Withdrawal/Redaction Sheet
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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. paper	Options Paper: The National Service System (14 pages)	11/17/1992	Personal Misfile

COLLECTION:
Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20046

FOLDER TITLE:
National Service - Service [Folder 1] [2]

2013-0534-S
ry1798

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.
PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).
RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
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b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

file Nat'l, Service

TALKING POINTS ON NATIONAL SERVICE

* The President is developing a plan to implement his campaign proposal. He will dramatically expand the opportunities for Americans to serve their country and pay for college. The plan will transform the lives of countless Americans, young and old, rich and poor, black and white and yellow and brown.

* The plan has a loan component -- income-contingent repayment. Whether they're rich or poor, young people will be able to get the loans they need, and pay them back on a schedule they can afford.

* The plan has a service component -- and income-contingent repayment is a part of it. Young people shouldn't have to choose between taking the jobs they want and earning the money they need to pay off their loans. With income-contingent repayment, we get rid of that choice. Every American will be able to leave school, take a low-paying job in the public service, and pay back their loan at a reasonable rate. It's good for young people and it's good for America.

* The plan will create thousands of new opportunities for Americans to serve. We're going to build on the wonderful work that the American people are already doing around the country. In Boston, where young people are serving as teachers aides.'In the Mississippi Delta, where they're going to take on rural poverty. In California, where they're cleaning up pollution and protecting the environment. We're not inventing a program here; we're building on a movement.

* We're doing it gradually because we're doing it right. As a new kind of Democrat, Bill Clinton knows that good programs don't grow from the Washington bureaucracy; they grow from the genius of the American people. And that means they grow slowly.

* America needs national service. National service will do so much that we need to do. It will give young people the chance to go to college. It will bring us together. It will bring back the excitement, idealism and hope of being American. And above all, it will get the things done that we need to do.

* We are drafting a proposal and we NEED your input. I'm not here as a formality. I'm here because I know that all of you in this room have made national service what it is. And I know you will make or break the President's initiative. We will continue working with you to make sure that the initiative serves your needs. The President will not rest until he has made service into the abiding ethic of the American people.

TALKING POINTS ON NATIONAL SERVICE

The President's program. The President's national service plan has two basic components. One will make income-contingent college loan repayment available to every American. The other will create thousands of opportunities for Americans to serve their country for a year or two, and to receive a significant benefit to pay for college afterwards. As a whole, the national service initiative will transform the lives of countless Americans -- at every age, from every income level, and of every race.

Deep commitment. The President is deeply committed to enabling young people to serve their country and pay for college. The budget reflects his commitment.

Importance to nation. America needs national service. It will give young people the chance to go to college. It will bring us together. It will bring back the excitement of being American. And above all, it will get the things done that we need to do -- in protecting our environment, in teaching our children, in improving our health, and in making our streets safe.

Cost-effectiveness. National service is a cost-effective way to meet national needs. It brings the energy and idealism of America's young people into the fight against America's problems.

Program Outline. Many details will be resolved over the next few weeks -- regarding size, eligibility, and tasks performed. This is a broad outline of the program.

Income-contingent repayment. The President will promote service by enabling every American to pay back college loans on an income-contingent repayment schedule. Every young person in America will be able to leave school, take a low-paying job serving our country, and still pay back college loans at a reasonable rate. It's good for young people and it's good for America.

Service slots. The President will promote service by creating thousands of new opportunities for Americans to help their country and pay for college. In diverse fields and occupations, those who serve for a year or two will be eligible to receive a significant post-service benefit to pay for college.

Ramping up. The President will "ramp up" the national service initiative as the infrastructure for it develops. As a new kind of Democrat, Bill Clinton knows that good programs don't grow from the Washington bureaucracy; they grow from the genius of the American people. By putting that genius into action, we'll create more and more opportunities for Americans to serve.

Details to come. We are still working out the details, and we'll share them with you as soon as we have them. As the budget demonstrates, the President will not rest until national service has become the abiding ethic of the American people.

