

NLWJC - Kagan

DPC - Box 056 - Folder-013

Service Summit - Policy Proposals

Survival
Summit -
Policy

MEMORANDUM FOR THE PRESIDENT

FROM: Bruce Reed

SUBJECT: Potential Policy Announcements for the Summit

DATE: April 23, 1997

The following are potential policy announcements you could make at the upcoming Summit on service and in the radio address on Saturday.

RADIO ADDRESS

You will announce that we are sending our America Reads legislation to the Hill, and use that opportunity to emphasize AmeriCorps' role in America Reads. You can also talk about your vision of the Summit and highlight America Reads as a great example of meeting the Summit's challenge on volunteering, tutoring, and literacy. In addition, you can announce that Federal agencies are making a "commitment" to the Summit that they will expand the number of schools that they have adopted or established partnerships with from approximately 1,500 schools to 2,000 schools by the year 2000. Working through partnerships established by their agencies, Federal employees tutor, purchase equipment, and hold career days.

MONDAY SPEECH AT SUMMIT

When you laid out your original vision of national service back in 1992, you set forth two fundamental principles that captured the public imagination: first, that all young Americans willing to give something back should have the chance to get help for college; and second, that we should challenge those young people to help solve our toughest problems, "as teachers, police officers, child care workers -- doing work our country desperately needs," as you said in the first Georgetown speech.

AmeriCorps, though still a well-kept secret, has gone a long way toward realizing your overall ideal of citizen service. But for budgetary and partisan political reasons, it will not become universal anytime soon, and because of its decentralized structure, AmeriCorps has not succeeded in marshaling a nation-wide effort to target a compelling national problem like education or crime.

Your speech in Philadelphia is a chance to breathe new life into that original ideal. We can't escape the budgetary constraints, but we can give more young people an incentive to serve, and most important, we can set forth a clear national mission of the problems we need them to solve. The following proposal are designed with that in mind.

1. Interest-free Year of Service

As you know, Rev. Tony Campolo has urged you to make it easier for college students and recent graduates to take a year off for service. Thanks to your income-contingent loan program and to earlier changes allowing loan deferments for service, students can already take advantage of reduced loan payments if they take low-paying service jobs, and can take time off for service without having to begin repayment of their loans. Your FY98 budget also includes a proposal to encourage service by no longer treating loan forgiveness as taxable income, so that students who universities forgive their loans will no longer have to pay taxes on it.

The only remaining barrier is the interest that accumulates on unsubsidized loans during the period of service. The cost of having the Federal government pay that interest is minimal -- \$7 million over 5 years. This is an inexpensive proposal, and the typical benefit is not enormous, but it would make this policy universal, and it would allow any young person to take time off to serve without increasing his or her debt burden. The Education Department has expressed some concerns about this.

2. Police Corps

You can announce \$20 million in grants to 17 states for the Police Corps program. The Police Corps was created in your 1994 Crime Bill to increase the number of community police officers with advanced education and training, and was one of your pledges during the 1992 presidential campaign.

The Police Corps offers educational assistance to qualified college students who commit to enter the police after graduation and serve in the force for at least four years. Students accepted into the Police Corps receive up to \$7,500 in educational assistance for up to four years of undergraduate study. In addition, Corps recruits receive 16 weeks of rigorous training to help make them effective community police officers. As an incentive to police departments to take recruits, state and local law enforcement agencies receive cash assistance for employing Police Corps officers -- \$10,000 per participant for each year of the recruit's service.

This announcement nearly triples the number of states that will receive Police Corps funds, from 6 to 17 states, and is double the funding appropriated in FY 1996 for the program. It will fund about 650 recruits. Your FY 1998 budget contains \$20 million in funding for Police Corps.

3. Teacher Corps

We believe your Summit speech should include a ringing call to service for young people to teach in inner cities. Nothing would do more to breathe new life into the ethic of service than to enlist young Americans in a national effort to transform inner-city schools that are crying out for their energy, idealism, and talent.

One way to do this would be to announce the proposal described below, which provides \$400 million over four years in incentives for approximately 48,000 new teachers. If this seems too

costly to propose in the current budget environment, it could be ramped up more slowly at about half the cost and impact. You could also propose a more modest expansion of AmeriCorps' support for Teach for America, as long as we also address quality concerns about that program. Alternatively, your speech could simply include a strong call to young people to take up the challenge of teaching in inner cities without proposing a new initiative to provide federal support. Such an initiative could still be included in the Administration's Higher Education Act proposal, which will be transmitted this summer.

Over the next decade, the nation will need to hire some 2.3 million teachers. Of these, approximately 15%, or 345,000 (approximately 35,000 per year), will be hired in central cities, in schools with large concentrations of low income students. An additional 207,000 (approximately 20,000 per year) will be needed in isolated, and often poor, rural areas. These types of communities face the greatest difficulties in attracting and retaining qualified teachers. Urban areas in particular receive significantly fewer applications for positions than neighboring suburban districts, and attrition rates in urban areas can often reach 30% to 50% in the first five years. They are therefore most likely to fill classroom vacancies with teachers who lack preparation, don't meet licensure requirements, or who are teaching outside their field. As a result, the students in these communities -- who need the *most* qualified teachers in order to meet higher academic standards -- often get exactly the opposite in the classroom.

We propose a new national effort to help attract and retain teachers in high poverty central city and rural schools. This new initiative would be a part of the Administration's proposal for the reauthorization of Title V of the Higher Education Act. The basic framework for this initiative could be announced at the summit, while many of the details could be further developed by the Education Department over the coming months.

This initiative would provide competitive grants to 100 local partnerships involving urban or rural school districts and institutions of higher education, to be used to provide incentives for individuals to prepare to teach, and to remain, in underserved schools. These would include 2-3 year fellowships for undergraduate students (including for a "5th year" program that provides intensive and sustained classroom experience for undergraduates after they have acquired a strong liberal arts background); one-year graduate fellowships for post-baccalaureate students, including recent liberal arts graduate and mid-career professionals seeking to enter teaching; stipends for teachers' aides and other education paraprofessionals seeking to move up a career ladder into full teaching positions; and 1-2 year "residencies" for beginning teachers that would provide a lighter teaching load coupled with additional time for class preparation, being coached or mentored, or working in other ways with more experienced teachers.

