This report describes the findings and recommendations of the Community Service Fellowship (CSF) Planning Project conducted by the American Association of Community and Junior Colleges under a grant from ACTION, the federal agency charged with promoting volunteer service. The proposed CSF program is a means of providing young people with opportunities to serve their communities while accruing educational benefits for later use in post-secondary education. Modeled after the GI Bill, the program would provide: opportunities for young people to test themselves in real-world experiences, manpower for community service work, a work-related student aid strategy for state and federal governments, and a means to better coordination between education and employment for youth and for society at large. The report recommends that the locus of program implementation be at the state level, that incentive grants be made to states by ACTION, that a test of the CSF program be undertaken in a selected state, and that ACTION seek to resolve the legal complications of combining CSF programs with Comprehensive Employment Training Act funds. Three alternative CSF models are presented and the components of each model are discussed in detail. (Author/DC)
The research reported herein was performed pursuant to Grant #123-0070 from the Office of Policy and Planning/ACTION/DC 20036. The opinions expressed herein are those of the authors and do not represent the policy of either the American Association of Community and Junior Colleges or ACTION.
THE COMMUNITY SERVICE FELLOWSHIP PLANNING PROJECT

Robert L. McKee

Michael J. Gaffney

Final Report

April 1975

Project Directors

AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

One Dupont Circle N.W./Suite 410/Washington, D.C. 20036/202-293-7050
It is remarkable what people can invent when pressed by the necessity for squarely facing hard problems. To give themselves and others a new grit on solutions, a new reality which embodies a hope based upon creative endeavors and strength. Nowhere in the world is this more true than in America.

It is also remarkable how pieces of answers, present but unnoticed for some reason, can suddenly juxtapose themselves into an identifiable picture when the pressure for such discovery is keen enough. Today, in our various (seemingly unrelated) worlds of community service, education, and employment, this is happening. There are some hard problems. Among them are student uneasiness with the formal educational patterns so long accepted, the high unemployment which exists, particularly for young people, the need for education to be once again, as it has been in the past, on the cutting edge of change and growth, the burden of community service human needs which are increasing at a staggering rate, and a growing restlessness on the part of those who see the developing awareness of our youthful Americans and want to give them opportunities to be part of solving some of these problems. We believe that the following report gives some realistic handles for what is certainly both a contemporary problem and a contemporary challenge. We are very grateful for the considerable assistance given by the advisory committee who dedicated many long hours to deliberation and contribution of thought and viewpoint and those others who were willing to try to help us.

The Community Service Fellowship concept is such an approach. The American Association of Community and Junior Colleges, under a planning grant from ACTION, has been exploring through some possible ways in which the concept of entering into full-time community service for a period of from six to twenty-four months with a possible maintenance benefit and a delayed educational benefit can provide a valid work-learning experience. It is the concept of entering into full-time community service for a period of from six to twenty-four months with a possible maintenance benefit and a delayed educational benefit which has been so reinforced by the educational community, and which the concept of entering into full-time community service for a period of from six to twenty-four months with a possible maintenance benefit and a delayed educational benefit can provide a valid work-learning experience. It is the concept of entering into full-time community service for a period of from six to twenty-four months with a possible maintenance benefit and a delayed educational benefit which has been so reinforced by the educational community, and which we believe, can provide a valid work-learning experience.

We believe that the following report gives some realistic handles for what is certainly both a contemporary problem and a contemporary challenge. It is also remarkable how pieces of answers, present but unnoticed for some reason, can suddenly juxtapose themselves into an identifiable picture when the pressure for such discovery is keen enough. Nowhere in the world is this more true than in America. We are very grateful for the considerable assistance given by the advisory committee who dedicated many long hours to deliberation and contribution of thought and viewpoint and those others who were willing to try to help us.

Edmund J. Gleazer, Jr.
President
American Association of Community and Junior Colleges
Acknowledgements

While there were many persons throughout the period of the Community Service Fellowship planning project who were responsible for invaluable input into the discussions, design, and adaptations of the Community Service Fellowship models, there are a few who deserve special mention because of the unusual generosity of their gift of time and attention which they devoted to this project.

Jerry Brady, formerly on the ACTION staff as deputy director for policy development, spent long hours reacting with the staff, sparking new thinking, and providing insight into the early beginnings of the program, its early development, and the intent of planners and legislators.

Dr. Israel (Ike) Tribble, Carnegie Council on Policy Studies in Higher Education, and formerly on the staff of the Neumann Task Force for Higher Education, assisted with difficult and complex decisions which were demanded to keep order and continuity in the myriad variables which were made possible to keep order and continuity in the myriad variables which were developed and contributed to the design and development of the various models.

Martin Corry, presently on the staff of the American Association for Vocational Education, not only offered the support of the Council office but also the benefit of his many years of experience in a number of the fields we were probing as the models were constructed.

Dr. Calvin Dellefield, executive director of the National Advisory Council on Policy, provided the support of the Council office and his many years of experience in a number of areas.

To all of these persons, the staff wishes to express their special thanks and deep appreciation, together with the recognition that these services were indeed above and beyond.
This report describes the findings and recommendations of the Community Service Fellowship Planning Project conducted by the American Association of Community and Junior Colleges under a grant from ACTION, the federal volunteer agency.

The proposed Community Service Fellowship Program is a means of providing young people with opportunities to serve their communities, while accruing educational benefits for later use in post-secondary education. Modeled after the G.I. Bill, the program is seen as providing young people with opportunities to test themselves in real-world experiences, states and communities with needed manpower for community service work, otherwise left undone; a work-related student aid strategy for state and federal governments; and a means to better coordination between education and employment.

The Community Service Fellowship Program has progressed through a planning grant from ACTION to AACJC. Advocated by both Newman and Carnegie panels on higher education, proposed in legislation by Congressman William Steiger and Senator Javits, and developed through a planning grant from ACTION to AACJC, the Community Service Fellowship Program has progressed through a planning grant from ACTION to AACJC.

Therefore, we recommend that:

- the locus of implementation be at the state level;
- incentive grants be made to states by ACTION;
- the focus of implementation be at the state level;
- the program be undertaken in a selected state.

We further recommend that ACTION seek to provide job development assistance for youth through CETA programs and that it seek to resolve the extent to which CETA can be harnessed with community service programs. The proposed Community Service Fellowship Program has progressed through a planning grant from ACTION to AACJC.

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Introduction

In June, 1974, the American Association of Community and Junior Colleges (AACJC), as the representative of a much larger consortium of national education associations, was awarded a planning grant of $46,000 from ACTION to design a set of models for a Community Service Fellowship Program (CSF). The grantee was to answer practical questions: Who should be the beneficiaries? What should be the cost? Where and by whom should demonstrations be conducted? In short, to build models to test an idea. This has been done, and the report makes precise recommendations to ACTION.

The planning grant proposal stated that the Community Service Fellowship Program might have the following objectives:

1. To identify, consider, and develop several alternative community service fellowship models.
2. To develop an analysis of strengths and weaknesses of models, to recommend to ACTION the best models for testing, and to recommend possible test sites.
3. To provide a structure for subcontracting for the development and refining of specific models to appropriate groups.
4. To explore the possibility of other government agencies and/or foundations providing additional support for the community service fellowship idea.
5. To develop several alternative management systems to administer the fellowship programs should it become a national program.
6. To establish an advisory group representing education, educational associations, community groups, legislators, and students to guide the development of models.
7. To provide information to organizations and states, and work closely with the several groups which are exploring related programs of their own.

