nor do I know what the results of these projects were. Their purpose, as I understand it, was to determine what kinds of technical assistance and informational needs different kinds of volunteer organizations needed at the local level, who could best supply these needs and how, at what cost and to whom, how effective the assistance provided was in meeting the requested needs, and how those requests which were not responded to should be handled in the future, assuming they fell within the scope of this Section of the Act.

I expect also to take a personal interest in the development of the Agency's Technical Assistance functions, after these reviews of experience and current plans have been completed. One obvious way ACTION could assist the private volunteer sector would be to provide funds to national organizations so that they could thereby provide training and expertise to local groups, either of their own organizations, or to others. In

Question 5. [Cont'd]

considering this possibility, I think the Agency should assess carefully the "multiplier" effect; that is, the extent to which assistance provided by a national organization to one local group could then be extended to other similar groups at little or no additional Federal cost.

In developing such an approach to technical assistance, I will insist the Agency be careful to avoid creating either a bureaucratic assistance structure or one that must rely on annual Federal financial support to assure its continued survival.

I am aware of the requirement in Section 123 that existing programs be utilized to the maximum extent feasible, and that the Agency avoid duplicating existing public or private programs or services in assuring that State and local governments and private groups and organizations receive the technical assistance they need and request. Thus, if an existing national or other organization has the expertise to solve a local technical assistance problem expeditiously and economically, the Agency should look to this source to do so. On the other hand, if the problem is one which an ACTION State Program Officer or other existing staff can handle fastest, particularly at little or no additional cost, this would seem to be the logical approach to pursue.

In all candor, there may be occasional disagreements with a company or organization that would like to provide, at ACTION expense, technical assistance to a voluntary agency requesting help which we feel can be supplied more effectively, or faster, or less expensively, by some other means. However, the intent of this statutory language is quite clear, and I think can be relied upon to settle such problems if they arise.

The National Student Volunteer Program [NSVP] provides one model of how ACTION has carried out a technical assistance program to benefit private voluntary organizations in ways which do not affect their autonomy, by providing services they need -- largely, training of staff, information exchange, and organizational assistance.

While this program has been designed to assist colleges and schools, many of their requests for information come from other types of organizations. I should add that NSVP relies heavily on private organizations to design and conduct seminars and training programs, develop program guides, and perform other services which the Program has determined are needed by its clients.

Question 5. [Cont'd]

To return to the basic question, from what I have so far learned, there does not appear to have been the free and frank exchange of views and knowledge between national private voluntary organizations and ACTION headquarters, or between State and local chapters and ACTION field staff, as I think the Congress expected. I hope to correct this. Currently, however, 54 percent of the part-time RSVP volunteer project sponsors are private voluntary organizations, as are 35 percent of the half-time Foster Grandparent projects, so that it seems that ACTION does have many well-established relationships with private volunteer organizations at the local level.

In addition, representatives of national organizations have worked with ACTION staff in designing national surveys of voluntarism and of the needs of existing voluntary organizations for additional volunteers. They have also worked with the Agency in developing plans for data banks and technical information exchange services.

In summary, I expect that local private non-profit organizations and local voluntary groups will be the primary recipients of the technical assistance services which the new Section 123 of the Act authorizes ACTION to provide, and that the Agency will employ a variety of approaches in ensuring that these local groups receive the assistance they need. National private volunteer organizations will certainly be among the channels through whom technical assistance and training are provided.

6. What kind of experimental programs would you like to see the ACTION Agency undertake?

Answer. I have not developed a detailed agenda for future experimental programs, but do have the following in mind to explore initially:

First, to test out some of the concepts in the proposed Urban Service Volunteer Program:

- Can ACTION recruit, intensively train, and effectively deploy two-year full-time volunteers capable of developing and organizing neighborhood revitalization/community self-help programs?
- Do cities need and want citizen volunteers to supplement many customary urban services they can no longer afford to provide at current levels? For example, volunteers to help staff libraries and fire stations, to supplement the social services as well as the protective functions of the police, to improve local environments, to staff schools and public offices, etc. If so, can such volunteers be recruited and assigned to work effectively with paid employees, while at the same time ACTION

Question 6. [Cont'd]

assures that no inducement is offered to cities to unnecessarily reduce their remaining staffs?

-Can and will cities develop a comprehensive plan for using all types of volunteers to help restore and maintain the city as a desirable place to live and work for all socio-economic classes?

