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Reclaiming a Needed Resource: Minnesota's Youth

Minnesota Task Force on Youth Service and Work

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MINNESOTA TASK FORCE ON YOUTH SERVICE AND WORK

RECLAIMING A NEEDED RESOURCE: MINNESOTA'S YOUTH

REPORT AND PLAN OF ACTION TO: GOVERNOR RUDY PERPICH NOVEMBER 21, 1986

National Information Center
for Service Learning
1954 Buford Ave, Room R290
St. Paul, MN 55108-6197

NSLC
c/o ETR Associates
4 Carbonero Way
Sports Valley, CA 95066

"The time to act is now.
Act assertively and defensively
against the alienation and isolation
of youth from the world of
community and service."
John B. Davis, former President,
Macalaster College

MINNESOTA TASK FORCE ON YOUTH SERVICE AND WORK

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MINNESOTA TASK FORCE ON YOUTH SERVICE AND WORK

November 21, 1986

The Honorable Rudy Perpich
Governor of the State of Minnesota
State Capitol
St. Paul, Minnesota 55155

Dear Governor Perpich:

The Task Force has concluded that current employment and educational options available to Minnesota's youth need to be complemented by a comprehensive youth service project. Good citizenship means both opportunities and obligations and therefore we have pursued the vision that all of Minnesota's young people should be challenged with the option to improve their educational and employment competencies, while performing necessary service to Minnesota for one year. In exchange, participants would earn a living wage and a post-secondary tuition credit or cash resettlement allowance.

Our conclusions were not arrived at easily. There has been much internal debate and much input from other Minnesotans. Hearings were held in Mankato, Bemidji, Duluth, Marshall and Minneapolis; nearly 60 people testified. A summer version of the proposed youth service project was piloted during a 9-week session for ten young people from all over Minnesota.

We have been rewarded by an outpouring of citizen concern and support; concern that for many youth between 18 and 22

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joblessness, despair and hopelessness are companions to growing up in Minnesota. As Judy McDonald, Dean at Bemidji State put it: "We need to teach our young people about hope, about responsibility, and commitment." There has been overwhelming support for the youth service idea from every sector of the state, including the young people who took part in the summer demonstration. Sean Radel, high school senior from Sanborn, offered his assessment: "If this program goes I want to join for the year, the 18 months, whatever it would be."

Bolstered by this encouragement, the Task Force has pressed forward to refine the preliminary design into a program plan for a bold initiative we have called the Minnesota Youth Service (MYS). National experts who have reviewed the plan indicate that if it is implemented, this 'Minnesota model' will impact dramatically, not only the young people and needs of Minnesota, but will have a far reaching effect on the rapidly developing national youth service movement around the country.

Our major concern, as we present you with this program model during a time of fiscal restraint, is that it be received as more than a good idea; instead, that it be considered a priority educational project with broad range implications for the productivity and well-being of Minnesota.

Sincerely,



Donald Fraser
Mayor, City of Minneapolis



Kathleen Blatz, Representative
Minnesota House of Representatives,
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This report and proposed program plan could not have been completed without strong support from many people and organizations.

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League (C.O.O.L.)
Human Environment Center
National Service Secretariat
Public/Private Ventures
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Bemidji - August 14, 1986

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Duluth - September 19, 1986

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Minneapolis - October 17, 1986

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EXECUTIVE SUMMARY

The concept of youth service is not new. The Civilian Conservation Corps, the Peace Corps, VISTA....these are just a few of the programs that have become synonymous with the idealism of young people and their need to contribute to the greater good of their country and the world.

Such programs provide a two-fold benefit to society. Bridges are built, natural resources are protected, housing rehabilitated, trees planted, skills shared. But beyond these tangible benefits are the rewards for those who give. Young people who participate in such programs gain experience, work skills, discipline, education, broadened social interaction and a feeling of self-worth and belonging. Social scientists recognize these attributes as essential for long-term individual success, self-sufficiency, and productive citizenship.

A new wave of interest in service programs for youth has risen in the U.S., in the halls of government and in institutions of higher education. Such interest is spurred by the increasing alienation of youth, poverty among young people and society's need for volunteer manpower. And, Minnesota has been no exception.

On October 28, 1985, Governor Rudy Perpich announced the appointment of a Task Force on Youth Service and Work. His charge to the Task Force: to reexamine current youth employment programs in the state, assess the costs of a comprehensive youth service corps, and determine how public and private resources could best support youth employment and service programs. The group is comprised of 25 representatives from such diverse areas as social service, education, government, the corporate sector, and natural resources.

Since its first meeting in January, 1986, the Task Force has examined the status of Minnesota's youth from social, economic and educational perspectives. The Task Force evaluated established youth service programs currently operating in California, Washington State and New York City, to name a few.

They also conducted research on Minnesota's current programs for youth employment and youth service. They found that while existing youth employment programs are fulfilling their mission to provide income and work experience, there is little formalized opportunity for young people from a broad range of backgrounds to serve their state or their communities together. Further, there is no currently existent comprehensive youth service model which combines disciplined work and competency-based educational programming in a residential setting.

Poverty among young adults is still a significant problem in Minnesota. Though the proposed program is not intended to be a "jobs" program, it will have a positive impact on this segment of the population. In the more economically depressed areas of the state as many as 25.4 percent of young adults are unemployed and living in poverty. An increasing number do not finish high school, up to 75 percent in some areas of the state.

Another key concern of the Task Force was the motivation of young people to serve their community. Contrary to public perceptions of youth as self-centered, uninvolved and tending toward increased delinquency, research indicates that most young people have a strong desire to serve. More specifically, the 1985 "Minnesota Youth Poll" conducted by the University of Minnesota, indicates that nearly 75 percent of secondary-level students support the concept of an organized youth service corps and nearly 50 percent indicated that they would participate. Though the desire is there, few organized opportunities exist to channel or express it.

The Task Force investigated unmet needs in the state that could be fulfilled by a formalized youth service. They targeted three major areas: the elderly, the environment, and emergency projects.

The group determined that young people could provide home and yard maintenance work which would help the elderly remain in their own homes rather than moving into nursing homes or other institutions. When senior citizens must live in more structured housing situations, support services and individual attention are all too often lacking. Young people could easily fill the gap in these areas to boost the quality of life for many of the state's seniors.

Natural resources work is another area where the Task Force found unmet needs. Demand for the labor-intensive services needed to maintain city, state, and county lands is almost limitless, though funding for such manpower is certainly finite. The extra services provided by a youth service program could enhance Minnesota's conservation efforts as well as heighten young people's sense of contributing to their community and environment.

Finally, the Task Force found that the state's youth could provide emergency manpower in the cases of natural disasters, for example flooding or forest fires. They could respond in snow emergencies by digging out home-bound people or emergency equipment.

From its investigation, the Task Force concluded that it should develop and test a model Minnesota Youth Service (MYS) program. They conducted an analysis of programs currently in place across the country and consulted nationally and internationally respected experts in the fields of youth development, volunteerism and public service. They conducted hearings on the issues involved and presented a preliminary design of the

proposed project in Mankato, Bemidji, Marshall, Duluth and Minneapolis.

The MYS program model was successfully tested this past summer in a nine-week pilot program. Ten young people, 17 to 20 years of age were drawn from a variety of socio-economic backgrounds and geographic locations to participate. They worked with the elderly, in housing rehabilitation programs, and in two state parks. MYS worked with established social service and conservation programs, eliminating the need to create new systems in which youth could serve.

As a result of the summer test program, hearings and research, the Task Force has assembled its conclusions on the potential role of a formalized youth service program in Minnesota and made recommendations for instituting the program. They concluded that the entire state could benefit from such a program, that youth of all backgrounds want to give of themselves and that their volunteer support and energy is needed. However, a better vehicle must be created to match the needs with the untapped source of energy, our state's young people.

Some highlights of the concept include the fact that participants will come from a cross-section of state locations and socio-economic backgrounds. The interaction of young people from diverse lifestyles will be educational and have a positive impact on program participants. The project will emphasize attainment of basic academic and employability skills in a required comprehensive competency-based/individualized education program that will be integrated within the overall service model. Participants will serve and learn in the MYS!

The MYS will not take away existing jobs, and will serve only unmet needs. The American Federation of State, County and Municipal Employees (AFSME) has indicated support for the program and will continue its involvement as the MYS project unfolds.

The project incorporates a clear succession from team efforts to individually responsible positions. MYS participants are compensated financially with a weekly stipend and a living allowance. Unique to the program is the possibility of increased incentives based on length of time with the program. After the first six months participants receive \$500 in cash or a \$1,000 tuition credit. After another six months of service they may choose either \$750 in cash or a \$1,500 tuition credit. The tuition credits will make post-secondary education possible for large numbers of Minnesota youth who would not otherwise have this advantage.

The MYS plan is based on a cooperative funding effort with funding from private foundations and corporations joining with state support. The Task Force has proposed a budget of \$5.5 million over two years for the MYS program. They expect to request \$580,000 from the private sector. Unlike many education and human service programs the Task Force expects a clear financial payback to the state from MYS. For example, the well-established California Conservation Corps (\$44 million annual budget for 2,000 corpsmembers annually) produces in work accomplished and overall benefits \$1.65 for every \$1.00 invested. Other youth service efforts of this kind report comparable returns on their investment. Of greatest importance will be the benefits to youth - especially youth 'at risk'. MYS will bolster self-esteem, improve basic academic skills and significantly enhance the employability and self-sufficiency skills of participants. Success breeds success and MYS will yield a series of benchmark achievements for individuals that will lead to highly productive futures.

Minnesota is widely recognized as a state with innovative programs to serve its residents. Citizens are highly motivated and eager to continue the states' renowned quality of life and improve it further. The Minnesota Youth Service concept provides a unique opportunity to do just that even in the face of fiscal restraint. The program is different from many others in that it

will utilize the states' most important resource...its young people. Under MYS this largely untapped resource will be utilized to fill the needs of Minnesota's elderly, the environment, and emergency service requirements. Perhaps most importantly, by contributing to their state young people will gain training, work experience, personal satisfaction and motivation; and in turn, they will be more productive, self-sufficient and involved citizens.

The Task Force recommends that the MYS begin in June 1987 and enroll 144 Volunteers the first year; 648 the second year.

PERSPECTIVES ON THE YOUTH SERVICE CONCEPT

Existing Service and Employment Programs: Is There a Need for Another Approach?