It was anticipated at the time that these models would be tested later at designated sites around the nation. The planning grant was from ACTION's experimental program funds, and the expectation was that ACTION would receive an additional $710,000 from Congress the following year to test these models. However, midway through that grant period it became clear that ACTION might fund only a one-year demonstration. As the grant period drew to a close, it became clear that ACTION would not be tested later at these sites.

The following report, which provides additional support for the community service fellowship idea, is a report of the models which have been developed in the short planning period of the grant. It presents an analysis of the strengths and weaknesses of these models, and recommends the best models for testing and possible test sites. It also provides a structure for subcontracting the development and refinement of specific models to appropriate groups.

Since the CSF planning project began, there have also been changes within the nation which have had implications for the design of the models. Originally these models had been viewed as possible federal models. They were subsequently redefined to be state models. There were changes within the educational system as well, as students opted to step out of the system on their own initiative. Still another complicating factor was the change in the U.S. economic condition with the attendant employment problem.

The document which follows is the staff report of the historical background, recommendations, and development of these models. The report does not necessarily represent the views of either AACJC, the educational consortium, or ACTION. It is ironic that within the short planning period that such dramatic changes occurred.

It is anticipated that the ACTION CSF planning project will receive additional support for the community service fellowship idea, and that ACTION will provide a structure for subcontracting the development and refinement of specific models to appropriate groups. It is also anticipated that ACTION will develop several alternative management systems to administer the fellowship programs should it become a national program.
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SECTION I: Overview and Recommendations

Purpose

The Community Service Fellowship Program is a means of providing individuals with an opportunity to work in community service while enhancing educational benefits which they can apply to their future education. The program seeks to:

- ease the transition from the world of education to the world of work;
- provide community services presently left undone for lack of needed manpower or funds;
- assist students to pay for higher educational costs through a work-related student aid program;
- augment the educational process through experiential education.

The program seeks to provide education benefits modeled after those in the "GI Bill" to those individuals who participate in community service.

In addition to some form of monetary support, the fellowship participants would accrue educational benefits on a month-for-month basis. Upon later entrance (or return) to postsecondary education, they would be able to draw on these benefits. Thus, the Community Service Fellowship contains the seeds of solutions to several problems that have plagued educators and students.

A Wasteful System

Three years ago the phrase "breaking the lock-step" in education enjoyed a currency not present today. More and more students have been willing to forego entrance into college after high school and steady progress thereafter (even more have found breaking step to be an economic necessity). Yet, the present system for educating and employing young people remains wasteful and socially destructive. The facts are all too clear:

Approximately 10 percent of those entering 11th grade do not graduate from the 12th;
In 1971, the Carnegie Commission reported a 62 percent attrition rate in higher education;
Youth unemployment now exceeds 20 percent, black youth unemployment exceeds 40 percent, and both figures are rising;
Crime and alcoholism among youth, already high, is still rising and can be closely correlated to unemployment and lack of socially useful development;
Schools, originally responsible for the cognitive development of young people, are currently responsible for emotional and affective development as well.

While many students understand the need to come to grips with a career, they are uncertain as to which direction to proceed and what to expect in the employment sector. Most have had little if any exposure to the problems and opportunities of real work. Schools, originally responsible for the cognitive development of young people, are currently responsible for the emotional and affective development as well. The Educational Process Through Experiential Education

The Community Service Fellowship Program seeks to:

- provide opportunities for higher educational costs through a work;
- ease the transition from the world of education to the world of work;
- assist students to pay for higher educational costs through a work;
- augment the educational process through experiential education.

The Community Service Fellowship Program is a means of providing individuals with an opportunity to work in community service while enhancing educational benefits which they can apply to their future education.
encouragement could be given to them. At the same time, this very oppor-
tunity for volunteer service might be the means of restoring them to the
educational process after they had identified some appealing career goals,
so that they might direct their learning experiences in a way that would be
important to career choices they could make from a base of experience and
exploration of the world of work.

The lack of a coherent policy toward youth—which includes lack of em-
ployment, lack of relevant education, and above all a lack of social
usefulness—is costing this country dearly. We believe that the core idea
behind the community service fellowship remains valid—that community
service work opportunities should be increased, that this service should be
followed by education, and the means of implementing that idea through
modest payments during service and a fellowship to support education
thereafter. The question is how to relate this good theory to the practical
needs of the times. How can CSF be made compatible with the immediate
problem of unemployment and the long-term need, increasingly recognized,
to relate the worlds of work and education to each other? One answer lies in
capitalizing on the autonomous authority of states.

The role of the states in our federal system is increasingly important as our
thinking evolved over the planning period. Perhaps we were compelled by necessity. With ACTION’S initial contribution becoming
limited to one year, other resources had to be found. Finding a state or states
ready to take over in one year seemed indeed a necessity. In the smaller
forum of a state one governor or even one legislator could initiate a CSF-
type program. Eventually, a successful program could spread to other
states, forming a model for the creation of new volunteer or educational coalitions.
The states are the principal funding source for education in this country. And, while states are
in financial difficulty, a state-focused strategy has become more and more
important in recent years. 

The most promising location for a major demonstration of the CSF
program was California. For at least three reasons California presented an
opportunity that was unique to the program: first, serious exploration by the California State Legislature; second, the presence and
leadership of the Carnegie Council on Policy Studies in Higher Education;
and third, the administration of a new governor in a large state with a record
of social experimentation and change.

The California Assembly Bill No. 3973, addressing the issue of educa-
tional needs of college and university students stated that ". . . . . . many col-
lege and university students find that the traditional college experience is not fulfilling and not appropriate to their
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the program.

The authority of states...
Based upon our exploratory work with states, we make the following recommendations:

1. **State Grant to Operate a Small CSF Program**
   - While the Congress has ruled out a large effort, a minimal program to demonstrate the idea might be possible. For example, although California cannot now receive a large grant from ACTION, a small demonstration, say of 30 participants at a cost of $150,000 (including evaluation) would provide some basis for the state legislature to make its decision on CSF.

2. **State Grant to Add a Service-Learning Component to ACTION State Program**
   - ACTION already has outstanding grants to a large number of states, and the possibility exists for using these funds to add onto a few of these state grants a component specifically related to service-learning. For example, these grants would be for the purpose of promoting CSF, as contrasted with promoting NSVP, and activities might include training and technical assistance for teachers in using service-learning, providing stipends to students for their work, and so forth. If ACTION could make this proposal, it could be a very valuable contribution to the development of CSF.

3. **State Incentive Grant to Promote Volunteerism Through Part-time Service**
   - Instead of rewarding eligible persons for working full-time while out of school, could educational benefits be accumulated for part-time service during school? For example, could students working part-time in approved volunteer jobs during high school be given a month's educational benefits for the equivalent of a month's work? Could college students earn part of next year's expenses through part-time work this year?

