

Parker and the Rapid City United Way in ongoing flood recovery efforts in the Dakotas.

Early this year, residents of Minnesota, North Dakota and South Dakota experienced relentless snowstorms and bitterly cold temperatures. Snowdrifts as high as buildings, roads with only one lane cleared, homes without heat for days, hundreds of thousands of dead livestock, and schools closed for a week at a time were commonplace. As if surviving the severe winter cold was not challenge enough, residents of the upper Midwest could hardly imagine the extent of damage Mother Nature had yet to inflict with a 500-year flood. Record levels on the Big Sioux River and Lake Kampeska forced over 5,000 residents of Watertown, S.D. to evacuate their homes and left over one-third of the city without sewer and water for 3 weeks. The city of Bruce, S.D. was completely underwater when record low temperatures turned swollen streams into sheets of ice.

The 50,000 residents of Grand Forks, N.D. and 10,000 residents of East Grand Forks, MN were forced to leave their homes and businesses as the Red River overwhelmed their cities in April. The devastation was astounding; an entire city underwater and a fire that gutted a majority of Grand Forks' downtown. Residents of both cities recently were allowed to return to what is left of their homes, and the long and difficult process of rebuilding shattered lives is just beginning.

Renee Parker organized a United Way Jeans Day promotion that continues to amass monetary funds for flood victims. Many families escaped rising flood waters in the dead of night, often with only the clothes on their back, and ultimately lost everything in their homes. I am pleased to say the Jeans Day promotion has collected over \$6,350 to help buy goods for these families. Renee Parker has also been instrumental in organizing the Jeans Day promotion for flood victims on a national basis.

While those of us from the Midwest will never forget the destruction wrought by this year's floods, I have been heartened to witness firsthand and hear accounts of South Dakotans coming together within their community to protect homes, farms, and entire towns from rising flood waters. The selfless actions of people like Renee Parker and organizations like the Rapid City United Way illustrate the resolve within South Dakotans to help our neighbors in times of trouble.

Mr. President, there is much more to be done to rebuild and repair Grand Forks and other impacted communities. Renee Parker and the Rapid City United Way illustrate how individuals can bring some relief to the victims of this natural disaster, and I ask you to join me in thanking them for their selfless efforts.●

#### RECOGNITION OF BUTLER MACHINERY'S ASSISTANCE DURING THE FLOODS OF 1997

● Mr. JOHNSON. Mr. President, I want to take this opportunity today to recognize the important work of individuals at Butler Machinery in Rapid City, SD, in ongoing flood recovery efforts in the Dakotas.

Early this year, residents of Minnesota, North Dakota and South Dakota experienced relentless snowstorms and bitterly cold temperatures. Snowdrifts as high as buildings, roads with only one lane cleared, homes without heat for days, hundreds of thousands of dead livestock, and schools closed for a week at a time were commonplace. As if surviving the severe winter cold was not challenge enough, residents of the upper Midwest could hardly imagine the extent of damage Mother Nature had yet to inflict with a 500-year flood. Record levels on the Big Sioux River and Lake Kampeska forced over 5,000 residents of Watertown, SD, to evacuate their homes and left over one-third of the city without sewer and water for three weeks. The city of Bruce, SD, was completely under water when record low temperatures turned swollen streams into sheets of ice.

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Butler Machinery offered free transportation of flood relief items, including food, clothing, bottled water, and toys to Grand Forks. Many families escaped rising flood waters in the dead of night, often with only the clothes on their back, and ultimately lost everything in their homes. I am pleased to say that Butler Machinery has transported over 30 truckloads of items so far to Grand Forks, helping families rebuild their lives. In addition, Butler Machinery has raised nearly \$500,000 in donations for flood victims.

While those of us from the Midwest will never forget the destruction wrought by this year's floods, I have been heartened to witness first-hand and hear accounts of South Dakotans coming together within their community to protect homes, farms, and entire towns from rising flood waters. The selfless actions of the individuals at Butler Machinery illustrate the resolve within South Dakotans to help our neighbors in times of trouble.

Mr. President, there is much more to be done to rebuild and repair Grand Forks and other impacted communities. The individuals at Butler Machinery in Rapid City illustrate how the actions of a community can bring

some relief to the victims of this natural disaster, and I ask you to join me in thanking them for their selfless efforts.●

#### RECOGNITION OF CHUCK TINANT'S ASSISTANCE DURING THE FLOODS OF 1997

● Mr. JOHNSON. Mr. President, I want to take this opportunity today to recognize the important work of Chuck Tinant in ongoing flood recovery efforts in the Dakotas.