The Task Force found that small but effective community service programs are administered by a variety of schools, youth agencies, municipalities (e.g. Minneapolis' "Fresh Force" for junior high-aged youth), churches, etc.. These programs offer part-time service opportunities for participants; there are no full-time state or locally funded service opportunities available to Minnesota's young adults.

There are five state-funded or administered youth employment programs currently operating in Minnesota: The Summer Youth Employment and Training Program (which utilizes federal Job Training Partnership funds), the Minnesota Youth Program, the State Agency Summer Job Program, the Minnesota Conservation Corps, and the Job Service Mini-Office Program. Together these programs employ approximately 31,000 young people during the summer, and provide a very small number of jobs year-round. Despite the efforts of these programs, the 1985 unemployment rates for 16-19 year olds and 20-24 year olds were 12.5% and 8.2%, respectively. (Information obtained from the State Demographer's office and the U.S. Department of Labor, Bureau of Labor and Statistics).

Poverty among young adults is worse than the above figures indicate. In the more economically depressed areas of the state the percentage of young adults who are unemployed and living in poverty ranges to 25.4%. (Barry Yocum, Upward Bound Project, Bemidji State University). Compounding this is the increasing number of young people who do not finish high school, or who have no ambition or economic means to pursue post-secondary training or education. In certain areas of the state, the high school dropout rate reaches as high as 75%. (Vicky Graves, director of Red Lake Tribal Social Services).

The Task Force discovered that while existing youth employment programs are fulfilling their mission to provide young people with income and work experience, Minnesota needs something more. Our youth need to be challenged with a more comprehensive approach -- for the sake of their personal development and for Minnesota.

Gisela Konopka, noted authority on youth development, offered the following response to the proposed youth service program.

All young people need to feel a sense of community and mutual support, a sense of being needed, of being important to their community, a sense of purpose in their lives. ...The Youth Service, if directed by people who have a deep respect for our young people as a significant resource in the life of all of us, can provide important meaning to those who feel rejected as well as those who burn with an inner idealism.

WOULD A COMPREHENSIVE SERVICE PROGRAM APPEAL TO MINNESOTA'S YOUTH?

The public perception of increased delinquency, self-centeredness, and apathy among youth is pervasive; yet those who contemplate the problem recognize that youth are a product of the society in which they live, and that in order to change this pattern we must provide youth with constructive channels for their inherent energy, idealism, and desire to share respect with adults.

Minnesota native Wayne Meisel, the director of Campus Outreach Opportunity League (COOL), a Washington D.C.-based coordinating and consulting agency for campus community service programs, has spent the past four years talking with students about their ambitions, their outlooks on the future, and their attitudes toward community service. In COOL's recently published resource book Meisel writes:

The state of the world...has young people discouraged, even terrified. My experience has shown me that young people have given serious thought to issues like the arms race, the hunger crisis in Africa, and the turmoil in the Middle East. Yet, the ambiguity of some situations and the helplessness of others...[creates] a feeling that there is nothing they can do to help alleviate the situation....

It is crucial to understand what students will respond to. Today's students seem much more inclined to get involved in community service than in political issues....Such direct service is motivated...out of a concern for real human needs.

Youthful idealism is not lost, but merely suppressed. In the recently published Guidebook on Volunteer Service and Youth, service-learning experts Dan Conrad and Diane Hedin of the University of Minnesota's Center for Youth Development and Research, write of the current attitudes and actions toward young people in our culture:

What youth can do is limited more by social and political convention than by capacity, energy, or willingness. In modern American society the period of adolescence has increasingly become defined as the time of dependency and training, or preparation for entrance into the "real" world of adulthood. The twin notions of dependence and preparation influence how young people are treated -- and what they are allowed and encouraged to do...It often is not much.

People tend to behave according to what they perceive is expected of them. Conrad and Hedin declare that involvement in community service helps young people to overcome a deficient sense of efficacy and the malaise of apathy by providing reinforcement for positive behavior:

[In] the volunteer sector of the community...we see young people working on their own or with adults to alleviate social hurts or to eliminate their causes. Here we see adults who believe that youth can make a significant contribution...[and who] understand that their school's or agency's goals can better be met by engaging young people in the real challenges of life.

Youth want an opportunity to give, to expand their education, and to share new experiences with people from unfamiliar backgrounds. In a 1985 University of Minnesota Youth Poll, nearly 75% of the secondary students polled said that they supported the development of a Minnesota "Peace Corps", and almost half indicated that they would like to participate in such a program. When the Minnesota Youth Service pilot project participants were shown the proposal for the year-round MYS, 80% indicated that they would be interested in participating in such a program. The opportunity to serve in different parts of the state with youth from varied backgrounds, the end of term tuition credit opportunity, and the types of services they would be providing were the most attractive features for these young people.

A mid-summer journal entry from a MYS demonstration project participant speaks of young people's desire to give and not just to receive:

As a citizen of this country...I have resolved that the greatest gift...that I can give, is myself and my services. In these past several weeks and hopefully in those to follow, what we are doing for the older folks and the work we will do at St. Croix State Park can be our gift to this wonderful nation of ours....It is through these means that I can help make the good ol' U.S. of A. a better place to live....

WHERE COULD THEY SERVE?

The task force determined three areas of unmet needs where youth could make a special contribution while gaining valuable personal experience.

Youth and the Elderly: Responding to a Growing Need

At the public hearing held by the Task Force in Minneapolis, Wayne Takeshita, Hennepin County Division Manager of Services to Seniors, reflected on the status of Minnesota's elderly and services which young people could provide to this growing population:

The State of Minnesota has made it clear through public social policy a few years ago that long-term care for the elderly should be provided in the least restrictive setting and be provided at a quality level. Enlightened as this might be, we have seen on the other hand, continued drawdowns in funding for services which affects the level of quality care which should be ideally maintained.

Obviously we need to develop new alternatives or ways to continue to provide the level of quality care to those in need. We need to look at new partnerships and I can think of no better one than the alliance between the young and the elderly.

While there is a growing interest in helping the elderly to continue living in their own homes, funding for community-based support programs is limited. Difficulty with home and yard maintenance, both major and routine tasks, prevents many people from continuing to live independently. Decreased mobility and fear for their safety often isolates elderly persons who do live independently.

Support services to elderly persons living in structured residences are also needed. Residences typically do not have enough personnel to provide adequate individual attention to residents.

Young people could serve the elderly in a variety of ways: by performing physical services and providing companionship so that people who are living independently can continue to do so in a safe and healthy fashion, and by providing support services in residential facilities so that an ideal level of quality care can be maintained.

Youth and Natural Resource Work: A Proven Success

The majority of service programs presently operating throughout the country attend solely to conservation needs. "Hard work, low pay, miserable conditions" is the recruitment motto of the California Conservation Corps, which involves nearly 2000 young people around the state. The satisfaction of performing hard physical labor as a team, seeing tangible results of one's efforts (e.g. the completed trail or shelter), and the romance of working outside makes conservation work attractive to many young people. A journal entry from a MYS demonstration project participant expresses this enthusiasm:

Today we finished putting in a sidewalk for the elderly up at the trail center in St. Croix State Park. We had to pour the cement at 9:30. [In the morning] we cut all the grooves in the sidewalk with trowels and smoothed it all out. It took us from 9:30 'till 2:00 to get the sidewalk to shape up so that it looked like a sidewalk. ...We did a damn good job. I thought the day went by really fast and it was a great day's work.

Minnesota is fortunate to be host to many beautiful and valuable natural resources. However, public lands and waterways (city, county, and state) need constant upkeep to remain useful and environmentally "healthy." The Minnesota Conservation Corps can only begin to fulfill the demand for labor-intensive services needed by the various divisions within the Department of Natural Resources.

When presented with the prospect of a youth service program which could perform environmental service on municipal and county lands, Vern Hartinger, Superintendent of Hennepin County Parks responded: "A program such as the MYS environmental services component would be a valuable program for park development."

An added benefit of involving young people in environmental services is the development of an experience-based awareness of their roles as caretakers of Minnesota's resources. By performing both environmental and human services, young people develop a broader understanding of the concept of "community," i.e. that it is not just people and not just resources, but both of these interdependent facets. The experience also opens up career options for particular groups (people of color, women, etc.) who are underrepresented in natural resource work.

Youth and Emergency Services: Answering the Call

For thousands of years youth have been volunteering to serve in wars, often for the excitement of adventure and the prospect of fulfilling dreams of heroism. Young people have a great deal of energy, and a strong desire to make an impact in their community. Unfortunately, opportunities to make a positive impact are limited, and hence many young people use their energy destructively.

Well-trained youth in Minnesota could fight forest fires, sandbag swollen rivers, and search for lost hunters. Youth could respond to snow emergencies by digging out emergency equipment, fire hydrants and home-bound people.

Through assisting existing agencies with emergency services, young volunteers could aid Minnesota's resources and residents in the most crucial moments. Mary Leach Heppner and Stephen Seidel of the Minneapolis and Minnesota Red Cross, (respectively), responded with great enthusiasm to the development of MYS:

If we in the service sector do not provide young people...with the opportunity to work with those in need or on projects of benefit to the general public, we run the risk of having an adult population ten to twenty years down the road that is unable to empathize with and understand the needs of those around them.

...The Red Cross is a leader in providing comfort and assistance in the face of natural disaster. ...We believe that the availability of youth volunteers could be of great value to us, and a terrific opportunity for the volunteers.

It is clear that young and energetic citizens are needed to serve in many areas of Minnesota. It is our responsibility to develop opportunities for youth to answer calls for assistance.

RESEARCH AND DEVELOPMENT OF MINNESOTA YOUTH SERVICE MODEL

NATIONAL SERVICE OVERVIEW

Forerunners

Community service is an issue which has seen a pendular history: the Roman's expected it, Americans of the '60's idealized it, in the 70's they rejected it, and in the mid-80's it is again gaining attention. During the Great Depression, President Franklin D. Roosevelt developed the Civilian Conservation Corps to put unemployed men (2.9 million nationwide) to work doing worthwhile, needed jobs in the country's parks and recreation areas. In Minnesota there were 75 camps and 85,000 CCC'ers involved in the program during its nine year life (1933-1942). Many of the log shelters and bridges, firetowers, trails, and walkways built by these men are still used daily.