Second, can we develop programs for recruiting, training, and effectively utilizing younger volunteers who are high school dropouts, or those high school graduates who have not obtained the communication and other skills necessary to be an effective volunteer, and later, a useful and informed citizen.

Third, can ACTION develop the use of uncompensated business and professional volunteers to undertake the various types of assignments, other than counselling of small business, which are outlined in Title III of the Act?

Fourth, can ACTION develop improved student volunteer programs based on work-study curriculums, possibly over a five or six-year period, which combine part-time community service with related academic work, and which provide some stipend for the community service? This might be combined with HEW financial assistance for the academic portion, on the basis of individual need or family income. Such a program might well include both domestic and international volunteer service.

Fifth, ACTION should develop and test, in cooperation with other government agencies, new citizen volunteer programs to help reduce the counselling and paperwork burdens on parole officers, social workers, court attendants, etc., and to provide local environmental monitoring, abatement, community guidance, and other assistance on air, water, solid wastes, and other types of pollution problems.

Sixth, ACTION should develop, and test the utility of applying small-scale "intermediate" or "appropriate" technologies to rural or neighborhood conditions in America. Techniques to be tested will be derived from those successfully developed in many Peace Corps projects by the initiative of individual P/C volunteers. I expect the Agency to develop methods for tapping the experience of the 76,000 present and former Peace Corps volunteers in this effort. Possible applications will vary from well-digging on Indian reservations to training of midwives and maternity assistants, to help not only in non-hospital deliveries but also to give the personal attention all too often lacking in our most modern maternity wards. [It seems ironic that pregnancy termination clinics usually provide more sympathetic attention and psychological support than do our hospitals.]

Seventh, ACTION should develop and test effective techniques for establishing the new forms of citizen participation in local gov-

## Question 6. [Cont'd]

ernmental and non-profit organizational programs which President Carter has so strongly emphasized. This means participation in determining what these organizations do, and in evaluating how well they do it, rather than simply carrying out activities and functions determined solely by paid bureaucracies.

7. What role do you feel the ACTION Employees Union should have, and how do you propose to deal with union matters within the Agency? For example, will there be advance consultation with Union officials on personnel policy and procedure changes?

Answer. I hope and expect that the new management of ACTION will have a much more effective relationship with the Union than has been true up to now. I have already had informal meetings with Union officers, and we are looking into many problems about which they have expressed concern.

Under the provisions of Executive Order 11491, ACTION negotiated an agreement on May 15, 1975 with Local 2027 of the American Federation of State, County, and Municipal Employees [AFL/CIO]. The basic term of this agreement covers the period through May 15, 1977. Under the provisions of this agreement, the Union and ACTION management are about to begin negotiations for a new agreement.

I can assure you that, as the Director of ACTION, the Agency's management will abide by the spirit as well as the letter of this agreement. On its part, I hope and expect that Union officials will assume that Agency management bears them no ill will, and that they will cooperate with me and my assistants in carrying out as best we can the responsibilities assigned to ACTION by the Congress and the President, in ways which will bring maximum benefit to its volunteers and to the people they serve, while at the same protecting the rights of all employees in a hospitable working environment which fosters productivity and initiative.

The Agreement and the Executive Order bind ACTION management to consult with the Union in advance and to consider its views before taking final actions affecting existing or new personnel policies, changes in personnel procedures, and certain other matters, unless these changes are required or imposed by factors outside the control of Agency management, such as new laws, Civil Service regulations, OMB requirements, etc. I will voluntarily, whenever I can, attempt to consult with the Union as early as possible, and preferably as soon as it becomes apparent that a change in personnel procedures, organizational structure, program operations, etc., may be necessary. In this way, I hope to have the benefit of Union and employee views before the range of options has been too narrowed.

Question 7. [Cont'd]

I will be particularly interested in receiving Union and employee suggestions as to how the motivation and the productivity of ACTION and its staff may be improved. This is not an Agency, in my view, which can be run only 'by the book'; rather, it is an Agency which must have the enthusiastic efforts of all its employees if its mission is to be accomplished. I am confident that this I will have.

I will, of course, retain the full responsibility and accountability for all program management decisions within the Agency. This is required by law and the Executive Order and is confirmed by the terms of the Agreement. I have no reason to believe that the Union feels otherwise on this point.