Early this year, residents of Minnesota, North Dakota and South Dakota experienced relentless snowstorms and bitterly cold temperatures. Snowdrifts as high as buildings, roads with only one lane cleared, homes without heat for days, hundreds of thousands of dead livestock, and schools closed for a week at a time were commonplace. As if surviving the severe winter cold was not challenge enough, residents of the upper Midwest could hardly imagine the extent of damage Mother Nature had yet to inflict with a 500-year flood. Record levels on the Big Sioux River and Lake Kampeska forced over 5,000 residents of Watertown, SD, to evacuate their homes and left over one-third of the city without sewer and water for three weeks. The city of Bruce, SD, was completely under water when record low temperatures turned swollen streams into sheets of ice.

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As chairman of the Dakota Disaster Relief Fund, Chuck Tinant has been spearheading volunteer efforts on behalf of the Rapid City Chamber of Commerce. Through Chuck's coordination, the relief fund has raised over \$78,000 for flood victims. In addition, Chuck helped organize efforts by students from area high schools and elementary schools, local businesses, and concerned individuals to collect and ship cleaning supplies, toys, furniture, school books, and food items to Grand Forks.

While those of us from the Midwest will never forget the destruction wrought by this year's floods, I have been heartened to witness first hand and hear accounts of South Dakotans coming together within their community to protect homes, farms, and entire towns from rising flood waters. The selfless actions of people like Chuck Tinant illustrates the resolve within South Dakotans to help our neighbors in times of trouble.

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Forks and other impacted communities. Chuck Tinant illustrates how an individual can bring some relief to the victims of this natural disaster, and I ask you to join me in thanking him for his selfless efforts.●

#### SERVICE IN AMERICA

● Mr. REED. Mr. President, in April, President Clinton with former Presidents Bush and Ford convened a Summit on Service in Philadelphia. They and other national leaders called upon young people to serve their communities and urged them to spread the spirit of service throughout the country.

The Corporation for National Service [CNS] is among those advancing this spirit. Its mission, as my colleagues are well aware, is to help the country meet its educational, environmental, and public safety needs through service projects conducted and led by young people. The young people who participate in the AmeriCorps Program assist needy individuals, families, and their communities, while building their own self-esteem and earning grants to help them meet the financial costs of higher education.

Since its inception, the Corporation for National Service has taken steps to address the charges of its critics by making necessary changes. Today, CNS fulfills its mandates successfully, efficiently, and cost effectively. In fact, a University of Minnesota study shows that AmeriCorps Programs in that State return \$3.90 in benefits for every dollar spent. Studies in Washington State reveal a similar return on investment.

When the Senate considers the reauthorization of the Corporation for National Service, I hope we will continue to foster the spirit of service that was celebrated in Philadelphia. To open the discussion, I ask my colleagues to take the time to read an article entitled "The Value of Service," which appeared in the June edition of Government Executive magazine. This article offers, I believe, a balanced view of CNS's first 4 years. Mr. President, I ask that it be printed in the RECORD. The article follows:

#### THE VALUE OF SERVICE

(By Annys Shin)

These should be heady days for the Corporation for National Service, the 4-year-old agency that oversees AmeriCorps, President Clinton's pet program to give students financial aid in exchange for a year of community service.

In February, Clinton announced in his State of the Union address that he would use thousands of AmeriCorps volunteers to mobilize an army of reading tutors for grade-school children. In March, CNS chief executive Harris Wofford got a favorable reception on Capitol Hill when he testified before the House and Senate on his agency's budget request. A month later, he stood with President Clinton and former President Bush at a summit meeting on national service in Philadelphia.

All this just a year after AmeriCorps' budget was zeroed out by the House (only to

be restored later in negotiations with the Senate) and Congress failed to bring CNS' reauthorization up in committee.

Still, CNS is still fighting to prove that its programs are worth the \$600 million a year taxpayers spend on them.

President Clinton's proposed tutoring effort, known as the America Reads Initiative, has further raised the stakes for AmeriCorps and CNS. The Clinton administration has requested \$1 billion over the next five years to cover the costs of the program and an additional 50,000 AmeriCorps Challenge Scholarships. Any funding increase or new service initiative can't go forward unless CNS is reauthorized by September, according to a CNS spokesman.

Since CNS is the Clinton administration's most significant expansion of the federal bureaucracy, its leaders have been meticulous since 1993 about measuring the results of their programs to show that they work. Other federal operations will soon follow suit, as the Government Performance and Results Act of 1993 takes full effect, forcing agencies to develop outcomes-based approaches to running their programs.