The benefits of the Civilian Conservation Corps went beyond the tremendous amount of work accomplished and the much-needed paychecks provided to the workers; what was stirred in these men was a feeling of self worth, and a sense of ownership for their country. It is these virtues -- accomplishment of necessary meaningful work, and provision of sustenance, opportunity, and a sense of self value -- that have made the Civilian Conservation Corps a model program for the current service movement.

In philosopher William James' 1910 essay, "The Moral Equivalent of War," he considers the benefits of war to be discipline, hardihood, self-sacrifice, and heroism. In a more desirable alternative than war, James claimed that these same virtues could be catalyzed by a national community service program. Bringing citizens together in a shared experience, especially an experience which is physically and mentally challenging, develops an esprit de corps and pride in one's community.

In the Kennedy administration, Minnesota's Hubert H. Humphrey spearheaded the creation of two model service programs, the Peace Corps and VISTA (Volunteers In Service To America). Shortly thereafter the Youth and Young Adult Conservation Corps (YCC and YACC) were created. In 1981 the Reagan administration drastically cut support to these programs.

Recent Revival

Responding to withdrawal of federal support, communities and states started their own service programs. Most of these have been conservation programs, but a few originated as human-service corps, and several conservation corps are expanding their focus to meet human as well as environmental needs. At present there are nearly 40 state or local service corps.

The existing service corps vary significantly in size, funding sources, and structure. The California Conservation Corps (CCC) is the largest program in the nation, operating on an annual budget of \$44 million with nearly 2000 enrollees 18-23 years old. California's corps is one of the few programs supported solely by directly-allocated state funds. The East-Bay Conservation Corps (EBCC) has, out of necessity, found funds from a variety of sources including Community Development Block Grants, foundation support, and fee-for-service contracts. New York's City Volunteer Corps (CVC) was founded with a three-year budget of \$21 million from city funds designated by Mayor Koch.

The Washington State Service Corps (WSC) is unique in that it places participants within agencies on an individual basis only. Recently WSC was recognized by Innovations in State and Local Government (a program funded by the Ford Foundation and administered by Harvard University), as one of the 25 most innovative programs in state or local government. As Governor Booth Gardner stated: "The Service Corps is addressing the problems of youth unemployment and the needs of communities to address unmet human service issues. Given this type of

performance, the service corps will be a key initiative in future employment development activities."

Most of the existing programs are non-residential. While non-residential programs are less expensive to operate than residential (live-in) programs, and though no formal studies have been conducted to compare residential and non-residential programs, there is a general sense that a residential experience can have more impact on a participant's personal development; hence a number of programs have or are planning to incorporate a residential option.

Higher Education and Community Service

Concurrent with the rise of full-time service programs, concern among leaders in higher education has arisen for instilling the values of volunteerism and reinforcing the concept of civic responsibility as the counterpoint to civil rights. Campus Compact, a group of prominent university presidents (including the University of Minnesota's Kenneth Keller, Metro State's Rheatha Clark King, and Mankato State's Margaret R. Preska), is interested in enhancing students' sense of civic responsibility rather than just honing their work skills. Brown and Stanford Universities have scholarships available for students who choose to take time away from school to do community service full time, either within or outside the U.S.. The University of Minnesota is currently considering a similar plan and has discussed a potential connection with the Minnesota Youth Service.

NATIONAL SURVEY

In an effort to develop a youth service program uniquely suited to meet Minnesota's needs, Task Force members and staff visited several well-established service programs to gather ideas and information on the practicalities of development and implementation. Site visits included: New York's City Volunteer Corps, the Washington Service Corps, the East Bay Conservation Corps in Oakland, California, the San Francisco Conservation

Corps, Marin County Conservation Corps, and the California Conservation Corps.

EXPERTS CONSULTED

Nationally and internationally respected experts in the field of voluntary service were consulted on the Minnesota Youth Service (MYS) design. Among those consulted were: Alec Dickson, founder of England's Community Service Volunteers and Volunteers Overseas; Donald Eberly of the National Service Secretariat; Jim Klassen of the Philadelphia-based research firm Public/Private Ventures; Joanna Lennon, founder and director of the East Bay Conservation Corps; and Frank Slobig, director of Service America. Staff members also attended a national conference and a workshop sponsored by the National Association of Service and Conservation Corps.

PUBLIC HEARINGS

The Task Force held five public hearings (in Mankato, Bemidji, Marshall, Duluth, and Minneapolis) to gather feedback from Minnesota citizens on a proposed MYS program model. These hearings generated oral and written testimonies from nearly 60 individuals and organizations. Their suggestions were incorporated into the final program design.

No one refuted the concept or potential benefit of a program such as MYS. Individuals saw resulting benefits to youth, to senior citizens, to natural resources, and to the entire state. A sampling of letters of endorsement received and testimonies offered at public hearings in response to the MYS preliminary design can be found in Appendix.

MINNESOTA YOUTH SERVICE DEMONSTRATION PROJECT

A nine week MYS pilot project was supervised by the Task Force during the summer of 1986. Ten young people, 17-20 years old and two adult crewleaders participated in this demonstration which was jointly operated by the National Youth Leadership Council and the Department of Natural Resources' Youth Programs. Funds for

the program were provided by Minnesota Summer Youth Program, the University of Minnesota, the Bremer Foundation, Honeywell, and the First Bank Systems Foundation. Insight gained from this pilot program, both programatically and administratively, was extremely valuable for developing a larger year-round program design.

Ten young adults and two crewleaders participated in the nine-week demonstration project. The program provided experience in both human service and conservation work, illustrating that our "community" is not just people, and not just natural resources, but both of these combined.

Participant Profile

Number of participants:

Beginning (June 11, 1986): 10

End (August 9, 1986): 10

Socioeconomic Information:

- 70% economically disadvantaged
- 50% rural, 50% urban or suburban

Service Delivery Area of Recruitment:

- 10% - Brainerd
- 10% - Duluth
- 10% - Marshall
- 20% - Rural Minnesota CEP
- 10% - St. Cloud
- 30% - St. Paul
- 10% - Washington County

Age and Educational Distribution:

- 50% 17 years old
- 40% 18 years old
- 10% 20 years old
- 50% high school graduates
- 40% high school seniors
- 10% completed two years of college
- 90% enrolled in or planning to attend post-secondary educational institutions

Racial Information:

- 10% non-white (black)

Participant Recruitment and Selection:

Participants for the 1986 MYS summer program were paid through Minnesota Summer Youth Program funds. Because of funding uncertainties, recruitment was begun very late, (mid-April), and conducted almost solely through state Employment and Training and Job Service offices. Participants were selected according to the maturity and interest they expressed in response to the question, "Why do you want to be a part of the Minnesota Youth Service?"

The Service

The group members began their experience on June 11 with four days of training geared toward team-building and personal skill development. Upon completion of the training, the group moved to the University of Minnesota dorms in Minneapolis for the human service portion of the program, where projects focused on helping economically disadvantaged elderly persons to remain living in their own homes. Participants worked with the Greater Minneapolis Council of Churches' Chore Services program, two of the St. Paul-based Wilder Foundation Senior Day Health programs, and with Habitat for Humanity. On July 13 MYS entered the environmental service portion of the program. Participants performed a variety of labor-intensive conservation projects in St. Croix and Banning State Parks.

Findings From the Demonstration Project

Overall response to MYS by participants and those who were directly involved in or affected by the service was very favorable. Recommendations based on feedback from pilot project participants and others involved with MYS have been or will be utilized in the design and development of a year-round MYS. (Full report available upon request). Although not a mirror of the proposed year-round model, the summer demonstration project did provide an effective means of evaluating the design. The key elements of the program (intensive training, cross-section of participants, residential structure, and a combination of human service and environmental work) collectively had a dynamic impact on the participants and those they served.

TASK FORCE RECOMMENDATIONS

The problems of today's youth are many: unwanted pregnancy, drug abuse, depression and suicide, and the fear of nuclear holocaust. Youth who are most 'at risk' reflect very low self-esteem and hopelessness for the future. Research on other projects has shown that a comprehensive youth service program experience will counteract this despair for many young people. Youth who live and work together share cultures and experience, building bridges of understanding between often isolated facets of the larger community; people who are offered the opportunity to give to other people and to the environment learn of the interconnectedness of the world, and of the power each individual has to make a difference; and people who have not only the motivation but the financial means to pursue a post-secondary education will become competent, contributing, and self-supporting members of society.

If today's youth are to become a generation of adults that are ready to face the challenges of the future, it is our responsibility to nurture their development. Kurt Hahn, founder of the Outward Bound schools said, "A boy becomes a man when a

Two Major Recommendations

man is needed." It is our responsibility to show youth that they are needed.

The following are the Task Force recommendations for the development of service opportunities for youth throughout Minnesota.

1) The formation of a Minnesota Youth Service organization for ~~the purpose of giving youth unique opportunities to provide full-time necessary service to Minnesota,~~ while enhancing their personal development, education, and future employability skills.

- a) That Minnesota Youth Service personnel should not displace incumbent workers or volunteers.
- b) That Minnesota Youth Service should have a significant impact on:
 - Services to the elderly
 - Minnesota's natural environment
 - Emergency services (fire fighting, flood control, tornado damage, clean-up, etc.)
- c) That Minnesota Youth Service should be designed with a developmental focus, instituting clear opportunities for success and a progression from team efforts to the pursuit of individual service interests.
- d) That educational and employability competencies of Minnesota Youth Service Volunteers be assessed and significantly improved during the period of service.
- e) That Minnesota Youth Service maintain a cultural, racial, and economic mix, to ensure the best possible learning experiences for all and to avoid programmatic labels.
- f) That Minnesota Youth Service be administered by the Office of Full Productivity and Opportunity so as to reflect its unique mission as a service organization, an educational opportunity, and a youth development model.
- g) That there be formation of a Governor-appointed Board which will stand for the Minnesota Youth Service.

- h) That the Board use the program plan below for organizing the Minnesota Youth Service.
- 2) That higher education institutions, schools, and community serving organizations reflect on ways to utilize constructively young people's energy and idealism, e.g. by facilitating opportunities for young people to provide useful service for others.
- a) That mission statements for these organizations be revised if necessary to include facilitating the active preparation and deployment of young people in useful service.
 - b) That professional associations of the aforementioned adopt resolutions advocating active community service by youth.
- 3) That Legislation be developed, with support from the Governor, that will authorize and fund the Minnesota Youth Service.