   - Consider this possibility primarily at the high school level. Students would gain work experience; they would serve the community; they would earn money for their education. These are the primary goals of CSF. Is this a better, less expensive model of the CSF concept?

   - A number of objections can be raised:
     - only 16-18 year olds would normally be involved,
     - the link with education would not be cleanly broken,
     - jobs would carry less responsibility in all likelihood,
     - it would be difficult to pick and choose who would be eligible;
     - this system may not compete favorably with loans, work-study as a means of financing college.

   - Still, the idea achieves many of the objectives at considerably less cost. It should be easy to administer within the school systems of a state. It hits ACTION where the Congress has placed its large effort: a minimal program to promote CSF.

   - We recommend that ACTION consider this and a possible test in a single state. The project staff and advisory board discussed focusing this idea on a single category of high school students: those involved in vocational education. Vocational education is increasing in importance and is likely to receive increased funding in the near future. ACTION has an opportunity to change this by assisting state agencies responsible for occupational youth clubs and vocational education.
But these are not the only opportunities for ACTION. We believe that ACTION should make a major effort to relate the CSF idea to CETA funding.

Other Opportunities for ACTION: CSF and CETA

ACTION, the federal agency charged with responsibility for promoting volunteer service, has long been concerned with the various ways in which such volunteer service could be encouraged throughout America. American communities need many public services which will never be paid for simply because there will never be enough money available to cover the costs. Americans also need to become engaged in their own communities, feeling a corporate responsibility for the welfare and upgrading of those communities through the help of local volunteers. Therefore, a real need exists to find ways to link those separate factors together in programs productive of common benefits.

To begin with, ACTION could be an important vehicle for change in this country and has already demonstrated its usefulness. ACTION has some proud accomplishments. It was the first federal agency to respond to the movement toward experiential education. With University Year for ACTION and the National Student Volunteer Program, ACTION provided the morns for 50 schools to adopt intensive service-learning programs, and hundreds of others to receive assistance in designing and operating part-time programs. The same can be said about Youth Challenge and a similar movement in the high schools.

However, now it would appear that we are plunging down the expensive road of public service employment which will serve youth only incidentally instead of choosing volunteer service which would cost less, serve youth better, and quite possibly provide hotel community service.

Relating CSF to CETA has been a continuing concern for this grantee. We believe such a relationship should be demonstrated to determine if such a link-up can be effective. A year of public service employment could be followed by a year or more of education. How ever, we have repeatedly met with legal complications which were significant to the outsider to be greatly limiting.

At ACTION's potential influence, combining "volunteer" funds with CETA to support the community service concept would create a "volunteer" program and therefore, would be illegal. Allowing ACTION to support only the fellowship portion would put ACTION in the scholarship business without a volunteer component and again would be illegal. These distinctions appear to freeze ACTION into just the kind of compartments which education and labor have built for themselves over the years. While perhaps these decisions are legally sound, the agency is denied the creativity, the country needs.

The United States is embarking on the largest public service employment program since the 1930s and this could provide opportunities for the CSF concept. Forget for a moment the distinction between volunteerism and work and consider that states can fund tens of thousands of positions for young persons earning the minimum wages. We recommend that ACTION seek to resolve the questions of combining "volunteer" funds with CETA and whether ACTION indeed should get into the "scholarship business" as would be the case if ACTION paid only educational benefits and not maintenance as well. Further, we recommend that ACTION consider how it can take advantage of the multi-billion dollar public service employment programs to encourage ideas such as CSF. Some specific recommendations follow:

1. We urge the agency to pay particular attention to the proposed "Bill for the Unemployed" developed for federal legislation by the American Association of State Colleges and Universities (AASCU). While the differences with CSF are significant because the proposed program is not necessarily linked to community service and is for relatively higher wages, not volunteer subsistence, we suggest that a spokesman for the agency testify on the bill and explain CSF. We suggest that ACTION go so far as to suggest that some of the funds for initial projects be targeted on youth and run as volunteer programs by ACTION grantees through CETA prime sponsors.

As an alternative, ACTION could consider how it can take advantage of the multi-billion dollar public service employment programs to encourage ideas such as CSF. Some specific recommendations follow:

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3. We recommend that ACTION consider how it or its grantees might legally utilize regular CETA funds to run "volunteer programs." CETA prime sponsors have a difficult time creating good, useful jobs outside of government. Positions are still rare. ACTION's programing system could help create jobs for older and younger unemployed persons if some understanding could be reached about what constitutes a volunteer job. The critical question appears to be whether paying minimum wage destroys the voluntary nature of a "job." Perhaps it does. But for VISTA's community volunteers, for example, the legal distinction is of little interest.

4. In this regard we raise the question as to whether ACTION should resurrect the idea of national service—i.e., a civilian volunteer corps for youth and perhaps older Americans— as part of the overall manpower strategy. We believe a voice should be heard posing an alternative to public service—i.e., a program that benefits the young and the old too little.

Finally, we would like to see ACTION think in terms of using CSF, among other resources, to demonstrate how a GI Bill for Community Service should work for them. Whether or not the AASCU legislation is adopted, ACTION should demonstrate CSF and expect to come back to Congress (and to the states which have independent authority) with an example of how service and education can be combined.

In addition to these policy recommendations, we have also reviewed possible component parts of a CSF model and have made the following recommendations:

Component Parts of a "Model"

1. **Clients or Participants.** CSF is adaptable to any number of clients. Because funds are limited, we recommend that a test concentrate on ACTION's traditional clients who would most desire further education—the young. We further recommend that emphasis be placed on age with the highest unemployment, either 16 to 22 or 18 to 22. As for income, we believe the test should either offer minimum wage or less and see who responds. The demonstration should not specifically target one income group. Rather, geography and the financial incentive should determine the clients. The same would be true with regard to race and sex variables.

2. **Level of Stipend.** We believe that ACTION should try to get a financial contribution to the test from state funds and allow the level of this funding to dictate the level of stipend within certain boundaries. This probably means minimum wage since state funds will set the level of minimum wage. Alternatively, ACTION might accept a figure under the California legislation: approximately $2,200.

This is a critical question because it might determine whether the future of CSF is tied into CETA. If the grantee under a planning grant cannot secure other funding, this means the number of participants would be less but the purity of the volunteer feature, as represented by the amount of money received, would be preserved. Either alternative is acceptable; however, it is crucial that ACTION and the grantee have a clear understanding as to what is involved. ACTION's best interest is in following the course the state finds most agreeable. If the state is California, hopefully there would be assistance from the Carnegie Council on Policy Studies.

3. **Administrative Agency.** We have considered carefully the question of whether a CSF program should be administered by an educational institution or a community or state agency. We find both acceptable and recommend that ACTION make its decision on the basis of which has the greatest interest in success of the demonstration. Moreover, we believe that ACTION's best interest lies in utilizing a consortium of educational institutions. While cumbersome, if a consortium can resolve the always thorny problem of client selection more effectively than can one entity, then we think it would be worthwhile.
The lack of coordination between schooling and employment has created a void in which young people are demoralized and where needed opportunities for fuller education are lacking. The Community Service Fellowship Program seeks to address this void.