National Service

Campaign Remarks by Candidate Bill Clinton

Excerpts from September 11, 1992 Notre Dame Speech

Throughout this campaign I've talked about my plan to open the doors of college to every American. To offer every American in this country the opportunity to borrow the money to go to college and then require them to pay it back, either as a small percentage of their paychecks after they go to work or even better, by going back home and serving their community.

Frankly, I would much rather see everyone, whether they are rich, or poor, or middle class, pay back that debt by going home and working for two years in a peace corps here in America, to rebuild America. Just think of it. Millions of energetic young men and women serving their country by teaching the children, policing the streets, caring for the sick, working with the elderly, or people with disabilities, building homes for the homeless, helping children to stay off of drugs and out of gangs -- giving us all a new sense of home and real limitless possibilities.

I have offered this plan to help more young people go to college, but I have also offered it because I want America to send the message that our society values and honors service to community, just as Harry Truman's GI Bill honored the service of my father's generation, who fought and won World War II, just as the Peace Corps, which President Kennedy created with the help of your former president, Father Hesburgh and Senator Wofford, sent that message to my generation. Just as millions of Americans from all backgrounds and every walk of life are waiting for a summons to service and citizenship, not just for young people that are going on to college but for young people in our high schools and people of all ages who want to so something for their communities and for their country.

Not for Distribution

TESTIMONY OF

Peter B. Edelman

Counsellor to the Secretary
Department of Health and Human Services

BEFORE THE
HOUSE COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON VA, HUD AND INDEPENDENT AGENCIES

February 23, 1993

Mr. Chairman and members of the Subcommittee:

I appreciate this opportunity to testify on the national service component of the President's economic stimulus plan. The Administration is requesting additional appropriations of $15 million in funding for the Commission on National and Community Service for our Summer of Service, creating opportunities for thousands of participants and demonstrating the potential of national service to address critical national concerns.

Each American generation has learned that making a difference through service changes lives forever. Whether tested on the battlefield while in the military, or in tiny villages while in the Peace Corps, service participants are prepared to make future contributions to our nation and our economic well being.

This is especially true for young people in their late teens and early twenties: prepared by their initial education and early experiences -- but without the full panoply of adult responsibilities -- they have the most to give and to gain from formative new experiences. Consequently, the summer of service will be targeted at reaching participants between the ages of seventeen and twenty three.

Summer of Service will begin and end with an intensive leadership training program, but at its core, will be highly targeted to leave behind clear benefits.

Summer of Service will be dedicated to addressing the unique needs of children at risk, and will make a tangible difference in communities which participate in the program. If a youth

corps tests an urban neighborhood to identify lead paint hazards in Baltimore; if a team of young people helps second graders in South Boston to learn to read; if a group of students helps inoculate all of the children in the Crenshaw district of Los Angeles, those areas will have an appreciably greater chance of helping themselves with new energy and purpose.

President Clinton envisions national service as an abiding ethic, not merely a program. As you know, the Administration will soon propose a major new initiative to implement this vision. My purpose today is to describe what can be done this very summer, with limited and highly-targeted resources, to employ young people, improve our country and inaugurate the national service initiative.

This proposal integrates several elements to leverage this stimulus investment:

(1) an intensive summer of service with tangible community benefits and a program to help participants find opportunities to pursue a year of service;

(2) an investment in leadership training, so this summer's participants can guide thousands of their peers to service opportunities; and

(3) incentive funding for new service models developed by summer participants.

Summer of Service relies on the existing statutory authority granted to the Commission on National and Community Service under the National and Community Service Act of 1990. The Summer of Service program will be administered by the Commission, which since its creation has worked with states, institutions of higher education, Native American tribes, and local organizations. Last year the Commission awarded grants totalling $63 million.

The $15 million requested will be partially matched by the institutions participating in the Summer of Service Program.