I would like to mention one other aspect of my role as ACTION Director, which, while not directly involving Union relationships, will I hope lead to improved mutual understanding between ACTION's new management and its staff.

One of my first actions as Director has been to begin a series of "roundtable" meetings with small groups of employees, beginning at headquarters but eventually covering all our staff in the field. These meetings will not only give me a chance to meet each employee in an informal setting, but also to obtain their freely-offered views on problems they may have in their work, and to clarify any misunderstandings as to existing policies and new directions which may exist in different parts of the Agency. I have never felt, in any organization above the smallest and simplest, that one can safely assume that written directives and notices, no matter how well expressed, will always provide the intended information, or accomplish the intended effect. So I expect to continue frequent informal face-to-face contacts with ACTION staff and volunteers throughout my tour as Director.

8. Would you intend to seek the President's authorization to recreate the National Advisory Council?

Answer.

I have discussed this question with the President. As you know, he has a strong skepticism about the usefulness of advisory committees. Any proposal by ACTION to re-establish such a Council will consequently require the strongest justification.

Even if it proves not feasible to recreate the National Advisory Council, I think it is most important that I have the means of obtaining the views and the participation of a wide range of people outside the Agency who are concerned with the voluntary sector of society, with the many groups of Americans which

Question 8. [Cont'd]

ACTION is serving, or who represent present or past ACTION volunteers. In addition, people who are knowledgeable about current trends in our society, or who speak for labor unions, for local governments, for ethnic groups, etc., should have an input into the programs of ACTION. This will be particularly important during the early stages of my assignment as Director, when I will be concentrating on the reconstitution of ACTION's programs. I expect to make arrangements for obtaining such views.

9. Questions on the Older American Volunteer Programs:

- A. What will be your policy with regard to the Older American Volunteer Programs? Specifically, will your own experience and background, with its major concern with problems of the young, lead you to place more emphasis on the VISTA program and on volunteer programs abroad through the Peace Corps, than on the concerns of Older Americans, either as volunteers, or as recipients of volunteer services?

Answer. No, it will not. I can assure the Committee that I do not have any intention of building up programs to serve the youth of America at the expense of my responsibilities for its older citizens, both as volunteers and as recipients of services from volunteers.

To explain further, I believe that the 'two extremes' in age-- the young and the old -- are those to whom our society must look for the bulk of our full-time, and even our part-time, volunteers. They have many things in common, including less attachment to the labor force, and more "free time." With some justification under present conditions, they may also share a feeling of being left-out of the mainstream of our society, or at least, from assuming an equitable share of its responsibilities, and receiving an equitable share of its benefits.

Possibly as a consequence of their situation, both young and old volunteers, I think, should be able to respond to the needs of others with a greater emotional commitment, and with less need to consider the needs of their full-time occupations or the requirements of their families.

Parenthetically, I consider that ACTION supports three types of volunteers: full-time, such as VISTA, UYA, and the Peace Corps; half-time, including the Foster Grandparents and Senior Companions, and possibly some of the education-based volunteers; and part-time, including RSVP, YCP, NSVP, and the business-oriented volunteers. Part-time volunteers, unlike the others, usually have full-time employment, educational, homemaking or other responsibilities, and therefore are less likely to be able to assume the most time-consuming volunteer tasks, or those which involve unpredictable hours and schedules.

Question 9-A. [Cont'd.]

My work in anti-war activities certainly was focused on helping our youth. Yet as a program, it involved participation by all age groups. Not only the parents and grandparents of those who might have to serve in Viet Nam, but also many whose concern was primarily with their country, and what they thought were its mistaken policies and ineffective and fruitless war efforts. So that I have never thought that only youth can revitalize our country. It wasn't I who said 'Don't trust anyone over thirty.'

In the questions which follow, I have discussed many of my initial thoughts, and my plans and expectations, for ACTION's programs for Older Americans. I would like to conclude this response by noting that I do not consider that ACTION's responsibilities are limited to its 'Title II' programs. There is an explicit requirement in Section 107 of the Act that I, as Director, take steps, including the development of special projects, to encourage the fullest participation of older people as VISTA and Part C volunteers, and also, of the participation of organizations of older people in programs and activities of VISTA. I am not at all sure ACTION has done all that it should have done to carry out the intent of this Section. I will do so.