4. Geographic Location. We recommend that the test be centered in a major population center, in the case of California, Los Angeles or the Bay Area, and further that the consortium be so constructed that institutions serving various income and ethnic groups are included. One solicitation should be made to all potential participants in a broad area rather than utilizing set ratios or breaking the total test into sub-areas.

5. Management and Evaluation. We recommend that management responsibility be fixed in a single individual operating with an advisory board that includes representatives of the state education and manpower authorities, the state legislature, the Carnegie Council, and local community organizations. We believe that an independent evaluator should be engaged from the start and that at least ten percent of the available funds be utilized for evaluation, a management information system, and follow-up reports. While this percentage exceeds the norm recommended for demonstration projects, this project is small and something like $70,900 is a minimum feasible figure.

Conclusion

The lack of coordination between schooling and employment has created a void in which young people are demoralized and where needed opportunities for fuller education are lacking. The Community Service Fellowship Program seeks to address this void.

Federally supported and locally run, it can respond to the community service needs of communities and the financial aid needs of students in postsecondary education. Through the vehicle of the ACTION grant, a postsecondary education framework for a Community Service Fellowship Program has been developed. The Community Service Fellowship Program seeks to address this void in which young people are demoralized and where needed opportunities for fuller education are lacking. The Community Service Fellowship Program seeks to address this void.

We believe that the Community Service Fellowship Program concept is workable and developed and potential users should be encouraged.

Finally, we believe that the CF Program offers opportunities for young people to work with the skills toward further developing this program. We hope that ACTION and other federal agencies will continue to work with the states toward further developing this program. We have demonstrated that the Community Service Fellowship Program is workable and developed and potential users should be encouraged.

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SECTION II: Three Primary Models

Three Primary Models

The project considered nearly every possible variable of the CSF model. Over the course of the grant, the thinking evolved markedly. Originally, discussion centered, for example, on a federally run experiment; later this shifted to the state. In the end the project chose to recommend three models: an education model, a manpower model, and an "overlay" model.

Each model is first presented schematically in order to identify the particular areas of emphasis for that model. A description of the model then follows. At the end of this section is a schematic of the general plan used by the staff in developing models.

This section should be read with two appendices, Appendix C, which discussed the history of model-building which led up to these three primary models, and Appendix D, which displays all eight models given serious consideration and the variables at work in those models. While detailed, these three sections may be of use to those who consider the CSF concept in the future.

Education Model Description

This model would involve a leadership advisory consortium of state or local education agencies and commissions and different types of educational institutions. It would involve students from high schools, postsecondary vocational schools, community colleges, and universities.

Purpose: To establish a Community Service Fellowship Program that

- expedites a Community Service Fellowship Program that

- provides an educational entitlement as a reward for community service

- provides incentives and alternatives for students breaking the lock-step of education

- provides community agencies/groups/projects with additional manpower to help meet community needs.

Need: Of the increasing demands being put on the postsecondary educational system, three of the most important to consumers of postsecondary education are

1. Access—whether or not they have the financial resources to attend in the first place;

2. Curriculum flexibility—the option to learn in a "real" setting as well as a classroom setting, and,

3. Employability—whether anything in their postsecondary educational training is a potential financing mechanism which encourages curriculum flexibility and gives consumers of postsecondary education more saleable skills on graduation, while targeting their energy and skills on meeting the country's human needs.

Objectives: 1. To encourage students to take a nonclassroom learning option and provide the climate to encourage educational institutions to offer more flexible learning opportunities.

2. To engage the energies and skills of students in meeting the country's human needs.

3. To encourage the creation of skills and knowledge of students in meeting the country's human needs.

4. To explore the possibility of this program being a low-cost method of postsecondary education.

Program Administration: The target group will be dropouts between high school and college. It should be noted that the average age of California community college students is 27 years plus. There should be a number of mid-career changers as well as individuals not presently in school or college. It should be noted that the student age of community school and college is much higher than that of regular high school and college.

Program Plan: The target group will be dropouts between high school and college. It should be noted that the average age of California community college students is 27 years plus. There should be a number of mid-career changers as well as individuals not presently in school or college. It should be noted that the student age of community school and college is much higher than that of regular high school and college.

The project considered nearly every possible variable of the CSF model.
The shaded areas indicate the parts of the basic model which apply to this particular model.
Learning program which would give low-income persons, unemployed persons, and

Manpower Model Description

The manpower model might be a cooperative federal-state service-learning program that could offer work to those who are unemployed or underemployed, and provide education and training to help them gain employment. The model could be a cooperative effort among local, state, and federal agencies, as well as educational institutions, to provide education and training to help individuals gain employment.

Purpose: The purpose of this model is to provide education and training to help individuals gain employment, and to provide a cooperative effort among local, state, and federal agencies, as well as educational institutions, to provide education and training.

Need: The need for this program is to provide education and training to help individuals gain employment, and to provide a cooperative effort among local, state, and federal agencies, as well as educational institutions, to provide education and training.

Program Administration: The program's prime sponsor would be determined by the state and would work in cooperation with the educational institution, the state labor department, the community affairs and economic development departments, and the health and social services departments.

Evaluation: The evaluation of the program would be done by the National Institute for Higher Education. Participant evaluation should be done jointly, evaluation of the work or service by the community service and evaluation of the learning by the educational institution.
The shaded areas indicate the parts of the basic model which apply to this particular model.
There would be joint funding from ACTION and a state agency: ACTION paying for the entitlement and some administrative costs and the state paying the maintenance allowance.

This model might establish a liaison between the Community Service Fellowship program and the use of CETA manpower funds, or LEAA funds. CSF educational benefits would be added to CETA and/or other-funded maintenance benefits.

Employing agencies would be not-for-profit private and governmental organizations. If the state agency administering CETA were the cost-sharing body, it would identify a field where employment opportunities exist and make all not-for-profit agencies in that field (within a reasonable geographic area) eligible employers. Additional considerations in employer choice would be those agencies which can bear part of the costs. However, prime emphasis would be on the employer's obligation to help the individual improve skills.

The state manpower authority could use non-ACTION funds, particularly CETA and LEAA funds, to locate unemployed persons. Funds for maintenance benefits might also be available from the new Housing and Community Development Act of 1974.

The target group would be the unemployed but not necessarily the most difficult to employ.

The program should be established in such a manner that after federal funds have been provided for testing the concept the program could be funded by other sources on a continuing basis.

Maintenance Allowance and Educational Entitlement: A maintenance allowance commensurate with the minimum wage would be paid by the cooperating state agency. The educational entitlement of $150 per month of service would be paid by ACTION.

Academic Credit: The novel aspect of this program is the opportunity for educational institution sponsors to demonstrate that they would grant academic credit for learning which met the guidelines of the program. This model would establish a liaison between the Community Service Fellowship program and some administrative costs.

Program Plan:

Education: Internal and external evaluation would be conducted by an educational institution. Community service agencies would be the em-

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Academic Credit: The novel aspect of this program is the opportunity for educational institution sponsors to demonstrate that they would grant academic credit for learning which met the guidelines of the program. This model would establish a liaison between the Community Service Fellowship program and some administrative costs.
The overlay model would use an organized program such as ACTION's Program for Local Service which is targeted on low-income population, or a similar project. Lower administrative and maintenance costs would be a factor in this model since it would overlay or "piggyback" on the other program, resulting in shared costs and avoidance of administrative duplication. Additional participant incentive would be offered to the already enrolled PLS participants by means of the additional availability of an educational benefit if the participant so chose.