The incentives would range from fellowships that cover tuition and fees (which average \$3,500 at undergraduate public institutions) to forgivable loans to salary supplements for beginning teachers. Successful competitors would have to demonstrate that they have a high quality teacher preparation program, and that the program fits into a comprehensive, thoughtful strategy for recruiting and retaining teachers.

The Education Department proposes to fund this initiative at \$100 million a year for five years, beginning with the FY1999 budget. The Education Department estimates that this initiative will help attract and retain at least 48,000 teachers into high poverty central city and rural schools. This is approximately 17% of the estimated need in those communities. This is not an issue for this year's appropriations battles, and we have not tried to identify a specific offset. However, it will compete with your other discretionary priorities in the out-years. If you wish to proceed, we will work with OMB to determine what funding level we can commit to right now, recognizing that the parameters of NDD spending may change before we submit the FY99 budget.

We are also exploring ways to link this initiative to AmeriCorps, which already provides scholarships (but no stipends) to 1,000 teachers in Teach for America. As you know, Teach for America has been fairly successful in capturing the imagination of the public and of college students, but to this point has not provided the preparation and support those new teachers need to succeed in the classroom and remain in the profession. We could use existing scholarship funds to expand AmeriCorps' commitment to Teach for America, but we should also look for ways to make sure that preparation needs are addressed.

4. Child Care Corps

You could also announce that you will expand AmeriCorps to include a new child care corps. The child care field has great difficulty attracting and retaining qualified workers, especially well-educated and trained workers who can go on to become leaders in the field. Your recent conference on early learning was the latest confirmation that it is critical to increase the quality of child care. Yet very few of our most talented young people enter this field.

The program would offer AmeriCorps scholarships to individuals who agree to work in child care in low-income areas for two years. It would be open both to those currently working in the field and to those seeking to enter. Members of the corps would not get a stipend from AmeriCorps, but a scholarship of \$4,725 a year for two years, which could be used either to repay existing student loans or to pay for further education. Some of these scholarships could be earmarked to help people leaving welfare to get college training to become child care workers.

The Corporation for National Service estimates that it could support a corps of 2,000 people a year without any increase in their budget or permission from Congress, as long as these individuals get only scholarships and not stipends as well. Under pressure from members of Congress to reduce the cost of an AmeriCorps member, the Corporation has begun to emphasize these "scholarship only" awards, and its scholarship trust fund has excess funds.

Non-profit groups would apply to become part of this program, and would have to demonstrate that they could offer participants high-quality training and mentoring during their two years of service, including development of management and leadership skills. In addition, corporations could sponsor members by paying for their salaries, and universities that specialize in early childhood education could match our scholarships.

5. Mentoring/Tutoring 1 Million Kids

In preparation for the Summit, Federal agencies have joined their counterparts in the private and non-profit sectors by making public "commitments" to the goals of the Summit. Agencies have identified over 40 initiatives where they will work with partners in the volunteer or service sectors to mentor and tutor kids, expand afterschool programs, and offer young people opportunities to serve. We are trying to determine whether these commitments add up to an additional 1 million kids being mentored or tutored as a result of Federal government efforts.

FIRST LADY SPEECH AT CLOSING CEREMONY

The First Lady will represent the Administration at the closing ceremony on Tuesday. We are exploring the option that she could announce Kaiser Permanente's commitment of \$100 million over the next five years to provide health coverage to 50,000 children in California.

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POLICE YOUTH ACADEMIES

Overview

Police youth academies are active in many communities across the country.¹ The structure and participants vary greatly from program to program, but each one is structured around creating constructive interactions between police and young people. Most of the existing programs are co-sponsored by law enforcement agencies and schools or community groups, including Kiwanis, YMCA, scouting organizations, and business groups.

Components of Police Youth Academies

Current academies contain some or all of the following program elements:

- basic orientation to law enforcement (arrest procedures, search procedures, ethics);
- physical fitness and sports;
- orientation to law enforcement as a career (challenges, responsibilities);
- conflict resolution and dealing with peer pressure;
- role-playing exercises for police-youth interactions;
- field trips to jails, courts, training facilities, etc.;
- antigang and drug programs;
- building self-esteem and attitude management;
- tutoring.

Structure and Participants

The range for participant ages varies from elementary school students (Delray, FL Kids and COPS Academy and Dekalb County, GA Junior Police Academy) to high school-level and older (NYPD Youth Academy, Howard County, MD Youth Police Academy). Some programs are structured as periodic after-school or evening programs (Dayton, OH Youth Police Academy) or month-long summer programs (Enfield, CT), while others are more intensive. Los Angeles has considered a full-time magnet-like high school program modeled on a youth police academy.

Some programs allow any interested young person to apply. Some programs are adjuncts to other programs (such as the Boy Scouts' Police Explorer program), and thus participants are drawn from that pool. Others base participation on referrals from teachers, school officials or the police themselves in light of disciplinary matters or minor skirmishes with police.

The Athol, MA Youth Police Academy confers academic "extra credit" on its participants.

¹ Our survey of press reports turned up Police Youth Academies in Athol, MA; Enfield, CT; Orange County, CA; New York, NY; Hartford, CT; Portland, OR; Howard County, MD; Los Angeles, CA; Garland, TX; Kansas City, MO; Delray, FL; Dayton, OH; Dekalb County, GA.

Current Availability of Federal Funding

There does not appear to be a realistic prospect of committing any FY 97 Justice resources to directly support police youth academies. Although the Bureau of Justice Assistance was appropriated a relatively small amount of truly discretionary funding, BJA already has issued program plans and solicitations that account for all of the available funding.