While the Peace Corps has attracted a number of older volunteers I believe I share with the President the idea that there are many more retired Americans who are anxious and able to have a second career, and that the Peace Corps may offer an opportunity which may not have occurred to them. This is particularly true, I have been informed, for former Civil Service workers, since Peace Corps service will add to the number of years on which their retirement pensions are based.

It may be to these older groups, then, that the Peace Corps should primarily look to fill its needs for highly-skilled volunteers, rather than to those in mid-career, whose obligations to their families are more pressing.

9. B. Do you feel that these OAVP programs belong within the ACTION Agency?

Answer. Absolutely yes. The ACTION Agency was established to be the focal point of Federal Government concern for the volunteer components of our society. First among its responsibilities has been the direct support of volunteer programs which assist people in need. The Foster Grandparent Program and the Senior Companion Program are two of our most important programs.

Question 9-A. [Cont'd]

Why, however, should these Programs be assigned to ACTION, rather than to another Federal agency whose mission is solely to aid the elderly, or possibly, to an agency which assists children, or those who are sick, or those who are poor? I think for three reasons: First, these are volunteer programs and ACTION is the Federal Agency for volunteer programs. Second, the common administrative organization and procedures developed by ACTION for its many programs should provide an efficient mechanism for Federal management of these programs at minimum cost. Third, and to me most important, ACTION, since it is a multi-purpose Agency, is better equipped and experienced to achieve the dual goals of these programs, than would be a single purpose agency.

These two programs were deliberately designed by the Congress, and they must be administered, to serve two equally-important groups: the older Americans who serve as volunteers, and the people in need whom they help.

The first purpose is to make community service possible for older people who are no longer in the work force, whose retirement income is below 'the poverty line,' and who possess the desire and the physical and emotional ability to help people in dire need, and in so doing, remain themselves vital members of society.

The second purpose is to provide personal assistance to handicapped or disabled children, to the bedridden, and to the frail elderly who have become disassociated from community life.

A collateral gain from these two programs is the help given to many of our hard-pressed public institutions, so that they may supplement the all-too-meagre physical subsistence, educational, and medical services which their public budgets afford, by the personal attention from concerned volunteers which is so essential to those in their care. One might say that while our public institutions can maintain life, it is the patient's family and friends, and in many cases, these volunteers, who make maintaining that life worthwhile to the individual.

These programs should be operated so as to maximize the total benefits to the older volunteers and to the children or others in need whom they serve. However, they should not be run solely to benefit one group or the other.

The agency which administers these programs must continually balance these worthy goals against its always inadequate resources. It can not simplify its management problems by excluding some of those affected by its decisions merely because they are "some one else's problem."

Question 9-B (Cont'd)

Let me clarify one point. I regard the multiple purposes of these programs as an advantage, and not a defect. In fact, I consider their legislative design to be one of the all-too-few innovations by government in the past 20 years which has combined public concern for those in need with widespread acceptance and demonstrated effectiveness.

The considerations which should determine the organizational placement of the Retired Senior Volunteer Program are quite different from those affecting the Foster Grandparent and Senior Companion programs. The legislative intent of this program reflects a different purpose of ACTION: that of encouraging local groups to develop their own volunteer organizations to help address community needs. The assistance provided by ACTION to these groups is limited to a share of the organizational and administrative costs, and reimbursement for out-of-pocket costs of volunteers, mainly transportation. The 'dual purposes' served by this program are first, helping our older citizens to keep involved in local community activities, working on assignments of concern and interest to them, and second, to provide additional man- and woman-power to communities, at little or no cost, to help solve local problems and improve the conditions of community life.

The overriding factor which should determine the organizational location of the RSVP program, I believe, is an agency's demonstrated skill in the development and management of uncompensated volunteer programs. These skills ACTION clearly possesses. One can scarcely expect a faster rate of growth than that experienced by RSVP under ACTION's auspices: from July 1, 1971 to September 30, 1976, the Program increased from zero to 191,000 volunteers.

ACTION's present accounting systems do not indicate what share of overhead and program administration expenses are incurred by each of our Older American or other domestic volunteer programs. Consequently, it is not possible now to determine the total ACTION plus sponsor overhead costs for each volunteer, or 'volunteer year equivalent', for any program. However, since all of these Older American Volunteer programs have increased markedly since the establishment of ACTION, and at a much greater rate than total overhead costs have increased, it seems probable that the unit cost for Federal administrative support for each type of Older American volunteer has declined substantially during the past five years.