A search should be made for suitable programs which have been started or which are ready to begin in some states, and a choice should be made of a program which is in the final stages of negotiation so that accommodation could be made for the addition of educational benefits and other aspects of the Community Service Fellowship overlay which would be compatible with the program on which it was going to "piggyback." The overlay model could produce a fast-track test of the CSF concept.

The same time, reduce the program cost to ACTION.

Objectives:

1. To develop a model which would expand and improve benefits and evaluation procedures in the PLS program.
2. To provide expanded benefits to participants in the CSF program
3. To work out a cooperative project with other federal and state programs
4. To develop a CSF model which could be used in cooperation

Overlay Model Description

The purpose: To test the feasibility of combining ACTION's PLS program and ACTION's CSF program in such a way that the benefits to the community and to the individual in both programs would be enhanced. These benefits would include the performance of additional services and/or cost reductions and giving participants an option of either participating in the original Program for Local Service alone or choosing CSF benefits in addition.

The overlay factor would have the same purpose if another program were selected for the basic program in place of the PLS program.

Need: There is a need for a fast-track model of the CSF concept which could be developed and tested, incorporating the CSF benefits into existing volunteer projects to determine whether this addition of extra benefits would improve the program.

Objectives:

1. To develop a CSF model which could be used in cooperation with a PLS program or other similar programs
2. To provide expanded benefits to participants in the PLS program
3. To work out a cooperative project with federal and state programs
4. To develop a model which would expand and improve benefits
5. To focus on the target group served by the PLS program.

The target group would include those who are eligible for the PLS program and those who would not normally plan to go on into higher education. The CSF overlay would add an educational benefit—academic credit component to a local community-service-oriented poverty program. Arrangements for receiving academic recognition and credit for community service would be developed through the state community college system in cooperation with the educational associations on the CSF advisory committee. The prime sponsor would be determined in consultation with ACTION's PLS staff.

Participants would be full-time and would receive $100 per month for educational benefits in addition to maintenance benefits from the PLS program. In some cases, the rate might be lower.

Program Options:

1. Opportunity to sign up for educational benefits will be provided during the recruiting process.
2. Opportunity to enroll for educational benefits will occur six months after participant enrolls in program, possibly on a reward basis.
3. Limited number of educational benefits will be available, and participants can draw their educational benefits at whatever rate they wish for other costs of attendance.

Evaluation: There would be internal and external evaluation of the CSF program designed to be compatible with the evaluation procedures in the PLS program.

Program Administration: The PLS program would have administrative responsibility. The program would be operated through one of ACTION's regional offices with some technical assistance from ACTION's Washington headquarters office. Both of these programs would be combined in one ACTION contract.
The shaded areas indicate the parts of the basic model which apply to this particular model.

OVERLAY MODEL
Management of the educational benefits would be handled through a selected local bank. The bank would handle these accounts at no cost, as a community service, and there would be no time limit to when the participant could use his educational benefits. These benefits must be used, however, at a state or federally approved postsecondary institution. Interest accrued to the participant's educational benefit fund through the bank will be added to the participant's account.

The educational benefit monies will be forwarded to the bank administering these funds on a monthly basis as the participants earn them. However, ACTION will put in escrow sufficient monies from this fiscal year's budget to pay for the one year of educational benefits persons will earn in this program.

Program Plan: The PLS program would work with the target group already designated for their PLS proposal, and the geographic focus would remain the same. ACTION would provide some additional monies to develop the fellowship option, consisting mainly of educational benefits. The present program objective, consisting mainly of educational benefits, would remain unchanged.

The accrued education benefits would be paid to the participant after certification from the educational institution on a monthly basis. The individual would receive a check from the bank on approximately the 15th of the month when the individual has his form certified by the appropriate institution each month. The length of the CSF service will be the same as the PLS, with a maximum of two years.

Outcomes:
1. This model would test the effectiveness of overlaying the CSF idea on an existing ACTION program and would test the effect on recruiting for the PLS program.
2. This would provide a fast-track test of the concept.
3. The CSF might overlay a number of different kinds of federal programs.
4. This model would test the number of participants who would actually use their educational benefits and whether the educational benefits actually expanded the accessibility of postsecondary education to the participants.
5. The model would test whether volunteer experience impacted the education and career choices of participants.

Alternative Overlay (An Example)

In addition to the possibility of overlaying another ACTION program, the CSF program is also suitable for overlaying over a different government agency program. The following brief description of such a program, as an example, follows.

The National Office for Social Responsibility (NOSR) has received a contract from the U.S. Department of Labor to develop a model training program for 200 youths, ages 16 to 18. The program will evolve a youth employment model to provide an alternative to institutionalization of delinquent youths by involving their participation in community training. The development of the model will bring together a number of youth-serving agencies and the business community to help meet specific needs of youth within the project.

The relationship between CSF and the NOSR project would be very similar to that between educational benefits. While NOSR would provide the educational benefits, while CSF would provide the recruiting, job matching, and overall administration.

Alternative 1: The full NOSR program could be overlaid using their administrative structure, their target group, and their evaluation processes. This combined program could provide only educational benefits, and the participants where CSF would provide only educational benefits, and the participants

Alternative 2: The NOSR administrative structure could be overlaid using their administrative structure, their target group, and their evaluation processes. This combined program could provide educational benefits, while NOSR would provide the recruiting, job matching, and overall administration.
would write their own programs and do their own job matching and then apply for educational benefits after the plan was approved. In this version, three groups would be involved: the regular participants, the control group of approximately 200 who were not in the program, and the third program group, which would be approximately 50 individuals selected out of their control group.

Alternative 3: A cooperative arrangement with one of NOSR's other community service programs which are conducted in a number of states. Alternative 4: Expand the NCSR program and take, in addition, approximately 100 participants, operating as an add-on type of contract.

Alternative 5: Add the CSF program at the end of the NCSR 9-week program, making one more year of community service for those who would elect to continue in the program.
Appendix A: National Advisory Committee

A National Advisory Committee for this Community Service Fellowship Program was drawn from the consortium of national education associations, representing a very helpful balance of interest and knowledge.

Advisory committee members have brought to the Community Service Fellowship planning effort a very helpful balance of interest and knowledge which has resulted in a much wider perspective of the planning objectives than might have otherwise been possible.