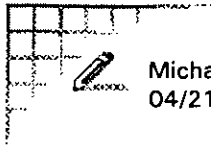
The COPS statute, as enacted, would permit the Department of Justice's COPS Office to make discretionary grants to support police youth academies. See 42 U.S.C. § 3796dd(d)(5), (7) (grants authorized to develop and implement "citizens' police academy" and to "establish and implement innovative programs to increase and enhance proactive crime control and prevention programs involving law enforcement officers and young persons in the community"). Although the authorizing language permits such grants, the restrictions placed on COPS' FY 96 and FY 97 appropriations prevent COPS from making grants for purposes other than hiring and redeployment of police officers. A reprogramming or supplemental appropriation would be needed to permit grants to be made under this provision.

The Law Enforcement Scholarships and Recruitment Act, 42 U.S.C. § 14111 *et seq.*, passed as part of the Violent Crime Control and Law Enforcement Act of 1994, authorizes funds to be provided to states to pay costs of part-time or summer employment for high school juniors and seniors which consists of "performing meaningful tasks that inform students of the nature of the tasks performed by law enforcement agencies." Although none of the police youth academy programs that we have identified currently provides paid employment to its participants, one could design an academy-type program building on a job assignment of some sort. No funds have been appropriated to implement the Law Enforcement Scholarships and Recruitment Act to date. Moreover, the authorization of appropriations provision states that of funds appropriated for this Act, only 20% may be used to provide employment, while 80% must be used to provide scholarships for career law enforcement officers.

Other Considerations

While many of the police youth academies currently in operation appear to be popular and successful, it is our perception that a decision to make federal funding of police youth academies a priority would be greeted at best skeptically by police management and labor organizations, and most likely with some degree of resentment or hostility given expectations that already exist for the use of Crime Act funding. We currently are facing significant unmet demand for funding to support more "core" law enforcement operations, such as for technology, continuation of expiring domestic violence initiatives, and for the law enforcement scholarships described above. In addition, the past and current appropriations for the Police Corps program, while the Law Enforcement Scholarship program remains unfunded, has engendered dissatisfaction from many quarters in law enforcement that would be exacerbated by funding additional programs not benefiting police more directly.

Service summit -
policy proposals



Michael Cohen
04/21/97 12:57:55 PM

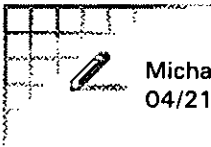
Record Type: Record

To: Bruce N. Reed/OPD/EOP, Jonathan Prince/WHO/EOP
cc: Elena Kagan/OPD/EOP, William R. Kincaid/OPD/EOP
Subject: Re: incentives for teachers

I shared the memo below with Mike Smith and Terry Dozier this morning. They are ok with the plan I laid out, which is along the lines Bruce and I discussed on Friday. They are working to flesh out the details; while I am gone this afternoon, Bill Kincaid will work with them and with you in preparation for tomorrow's memo.

I also talked briefly with Riley this morning -- before I had a chance to talk with Mike and Terry -- he's not up on the details of any of this, but he likes the fact that the President wants to talk about this at the summit, and will likely go along with anything Mike, Terry and I agree to.

----- Forwarded by Michael Cohen/OPD/EOP on 04/21/97 01:03 PM -----



Michael Cohen
04/21/97 09:34:35 AM

Record Type: Record

To: Jonathan_Schnur @ ed.gov
cc: Maureen_McLaughlin @ ed.gov, Mike_Smith @ ed.gov, William R. Kincaid/OPD/EOP
Subject: Re: incentives for teachers 

Thanks for the update to the memo, and to Maureen for the original and the faxed cost info. I think we need to pick things up a bit as we approach the summit. I don't think we will need a full-blown, comprehensive and complete proposal, but I think we need something for the President to talk about in his speech. Nobody here, including me, thinks the President will be satisfied with or well served by simply talking about options and appointing a task force to come up with a plan. This approach will fail to capitalize on the incredible media attention at the summit, and may not sufficiently focus attention on the importance of attracting well prepared people into teaching. Further, we can waste an awful lot of time just appointing and organizing a task force, time which could otherwise be spent fleshing out a legislative proposal and consulting informally and extensively.

As I read this and talk to others, it seems to be there are a couple of components to what the President could do, without reaching premature closure.

First, he can talk about what the federal government already does to make it easier for people to go into teaching -- Perkins loan cancellation/forgiveness, and income contingent repayment. There are also more specific programs underway -- National Service funds an urban education service corps,

and I think there is a troops-to-teachers program, but I don't know much about it.

Second, I think there is a core idea emerging in our discussions and your materials -- a focus on attracting and retaining well prepared teachers in underserved urban and rural areas. It would be great if the President could announce the framework of an initiative to address this, leaving the details to be worked out later. I would suggest the following:

- a competitive program, aimed at partnerships between city school districts, IHE's (colleges of ed and arts and sciences) and others as appropriate, including unions, existing recruitment and/or professional networks, etc.
- competitors have to show that they have a quality preparation program/strategy, and that they are locating this program in a comprehensive, well thought out strategy for recruiting and retaining teachers, which addresses teacher preparation, induction, ongoing professional development, and which leverages other local, state and federal resources in a strategic and coordinated fashion
- that gives each partnership funds to use to attract and retain well prepared teachers -- they can figure out themselves the mix most appropriate to target, including undergraduates (e.g., four 2-4 year fellowships that require a year-for-year commitment to teach), individuals who have completed a 4 year degree (e.g, seniors with a liberal arts degree or mid-career professionals who want to enter teaching) who will need an intensive "5th year", and paraprofessionals who will continue working and get financial help for college tuition as they work toward licensure.

If the President were to announce a program centered on these components, he would make clear that this will be part of the Administrations HEA Title 5 reauthorization, to be transmitted later in the Spring or Summer (It appears that you are aiming for late September, though at one point I thought you were aiming for June). I don't think we need a lot of details for something like this, though we would need to figure out how much we would be prepared to spend, starting in FY 99. We would also need to make some assumptions about the size of fellowships, and possible ways of dividing up funds between the three types of prospective teachers described above, so that we could estimate a range of teacher slots that would be filled through this initiative.

Third, there may some simple and appropriate steps that could be taken, or at least proposed, without much cost or complexity. For example, what about making it easier for students to use work-study funds to pay for time they spend student teaching?