In addition to the program described above, the funding requested will support expanded activities this summer in several successful service programs:

-- incentive funding to encourage summer youth corps programs with a proven track record of success to increase the number of funded positions this summer;

-- funding for a service training program for elementary and secondary school teachers to enhance service education in our primary and secondary schools;

-- a grant to ACTION to fund additional VISTA summer associate positions this year.

Overall, the Summer of Service initiative will create positions for 4,400 participants, at a total cost of $15 million. The average cost of the program per participant is $3,409.

I appreciate the opportunity to have appeared before you today, and would close by quoting a portion of the President's Inaugural address:

> "In serving, we recognize a simple, but powerful truth. We need each other, and we must care for one another. Today, we do more than celebrate America. We rededicate ourselves to the very idea of America, an idea born in revolution and renewed through two centuries of challenge; an idea tempered by the knowledge that, but for fate, we, the fortunate, and the unfortunate, might have been each other; an idea ennobled by the faith that our nation can summon from its myriad diversity the deepest measure of unity; an idea infused with the conviction that America's long, heroic journey must go forever upward."

Thank you. I will be pleased to respond to any questions which you have at this time.

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DRAFT
"Why National Service Can't Wait"

Since introducing my economic plan eleven days ago, I've talked to a lot of people. And whether they support the specifics of the plan or not, they've told me one thing: We want to help our country. After twelve years in which our nation's leaders celebrated greed and separated citizens, people are saying: We've had enough. We want to help our country.

Supporting my economic plan is one way to help. The plan will create jobs, invest in people, and lower the deficit. But we need to make sure there are other ways people can contribute. Though there is much good this plan will do, there is much more good it cannot do -- and that no plan could accomplish.

The plan will make vaccines available to children, but it will not administer the shots. It will put security guards in our schools, but it will not take gangs off our streets. And it will make more aid available for college, but it will not make the costs of college less daunting for the middle class.

We have a duty to fight our country's problems -- not "we" the government, but we the people. And with the commitment to contribute that our people feel today, we have a tremendous opportunity to make some progress.

That is why I am proposing a system of voluntary national service. Where government leaves off, people in service will pick up. It's a new way of meeting old needs.

And it is more. Through the talent and hard work of our people, national service can rebuild our nation's communities. Through the enthusiasm and idealism of our youth, it can lift up our nation's spirit. And through the change it will create and the unity it will restore, national service can bring back the excitement of being American.

If the idea dates back it's not new.

I've been thinking about national service for about ten years, but the idea harkens back decades. After the Second World War, the GI Bill sent on to college millions of Americans who had served their country. In a matter of years, it transformed the youthful veterans who beat back fascism into the educated army that led our nation into a new era.

Half a century later, it's time for another GI Bill. But this time, our people will serve as civilian volunteers. Women and men of every age and race will work alongside one another. And our enemy won't be the fascism and communism that threatened America from outside; it will be the illiteracy, the disease, the drugs and the pollution that are threatening our country from the inside.

Our new initiative will embody the same principles as the old GI Bill. It will challenge our people to serve our country and do the work that should and must be done. It will honor those who serve as the heroes that they are. And for their heroism and for our country, to return what is right and create a future that is good, the new bill will invest in educating the people who serve.

National service is a challenge to the American people. And whatever the pundits say, I believe we are ready to take it up. Through national service legislation to be introduced to Congress shortly -- and I hope passed quickly there -- we'll encourage service in two basic ways.

The first will enable every American to borrow the money for college, and pay it back as a small percentage of his or her income over time. ~~It's called "income-contingent repayment," and it~~ will make college accessible again. All of our people will be able to borrow the money they need, and pay it back on a schedule they can afford.

While encouraging young people to go to college, ~~income-contingent repayment will also~~ enable Americans to serve their communities. Throughout the country, I have met many people who have given up public service work for better-paying jobs -- just to pay off their student loans. That's not just bad for our young people; it's terrible for our country. With income-contingent loans for everyone who needs them, our people will be able to do the work that our communities really need.