The following is a proposal for a year-round Minnesota Youth Service.

The mission of MYS
~~which is to be~~
is called for in
the bill →

MINNESOTA YOUTH SERVICE PROGRAM PLAN

MISSION STATEMENT

The Mission of the Minnesota Youth Service is to provide the highest quality service to the state while developing the employability, educational skills, and citizenship of Minnesota's youth. The primary goals of the MYS are supportive of one another:

- 1) Provide Quality Service
 - To the elderly
 - To Minnesota's natural environment
 - To emergency situations such as e.g. fire fighting, flood control and cleanup from tornados.
- 2) Develop Youth
 - Increase employability through identification and enhancement of job-specific skills, work maturity, basic educational competencies, and career options.

Quality service produced under good supervision has been documented as resulting in enhanced individual work capacities such as self-discipline, teamwork, cooperation and self confidence. Long range benefits to Minnesota include creating a more reliable and motivated labor pool, and invested citizens who are more knowledgeable of their state, its people, and natural resources.

How will it work?



P35

move

MINNESOTA YOUTH SERVICE (MYS) FACT SHEET

What Is MYS?

MYS is a full-time, one year community service opportunity for Minnesota's 18-22 year old young adults. Similar to the Peace Corps, MYS will provide needed human and environmental services to Minnesota, while enhancing educational opportunities, employability, and personal development for Volunteers.

An MYS experience will include ten days of training and six months of serving with a 12-volunteer crew supervised by a crewleader and assistant crewleader. Crews will spend three months doing human service work, primarily attending to the needs of Minnesota's senior citizens, and three months performing environmental services in cooperation with the Minnesota Department of Natural Resources. Crews will be located in communities throughout the state, and will be "on call" to provide assistance during state or local emergencies (e.g. tornados, floods, or snow emergencies). Each crew will move to a new location at the midpoint of their six month term to give individuals the experience of serving and living in different areas of Minnesota.

Participants who wish to extend their service with MYS will have the opportunity to become a Service Intern with a public or private agency for an additional six months.

Who Is It For?

All young people in Minnesota will be challenged by the Governor and other leaders to serve in the MYS. Trainees will be randomly selected from the group of applicants. If necessary, MYS will adjust the selection of Volunteers by educational level, cultural/racial background, family income level and geographic origin so that the group selected will appropriately represent Minnesota's diversity.

What Is The Compensation?

Volunteers will receive a weekly stipend of \$70 plus room and board, health insurance, workers compensation, and an individualized education program. Upon completion of six months Volunteers may choose to receive either \$500 in cash or a \$1000 tuition credit. Service Interns will receive \$135 per week plus health insurance and workers compensation, and the choice of either \$750 in cash or a \$1500 tuition credit upon completion of their term of service.

Why Do We Need It?

Employability and education: MYS will create employment-ready, motivated, and confident young adults in a unique and powerful way.

Citizenship: Citizenship training requires more than classroom instruction. MYS will engage young people in addressing the needs of the state.

Benefits to the State of Minnesota: MYS will provide services to the elderly, to the environment, and to areas in need during emergencies without displacing existing jobs or workers.

MINNESOTA YOUTH SERVICE - DEFINITIONS OF TERMS

Volunteer: An 18-22 year old Minnesotan performing full-time community service with Minnesota Youth Service.

Crewleader: An adult who lives and works with a team of 12 Volunteers.

Assistant Crewleader: A Volunteer who has completed one six-month team experience with MYS and is learning through an apprenticeship to be a Crewleader.

Service Intern: A Volunteer who has completed a six-month crew experience and has chosen to serve individually with a public or private agency.

Crew: A team of twelve Volunteers, one Crewleader, and one Assistant Crewleader who live and work together for a six-month service term.

Human Service: Community service projects which directly meet human needs. MYS human service projects will focus on helping senior citizens to remain living in their own homes.

Conservation/Environmental Service: Projects which attend to Minnesota's environmental needs. Projects might include building shelters or bridges in public recreation areas, planting trees, building or clearing trails, or developing an interpretive center.

Emergency Service: Responding to the call of emergency needs in Minnesota. Projects could include flood control, fire fighting, staffing and Red Cross stations, and/or transporting food to people in isolated areas.

Signature Project: A short term (1 day to 1 week) high impact service project which will involve Volunteers in a common state-wide or all-site effort. May be either emergency or planned.

PROGRAM ELEMENTS

The MYS program plan provides direct management of youth service projects and operates as a catalyst and clearinghouse for service-learning throughout the state in cooperation with secondary and post secondary educational institutions. It incorporates the best practices of existing youth service models in the country:

- Meaningful service and work
- Comprehensive approach including pre-employment skills, work experience and education
- Broad based recruitment and participation
- High standards of behavior required
- Highly qualified supervision
- Adequate compensation
- Large enough size to sustain visibility and acceptance of its mission.

It further utilizes new program features to enhance service experiences:

- Volunteers move from highly structured and supervised experiences to more independent and individually responsible positions.
- Increases in compensation are offered.
- Six-month service blocks help Volunteers structure their decisions as to whether to leave or stay and accept an increased challenge within the program.
- Varied experiences in rural and urban settings and in environmental service and human service encourage Volunteers to develop an appreciation for the diversity of Minnesota and to explore a variety of career/employment opportunities.

Recruitment

All young people between the ages of 18 and 22 in Minnesota will be challenged by the Governor and other leaders to serve in the MYS. State employment offices, private industry councils, high school counselors, college placement offices and related career/jobs centers will receive MYS materials and be asked to take part in the statewide recruitment effort. When the number of applicants exceeds the number of openings, MYS will randomly select MYS Volunteers from the pool of applicants. If necessary, MYS will adjust the selection of Volunteers by educational level, employment status, cultural/racial background, family income level and geographic residence so that the group selected will represent appropriately Minnesota's diversity.

Training

Those selected will be asked to attend a rigorous and demanding ten-day, residential training course. Early morning physical conditioning and long hard days of testing and challenge will measure and nurture the character of future Volunteers. During this period Volunteers will be familiarized with the mission and expectations of the Service. They will also learn the basics of the Service, from safety and service skills to levels of stipends and allowances. They will learn first aid, CPR, basic water safety, and fire fighting. They will be assessed for learning competencies and a personal educational plan will be designed. Volunteers will sign a learning contract prior to leaving. Volunteers will also engage in activities designed to build self-confidence and team spirit. Some Volunteers may choose to leave or may be released from MYS. Those remaining will be formed into service crews and assigned to Service Sites. Assignments will be made so that a geographic mix of Volunteers will be based at each Site.

Service Crews

Service Crews will consist of up to 12 volunteers under the supervision of a Crew Leader and Assistant Crew Leader. A Crew Supervisor will be responsible for each 4-6 crews. Volunteers will spend 3 months on a human service project and 3 months on an environmental project. In addition to the service projects, the Volunteers will be expected to participate in the individualized education plans designed with them during training.

Members will receive workers' compensation, health insurance, room and board, a \$70 per week stipend, and a choice of either \$500 cash or a \$1,000 tuition credit at the end of six months of service.

TYPES OF PROJECTS

Human Service to the Elderly

MYS Volunteers will support the statewide effort to provide in-home care and other services to the elderly. The result will be better services, intergenerational understanding and, in the long run, lowered costs for institutional care.

Environmental Service

In cooperation with the Department of Natural Resources, MYS will undertake projects on state, county and municipal lands. Sponsors requesting an MYS crew must provide materials and technical support for projects.

Emergency Service and Signature Projects

There will be two kinds of signature projects: emergency and scheduled. Scheduled signature projects will be of short duration (one day to one week) and will involve Volunteers in a common, statewide or all-site effort. As examples, they could be part of a water quality testing program or of an effort to identify adults in need of literacy training. Emergency signature projects are created by disasters whose effects could

be alleviated by the intervention of Volunteers. The nature of such events will determine the duration of such projects and the number of Volunteers assigned to them. Examples of emergencies to which MYS could respond are forest fires, floods, tornado emergencies, or critical snow removal.

EDUCATION

While in basic training, assessments will be made by trained staff to determine learning competencies. Individual plans will be developed with the guidance of the Internship/Education Director. Community resource agencies will be contracted to support remediation for Volunteers who need improvement in educational skills. Volunteers who pass basic learning competencies will either develop enrichment plans using local resources, or will be trained in literacy training techniques to assist other Volunteers or to meet literacy needs in a subsequent service internship.

DEBRIEFING

At the completion of their 6-month crew experience, members will gather for two days of debriefing to evaluate their learning and service experiences, to make plans for the future, and to celebrate their accomplishments. Members who choose to go on to the next step of MYS will receive a leave and travel funds to interview for a service internship in a location where openings exist.

SERVICE INTERNSHIPS

Public and private non-profit organizations may apply to MYS to receive MYS Volunteers. Such organizations must demonstrate that they do not practice discrimination, that an MYS service intern will help them meet important human or environmental needs, and that such needs are not currently being met by either paid employees or unpaid volunteer staff.

Service Interns will be placed individually with approved sponsors. Sponsors could be non-profit organizations or units of

state, local or county government. Direct supervision of Service Interns will be the responsibility of the sponsors. Rigorous selection criteria will be developed for potential sponsors and a process for sponsor training will be developed. Sponsor/Service Intern situations will be carefully monitored and evaluated on a regular basis by the Site Director at the Site nearest the internship. A second 6-month internship will be offered to a small group of Service Interns who wish to serve as program staff.

Each assignment will be of six months duration. In addition to workers' compensation and health insurance, Service Interns will receive a stipend of \$85 per week, living allowance of \$50 per week, and a choice of \$750 cash or a \$1,500 tuition credit upon completion of six months service. Sponsors will offset costs of the service internship at the rate of \$100 per month per intern.