Fourth, there clearly are other options to consider -- expanded loan forgiveness, tax breaks, etc. (though these approaches seem to me to be too costly, insufficiently targeted, and unlikely to make a real impact). These and other options you may want to consider should not be foreclosed by a Presidential proposal at the summit.

I think approach along these lines will give the President what just about everybody here seems to think he needs next week, while not unduly tying the hands of the Department as you proceed. This presumes that we can work our way through several things over the next few days -- (1) whether the Department is prepared to commit to an urban-focused initiative; (2) if so, the overall framework for it; and (3) a minimum level of investment for it, with the understanding that we will figure out how to pay for it during the FY 99 budget decisions. This assumes that we would be announcing something on the modest size. I would guess in the \$80-\$100 million range of 4-5 years.

Service
Summit -
Policy



11:44:02 AM

Record Type: Record

To: Bruce N. Reed/OPD/EOP
cc: Elena Kagan/OPD/EOP
Subject: Police Youth Academies

Elena and I talked to Justice this morning about the announcement. They have been fighting us on this all the way. It is a \$19 billion Department that can't find a few million for this program.

They now contend that they -- in effect -- already fund a Police Youth Academy program through their inservice scholarship program (that was created in the '94 Crime Bill)

The Crime Bill requires 20% of that program to be set aside for states to pay the costs of part-time or summer employment for high school juniors and seniors which consists of "performing meaningful tasks that inform students of the nature of the tasks performed by law enforcement agencies."

Our FY 98 budget submission asks for \$20 million for the inservice scholarship program, so that that means we have a \$4 million request for a police youth academy program.

Justice said they would get back to us on whether the \$4 million can only be used for salaries for the kids or whether it could be interpreted to be used for the cost of setting up the program.

If it is the former only, then we asked them to draft us legislation that would expand this program and the President could announce that he is sending it to the Hill -- and he could also announce guidelines for the \$4 million program.

If it is the latter, we asked them to draft guidelines for this program that we could announce at the Service Summit.

Do you want me to write something up for this for the President's announcement memo or should I wait until I get more info from Justice? Or do you want me to get the hell out of here because I am getting rolled by the Justice Department?

Service
Summit -
Policy

THE WHITE HOUSE AT WORK
Monday, April 28, 1997

**TODAY: PRESIDENT CLINTON EXPANDS AMERICORPS AND ISSUES
NATIONWIDE CALL TO SERVICE**

At the President's Summit for America's Future, President Clinton announced new proposals to expand service and mutual responsibility nationwide:

- President Clinton announced new AmeriCorps Challenge Scholarships -- asking charities, religious groups, and community groups to enlist young people for a year of full-time service, and giving those young people AmeriCorps scholarships in return. If the private and non-profit sectors rise to this challenge, these scholarships would go to as many as 50,000 young people with money that is already in the President's balanced budget.
- President Clinton challenged every state and every school system to offer young people the chance to serve -- to help teach them the responsibility of citizenship.
- President Clinton announced new legislation to allow any young person with a college loan to take a year to serve without accruing additional interest on that loan.
- President Clinton announced the expansion the Police Corps, to triple the number of young people who can earn four years of college by agreeing to serve at least four years as police officers, and challenged young people to become teachers where they are needed most -- in America's central cities.

In his speech this morning, President Clinton said that "The era of big government is over, but big challenges remain. We are here to proclaim: the era of big citizenship has begun."

- The President issued a call to action to all Americans to serve our children, and to help teach them to serve -- not as a substitute for government, but to meet our major challenges as one community, working together.
- The President emphasized that even with all the progress our nation has made -- 12 million new jobs, falling crime and welfare rolls -- we still face enormous challenges. But the toughest of these are challenges of the heart -- ones that must be faced person by person, neighbor by neighbor, community by community. That is why restoring an ethic of service and mutual responsibility is so important.

Service
Summit -
Policy**CHALLENGING ALL YOUNG AMERICANS TO SERVE****I. 50,000 AMERICORPS CHALLENGE SCHOLARSHIPS**

Today the President is proposing a dramatic expansion in AmeriCorps through a new type of award that makes scholarships available when charities, non-profits, and religious organizations take on young people to perform a year of service.

These 50,000 new scholarship awards represent a revolutionary partnership between the public, private, and nonprofit sectors: AmeriCorps provides the scholarship (\$4,725 for a year of full-time service); charities, nonprofits, and religious organizations provide the opportunity to serve; and the private sector can help underwrite the organization's costs. The President is challenging these organizations to put AmeriCorps members to work, and challenging businesses to sponsor AmeriCorps members at organizations that need private sector help.

Offering More Scholarships for Service -- Unlike other AmeriCorps programs, this award provides only a scholarship and requires organizations (rather than the federal government) to cover the cost of living expenses for AmeriCorps members. Because these awards cost about a third as much as other AmeriCorps awards, this expansion can be achieved without additional spending beyond the Administration's budget plan, and AmeriCorps can add a net total of approximately 33,000 members over the next five years.

Using this new approach, AmeriCorps awarded 1,600 scholarships in 1996, and has awarded 1,750 so far this year. AmeriCorps is currently evaluating applications for an additional 6,100 scholarships. The President proposes that AmeriCorps award 50,000 more of these scholarships over the next 5 years.

At that rate, by the year 2000, the Administration will have given over 190,000 young people the chance to serve in AmeriCorps. This is more than will have served in the entire 40-year history of the Peace Corps -- a remarkable achievement when you consider the enormous contribution that Peace Corps volunteers have made and continue to make today. If Congress passes the Administration's proposed increase in AmeriCorps funding to pay for 11,000 volunteer coordinators as part of the America Reads initiative, AmeriCorps will reach that level even sooner.

Opportunities for New Partnerships -- Non-profit organizations -- especially faith-based groups -- are already showing a great interest in this new type of AmeriCorps member. Examples of organizations that have already been awarded these scholarships include:

- The National Council of Churches is using 1,600 scholarships awarded last year to put AmeriCorps members to work serving in child care, tutoring, and teaching and assisting in schools. The group is seeking a significant expansion next year.
- The Boys and Girls Clubs of America will use 900 AmeriCorps scholarships to support critically-needed service in up to 100 of their 2,200 clubs nationally.