However, few agencies are likely to face the relentless criticism that CNS has from its Republican opponents, who see the agency and its programs as little more than a political boondoggle. So far, reams of positive data have not been enough to get CNS out of the partisan cross hairs.

#### AMERICORPS UNDER SIEGE

At the center of all the controversy is AmeriCorps, CNS' flagship program. The agency administers two other service programs, Learn and Serve and the Senior Corps, but neither have received the scrutiny AmeriCorps has.

CNS jointly administers AmeriCorps with 48 state commissions, which vary in size. CNS gives half of AmeriCorps grant funding to the state commissions, which then issue sub-grants to projects. CNS directly funds projects with the rest of the money.

AmeriCorps members are involved in a variety of activities, including assisting crime victims, immunizing children, restoring national parks, developing community-based health care programs and setting up credit unions in low-income communities. In return for a year's service, they get living allowances of \$7,600 a year, which can be supplemented by the member's employer. They also receive an education award of \$4,725 to put toward paying off student loans or to finance higher education or vocational training. Members can receive living allowances and education grants for up to two terms of service.

Last year, the \$215 million that AmeriCorps distributed in the form of grants to states and direct funding of projects went to 450 programs that operate at more than 1,000 sites nationwide and employ 24,000 AmeriCorps members.

None of AmeriCorps' critics have disputed the value of building housing for low-income families or teaching children to read. But some members of Congress question whether the program's benefits are worth its cost to taxpayers.

At many federal agencies, the cost-benefit calculation is far from simple. The Government Performance and Results Act is supposed to help by forcing agencies to come up with strategic plans and to measure the results of their programs. "The Results Act is a major culture change for most agencies," says Jerome F. Climer, president of the Congressional Institute, a think tank that studies governmental reforms.

But at CNS, which was created the same year GPRAs became law, no such culture change is necessary. "There was a decision

made early on in the program that AmeriCorps had to be judged on the basis of what it actually accomplished, on services delivered," says Steven Waldman, assistant managing editor at U.S. News and World Report, who wrote *The Bill* (Viking, 1995), a book about Clinton's effort to start a national service program, and later served as Wofford's senior policy adviser. "It was not sufficient to have anecdotal evidence that it was good for the AmeriCorps members. We had to have proof that it was good for the communities it was serving."

#### COSTS AND BENEFITS

But measuring community impact has proved to be easier said than done. Older service programs such as the Peace Corps have tended to focus more on participant benefits, in part because the impact on participants is easier to gauge than the effect on communities, says JoAnn Jastrzab of the Boston research firm Abt Associates, who has studied some of AmeriCorps' efforts.

Last July, Jastrzab and her colleagues released the findings of a 14-month study of the country's eight largest and most-established youth conservation corps, which get about a third of their funding through AmeriCorps. The study was funded by CNS.

Jastrzab followed participants in one Washington state project who went out into fields armed with toothbrushes to talk to migrant farm laborers about oral hygiene and to try to persuade them to visit a local health clinic on a regular basis. Other volunteers served as translators in the clinic. These services may have raised the number of workers who receive preventive care, and the eventual cost-savings of such preventive care to taxpayers could be measured, Jastrzab concluded, but documenting it could be costly and would require a separate study.

Nevertheless, after comparing operating costs to the value of service provided and the gain in participant earnings in the 15 months following service, Jastrzab and her colleagues estimated that each hour of service youth corps members performed resulted in \$1.04 more in benefits than it cost to employ them.

Evaluators have come up with similar cost-benefit ratios for other AmeriCorps programs. Researchers from the Northwest Regional Educational Laboratory found that every federal dollar invested in two Washington state AmeriCorps projects yielded a return up to \$2.40 in benefits. University of Minnesota researchers found benefits up to \$3.90 for each federal dollar put into several Minnesota AmeriCorps projects. CNS officials say such figures show taxpayers are getting bang for the bucks AmeriCorps spends.

CNS officials have also compiled lists of AmeriCorps project accomplishments. The San Mateo, Calif.-based research firm Aguirre International studied the program's first year of service and put together a list of beneficiaries, which included 10,000 children who were escorted to school through safe corridors, more than 1,000 teen-agers who received counseling about drug and alcohol abuse, more than 700 families who were able to move into new or refurbished homes, apartment units or shelters, and more than 1,200 people with AIDS who received services.

#### TRACKING RESULTS

But whether this laundry list of good deeds translates into long-term impact is another story. AmeriCorps participants, says Lance Potter, director of evaluation at CNS, "are people who are out there to solve the problem of homelessness or to teach every child to read. They don't have goals that you can reach in a year."

However, social scientists say that the long-term effect of service programs can be