VOLUNTEER BENEFITS

First Six Months:	Cash <u>Option</u>	Tuition <u>Option</u>
Stipend @ \$70 per week x 4.3 wks. x 6 mos.	\$1,806	\$1,806
Cash Bonus	\$ 500	
Tuition Credit		\$1,000
Health Insurance @ \$100 per month	\$ 600	\$ 600
Room and Board @ \$50 per week x 4.3 x 6	\$1,290	\$1,290
	_____	_____
Total:	\$4,196	\$4,696
Second Six Months:		
Stipend @ \$85 per week x 4.3 x 6	\$2,193	\$2,193
Cash Bonus	\$ 750	
Tuition Credit		\$1,500
Health Insurance @ \$100 per month	\$ 600	\$ 600
Living Allowance @ \$50 per week x 4.3 x 6	\$1,290	\$1,290
	_____	_____
Total:	\$4,833	\$5,583

MINNESOTA YOUTH SERVICE VOLUNTEER CYCLE

Time Line	10 Days	6 Months	Gate	6 Months	Gate
Activity	Rigorous Training and Screening	3 Months Human Service	Option to leave	Service Intern- ship	Leave**
		3 Months Environmental Service		Work as Individuals with Sponsor Organizations	
		Change halfway			
		Work in teams			
Compensation*	Room and Board	Room and Board	\$500 Cash or \$1,000 Tuition Credit	Health Insurance \$85 per week	\$750 Cash or \$1,500 Tuition Credit
		Workers Compensation		\$50 per week Living Allowance	
		\$70 per week Stipend		Workers Compensation	

* Stipend, benefits and bonus worth more than minimum wage @ \$3.35 per hour.

** Some Volunteers at this point will be trained as Assistant Crew Leaders. Highly qualified people and former Assistant Crew Leaders may be hired as Crew Leaders at the rate of \$14,000 per year.

Tuition Credits

Tuition credits may be applied to any accredited two or four-year post-secondary educational institution, approved job training, apprenticeship or employment or career development program.

Field Crew Staff

At each regional site, a Site Director will manage overall operations. A regional Crew Supervisor will be assigned to each 4-6 Service Crews to provide leadership, participate in training, assist in educational assessment and planning, supervise projects and act as a liaison with cooperating agencies. A Crew Leader and Assistant Crew Leader will live and work with each crew. They will be highly motivated group leaders who can establish a positive spirit. They will also serve as work supervisors who set high work standards. They will be responsible for ensuring that crew members complete their educational plans and learn from their service projects. Crew Supervisors, Crew Leaders and Assistant Crew Leaders will participate in staff training prior to assuming their responsibilities. Regional Crew Supervisors remain at the site; crews will shift every 3 months.

Organizational Structure and Administration

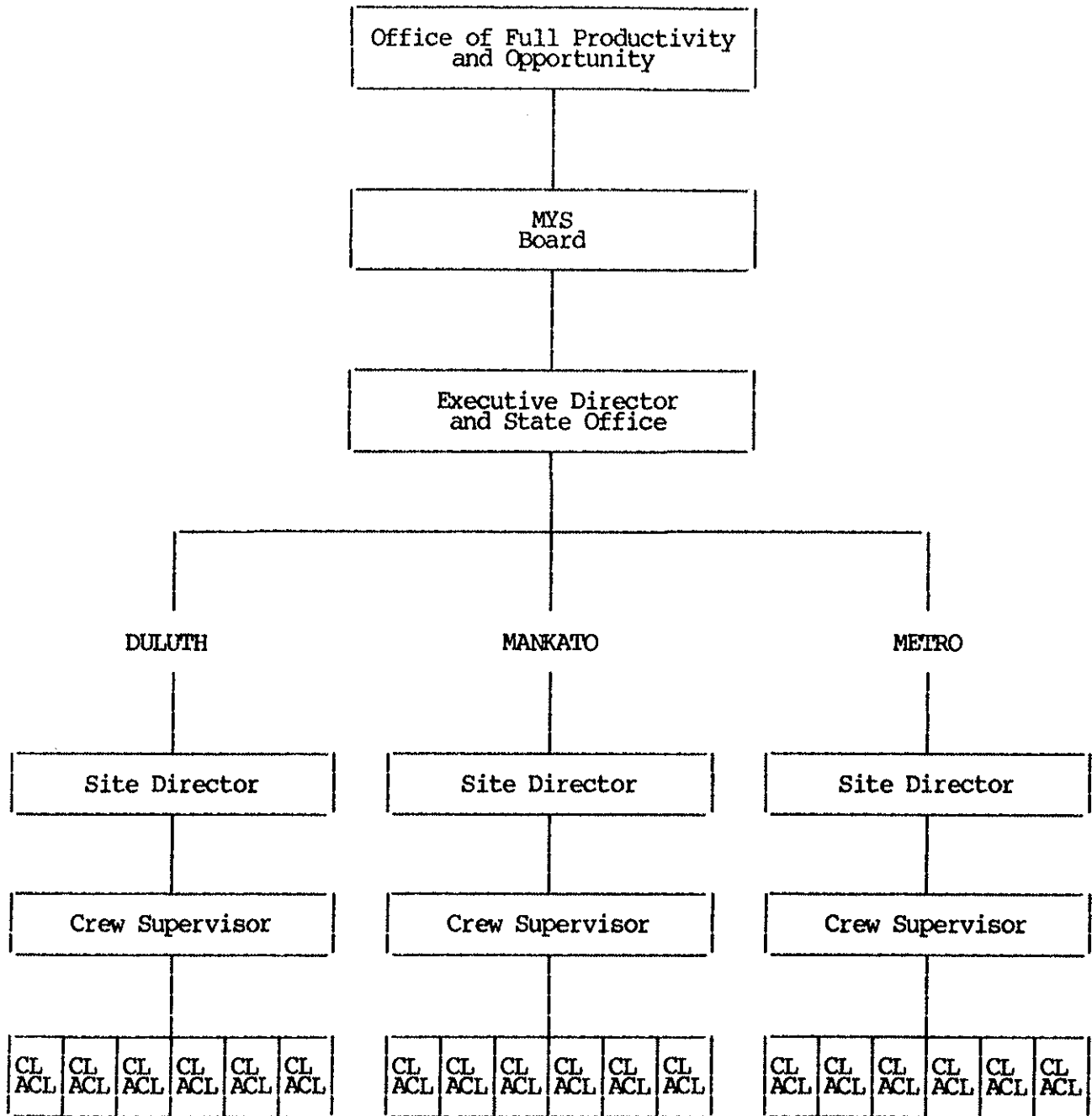
In addition to the regional components, this model recommends the appointment of a State Director whose primary responsibilities would be: to oversee development of statewide policies; administer state funds; provide training and technical assistance to sites; supervise the internship and educational development components of the MYS; staff a statewide Board composed of public/private members appointed by the Governor. The state director's office could be housed at the University of Minnesota's Center for Youth Development and Research or similar office.

Administration of the Minnesota Youth Service as proposed would include regional components. These components would be housed (by contract) within the structure of existing organizations.

Initially it is recommended there be three such regional divisions - Northern Minnesota (e.g., Duluth), Southern Minnesota (e.g., Mankato) and the Metro Area. Additional regional sites could be added as the program develops (e.g., Marshall, Bemidji, Winona, etc.).

MINNESOTA YOUTH SERVICE

(Draft)



CL = Crew Leader
ACL = Assistant Crew Leader

SUMMARY OF RESPONSIBILITIES AND ACCOUNTABILITY

Office of Full Productivity and Opportunity:

- Receive Legislative funding
- Accountable for overall operation
- Chair MYS Board

State MYS Board:

- Develop and monitor mission
- Receive foundation funding
- Develop policy
- Monitor funds expenditure

State Director and State Office:

- Implement policy
- Staff state network
- Provide training for staff and Volunteers
- Coordinate statewide Service Internships
- Develop and implement standards and procedures
- Review and evaluate site performances
- Maintain uniformity and consistency
- Prepare reports to funders, legislators
- Responsible and accountable for all funds
- Approve plan/contracts
- Operate statewide recruitment and promotion

Regional MYS Advisory Board:

- Develop plan for operation
- Contract with State Office
- Advise Regional Site Director

Regional Site

House Regional Office

Provide in-kind support (space, accounting, copying, etc.)

Supervise crews and Crew Leaders

Supervise Service Interns who are in region

Assist in recruiting

Responsible for all funds allocated to Regional Site

Provide access to resources of the Regional site
(recreational facilities, libraries, etc.)

Remain available to provide services on contract - vehicles,
education program career services, etc.

PROGRAM DEVELOPMENT

The staff will be brought on as the MYS develops. The following staffing phases are proposed:

January - June 1987: Start-up Phase

Acting Executive Director

Acting Deputy Director, Crew Operations

Acting Director of Internships and Education

Administrative Assistant

Funding for these positions will be sought from the private sector. Cost: \$65,000 for personnel, \$15,000 for materials - \$80,000 total. These staff members will design program components, establish training and service crew project sites, develop recruitment procedures, gain acceptance of program mission and feasibility, develop training procedures for cooperating agencies and volunteers, establish policies and procedures for volunteers, secure funding, and, in general, prepare for the beginning of service operations.

July - October 1987: Service Crew Start-up

Added Staff:

Director, Business and Administrative Operations - State Office

Bookkeeper - State Office

Site Directors

Regional Site Crew Supervisors

Crew Leaders

Assistant Crew Leaders

In addition to previously identified staff, these positions directly support Volunteer activities related to payroll and insurance, training, work supervision, educational plans, and management of day-to-day functions of the service crews.

November 1987 - June 1988: Service Continuation

Additional Crew Leaders and supervisors are hired and trained prior to enrollment of each new cohort of volunteers. The practice will be to hire Crew Supervisors in the 2 months prior to service and Crew Leaders and Assistant Crew Leaders in the month before service, in time to undergo orientation and training.

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During the second year, staff will be added as needed, to support the increasing size of the MYS and to allow for development of the role of the MYS as a catalyst in the state for service learning.

FUNDING AND BUDGET

The Private Sector: The Opportunity and Need

The Minnesota Youth Service will offer an unusual opportunity for private foundations and corporations to join with the State of Minnesota in the planning and implementation of an exciting new project with national importance. Franklin Thomas, President of The Ford Foundation, has placed himself clearly on record in support of projects such as the Minnesota Youth Service: "A period of service could open new perspectives for the young, new windows on the world, and new choices for bettering themselves as workers and as citizens."

State and local interest in national service-type programs is increasing. In addition to Minnesota, San Francisco and New York City have recently started youth service programs, and the California Conservation Corps is expanding. Washington, Connecticut, Wisconsin and Ohio have begun programs. Fifteen other states have either begun or are considering legislation to begin such programs. National political leaders, including Gary Hart, Senator Sam Nunn and former Virginia Governor Charles Robb, have presented position statements calling for universal "national service".