- The Mississippi Department of Education will place 100 AmeriCorps members as assistant teachers in elementary classrooms, expecting that many of these individuals will use their educational benefits to pursue teaching careers.
- West Virginia University will have 425 AmeriCorps members involved in intensive educational outreach, support, and enrichment for children in particularly needy areas of the state over the summer.

The private sector can help other non-profit groups take advantage of these scholarships. While some non-profit organizations can support full-time servers, others might be interested in this approach but unable to pay a living allowance themselves. Corporate help will allow non-profits to carry on the work of the Presidents' Summit.

Moving Ahead on the Summit's Goals -- These new AmeriCorps members can play a critical role in following up on the important goals of the Summit -- teaching children to read, mentoring children at risk, providing safe spaces after school, ensuring children get immunizations, and organizing the work of volunteers. Every AmeriCorps member recruits or trains an average of twelve volunteers.

II. EXPANDING THE POLICE CORPS

Today the President announced an expansion of the Police Corps through \$20 million in grants to 17 states, tripling the number of recruits funded. Created by the President's 1994 Crime Bill to increase the number of community police officers with advanced education and training, the Police Corps offers scholarships to qualified college students who commit to serve as police officers for at least four years after graduation.

The program provides up to \$7,500 a year to Police Corps recruits for tuition, room, board, and books at the 4-year college or university of their choice. After a 16-week training course following graduation, Police Corps recruits agree to serve for four years as sworn officers. As an additional incentive, Police Corps will provide \$10,000 per recruit per year to state and local police departments that employ Police Corps officers.

The expansion will place Police Corps recruits in Connecticut, Georgia, Kentucky, Indiana, Michigan, Mississippi, Missouri, New Mexico, Ohio, Texas, and Washington. Programs funded last year and continuing this year are in Arkansas, Maryland, Nevada, North Carolina, Oregon and South Carolina. The total number of recruits will be 672.

In addition, Police Corps funds are available in participating states to the dependent children of police officers killed in the line of duty. These scholarships can be applied to any course of study, without any service or obligation to repay.

III. MAKING IT EASIER FOR STUDENTS TO SERVE

The President plans to propose legislation that will allow any young person to take a year off during or after college to serve without increasing the amount he or she owes in student loans.

The President has already made it possible for students to take low-paying service jobs and keep their loan payments affordable, thanks to the Administration's income contingent loan program enacted in 1993. In addition, the President's 1998 budget would encourage service by no longer treating loan forgiveness due to service as taxable income — so that students whose universities forgive their loans because they have taken low-paying service jobs will no longer have to pay taxes on it.

This new proposal will help students with unsubsidized loans who seek loan deferments while they take some time off for service. The President will propose legislation to have the government pay the interest that accumulates on unsubsidized loans for up to 3 years of service. This would allow at least 12,000 student borrowers to avoid accumulating an average of \$600 in extra interest on their student loans for a year of service.

IV. SERVICE IN ELEMENTARY, JUNIOR HIGH, AND HIGH SCHOOL

The President repeated his call for school districts and states to follow the example of the state of Maryland and other communities by giving all young people the chance to serve.

V. COMMITMENTS BY FEDERAL AGENCIES

Federal agencies are making over 40 commitments to the Presidents' Summit for America's Future, building on the wide range of partnerships that the federal government has with the non-profit and voluntary sector. Federal agencies will increase the number of schools they have adopted or established partnerships with from 1,500 to 2,000 by the year 2000. The Department of Defense will reach over one million students through mentoring, tutoring, and training. By the year 2000, the Department of Transportation will reach one million students through mentoring, tutoring, and education materials by working with corporate partners.

Senior
summary -
policy



11:53:20 AM

Record Type: Record

To: Diana Fortuna/OPD/EOP, Elena Kagan/OPD/EOP

cc:

Subject: Teach for America

I thought I sent this to you guys as well, but I obviously didn't...

----- Forwarded by Jonathan Prince/WHO/EOP on 04/25/97 11:52 AM -----



10:39:43 AM

Record Type: Record

To: Bruce N. Reed/OPD/EOP

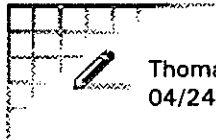
cc:

Subject: Teach for America

Take the attached to a meeting and try and skim them if you have a chance. My gut feeling about the bottom line is this: TFA is controversial (by definition, given the following articles), but clearly defensible. Much of the criticism seems to come from a small cadre of self-appointed critics from Ed Schools. There are certainly individual anecdotes of TFA failures, but it's not as if there's a shortage of Ed School trained teacher failure stories either...

One other observation: How come every single article mentions AmeriCorps? What's that all about? Duhhh.

----- Forwarded by Jonathan Prince/WHO/EOP on 04/25/97 10:35 AM -----



Thomas D. Janenda
04/24/97 08:29:10 PM

Record Type: Record

To: Jonathan Prince/WHO/EOP

cc:

Subject: Teach for America

We found the attached stories on Teach for America. There does seem to be a fair mixture of criticism and praise. Call with questions. Thanks



tfa1

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Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Michael Cohen/OPD/EOP, Jonathan Prince/WHO/EOP

cc:
Subject: Interesting info from Wendy Kopp of Teach for America

She is going to the summit; she was invited by Billy Shor.

She says she can't go much beyond the current 900-1,000 for 3 reasons. She says her ideal size would be 1,200! No way could she double it.

1. They are limited to official teacher shortage areas and have various certification constraints imposed by school districts. So they aren't in lots of places for lots of reasons -- not in Boston because there's a teacher glut; not in Phila she thinks because of rules about certification. She says a lot of the shortage is actually in areas like special ed and bilingual that aren't qualified for. This all seems very different than we thought!

2. Applicants: She doesn't think she can get more than about 500 high quality people a year. The number of their applicants has shrunk from 3,600 to 2,500 in the last 3 years. They would love to have more applicants, and said if the president wanted to challenge more college students that would be great -- but then I said maybe it wouldn't be because of item 2!

3. Management and financial constraints.

She suggested that the President call for an expansion of the teacher corps concept into more professional areas (child care corps, anyone?) to add to the youth corps model of AmeriCorps, which is fine, toward more "professional" corps. She is sending me something on this.