9-C. Do you foresee any actions being taken in future reorganizations of Federal programs and agencies to move these volunteer programs to the jurisdiction of another agency, such as the Administration on Aging within H.E.W.?

Answer. No, I do not. While I can not predict the future, especially in such a difficult area as overall reorganization of the Federal Government, I would not have accepted this appointment if I thought the Administration intended to dissolve this Agency. I consider the OAVP programs to be essential components of ACTION, and their removal would raise serious questions as to the rationale for the Agency's existence.

I would like to add that in my opinion, despite the growth in the Foster Grandparent Program and in RSVP, these programs have only scratched the surface of their potential to contribute to the needy, while of course the Senior Companion Program is at an even lower level of development. For example, -

- Today, there are an estimated 2.5 million children who are mentally retarded, of whom only 25,000 or a mere one percent, are being served by Foster Grandparents.
- There are an additional 2.5 million children who are physically handicapped, delinquent, emotionally disturbed, or abused, neglected, or without parents in America. This total includes those children who are in hospitals, correctional facilities, and other residential institutions, as well as those in schools, day-care centers, and private residences, including those living with their parents. Only 20,000, or less than one percent, of these children are receiving help from a Foster Grandparent.
- An estimated 1.1 million older persons are now confined to bed or restricted to their rooms by disease or infirmity. These people are a prime focus of the Senior Companion Program, yet only 8,000 of them can be served by the 2,000 Senior Companions now enrolled. There are many additional adults with these needs who are being served by RSVP or other community-based part-time volunteers, but usually not on the regular and intensive basis provided by the Senior Companion Program.
- In 1974, there were 4.2 million people over 60 who were no longer in the working force and with incomes below the poverty level. A conservative estimate is that between 20 and 25 percent of these older, low-income citizens are both physically able and willing to serve either as Foster Grandparents or as Senior Companions if opportunities were available.

Question 9-C. [Con't]

In one sense, ACTION's Older American Volunteer Programs have been largely a demonstration -- to demonstrate whether these approaches to utilizing people who have been discarded by our society because of their age can provide useful services to our communities. I consider this proposition has been successfully demonstrated, and therefore that early and serious consideration should be given to expanding these programs on the basis of total national needs.

9-D. If retained in the ACTION Agency, what will be your emphasis on programming for older Americans?

Answer. The program areas to which I expect to give initial concern will include the following:

-To develop a much more complete estimate of the national demand for older Americans as volunteers, and the available supply of such volunteers than the overall data cited in answering question 9-C. I think ACTION needs to know the total numbers of persons in each of the different circumstances mentioned who need the different kinds of services which older Americans can provide, where these people are now located, the extent, if any, to which their needs are being provided by others (family, friends, other volunteers), and the different means whereby OAVP volunteers might provide their services. Similarly, the Agency should have a far better knowledge of the supply of older Americans who might be available to meet these needs [the numbers of older people with the ability and willingness to serve as volunteers, the types of skills they possess and the extent of training they could reasonably be provided, the particular circumstances and conditions under which they could be most effective, etc.] This analysis would also include estimates of the costs and benefits of an increased reliance on older volunteers to help solve, alleviate, or prevent many of the nation's problems which involve the provision of personal care and sympathetic attention.

With this analysis in hand, the Administration, the Congress, and the general public will all be able to assess the relative need for an expansion of national support for the OAVP programs, and to measure the effectiveness of these programs in meeting their goals, especially in comparison with other alternatives.

-To expand the number of Senior Companions and the scope of the projects in which they are engaged until, as an initial target, they reach a level roughly equal to the number of Foster Grandparents. In the long run, I believe the number

Question 9-D. [Cont'd.]

of Senior Companions would considerably exceed the number of Foster Grandparents, since the potential numbers of people who need SCP services, I believe, is likely much greater than the number of children eligible for and needing Foster Grandparents.

-To consider establishing priorities for assigning new Foster Grandparents and approving new FGP projects, which would give greater weight to assignments which contribute most to 'deinstitutionalization.'

expect that this concept will not be well received universally. The availability of Foster Grandparents has become an important element in the day-to-day operations of some institutions devoted to the care of persons they do not expect to ever discharge. But institutional care is often the most expensive and frequently not the most effective vehicle for treatment and rehabilitation.

In general, I would expect to apply these priorities only to new funds, or to funds freed up by completion of existing assignments. No widespread effort will be made to reduce on-going effective projects.