While interest in national service in the U.S. has increased at the federal level, it seems clear that for the near future the incentive to move ahead programmatically will continue to come from the local and state levels, with significant private support. It is critical that MYS be viewed not only as a significant Minnesota contribution - but a ground-breaking National contribution which will set the tone for others to follow.

In view of the current relative absence of federal leadership in this area, private foundations and the private sector generally have an opportunity to play a decisive role in shaping the direction of youth service programming, locally and nationally.

Private sector support for the Minnesota Youth Service can benefit the initiative in several important ways:

- Reducing start-up/phase-in problems by providing funding for advance planning, a facet which is traditionally underfunded in government programs;
- Supporting research and evaluation;
- Contributing in-kind services to assist in promotion, printing of materials, etc;
- Contributing a percentage annually to the overall budget, New York City's National Service Corporation, for example, has requested 10% of their \$7 million per year operation from New York foundations.

Foundations and corporations will be asked to support MYS at the following levels:

Start up	Jan - June 1987	\$ 80,000
Year I	July '87 - June '88	250,000
Year II	July '88 - June '84	250,000
		<hr/>
		\$580,000

Costs and Benefits

The worth of MYS as measured in dollars is difficult to project. The long term benefit to the state will be in the addition of an employment-ready pool of well motivated citizens. Research shows that comprehensive employment and service models such as MYS

which combine solid work experience with competency-based educational programming have the best results in producing employment-ready workers. Immediate benefits will be in the form of actual work accomplished and in increased productivity of workers. The longest running similar program to the MYS is the California Conservations Corps. In 1980 the California State Legislature requested an indepth cost benefit analysis of the CCC as a condition of reauthorization (see Appendix II for summary). They found that in 1981-1982 the combined work accomplished and training benefits received equaled a return of \$1.65 for every \$1.00 spent. Today the CCC has a budget of \$44 million provided by the State of California and operates 19 residential centers for 1,947 Corpsmembers, ages 18-23. Pennsylvania Conservation Corps expends \$3.5 million and Ohio's Conservation Corps has a \$6.5 million annual budget.

State of Minnesota

The program design does not fit neatly into any existing state category. Elements associated with Education, Jobs and Training. Public Safety and Department of Natural Resources can all be identified. As such, the program has no natural attachment or constituency - except youth themselves. Therefore, it will require significant political commitment and initiative to make a project like this a reality. The benefits to Minnesota will be legion but are difficult to quantify (What is the Peace Corps worth?). The budget for \$5.5 million over the next biennium is lean (5 million requested from the state). It will require staff of extraordinary talent and commitment. We are convinced that Minnesota's best are out there to lead. More significantly, based on our demonstration project this summer, we know that there are young Minnesota Volunteers who are committed to the ideals and values expressed through this plan who will insure its success.

BUDGET - MINNESOTA YOUTH SERVICE

July 1987 - June 1989

Expenses

	<u>YEAR I</u>	<u>YEAR II</u>	<u>TOTAL</u>
Volunteer Expenses (Room, Board, Stipend, Tuition Credit or resettlement allowance, Health Insurance)	\$ 900,000	\$2,900,000	\$3,800,000
Staff Costs	125,000	860,000	985,000
Recruitment/Promotion	20,000	10,000	30,000
Overhead Costs: Central office and program sites	30,000	60,000	90,000
Training Costs	40,000	130,000	170,000
Educational Program (materials, consultants)	60,000	35,000	95,000
Board Costs	10,000	10,000	20,000
Tools and Equipment	30,000	60,000	90,000
Vehicle Costs	50,000	150,000	200,000
Liability Insurance	10,000	10,000	20,000
	<hr/>	<hr/>	<hr/>
	\$1,275,000	\$4,225,000	\$5,500,000

Sources of Revenue

	<u>State of Minnesota</u>	<u>Intern Sponsors</u>	<u>Private Sector</u>	<u>TOTAL</u>
YEAR I	\$1,000,400	\$24,600	\$250,000	\$1,275,000
YEAR II	3,951,000	24,000	250,000	4,225,000
	<hr/>	<hr/>	<hr/>	<hr/>
	\$4,951,400	\$48,600	\$500,000	\$5,500,000

* Does not include estimated start up costs of \$80,000 for January - June 1987.

Budget: July 1987 - June 1989

Budget Narrative

Volunteers

Costs are based on the following projections:

792 Recruited during two-year period

247 Complete 6-month Crew Experience

118 Complete 6-month Service Internship

391 "Volunteer Years" of service completed

(Total months of Volunteer participation:

$4,686/12 = 390.5$

Staff

Costs based on the following scale:

<u>Position</u>	<u>Per Month</u>	<u>Per Year</u>
Director	3,500	42,000
Admin. Assistant	1,500	18,000
Bus./Admin. Dir.	2,833	34,000
Bookkeeper	1,500	18,000
Deputy Dir. for Crew Ops.	3,000	36,000
Internships/Ed. Dir.	2,833	34,000
Site Director	2,000	24,000
Crew Supervisor	1,500	18,000
Crew Leader	1,167	14,000
Asst. Crew Leader*		

- * Volunteer paid at Service-Internship rate. Internships in Administration at the Central Office and sites also to be filled by Volunteers.

Budget: July 1987 - June 1989

Recruitment/Promotion

Expenses will be heavy the first two years. Efforts will be made to supplement the budget with pro bono services (e.g., from an advertisement agency as the Task Force has done for various events).

Overhead

Expenses include office space, phone and part-time secretarial support.

Training

Each Volunteer and Crew Leader will receive intensive pre-service training of up to 10 days. Costs are based on expenses for training of \$25-\$30 per training day per person.

Education Program

Educational testing will be a part of the pre-service training. Added expense will also be incurred in developing and printing materials and hiring part-time educators to teach classes on the sites. Sites will receive an education budget.

Advisory Board

The state program and each site will have an Advisory Board. Budget is for travel and meeting expenses.

Tools and Equipment

Hand tools and safety equipment will be provided by the program. Uniforms and basic clothing will have to be purchased by the Volunteers.

Vehicles

Each crew will have the use of a 15-passenger van. Costs are based on lease estimates of \$400 per month and \$200 per month for gasoline/oil.

Insurance

Liability insurance will be necessary for the program. Health insurance costs are figured into Volunteer Costs.

PROJECTED SIZE AND ATTRITION

Year	Number of Persons Entering Service
(1986)	10 Demonstration
1987	144
1988	648

- Assumptions:
- 85% of those who enter service crews complete six months of service.
 - 70% of those who complete the service crew level enter service internships.
 - 90% of those who enter service internships complete six months of service.
 - 100% of crew leaders complete their assignments or are replaced.
 - Where Volunteers may choose between a cash bonus and tuition credit, 30% will select cash, 70% will select a tuition credit.

MINNESOTA YOUTH SERVICE BUILD-UP: JULY 1987 - JUNE 1989

YEAR 1	JULY	AUG.	SEP.	OCT.	NOV.	DEC.	JAN.	FEB.	MAR.	APR.	MAY	JUNE
CLASS I	0	48	48	45	45	45	41	29	29	26	26	26
CLASS II			48	48	45	45	45	41	29	29	26	26
CLASS III							48	48	45	45	45	41
YEAR 2												
CLASS I	26											
CLASS II	26	26										
CLASS III	29	29	26	26	26	26						
CLASS IV	72	72	68	68	68	62	44	44	43	43	42	40
CLASS V		72	72	68	68	68	62	44	44	43	43	42
CLASS VI			72	72	68	68	68	62	44	44	43	43
CLASS VII							72	72	60	68	68	62
CLASS VIII								72	72	68	68	68
CLASS IX									72	72	68	68
CLASS X										72	72	68
CLASS XI											72	72
CLASS XII												72

APPENDIX I

A SAMPLING OF STATEMENTS FROM PUBLIC HEARINGS

Nancy Sprengler, Blue Earth County Employment and Training

"I support this program. Pride and positive self-image are lacking in the majority of youth. The need for responsibility is also important. A problem with youth is getting them to see the importance and results of their jobs. Also, job opportunities are not available to them. They also are suffering from [lack of] basic employability skills."

Claire Gau, Mankato YMCA

"The YMCA worked with a committee to determine what constituted a "disadvantaged" youngster. It was determined that the most important element was the lack of a support system, defined as the cop on the corner, teacher at school, person who cares in the extended family, out-of-family role model, etc. When you provide that support system and add meaningful work, as your program plans, you're really dealing with the important issues of youth."

Judy McDonald, Dean of Humanities and Fine Arts, Bemidji State University

"We need to teach [our young people] about hope, about responsibility, and commitment. They need to know that their acts matter, that each of them can make a difference. ...I am particularly intrigued by the service crews and service internship possibilities and the promise of asking young people to make a commitment. I would also like to see more involvement with adults who can talk with them about their experiences, who can guide them and stretch their minds and their hearts."

A SAMPLING OF STATEMENTS FROM PUBLIC HEARINGS (cont.)

Al Brazil, City Attorney, Bemidji

"I am a returned Peace Corps volunteer. I believe that this program will give youth and young adults in Minnesota an opportunity [for] that same sort of experience. I think your program offers [young people] a different opportunity to discover what I think is very important, that is the value of work. They miss the idea that doing work and the value of work in and of itself can be fun and enjoyable. A program like this would give them that opportunity. It would also give them the opportunity to learn that it is fun to help people, not just a nice thing to do."

Vicky Graves, Director of Red Lake Tribal Social Services

"Our high school drop-out rate goes from 40-75%. We see a lot of our adolescents who don't have any work; I would imagine that on the reservation the unemployment rate among youth is about as high as 99%....We need more of our kids doing some things...that would give them some self esteem."

Chris Kamrud, High School Guidance Counselor, Tracy

"I really think [youth need] some sort of planned program where they can see some success, some value of what they are doing, and see that their efforts really count for something....I'm concerned about the fatalistic idea I think a lot of kids are developing today."

Art Marben, Retired Principal, Tracy

"These kids who are stuck in their home locality without any future as far as a job is concerned - this will give them an opportunity to round their perspective and see that there is something else out there."

A SAMPLING OF STATEMENTS FROM PUBLIC HEARINGS (cont.)

Gene Hochalter, Psychologist, Marshall

"The thing that impressed me so much about the design of this program was...it differs from a lot of the previously attempted job training endeavors in that it has been planned to structure success in small amounts so that participants can learn new ways in behaving rather than continue to act in ways that result from previous learning. Previous learning has taught them that they either can't do something or if they did it wouldn't make a difference."