Members of the Advisory Committee included:

- Martha Bachman
- Michael Barlow
- Susan Fratkin
- Earl Cheit
- Calvin Dellefield
- Dennis Gallagher
- Harold Hodgkinson
- Kenneth Hoyt
- Marita Hughes

Members of the Advisory Committee included:

- William Abell, Assistant Director, Office of Career Education, University of California, Berkeley
- Susan Pennington, Director of Special Programs, National Association of State Universities and Land Grant Colleges
- Mary Elizabeth, Dean of Higher Education, American Association of School Administrators
- John E. Chiara, Executive Director, National Association of State Universities and Land Grant Colleges
- Michael H. Elam, President, National Association of State University and Land Grant Colleges
- Martha Bachman

Field Experience Education

As an integral part of this program, Florida Atlantic University, the University of California, Berkeley, the U.S. Office of Education, the National Institute for Educational Development, and the National Association of Student Financial Administrators have developed a Field Experience Education Program to enhance the learning experience of the fellows.
APPENDIX B: History of CSF

An early call for the Community Service Fellowship concept was issued in 1968 in Donald Eberly's seminal article, "Service Experience and Educational Growth." Eberly suggested that:

A more comprehensive source of funds would be available if financial credit were granted for service experiences, along the lines of the GI Bill. A full year of service experience, for example, might qualify a young person for two years of further education. If such a program could be designed so as not to distort the character of the service-learning experience, it would be worthwhile considering it together with the Zacharias proposal for an Educational Opportunity Bank.

Beyond financial compensation:

The idea that education benefits are an appropriate additional compensation for service to the country has been widely accepted since the introduction of the GI Bill, which awarded educational benefits in higher education institutions (different from the GI Bill itself). The Second Newman Task Force in its Report on Higher Education, the Federal Role: "A GI Bill for Community Service," March 1973, called for:

Formal Higher Education:

... the invention and financing of new low-cost forms of national service. And... some new ideas that no one has even thought of...

The Newman Report on Higher Education (1971) called for:

... the acceptance of experience as a legitimate part of education.


Formal Higher Education:

... the acceptance of experience as a legitimate part of education. ... a GI Bill for Community Service (different from the GI Bill itself) which would reward educational benefits in higher education institutions (different from the GI Bill itself).


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I would urge the Congress to consider an innovative approach to involving our citizens in the provision of community services. This concept is designed to rekindle the idea of volunteer service to the community and the nation, create a new way to work one's way through college, enhance the abilities of young people to make career decisions based upon experience, develop a socially acceptable mechanism for those students who are not ready to enter or continue in college to break the academic lock-step, provide opportunity for participation in socially needed action, facilitate vocational redirection for those adults who wish to alter their career paths, enable older and retired workers to impart their years of experience and understanding to community projects, and help locally based community service agencies with an infusion of enthusiastic citizens to perform needed work in a creative manner.

In April 1973, Senator Jacob Javits, New York, introduced S.1556, a bill similar to Steiger's, titled the Community Service Educational Benefits Act. In 1974, Congress responded to all of these indicators as well as the expressed guidance of many educators who agreed that the young people of America were indeed caught in a lock-step between kindergarten and college and that these students or those who had already dropped out of the educational system for various reasons might well be interested in performing services as learning experiences. These students might perform these services within the framework of their own cities and towns and further, could be encouraged by their local educational institutions to do so. Congress's response made it possible for ACTION to explore how learning experiences could be encountered by their local educational institutions to do so. Congress's response was to pass the Domestic Volunteer Service Act of 1973, the first major American policy statement on community service, a bill which was signed by President Nixon on October 5, 1973.

The Development of the CSF Idea

Chronology of Events Which Affected and Aided in the Development of the CSF Idea

Education which made reference to a CSF-type program

1971
First Newman Task Force issued Report on Higher Education
Carnegie Report, Less Time, More Options

1971
Helping to create the need for such a program

1970-71
General educational climate was changing; inertia

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APPENDIX C: A Review of Model Building for CSF

Criteria for the tests:
- Models identified early
- Further development of primary models

This appendix discusses the evolution of the CSF models. It should be read in conjunction with the section entitled "Three Primary Models Recommended" above.

Models which might be developed should be a paramount point of issue:

1. Foster an understanding and agreement among educators on goals;
2. Build a sense of direction and a method of expanding and reinforcing the ideal of educational service-learning within the educational system for further study and action similar to that affected by the G.I. Bill;
3. Whether or not states should be motivated to design and implement such programs on a measurable basis and scale;
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In considering the identification of suitable work-service-learning experiences for participants, a clear distinction is necessary. A paid participant is usually kept in his place; a volunteer is usually given as much responsibility as he is capable of assuming. Community service work cannot be developed unless a volunteer is willing to assume a level of responsibility that is suitable for the project. A volunteer is usually a young person, and it is necessary to have a staff of experts to develop and implement such.

The quality of the experience should be a paramount point of issue:

The initial approach to identification of models in the original planning grant contract suggested that there might be three models: the education model, the community model, and the regional model. It next appeared that these three models might actually contain six primary models:

- An A model (higher education) model
- A community college model
- A community model
- A participant model
- An overlay model
- A regional model

A manpower model was later added to this first grouping, replacing the regional model. In addition to these primary models, some state models might also be developed.

In order for any model to be successfully tested, it would be necessary to:

1. Foster an understanding and agreement among educators on goals;
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In all of the models the discussion centered around a period of full-time participation, with educational benefits beginning to accrue from the first day of service but not available to be drawn upon until the completion of at least six months’ service. However, there was a strong argument for modifying the CSF model, and the regional model. If next appeared that the education model, the community model, and the regional model. If next appeared that the education model, the community model, and the regional model.

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In order for any model to be successfully tested, it would be necessary to:

1. Foster an understanding and agreement among educators on goals;
2. Build a sense of direction and a method of expanding and reinforcing the ideal of educational service-learning within the educational system for further study and action similar to that affected by the G.I. Bill;
3. Whether or not states should be motivated to design and implement such programs on a measurable basis and scale;
4. Whether or not states should be motivated to design and implement such programs on a measurable basis and scale;
5. Whether or not states should be motivated to design and implement such programs on a measurable basis and scale;
6. Whether or not states should be motivated to design and implement such programs on a measurable basis and scale.
The CSF idea might also affect instruction and guidance programs in the educational institutions, not only by introducing another dimension both to the learning and the counseling which young people would receive concerning their aspirations, educational plans, and career expectations, but by suggesting that the academic credit received through the CSF program be tuition free. While this might be a decision of the participating postsecondary institutions receiving the participants back into the educational mainstream, the tuition costs for these credits should probably be at least less than the normal charge for such credit hours.

Evaluation: Program evaluation should be done by National Institute of Education. Participant evaluation should be jointly undertaken, evaluation of the work-service component by the community agency/receiving institution and the educational institution granting credit.
ing the work of the participants and the evaluation of the learning experiences should be the responsibility of the educational institution.

Community College Model

**Purpose:** To involve the community college, its students, and potential students in a service-learning approach to solving community problems.

**Need:** The community college needs to become more community-oriented and involved in local service programs. Community agencies need additional personnel to assist in responding to community problems. Participants need career exploration and education with more involvement in local service programs.

**Objectives:**
1. To reach persons for whom the traditional patterns of education and career have been unsatisfactory, particularly early school leavers who will probably have career problems.
2. To involve them in a service-learning program that gives them wider educational and career options through skills and training acquired during their service.
3. To provide additional staff to community agencies/groups to help them better serve community needs and to increase the flow of resources to the community college through education and training provided by the college.
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5. To provide additional staff to community agencies/groups to help them better serve community needs and to increase the flow of resources to the community college through education and training provided by the college.