-Increasing the opportunities for older American volunteers in VISTA, the Peace Corps, and in new Part C Programs, such as the proposed Urban Volunteer Service Program.

9-E. Would you support expansion of the Foster Grandparent and Senior Companion programs? Would you support expansion of these programs to include more volunteers?

Answer. Very much so, as I noted previously.

For the Foster Grandparent program, I believe greatest emphasis should be placed on starting new projects in new locations, rather than in expanding existing projects. I also think ACTION should explore the feasibility of expanding the use of Foster Grandparents in quasi-institutional settings, once higher-priority needs in public institutions have been satisfied.

For the Senior Companion program, the present size of the program is so far below the scope of responsibilities authorized in the Act that it is difficult to indicate general priorities. I will expect the Agency to develop a comprehensive program

Question 9-E [Cont'd]

plan, based on a realistic assessment of the numbers and needs of the many groups for whom Senior Companions may provide services under the Act, as well as analyses of the organizations which could serve as SCP sponsors, and the costs of expanding the program to serve additional classes of persons in need.

- 9-F would you favor an increase in the stipend for Foster Grandparents and Senior Companions from the present \$1.60 per hour, the rate established eleven years ago?

Answer. I believe that an increase can be justified, since a major purpose of these stipends, as well as the transportation and meals provided, is to enable eligible low-income older Americans to serve their communities without cost to themselves.

The problem has been one of limited budget resources which has made it necessary to hold the stipend at \$1.60 an hour despite rising living costs, so as to maintain volunteer levels. As you know, because of the success and effectiveness of Senior Companions and Foster Grandparents, we have waiting lists for these programs. But if given a sufficient budget, I believe we would be able to correct the stipend problem and at the same time, expand volunteer opportunities for the elderly.

- 9-G Foster Grandparent Program Directors have written about the extreme difficulty they are experiencing in meeting project administrative costs because of the present ACTION restriction on the proportion of project grant funds which can be used for administrative expenses. Will you look into this problem on a priority basis?

Answer. Yes, I will. I assume that the problem is with our policy that at least 80 percent of FGP project funds must be devoted to 'benefits to volunteers,' including both cash pay-

## Question 9-G [Cont'd]

ments as stipends, and the value of in-kind benefits, such as meals, transportation, physical examinations, etc. This policy was adopted to assure that grant payments concentrated on financial assistance to needy volunteers.

9-H. What other steps will you take to win the confidence of the Older American Volunteer Program constituency?

Answer. I have not yet completed an examination of the causes of feelings of dissatisfaction which I understand some parts of the OAVP constituency may have felt in the past. However, as I observed in answering an earlier question, I believe there are several different OAVP constituencies, and it is quite understandable that their interests may not always be in accord, either with ACTION, or with each other.

In addition to the volunteers themselves, where there are distinctions between full-time and part-time, and stipended and non-stipended OAV's, there are the interests of disabled children and other groups of people needing services, of project sponsors and of sponsor staffs, of the institutions where volunteers serve, of communities with local needs which OAV's help fill, and of organizations which, in varying ways, represent or have a major interest in these constituencies.

My major concern, which I expect to be the concern of ACTION program managers, regional offices, and field staffs also, is to recognize the existence and valid interests of these different constituencies, to consider their problems openly, to consult with such groups, both individually and at local, regional, and national meetings, and explain to them both those things which we can do to meet their needs and those which we can not do, and to make adjustments wherever possible in our program procedures where this seems warranted and will not cause either undue harm to others whom we must serve also, or increase our costs, or lower program effectiveness.

I do not feel the present level of complaints by the several constituencies of our OAV programs is so severe that it can not be substantially reduced by more frank and open discussions and by more reasonable decisions and fewer arbitrary actions on the part of the Agency.

9-1. what are your views concerning the need for ACTION-supported volunteer programs which provide financial counselling to senior citizens living on fixed-incomes, savings whose value is eroded by inflation, or low incomes generally? These programs were initially financed from Title III funds; following the return of responsibility for SCORE & ACE volunteers to the Small Business Administration, they have been funded from Part C of Title I, as Special Demonstration Projects. How do you believe these should be funded in the future?