The second part of the legislation will create opportunities for Americans to serve our country for a year or two, and to receive a benefit for education or training in return. We'll offer ways to serve before and after college, for Americans young and old, to people going on to the oldest four-year universities and coming in from the newest two-year training institutes. In many cases, the work will not be pretty. But in every case, it will be work that desperately needs doing.

In order to focus our people's energies and maximize our funding's impact, we will direct special attention to a few key areas:

* We'll ask thousands of people to serve in our schools -- some as teachers, but others as the tutors, mentors and role models who make sure all of our children get the help they need.

* We'll send participants into public health clinics to provide the help that underserved areas need. Highly-skilled specialists and high school graduates alike will have roles to play.

* We'll set up a Police Corps to put 100,000 new officers on the streets. To meet the special demands of police work, those who become officers through the Police Corps will undergo longer training, serve a longer term, and enter work under different conditions from other participants.

* We'll put servers to work controlling pollution and recycling waste, to help ensure that we pass on to our children a nation that is clean, safe, and habitable for years to come.

To create service opportunities in these and other areas, we won't just provide a benefit. We'll offer venture capital to service entrepreneurs with the ideas and energy to make programs work. And in existing efforts with proven track records, we'll match funding from other sources to pay for operating costs.

The national service effort will grow year by year, building on the wonderful work that the American people are already doing from Boston to the Mississippi Delta to Los Angeles. Nothing would be worse than a national service initiative run by a big bureaucracy. We'll build the program right, from the bottom up.

To get our efforts moving quickly, this summer we'll create an intensive leadership training program. We'll ask 1000 youths to serve for eight weeks -- and to become service leaders for many months afterwards.

In the first year of our full-scale national service initiative, we hope to see 30,000 people serving and receiving benefits, and thousands more doing important work because of the income-contingent repayment option. By 1997, there could be 150,000 people serving with a benefit, and hundreds of thousands more on the better repayment schedule.

To pay for these efforts -- for the education benefits and the new service opportunities -- we have budgeted $7.4 billion for national service over the next four years. And as I've said many times, I believe it will be the best money we ever spend.

The reason is that after twelve years when we drifted apart instead of working together, the time has come again for national service. It brings our country back to its rich tradition of honoring citizenship and service.

Lincoln's Homestead Act rewarded those who had the courage to settle America with the land to raise a family. Franklin Roosevelt's Social Security Act ensured that Americans who work a lifetime could grow old with dignity. Truman's GI Bill rewarded the service of my father's generation. And Kennedy's Peace Corps honored that of my own.

Thirty-two years ago tomorrow, President Kennedy created the Peace Corps and called my generation to serve. At its height, the Corps enrolled 16,000 people, yet it changed the way a generation of Americans look at themselves and the world.

In an effort of greater scope but the same intensity, let us recall the idealism of the Peace Corps and direct it to problems at home. Let us issue the call to serve to a new generation of leaders. And let us show all of our people and all of the world how much we value service.

TAB 2

DETERMINED TO BE AN ADMINISTRATIVE MARKING
INITIALS: JM DATE: 4/30/2014

National Service Trust Fund Act of 1993

~~CONFIDENTIAL~~ DRAFT

Fact Sheet

A. Establishment of the National Service Trust Fund

Funds appropriated to the Trust Fund may be used to provide a benefit worth **up to $10,000 for each year of service** to qualified individuals completing one or two terms of approved national service.

States and a new national service agency will approve national service positions in the areas of education, human services, environment, and public safety. These positions may include **youth corps**, **specialized service corps** dedicated to priority needs (such as an earth corps, education corps, and health corps), **individual placements in non-profit organizations** (including VISTA), **professional corps** (such as a police corps, Teach for America corps, and service-learning corps), a limited number of **public interest entrepreneurs** designing new ways to solve domestic problems, and **service in hard-to-fill employer-supported teaching, nursing, and other service jobs** in enterprise zones. National service positions may not displace any paid worker.