Peter Schwartz, Duluth Jobs Service

"I applaud this program that will integrate the economic classes and educational levels. I think that is a tremendous thing. We in all of our programs...have only low income kids. It really makes it hard for them because what they see, when they are on their breaks, they are talking with other low-income kids: 'Isn't life a drag...I can't do this... I can't do that...' It would really be good for them to...be able to learn from people who are really not that much different from them even though they come from different backgrounds. They'd find, 'hey, I have the kind of talents and skills and abilities that this person does. I too could get up to that level.'"

Former VISTA volunteers Deborah Howard and David Kienzle, Face to Face Health and Counseling Service Inc., St. Paul

"We agree with Eleanor Roosevelt's caveat to involve youth in our communities for the well-being of their own lives and for the future well-being of our communities and our nation. As professionals working in the field of youth work...it appears that as adults, we have failed to include youth in the overall framework of our society and thus, youth are faced with a sense of alienation. We have a responsibility to engage youth in our

A SAMPLING OF STATEMENTS FROM PUBLIC HEARINGS (cont.)

benefit of this process is in the long-term effect it will have on the individual, as well as on our society because it will reinforce the importance of responsibility to self and others."

Reverend Donald Meisel, Westminster Presbyterian Church, Minneapolis

"One of my major concerns as a minister and as a citizen is that we are forming a two-tiered society of haves and have-nots. I commend, therefore, the intentional bringing together of young men and women from all segments of society. Each can learn from the other. And the incentive for the under-educated to go back to school will be there -- both by exposure to others who are more prepared and by the scholarship incentive funds built into the program. ... I'm very aware through my ministry of many elderly and many young people who need to know that somebody cares...both the young and old respond with spontaneity and delight to attention...[T]he result is that the key interests of all are well served. All involved are givers and receivers, benefactors and beneficiaries."

Tom Beer, AFSCME

"Public employees and AFSCME believe that what is good for young people is good for Minnesota. The Minnesota Youth Service program seems to be a very positive effort designed to offer meaningful work and community experience. Certainly AFSCME will help in every way it can to see that this program succeeds."

Wayne Takeshita, Hennepin County Division Manager, Services to Seniors

"There is much debate today as to whether the government is spending too much money on benefit programs for the elderly at the expense of benefits for the young and future generations. ...Any effort such as...Minnesota Youth Service...can go a long way in demonstrating that an inter-generational conflict need not

exist and that by establishing cooperation and interdependency upon one another, a better community can be realized. ...[W]e need to develop new alternatives or ways to continue to provide the level of quality care to those in need. ...I can think of no better one than the alliance between the young and the elderly. ...I can envision a number of other benefits developing out of this inter-generation alliance: ...non-traditional education might occur between the generations. ...Certain types of trade skills could be passed on to the young, e.g. by having...MYS involved with the recently retired elderly in their projects/activities -- carpenters, electricians, mechanics, etc. This would provide the recently retired, young-old to become active volunteers in endeavors which would help them to maintain esteem in their communities."

John B. Davis, former Superintendent of Minneapolis schools; former president of Macalester College; Governor's Task Force on Illiteracy, chairman

"...To act is a requirement of the citizen in a democracy; to act intelligently is the hallmark of the educated person."

"...I hope Minnesota can indeed commit to the plan which you have proposed, in its current form or in some form which is at least identifiable to the effort you've given to finding ways of meeting a significant unmet national need."

RESOLUTION 86-0716

ADOPTED SEPTEMBER 15, 1986

BY COUNCILOR ATKINS:

WHEREAS, Governor Rudy Perpich appointed a Task Force on Youth Service and Work in December of 1985 to lay the groundwork for a statewide program, similar in philosophy to that of the Peace Corps, that will provide Minnesota youth with the opportunity for community service; and

WHEREAS, such Task Force has developed a preliminary design for such program, and is now seeking citizens' input on its proposal through a series of public hearings, one of which will be held in Duluth on Friday, September 19; and

WHEREAS, the Minnesota Youth Service program will provide public and non-profit agencies with much needed personnel to carry out special projects that will enhance our quality of life, and will provide the youth of our state an opportunity for personal growth while making a meaningful contribution to society; and

WHEREAS, the Duluth City Council feels that the Minnesota Youth Service program is a commendable idea and is deserving of support by the citizens of Duluth.

NOW, THEREFORE, BE IT RESOLVED, that the Duluth City Council hereby conveys its full support for the establishment of a Minnesota Youth Service program and encourages its citizens to provide input to the Task Force at the December 19 public hearing in shaping the final form of such program.

RESOLVED FURTHER, that copies of this resolution shall be sent by the City Clerk to the co-chairs of the Task Force - Kathleen Blatz, Representative, Minnesota House of Representatives; and Donald Fraser, Mayor of Minneapolis.

Resolution 86-0716 was unanimously adopted.

Approved September 15, 1986

JOHN A. FEDO, Mayor

I, JEFFREY J. COX, City Clerk of the City of Duluth, Minnesota, do hereby certify that I have compared the foregoing Resolution passed by the City Council on the 15th day of September, 1986, with the original in my custody as City Clerk of said City, and that the same is a true and correct transcript therefrom.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of said City of Duluth, this 15 day of September, 1986.

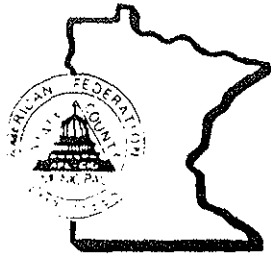
JEFFREY J. COX
City Clerk

By

Elida Stewart

Deputy

CITY OF DULUTH, MINNESOTA



AFSCME
American Federation of State, County and Municipal Employees

COUNCIL 6, AFL-CIO

265 Lafayette Road South
St. Paul, Minnesota 55107-1683

Telephone:
(612) 291-1020

Representing State and University Employees

November 7, 1986

Jim Kielsmeier, President
National Youth Leadership Council
University of Minnesota
386 McNeil Hall
St. Paul, MN 55108

Dear Mr. Kielsmeier:

AFSCME Council 6, AFL-CIO has been in contact with the task force on youth service and work and we have given general endorsement to the design plan prepared by the task force.

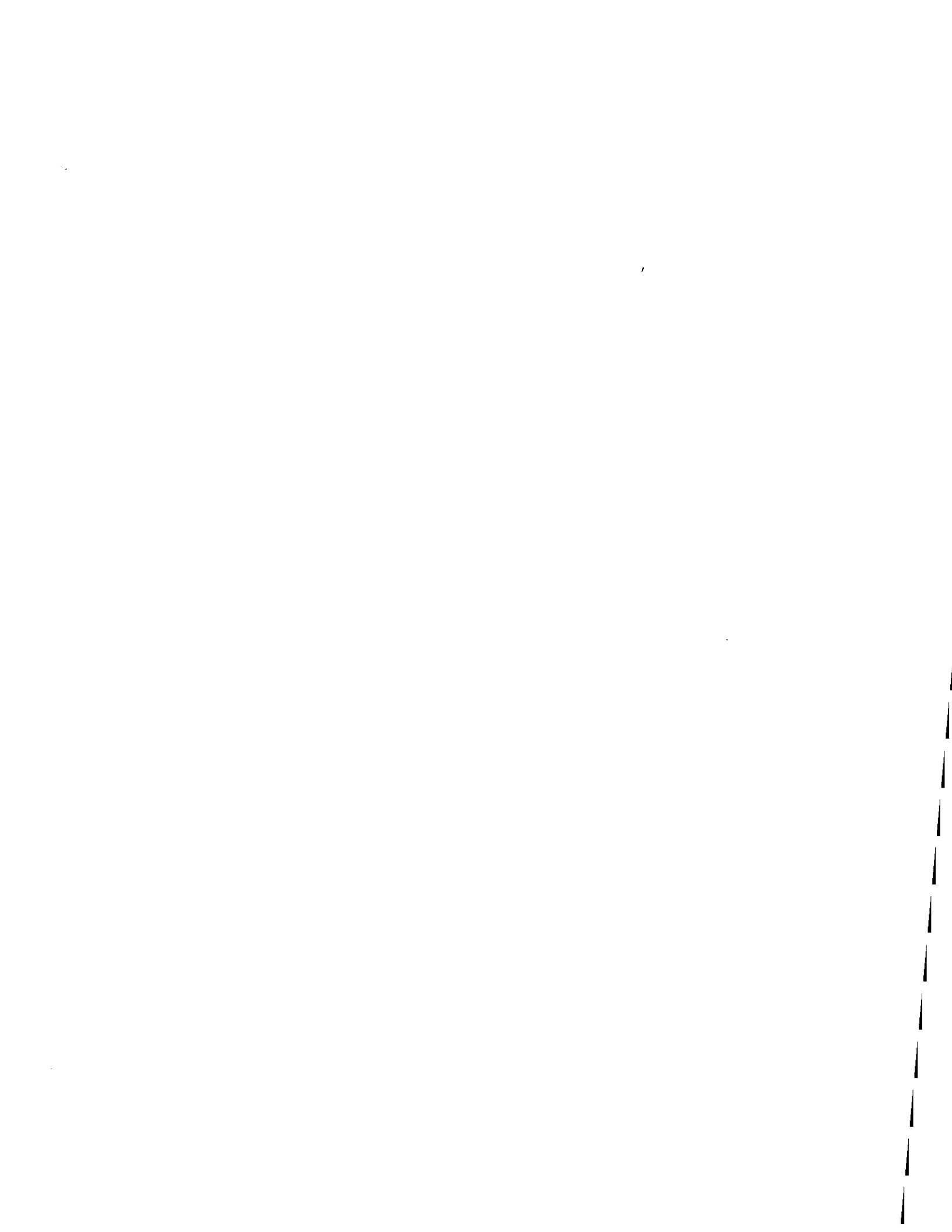
Our office has been informed that consideration will now be taking place concerning the structure and representation of a governing body for the MYS project. I want to indicate our interest in having an AFSCME representative on this body. A public employee perspective, I believe, is essential to making sure the MYS is effective.