DRAFT

Service
Summit -
Policy

Across the country, law enforcement agencies have adopted community policing as their philosophy of law enforcement. The partnerships created between these agencies and their communities have helped decrease crime nationwide. One way this has been achieved is through the development of police youth academies, programs that promote the constructive interaction between police and young people. Police youth academies increase youth awareness of criminal activities, stress avoiding drugs and gang involvement, teach safety procedures, promote community volunteerism and involvement, and often include efforts to boost children and young adults' self-esteem and conflict resolution skills. Many of these programs mimic real police academies and as one of their goals strive to promote law enforcement as a career choice for youth. At a time when the youth population in the United States is increasing, it is important that we foster in our young people a respect for and trust in the law and law enforcement and a greater understanding and appreciation of how the police and the community can work together to reduce and prevent violence and crime. Police youth academies help achieve this goal.

E -
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is weak
DENNIS

DRAFT

Proposed Amendment to Law Enforcement Scholarships and Recruitment Act

Title 42, United States Code, section 14113(a)(1)(B) is amended to read:

(B) providing --

(i) full-time employment in summer; or

(ii) part-time (not to exceed 20 hours per week)

employment for a period not to exceed 1 year; or

~~(iii) support for the establishment or operation of youth police academies or equivalent programs designed to foster positive interaction between young people and law enforcement officers and to inform young people of the nature of tasks performed by law enforcement agencies.~~

Section 14116(b)(1) is amended to read:

(1) describe the scholarship program and the student employment ~~and/or youth police academy program~~ for which assistance under this subtitle is sought;

DRAFT

**AN INTRODUCTION TO POLICE YOUTH ACADEMIES:
Building Strong Ties Between Law Enforcement Officers and Young People**

OVERVIEW

Law enforcement agencies across the country are focusing increased attention on fostering positive relationships between officers and youth. At a time when the youth population in the United States is increasing, these agencies recognize the importance of our young people developing a greater understanding and appreciation of how the police and the community can work together to reduce and prevent violence and crime. These initiatives take on many forms ranging from in-school education classes on drugs and gangs, to after-school sports programs that promote self-esteem and keep kids off the streets.

As part of their enhanced efforts, many law enforcement agencies are developing police youth academies. Like the broader spectrum of youth-oriented programs, these academies vary greatly depending upon the focus of the program, targeted age group, funding sources, and community involvement. The common thread among these academics, however, is the desire to promote youth understanding of and respect for law enforcement and law enforcement officials. A forum for positive youth-police interaction fosters this goal. The programs increase youth awareness of criminal activities, stress the importance of avoiding drugs and gang involvement, teach safety procedures, promote community volunteerism and involvement, and often include efforts to boost children and young adults' self-esteem and conflict resolution skills. These programs often mimic real police academies and as one of their goals strive to promote law enforcement as a career choice for youth.

Many police youth academies are the result of partnerships between a law enforcement agency and schools, community organizations such as scouting groups, and/or local businesses. Some of the programs are open to all interested youth while others rely on a referral process to determine who will participate. Teachers, school principals, and police officers often refer "high risk" kids to these programs as well as kids who have expressed a interest in pursuing a career in law enforcement and student leaders who are likely to share lessons from the academy with their peers.

EXAMPLES

The following descriptions provide a few examples of youth police academies already in operation and making a difference in communities across the country. The core elements of giving young people a chance to have positive interactions with law enforcement officers, providing role models, and building understanding of the role of police are found in all programs, but there is room for great flexibility to construct a program that meets the unique needs of a communities' young people.

April 24, 1997 (4:42pm)

New York City Police Department -- "Youth Police Academy"

The New York City Police Department (NYPD) Youth Police Academy is a month-long summer program that provides 1,100 kids between the ages of 12 and 17 with the opportunity to interact in a positive way with law enforcement. The program, which is run by the NYPD Youth Division, is active in all five of New York City's boroughs. In addition to attending lectures on the basics of law enforcement, drug abuse avoidance and gang resistance, the students take part in workshops where they practice conflict resolution techniques and hone their leadership skills through role-playing activities. They also take field trips to local police precincts, courthouses, and district attorneys' offices to get a firsthand look at the criminal justice system at work.

The greater New York City community is actively involved in the Youth Police Academy. City and private colleges and universities donate classroom space for the program and local community-based organizations recruit youth to participate.

Santa Clara County, CA -- Community Police Academy Youth Program

This academy is designed to provide young people with a clearer understanding of the sheriff's office and its role in law enforcement. In weekly sessions, students study a range of topics including: Traffic Laws and Enforcement, Criminal Law and Juvenile Law, Sexual Assault, Domestic Violence, Graffiti and Gangs, Ethics, and Narcotics. The academy instructors are volunteers from the sheriff's office. Students also participate in practical exercises involving vehicle stops, officer safety, arrest control techniques, and firearms training. All students complete a 10 hour ride-along with a deputy.

The sheriff's office and school officials select participants for the program through an application process. All participants must meet certain requirements and are subject to a modified background check. Permission from a student's parent or guardian is required for anyone under the age of 18.

San Bernardino, CA Junior and Intermediate Police Academies

The San Bernardino Junior Police Academy (JPA) was started in 1990 and is designed to resemble an actual police academy. The JPA is aimed at fifth and sixth graders who once a week during the school day, attend a one-hour law enforcement class. These classes, taught by volunteer instructors, focus on police procedures, prevention, anti-gang information and safety. The students often serve as school safety patrols, lunchroom patrols, and hall monitors. After school, the students gather to practice drilling and marching and to participate in other group activities. They display their marching skills during local parades and appear at safety fairs.

The Intermediate Police Academy (IPA), started in 1992 in response to the success of the JPA, is structured in much the same way as the JPA, merely targeting older students. Both programs

teach the participating students responsibility and instill self-confidence. They challenge the young people physically, mentally and academically.

JPA and IPA are joint initiatives between the San Bernardino City Unified School District and the San Bernardino Police Department. The programs' budget, divided between the two sponsors, covers the salaries for two drill instructors and cadet uniforms. The police department funds its portion of the budget with assets seized from drug dealers.