**Program Administration:** The program would be administered by the community college. Policy decisions would be made in conjunction with a local advisory committee. The advisory committee and the college will determine the selection of participants, agency placement, and new community service concepts. It is the college's responsibility to establish cooperative linkages between business, the community, and local agencies.

**Program Plan:** The college will do the recruitment and provide counseling, placement, evaluation, and information services. The program will normally last twelve months for each participant with a minimum of six months. Participants will receive $150 per month as a maintenance allowance and accrue educational benefits at the rate of $15 per month. After six months, participants will receive an administrative allowance of $30 per month per participant. A local bank or savings and loan firm will be designated to handle these funds. Awarding of academic credit for community service is encouraged but will be optional within the policies and guidelines of each individual community college.

**Evaluation:** Intensive internal and external evaluation will be done to determine the impact of the program on the community and/or participants.
Evaluation: The program will have an internal and external evaluation designed to be complementary with the PLS program.

Evaluation: The program will have both internal evaluation done by the participants and external evaluation done by an evaluator.

Overlay Model

Purpose: To overlay an educational benefit/academic credit program on a local service-oriented youth jobs program.

Overview Model

Purpose: An evaluation of educational benefit/academic credit programs on a local service-oriented youth jobs program.

Comparison by ACTION:

The program will have both internal evaluation done by the participants and external evaluation done by an evaluator.

Guidelines: For learning accomplished through work which is consonant with national educational benefit/academic credit programs.

Evaluation: The program will have both internal evaluation done by the participants and external evaluation done by an evaluator.

Participant Model

Purpose: To enable persons working at a subsistence-level maintenance allowance in their own community to have a work-service-learning experience while helping meet community needs, earning academic credit, and accruing educational benefit money.

Need:

To provide a work-service-learning experience for high school graduates who have completed at least one year of high school and are working in their community.

Objectives:

To create a program that fulfills the needs stated above for participants while addressing the real needs of the community as defined by the community itself.

Program Administration:
The program will have a national support structure which provides guidelines, particularly for the granting of academic credit, and also provides technical assistance. Programs will be established through an RFP process and will be administered by a consortium of educational institutions and community agencies. The program will have a national support structure which provides guidelines, particularly for the granting of academic credit, and also provides technical assistance. Programs will be established through an RFP process and will be administered by a consortium of educational institutions and community agencies.

Program Plan:
The community liaison committee will play a major role in establishing the program within the community and selecting the areas where the program should place its participants. The program staff will develop the program in close consultation with the advisory committee, and then recruit volunteers to fill those placements. The participants will receive counseling before, during, and after their service-learning work.

Evaluation:
The program will have both internal evaluation done by the community liaison committee and external evaluation done by an evaluator chosen by ACTION.
Manpower Model

Purpose:

To create a cooperative federal-state service/learning program to get jobs for the unemployed and better their subsequent employment prospects through skills learned on the job and training received at educational institutions.

Need:

One of the major obstacles to employment is lack of training. This program would provide on-the-job and classroom training for the unemployed and help them acquire employment skills.

Objectives:

1. To enhance the employability of people with educational benefits on completion of their service.
2. To economize by cooperating with other programs.
3. To provide additional skills training.

Program Plan:

Sixty unemployed persons would be located by the state manpower authority. They would spend 15-20 hours a week in training and the rest of their 40-hour week on the job. Participants would receive maintenance allowances at the minimum wage from the state agency and could also accrue education benefits at the rate of $150 per month to be paid by ACTION.

Evaluation:

Internal and external evaluation would be done by those personnel assigned to the program.

ACTION:

ACTION would receive education benefits at the rate of $150 per month to be paid by the state manpower authority. The federal government would receive maintenance allowances for participants working on the job. The state would also provide a cooperative linkage with state departments of labor and education and the regional or local ACTION office.

Program Administration:

The administrative agent would be a prime sponsor chosen by the state. This agent, with help from federal ACTION, would provide "cooperative linkages" with state and local ACTION offices.

Joint funding would be necessary between federal ACTION and the state. The initial agreement would call for the state to contribute 13% of its program costs and federal ACTION 87%.

The state agency would provide on-the-job and classroom training for the unemployed and help them acquire employment skills.

Program Plan:

Sixty unemployed persons would be located by the state manpower authority. They would spend 15-20 hours a week in training (part of which would be provided by the employer and part of which would be provided by community colleges). The rest of the 40-hour week would be spent on the job. They would spend 15-20 hours a week in training and receive maintenance allowances at the minimum wage from the state agency.

Evaluation:

Internal and external evaluation would be done by those personnel assigned to the program.

ACTION:

ACTION would receive education benefits at the rate of $150 per month to be paid by the state manpower authority. The federal government would receive maintenance allowances for participants working on the job. The state would also provide a cooperative linkage with state departments of labor and education and the regional or local ACTION office.

Program Administration:

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The state agency would provide on-the-job and classroom training for the unemployed and help them acquire employment skills.
APPENDIX D: Variables for Eight Models with Discussion

Explanation of Variables Chart

Approach Used in the Variables Chart

There were a number of major constants which existed for all models and which are not recorded on the Variables Chart. These included such areas as:

1. The agency to receive services from the CSFers. With only one minor exception, all of the discussion and model development dealt with service to public or private nonprofit agencies.
2. Evaluation would be part of every model.
3. A consortium of sponsors and participating institutions would be used with all models to obtain the widest possible involvement in the operation of models.
4. All models would combine service with learning. Almost without exception, service is the first priority, with learning and work changing in priority according to the model.

First Variable—Target Groups

In most models, the age range was within the ages from 16 to 26. In most models, the first priority target group was individuals who had dropped out of the educational system or wanted to stop out in their last high school years, or were community college or first-year university dropouts or dropouts. Very close to this last group were the unemployed youth.

All models would accommodate older age groups, and one or two models had this age group as an equal focus. Some of the models would serve the general needs of our society while other models were designed for focus on particular problems.

Second Variable—Number of Participants Per Program

Minimum size program—25
Second size program—50
Third size program—100 to 200
Fourth size program—1,000 or more

Most of the models recommend 25 to 200 participants per program. The rationale behind these numbers of participants was that 25 was the smallest administratively convenient and economically manageable number of participants per program. The larger numbers were based on the assumption that at least 75 was the smallest number of participants per program that could have a significant impact on problems such as unemployment among youth.

Third Variable—Cost Per Participant

Minimum—$200 per month per participant
Maximum—$400 per month per participant

The cost per participant is made up of the sum of educational benefits, maintenance and administrative costs. $200 per participant per month was based on educational benefits at low-cost public community colleges and survival or out-of-pocket money for maintenance. The maximum of $400 was based on educational benefits at most of ACTION’s similar programs, such as those in VISTA, Youth Opportunity Program, or Private Service (PLS), and Youth Challenge.

Fourth Variable—Educational Benefits

Minimum—$75 per month per participant
Maximum—$200 per month per participant

The large numbers were based on the assumption that at least 75 was the smallest number of participants per program that could have a significant impact on problems such as unemployment among youth.