Answer. Such programs are unquestionably necessary, and I hope to substantially expand them. They are an example of the wisdom of the Congress in including Title III in the Domestic Volunteer Service Act, so that persons with business, management, and professional training can provide impartial and effective advice and assistance to individuals, organizations, and communities with financial, technical, or administrative problems.

It is my understanding that the only change that has taken place with respect to ACTION's Title III responsibilities is that the SCORE and ACE volunteers have been returned to exclusive control by the Small Business Administration, so that they could devote their talents entirely to providing assistance to small business.

The mandate assigned to ACTION by Title III, which was to use the skills of business and professional volunteers to help solve community and personal problems, provide financial counselling to the elderly and others on fixed and low incomes, etc., remains very much in effect.

There are many obvious needs for such assistance. For the family, or for a surviving widow or widower, who own their own home, and who thought their retirement years were modestly but securely provided for, the escalation of real estate taxes and utility costs has been disastrous. Even though some communities have provided special tax treatment for the elderly, not all who are eligible know how to take advantage. Better insulation and heating systems may promise savings, but can also be used to exploit the inexperienced. Or the older person may find or may assume that because of age, only cash improvements can be made to the home.

Group buying may be helpful; even where funds are adequate to purchase an adequate diet, this may, for many reasons, not be obtained. Sympathetic assistance in debt management, and in redress of legitimate consumer complaints, is an especial need of many elderly people.

I understand that in the current fiscal year ACTION has only allocated \$40,000 to this important service, and that it is

Question 9-1 [Cont'd]

still being operated as a demonstration project. The FY 1978 budget provides some increase for this and other business-oriented volunteer projects.

In view of the amounts currently available, it seems to me that ACTION has seriously neglected its Congressional mandate under Title III. I expect to correct this deficiency. More than demonstration-level support is needed, not only for fixed-income counselling, but for other important community and individual problems to which the business-trained volunteer can make important contributions.

10. Would you be willing to review, as a priority assignment, the present ACTION policy which disqualifies from service as a VISTA or Peace Corps volunteer all persons who have had cancer of any type which was first diagnosed during the preceding five years, regardless of the applicant's current condition?

Answer. I am quite willing to review this policy, and will do so in the near future. I understand that the Agency is only now drafting its regulations for compliance with the Federal Handicapped Employment Act of 1973.

Even though volunteer assignments are not specifically covered by this Act, in the course of developing its required regulations, I will direct that ACTION make appropriate provisions for procedures, including an appeals process, applicable to the recruitment and assignment of volunteers who have physical handicaps of various types.

This is a very complicated question which involves medical and legal issues as well as considerations of basic fairness and compassion to those interested in assisting others. Therefore, in our review of the present situation, we will try to establish the most equitable policy possible, consistent with the need to assure that an individual can carry out his or her volunteer assignments. Let me assure you that as soon as this review has been completed, I will discuss our findings with you fully so that an equitable policy can be developed.

11. Would you be willing to see that Section 103b of the DVS Act, which requires that each low-income locally-recruited VISTA volunteer be given an individual plan which provides either opportunities for job advancement during his volunteer service, or for transition to gainful employment after completion of service be fully implemented? Will you evaluate the effectiveness of such job development plans under VISTA as a means of providing a better future for low-income volunteers?

Answer. Yes to both questions.

I am concerned that VISTA may not have been as enthusiastic as I believe they should have been about implementing this section of the Act, as your questions infer. Thus far, I have not received information on the numbers of low-income, locally-recruited volunteers now serving in VISTA projects, the status of the job development plans they are supposed to be provided with, the extent to which these plans are being followed, or the effectiveness of prior plans in assisting volunteers who have completed their service to obtain worthwhile employment.

I view these requirements to be mandatory and not optional components each VISTA project to which low-income volunteers are assigned. I expect to initiate a policy study and evaluation of the Agency's implementation of this section of the Act.

I will advise you of our findings, and of any changes I decide to make, following completion of this study.

12. Do you agree that VISTA volunteers should have their end-of-service, or readjustment, payments raised from \$50 to \$75 per month, as now permitted by law? If so, will you work to obtain the funds necessary to pay VISTA volunteers this increase?

Answer. I do agree that the stipend for VISTA volunteers should be raised as authorized by the Congress.

The question of how to provide this increase is similar to the one affecting the Foster Grandparent/Senior Companion stipend increase - that is, our limited budget. However, if additional funds are provided, we will be able to increase the current stipend.