Teaneck, NJ Police Department- Junior Police Academy

The Teaneck Police Department Junior Police Academy is a week-long summer program during which children ages 11 to 14 learn about lifesaving and crime-fighting techniques. The program aims to give children a chance to come into contact with law enforcement in a constructive way so as to quell unnecessary fears about the police. The program typically includes the opportunity to meet FBI and secret service agents, and to get acquainted with members from the county K-9 Unit. The participants visit the police department's firing range to learn about the dangers of firearms. They also have the opportunity to become certified in CPR.

Oakland, CA Police Department -- Police Explorers

The Oakland Police Department, in conjunction with the Boy Scouts of America, sponsors the Oakland Police Explorers. The high school youth in this police youth academy learn about law enforcement and become part of a service group that community organizations can call upon to assist with security and crowd supervision at various events.

Baltimore, MD Police Department -- Youth Police Academy

The Baltimore Police Department, in collaboration with the Baltimore Public Schools, has developed a Youth Police Academy at Walbrook Senior High School, one of the city's magnet schools. Students enrolled in this program attend the traditional academic courses. All of their class instruction, however, is presented with a law enforcement emphasis. When discussing speed and distance in a math course, for instance, story problems and examples may be tied to a police report of an accident scene. Two police officers work fulltime at the school, assisting with curriculum development and instructing teachers about the police department and crime issues.

Kansas City, MO -- Police Cadet Program

The Kansas City Police Department, along with local businesses and three area colleges, sponsors a Police Cadet Program that targets minority youth. With the exception of the age and educational requirements, participants must meet the standard requirements for entry into the Kansas City Police Department.

DRAFT

The program provides participants with a 40-hour per week paid internship in the Police Department the summer between their two years of college and also funds the students' two years of college. In exchange, participants agree to enter the Kansas City Police Academy upon completion of their college coursework and to serve as a police officer for at least three years after graduating from the Academy.

Other youth police academy programs have been greeted with success in communities big and small across the country, including Athol, Massachusetts; Enfield, Connecticut; Orange County, California; Garland, Texas; Portland, Oregon; Howard County, Maryland; Delray, Florida; Dayton, Ohio; Dekalb County, Georgia.

Service
summit -
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Diana Fortuna 04/24/97 05:19:41 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Jonathan Prince/WHO/EOP, Michael Cohen/OPD/EOP

cc:
Subject: one more time on Teach for America

The Corporation swears that this is true: Teach for America has 900 members now (not 1,000 or 2,200, as they reported to me earlier), and ALL of them have AmeriCorps scholarships.

*Service
Summit -
Policy*

Record Type: Record

To: Bruce N. Reed/OPD/EOP

cc: Elena Kagan/OPD/EOP, Jonathan Prince/WHO/EOP

Subject: Scholarship only; this info is from OMB, w/numbers not yet confirmed by Corporation

There are 2 ways we could add scholarship-only members of AmeriCorps: one is to tap out the excess in the trust fund, which could add a few thousand members a year; and the other is to modify our budget request so that more of goes to the trust fund and less goes to grants to groups for stipends and other purposes.

Our 98 budget request for AmeriCorps is \$422 million, with \$100 million of that recommended to go into the trust fund. Congress gets involved in deciding the split. This funding is supposed to fund 35,000 members (ramp-up is AmericaReads).

We could modify the split of our budget request without increasing the total. This would be very popular with Grassley; unclear with other members. The question is where to stop. At an extreme, OMB and I did very rough numbers that if we immediately transferred everything into scholarship only, we could fund something like 85,000 more people next year (assuming 40% are part-timers, which I'm not sure of). If we did a major, sudden change, the world that is used to getting AmeriCorps people would have big problems scrambling for all that stipend money, and quite possibly some of the money would go unspent, which would be bad.

One option is that the increase we are proposing in the size of AmeriCorps could be all scholarship-only, but that could create the expectation that our America Reads people would be the ones who lose out on the stipend. Or maybe you like that idea.

OMB suggested increasing the local match rate over time. Currently applicants pay 15% of the stipend. Increasing that to 25% or 30% would have the effect of freeing up scholarship only money, but it doesn't match the idea of challenging certain folks to come up with the whole stipend. So we need a better idea.

FYI, groups that have applied for scholarship-only include: National Council of Churches, Boys and Girls Clubs, National Neighborhood Housing Network, I Have a Dream Foundation, Earth Conservation Corps, YouthBuild USA, a lot of small state projects, International Youth Organization, National Assoc. of Community Health Centers, and the United Negro College Fund.

*Service Summit -
policy*

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Jonathan Prince/WHO/EOP
cc:
Subject: AmeriCorps cost per member

On the cost per AmeriCorps member, here is some info:

- Average cost per AmeriCorps member for fiscal year 1996 -- \$17,629.
- Agreement with Grassley will reduce that to \$17,000 for fiscal year 1997; \$16,000 for fiscal year 1998; and \$15,000 by fiscal year 1999.
- Most of that goes directly to the AmeriCorps member (or a school on his/her behalf):
 - \$6,700 toward a living allowance of \$7,600, with the remainder raised by the local sponsor
 - \$1,200 for barebones health insurance coverage and to assist a few members with child-care costs
 - \$4,725 for an education voucher upon completion of at least 1,700 hours of direct service
- Total Corporation-funded benefits per member: about \$12,625.
- Remainder pays for:
 - governor-appointed bipartisan commissions that run annual statewide competitions among local nonprofit groups wishing to sponsor AmeriCorps members
 - equipment, materials, recruitment, training, and oversight-costs that are being cut as part of the reform agreement with Grassley
 - the Corporation

Service dinner -
policy

Diana Fortuna 04/24/97 02:26:56 PM

Record Type: Record


To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP
cc:
bcc:
Subject: Re: More info on interest free service

He wrote about deferral. The President responded in March (Mike Cohen wrote it) that deferments are in fact already available, and that the Department would send him some information on that. We then scoured the area for what more we could do, and came up with this. I am trying to reach Campolo in Hawaii to see what he thinks.