Sincerely,

Pete Benner, Executive Director
AFSCME Council 6, AFL-CIO

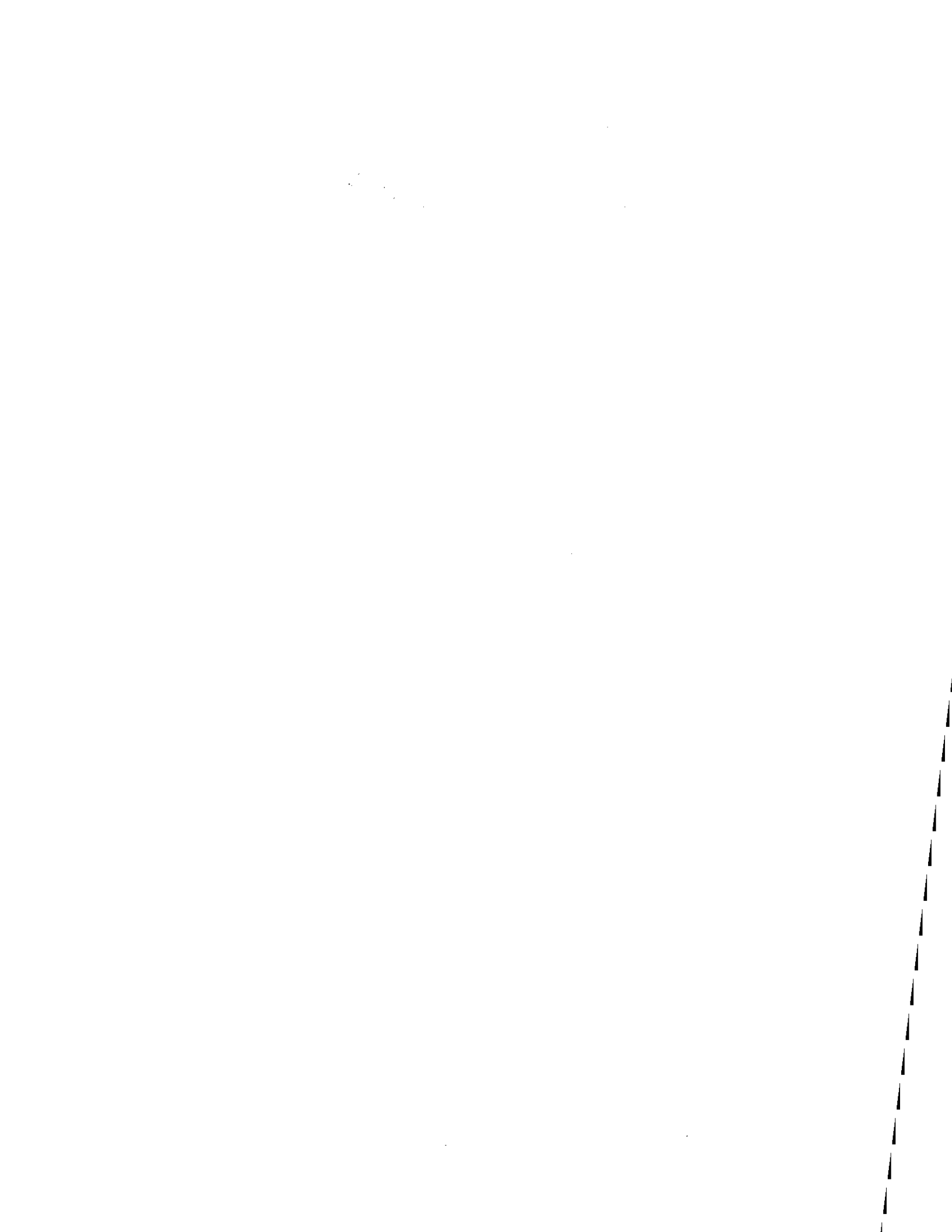
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cc: Darin Kinzer (c/o AFL-CIO Frontlash)
Larry Odegard, Assistant Director
file



APPENDIX II

CALIFORNIA CONSERVATION CORPS MATERIAL



An Economic Analysis Of The CCC

In reauthorizing the CCC for another five years of operation in 1980, the legislature mandated the CCC to produce a report on the cost-effectiveness of all completed projects.

The CCC's test of economic justification is met by two types of economic analysis: cost-effectiveness and cost-benefit analyses. Each analysis is important in its own right and both will serve to highlight different economic aspects of the Corps.

1. Cost-effective analysis:

A CCC project is cost-effective if it costs less than that of any alternative means of achieving the same objective. Alternative sources of labor to the CCC may include the California Youth Authority's (CYA) conservation camp wards, the California National Guard, other government agency labor and private contractors.

a) California Youth Authority:

This is an alternative source of labor to the CCC for emergency work. However, because the CCC has the ability to have small crews working without security problems in populated areas and in satellite camp situations (spikes), the CCC is much more flexible than the CYA conservation camp programs. The average daily population per capita cost in CYA facilities in FY 1981-82 was \$22,421, while the CCC's per capita cost was \$20,279 for the same year. It should be noted, however, that the CYA per capita cost does not include capital outlay. Corpsmembers are paid a salary and pay taxes, wards do not.

b) California National Guard:

The CCC has been used increasingly for emergency work in the last five years. A substitute source of labor for emergency work is the California National Guard. National Guard wage rates range from \$10 to \$15 per hour. The CCC's wage rate is \$3.35 per hour.

The CCC is able to report to an emergency much more rapidly than most other state agencies and can stay longer -- into the recovery phase. As an example, during emergencies, National Guard members are called from their regular jobs and must return to them, whereas the corpsmembers do not have that limitation on their time.

c) Other governmental agencies:

Average pay rates paid by the State of California for general labor services during FY 1981-82 as reported by the California Department of Personnel Administration, were \$7.63 per hour. This is more than twice the CCC wage rate. Wage rates for more specialized governmental workers are much higher, starting at \$7.92 per hour. The CCC is clearly a competitive source of labor.

d) Private contractors:

General laborers usually perform a variety of routine unskilled manual tasks requiring primarily physical strength and coordination. This category of labor most closely approximates the kind of labor supplied by the CCC. General laborer wage rates in the private sector, as determined by the California Department of Industrial Relations range from \$13.28* to \$14.08* per hour, four times more than CCC's hourly wage.

2. Cost benefit analysis:

The benefits of the CCC are two-fold. First, corpsmembers improve, maintain, and protect the state's natural resources. As a result, benefits are returned to the state's economy in terms of enhanced fisheries, reduced soil erosion, augmented timberland, and so on. Second, corpsmembers receive formal and on-the-job training which increases their employability, resulting in increased productivity, reduced welfare dependence, and reduced anti-social behavior.

The total economic benefit from conservation projects in FY 1981-82 was estimated at \$48.1 million; training benefits at \$8.8 million; for a total value of \$56.9 million.

Project benefits were evaluated, whenever possible, by using market value as the standard for judging the worth of a product to society. Using U.S. Forest Service data, the total value of the CCC's fish and wildlife habitat enhancement in FY 1981-82 was estimated at \$2.5 million.

Reforestation benefits in FY 1981-82 were estimated at \$2.8 million.

Using National Park Service data, the total estimated market value of the CCC park and recreation development work in FY 1981-82 was \$5.8 million.

The minimum value of CCC's emergency work was estimated to be \$25.4 million in FY 1981-82.

It is estimated that the total lifetime savings from the CCC's energy conservation work during FY 1981-82 were \$1.7 million.

Other miscellaneous conservation work was evaluated using the alternative cost approach. A typical package of service in the private sector, which is similar to that offered by the CCC, was used to estimate the value attached to all miscellaneous project activities. On this basis, the total benefits of all other projects conservation in FY 1981-82 were estimated at \$8.8 million.

The training provided by the CCC also results in a number of social and economic benefits. The economic benefit is reflected in the increase in labor productivity of corpsmembers resulting from the CCC training. Based on a survey of over 1,000 former corpsmembers, of those employed,

*The general prevailing wage rates for general laborers vary by region and by type of employer.

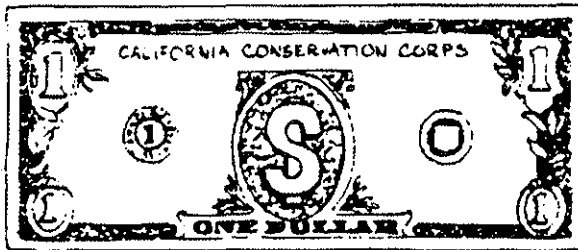
the average corpsmember earnings increased by nearly 30 percent. The total training benefits attributed to the CCC in FY 1981-82 were estimated to be \$8.8 million.

The results of this analysis suggest that the CCC yielded overall net benefits to society and to corpsmembers in FY 1981-82. On the average, each dollar invested in the CCC in FY 1981-82 returns \$1.65 in overall benefits.*

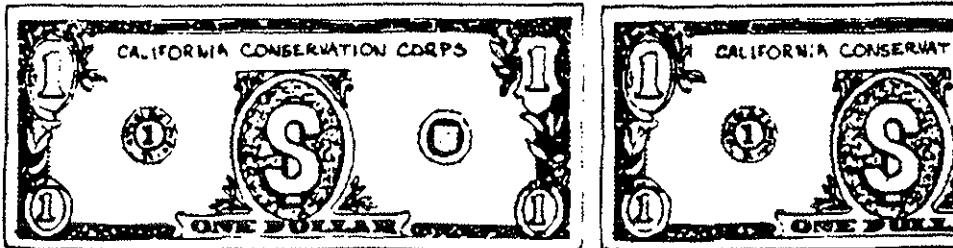
There are clear economic benefits as a result of the Corps' natural resource conservation work and emergency response. These we have measured. However, a hard cash value cannot be placed on the young bodies and minds strengthened and to the thousands who have acquired a sense of usefulness in society. The benefits gained by corpsmembers cannot be quantified, yet the dollars spent by the CCC were more than repaid to the state in tangible benefits alone.

A final judgment about the value of the CCC must take into account the social/psychological benefits which could not be quantified appropriately. If the Corps were able to include the intangible benefits in its benefit/cost analysis, the resulting improvement in benefit estimates would have resulted in a significantly higher benefit/cost ratio. (In the previous section of this report "Is There Life After the CCC?," page 20, corpsmembers address the intangible benefits they have gained while in the Corps.)

\$1.00 Spent



\$1.65 Returned in Benefits



*Detailed information on "An Economic Analysis of the CCC" is available to those interested and will be provided upon request.

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