13. How do you feel about the concept of a 'reverse Peace Corps', in which some of the young people abroad with whom our volunteers work would also have a chance to come to this country to work, perhaps in VISTA-like activities?

Answer. As a concept I consider this suggestion to have great merit, especially in helping to achieve two of the goals stated in the Peace Corps Act: to increase understanding of foreign peoples and cultures by Americans, and to increase our understanding of foreign peoples. This proposal, by involving American communities and local organizations, as well as individual American volunteers, would broaden the 'people-to-people' aspects of the Peace Corps.

As a practical program, however, there are problems. A similar program was authorized, but later rescinded by the Congress. Section 3b of the Peace Corps Act now includes the following explicit bar by the Congress to any expenditures by the Peace Corps for a 'reverse Peace Corps' or any similar program involving volunteer service by foreigners in the United States:

".....None of the funds authorized to carry out the purposes of this Act shall be used to carry out the Volunteers to America Program conducted under the Mutual Educational and Cultural Exchange Act of 1961 [22 USC 2451 et seq.] or any similar program involving the service or training of foreign nationals in the United States."

If, however, the prevailing opinion of the Congress were to favor such a program, we in ACTION would be anxious to develop one or more specific proposals for consideration by the Administration and the Congress.

I understand that it might be possible for this Agency to promote, through other authorities and in cooperation with other Federal and private organizations, arrangements more or less similar to those of the 'reverse Peace Corps.' I have also been advised that some foreign countries consider that their receipt of Peace Corps volunteers makes them appear to be second-class countries which must accept 'charity' from richer nations such as the United States, and that in at least one recent instance, negotiations with one of the poorest countries in the world to provide for Peace Corps volunteers were broken off because of the host country's insistence that the United States accept volunteers from them for service in VISTA or a similar program.

Nevertheless, it will be my position as Director of ACTION that we will not attempt to circumvent Congressional intent by resorting to administrative or other devices available to us. Unless and until we can convince the Congress to change

Question 13. [Cont'd.]

our authorities, or to remove a restriction imposed on our activities, we will abide by both the letter and the spirit of the Peace Corps and Domestic Volunteer Service Acts.

A somewhat related problem which I want to discuss involves the three responsibilities placed on us by Title III of the Peace Corps Act, which are concerned with actions of the Federal government to encourage volunteer programs abroad through other means than the Peace Corps.

These three authorities, set forth in Section 301 of the Peace Corps Act, are (1) to encourage other countries to establish their own counterparts to the Peace Corps; (2) to encourage less-developed countries to develop volunteer programs whereby their own citizens serve in programs within their countries; and (3) to encourage the development of, and American participation in, international voluntary service programs and activities.

Our budget request for FY 1978 now before the Congress provides for an increase in these hitherto comparatively neglected authorities in the Peace Corps Act. The new international volunteer programs are not limited to these which will operate under the auspices of the United Nations or its several agencies; private international non-profit organizations, regional compacts, etc., can also be assisted. However, the language I quoted above greatly restricts our ability to carry out these purposes, since apparently we can not provide training in this country to foreign nationals who would be responsible for developing counterpart programs to VISTA, to Foster Grandparents, etc., in their own countries.

One of the most effective methods of assistance would be for ACTION to demonstrate to foreign nations the actual workings of volunteer programs at the local level in this country, to attend and participate in sponsor orientation and training programs, etc. This is also more economical than sending our experts overseas, although we will need to do some of this also.

A second problem we have with the present language is that it prevents us from encouraging the many foreign students and other visitors to supplement their basic work or study experiences by serving as part-time volunteers, either in ACTION-supported programs, or in volunteer programs generally. Many of these students and other visitors to our country would like to participate in our programs, or to give talks in our schools or to local organizations about their native countries and customs, and we think we could facilitate such exchanges and services at very little cost.

Question 13. [Cont'd.]

In conclusion, therefore, I would like to discuss further the prospects for reinstatement of a reverse Peace Corps, and in all probability, even if we do not formally propose elimination of the wording from Section 3b cited above, we will ask for some modification to make our Title III programs more effective. This, of course, is subject to our proposals being acceptable to the President.

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Senator CRANSTON. There will be a hearing in this room at 9 a.m. next Thursday on the nomination of Mary King to be Deputy Director.

This hearing now stands adjourned.

[Whereupon, at 12:30 p.m., the hearing was adjourned to reconvene subject to the call of the Chair.]