(FYI, Bill Kincaid says reporters are calling the Dept. of Education asking if it's true that the President is going to come out in support of mandatory service requirements at the Summit.)

(Also FYI, Teach for America now stands at 2,200 members. According to Gomperts, Eli "rescued" the program 2 years ago.)

Bruce N. Reed


 Bruce N. Reed
04/24/97 01:10:57 PM

Record Type: Record

To: Diana Fortuna/OPD/EOP, Elena Kagan/OPD/EOP
cc:
Subject: More info on interest free service

Which did Campolo have in mind? Deferral or forgiveness?

----- Forwarded by Bruce N. Reed/OPD/EOP on 04/24/97 01:15 PM -----

 Elena Kagan
04/24/97 12:02:37 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP
cc:
Subject: More info on interest free service

Bruce -- note well that (as I understand it) this proposal is not to defer, but to forgive the year's worth of interest.

Service Incentive -
Policy

----- Forwarded by Elena Kagan/OPD/EOP on 04/24/97 12:07 PM -----

Diana Fortuna 04/24/97 11:17:06 AM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Michael Cohen/OPD/EOP, Jonathan Prince/WHO/EOP

cc:

Subject: More info on interest free service

On student loans and service, here's the story. There are 4 types of breaks on student loans you can offer people who serve.

1. Income contingency -- We did this in 1993. It says that if you can take a low-paying service job, your loan payments will be only a limited percentage of your income, and ultimately forgiven after 25 years.

2. Loan deferment -- This predates us. It is used when (1) someone wants to take time off during school but doesn't want to have to start paying back loans during that time; or (2) someone finishes school, but argues they have a good reason they don't want to start paying back their loans. You can get a deferment for up to 3 years. You are eligible if you are unemployed, or if it would create an "economic hardship," which includes service. There is no separate service deferment. There used to be, but the system got so complex that it was simplified in 1992.

3. Subsidize all loan deferments for service-- This is our new idea. This means that no interest accumulates on loans during the period of service. We already do this for subsidized loans, which are about 2/3 of the volume, so this would fix unsubsidized loans and make it universal.

The \$7 million cost over five years would allow 12,000 borrowers with unsubsidized loans to get this benefit during their deferment. The average benefit would be \$600. This estimate assumes that no one is induced to serve. If the program cost doubled to \$14 million because the subsidized deferment would be more attractive, the number of beneficiaries would increase to 24,000, each receiving \$600.

In answer to your question as to whether we could do this for more than one year of service: This cost estimate already assumes that this could be for up to 3 years. The estimate simply reflects historical data on people who request a deferment due to economic hardship for "service-related" reasons, so it is a mix of people requesting 1, 2, and 3 years of deferments. I don't think we would want to go past the 3 year point.

4. Tax Incentives for Student Loan Forgiveness - This is our existing legislative proposal. It says loan forgiveness for service reasons by non-profit charitable or educational institutions should not be taxable. Loan forgiveness by public institutions is already not taxable if it is for service reasons.

Service
summit -
Policy

Diana Fortuna 04/24/97 06:46:18 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP

cc:

Subject: Presidential directive to encourage volunteering

FYI, you will recall that I had been pushing a draft presidential directive to encourage agencies to implement flexible work schedules to allow federal employees to volunteer. I had an OPM draft circulating, in the hopes it would be ready in time for the summit. However, OMB just informed me that the Labor Dept. has raised a major policy objection to it, saying that it is bad timing with the alternative work schedule bill S4 we are fighting the Republicans over on the Hill, and that it would give ammunition to those we are fighting. I haven't had much time to focus on the merits of this objection, figuring this was probably the death knell for this idea, but I can pursue if you want me to.

Service
Summit -
Policy

Diana Fortuna 04/24/97 06:30:35 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Michael Cohen/OPD/EOP, Jonathan Prince/WHO/EOP

cc:

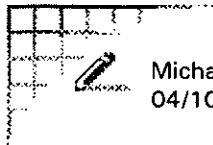
Subject: Teach for Am vs. Notre Dame

The Corporation is touting an alternative to the Teach for America model that they fund based at Notre Dame. For what it's worth, here's the details:

Recruits and trains recent college grads to serve as AmeriCorps members teaching in severely understaffed Catholic parochial schools across the South. Sponsored by Alliance for Catholic Education.

After 2 intensive summer trainings, two years of university courses, and full time teaching, members earn a Masters of Arts in education. Matched with a mentor from that school. Their students do service-learning. 80 members last year; good record with principals.

Service Summit -
policy proposals



Michael Cohen
04/10/97 02:28:35 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP
cc: Elena Kagan/OPD/EOP
Subject: Teacher/service summit follow-up

Here is how I think we need to proceed in order to have something concrete on rewards/incentives for teaching for the President to announce at the service summit:

1. We need a meeting with key ED staff (Mike Smith, and some combination of David Longanaker, Terry Dozier, Terry Peterson, or whoever Mike thinks would be good), OMB (Ken, or Barry White), and NEC (Bob Shireman) to start developing a set of options.
2. Bruce--To get this off to the right start, you need to call Mike Smith. I want him to think from the outset that this is not just another, early run on the higher ed. reauthorization proposal for the sake of an event. (At some point he will figure out that it is a *special* early run on the higher ed reauthorization proposal, but hopefully not till we are further down the road). A call from you, rather than me, telling him that POTUS really wants to do something concrete at the summit, as part of a larger package on the service professions, and perhaps mentioning Riley's call to you about the Summit last night, will set this in the right context for Mike.
3. In addition to the kind of purpose and design issues we discussed last night -- reward vs. incentive, concentrated vs. spread out, etc. -- we need to figure out some budget parameters here. Does ED have room in current/projected budget? How were they going to pay for this part of their proposal anyway? If we go with a legislative initiative as part of higher ed act, which won't pass for at least a year and more likely the end of this session, then the \$ won't start flowing until FY 99 or perhaps 2000. Is this a problem, or does it help?

Let me know if this makes sense to you, and if you call Mike. Or, you may see him in the cabinet mtg.

Can Cathy set up the meeting?