In most models, the age range was within the ages from 16 to 26. In most models, the first priority target group was individuals who had dropped out of the educational system or wanted to stop out in their last high school years, or were community college or first-year university dropouts or dropouts.
### Major Variables for the Eight Models

<table>
<thead>
<tr>
<th>Target Groups</th>
<th>No. of Participants</th>
<th>Total Dollars</th>
<th>Source of Funds</th>
<th>Benefits ADMIN</th>
<th>Benefits</th>
<th>Target Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Benefits</td>
<td>150</td>
<td>$257 to $75</td>
<td>State</td>
<td>75</td>
<td>175</td>
<td>Educ. Admin. Agent</td>
</tr>
<tr>
<td>Maintenance Benefits</td>
<td>150</td>
<td>$75 to $175</td>
<td>Local</td>
<td>175</td>
<td>350</td>
<td>Admin. Benefits</td>
</tr>
<tr>
<td>Administrative Costs</td>
<td>150</td>
<td>$25 to $175</td>
<td>National</td>
<td>175</td>
<td>150</td>
<td>Educ. Admin. Cost</td>
</tr>
<tr>
<td>Source of Funds</td>
<td>150</td>
<td>$257 to $75</td>
<td>Local</td>
<td>75</td>
<td>175</td>
<td>Educ. Admin. Source</td>
</tr>
<tr>
<td>Target Groups</td>
<td>150</td>
<td>$257 to $75</td>
<td>A ( \text{院} )</td>
<td>75</td>
<td>175</td>
<td>Educ. Admin. Target</td>
</tr>
<tr>
<td>No. of Participants</td>
<td>150</td>
<td>$257 to $75</td>
<td>B ( \text{院} )</td>
<td>75</td>
<td>175</td>
<td>Educ. Admin. No.</td>
</tr>
<tr>
<td>Total Dollars</td>
<td>150</td>
<td>$257 to $75</td>
<td>C ( \text{院} )</td>
<td>75</td>
<td>175</td>
<td>Educ. Admin. Total</td>
</tr>
</tbody>
</table>

#### Academic Credit
- Course: 12 mo
- Service Time: 150
- Bank: State
- Community: Local
- Education: Community
- Foundation: Local
- Group: A \( \text{院} \)
- Group: B \( \text{院} \)
- Group: C \( \text{院} \)
- Group: D \( \text{院} \)
- Group: E \( \text{院} \)
- Group: F \( \text{院} \)
- Group: G \( \text{院} \)

#### Manpower
- Community: Local
- Source of Funds: A \( \text{院} \)
- Target Groups: A \( \text{院} \)

#### Occupational Youth Club
- Community: LEA
- Source of Funds: A \( \text{院} \)
- Target Groups: A \( \text{院} \)

#### Occupational Youth Group
- Community: LEA
- Source of Funds: A \( \text{院} \)
- Target Groups: A \( \text{院} \)

#### Incentive
- Community: LEA
- Source of Funds: A \( \text{院} \)
- Target Groups: A \( \text{院} \)

#### Overlay
- Community: LEA
- Source of Funds: A \( \text{院} \)
- Target Groups: A \( \text{院} \)

#### Community
- Community: LEA
- Source of Funds: A \( \text{院} \)
- Target Groups: A \( \text{院} \)
The average cost of attendance at a community college is $75 per month. This determined the minimum monthly educational benefit. The maximum benefit of $200 per month was based upon the cost of attending a public university. In the event that the participant might want to go to a private college, he might have the opportunity to use up his benefits at a faster rate than they had been earned.

**Fifth Variable**: Maintenance

<table>
<thead>
<tr>
<th>Minimum</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>$50</td>
<td>$225</td>
</tr>
</tbody>
</table>

It was felt that all participants should be reimbursed for out-of-pocket expenses at the very least, and if the participant was living at home a minimum amount of maintenance would be needed for survival. These two factors determined the minimum of $50 per month per participant and the maximum of $225 per month per participant.

There were three basic ranges:

1. $50 would take care of out-of-pocket expenses if participants lived at home.
2. $225 would allow participants to maintain themselves even though they were not living at home and is also consonant with the minimum maintenance used in other state and federal programs.
3. $400 would be based upon a minimum wage such as used in manpower-type programs.

A sliding scale was developed to display the relationship between educational benefits and minimum/maintenance maintenance allowances.

**Proposed Sliding Scale**

<table>
<thead>
<tr>
<th>Educational Benefits</th>
<th>Maintenance</th>
</tr>
</thead>
<tbody>
<tr>
<td>$50</td>
<td>$50</td>
</tr>
<tr>
<td>$75</td>
<td>$75</td>
</tr>
<tr>
<td>$200</td>
<td>$150</td>
</tr>
<tr>
<td>$300</td>
<td>$200</td>
</tr>
<tr>
<td>$400</td>
<td>$250</td>
</tr>
<tr>
<td>$500</td>
<td>$300</td>
</tr>
<tr>
<td>$600</td>
<td>$350</td>
</tr>
</tbody>
</table>

**Sixth Variable**: Administrative Agent

In most models of educational programs, administrative agents would be the same as the one operating the other programs. In other models, the local level was emphasized. In the case of the overlay model, the program would specifically be at the local level, and the educational benefits provided by the program would exceed the costs of the educational services provided by the community college. Where the local level is feasible, more of the administrative agents would be closely related to the funding source, and would be chosen for that reason. However, most of the administrative agents might be closely related to the funding source and would be chosen for that reason. However, most of the administrative agents would be closely related to the funding source and would be chosen for that reason.

**Seventh Variable**: Source of Funds

In most models of educational programs, administrative agents were not considered the primary funding source. In most models, the local funding possibility was considered the primary funding source. In one exception, technical assistance funds were provided at the federal level.

**Eighth Variable**: Administrative Costs

In most models, the local funding possibility was considered the primary funding source. The lower cost of $10 was felt to be applicable only if the sponsoring or financing agency would be providing some administrative services which are not charged to the program. The $25 was felt to be the minimum if the program is also associated with the program. Where the local level is feasible, more of the administrative agents would be closely related to the funding source and would be chosen for that reason. However, most of the administrative agents would be closely related to the funding source and would be chosen for that reason. However, most of the administrative agents would be closely related to the funding source and would be chosen for that reason. However, most of the administrative agents would be closely related to the funding source and would be chosen for that reason.

**Ninth Variable**: Administration of Educational Benefits Payments

In most models, the local funding possibility was considered the primary funding source. In one exception, technical assistance funds were provided at the federal level.
It was desirable to have a simple, streamlined system.

Most of the discussion centered around the use of a national bank which might provide this administrative service as a public service. It was felt that in most cases the interest accruing to this fund should be awarded to the participants by means of higher benefit payments. Several of the models use the administrative service as a public service. It was felt that this might provide the administrative service as a public service. It was also desirable to have a simple, streamlined system.

It is important that educational institutions have the right to evaluate and award academic credit for the CSF service based upon their own evaluation. Academic Credit

Third Variable—Service Time

Minimum—one month

Maximum—thirty-six months

Tenth Variable—Service Time

While the range of service time was between one month and 36 months,

Tenth Variable—Academic Credit

It is important that educational institutions have the right to evaluate and award academic credit for the CSF service based upon their own evaluation. Academic Credit

Eleventh Variable—Service Time

Minimum—one month

Maximum—thirty-six months

While the range of service time was between one month and 36 months,
APPENDIX E: Bibliography


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