The program is open to recent college graduates of any age or out-of-school college students youth who apply to and are accepted into programs offering approved national service positions. To assist individuals in locating approved positions, a **national database** will be established which can be accessed through college placement offices, employment centers, and other appropriate locations.

The benefit may be used to repay qualified federal student loans. In addition, for those eligible for the program who have not completed college, the benefit may be used to pay for tuition, fees, room and board at institutions of higher education or to obtain employment training.

To promote **national esprit de corps**, the national service agency will arrange a national training program for participants, along with a national insignia to be used on uniforms, promotional materials, and other materials of approved programs. It will also arrange for a national visibility campaign promoting national service and facilitate creation of an alumni network of individuals who have participated in national service.

B. Funding for Stipends and Program Support

To support an infrastructure of national service positions, funding is authorized for stipends and benefits (health care, child care) for participants and for program support. Three types of support may be made available for programs participating in the National Service Trust Fund:

-- Single-year venture capital grants for individuals, states, and public or private non-profit organizations including education institutions;

-- Multi-year operations grants for states and public or private non-profit organizations to pay stipends and program costs.

-- Multi-year grants for states and public or private non-profit organizations to replicate proven existing programs.

All program support and stipends will be made on a challenge basis and must be matched dollar for dollar with at least half of the match in cash.

C. Establishment of the National Service Agency

A new national service agency, building on the existing Commission on National and Community Service and ACTION agency, will have responsibility for establishing criteria for approved national service positions, ensuring against fraud and abuse, arranging for a national database of positions, arranging for a national training program, coordinating service programs within the federal government, administering the national service grant programs, and providing training and technical assistance to states and programs.

D. State Governance

The governor of each state may designate a lead agency and appoint a State National Service Commission responsible for overseeing national service programs in the state. The State Commission will include representatives of local service program directors and other citizens and will develop a plan for service, including proposed national service placements in the state. The plan must ensure equitable treatment of urban and rural areas within the state and be approved by the governor and the national service agency.

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National Service Trust Fund Act of 1993

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A. Establishment of the National Service Trust Fund

Funds appropriated to the Trust Fund may be used to provide a benefit worth **$10,000 for each year of service** to individual completing one or two terms of approved national service.

States and a new National Service Agency will approve national service positions in the areas of education, human services, environment, and public safety. These positions may include **youth corps**, **specialized service corps** dedicated to priority needs (such as an earth corps, education corps, and health corps), **individual placements in non-profit organizations** (including VISTA), **professional corps** (such as a police corps, Teach for America corps, and service-learning corps), a limited number of **public interest entrepreneurs** designing new ways to solve a domestic problem, and **service in hard-to-fill employer-supported teaching, nursing, and other service jobs** in enterprise zones. National service positions may not displace any paid worker.

Recent college graduates of any age or out-of-school youth may participate by applying to and being accepted into a program offering approved national service positions. To assist individuals in locating approved positions, a **national database** will be established which can be accessed through college placement offices, employment centers, and other appropriate locations.

A minimum term of service qualifying the individual for a $10,000 benefit is equal to 1500 hours of service over a period of not less than nine months. A part-time term of service of the equivalent number of hours must be completed within three years. A benefit may be used to pay for tuition, fees, room and board at an institution of higher education, to repay qualified federal student loans, or to obtain employment training.

To promote **national esprit de corps**, the National Service Agency will arrange a national training program for participants, along with a national insignia to be used on uniforms, promotional materials, and other materials of approved programs. It will also arrange for a national visibility campaign promoting national service and facilitate creation of an alumni network of individuals who have participated in national service.

B. Authorization of National Service Programs

To support an infrastructure of national service positions, funding is authorized for stipends and benefits (health care, child care) for participants and for program support. Three types of national service programs may be supported: School-age service-learning programs, as authorized under subtitle B of the National and Community Service Act; Older American programs, including the Older American Volunteer Programs of the Domestic Volunteer Service Act; and Full- and part-time national service eligible for benefits through the Trust Fund.

Three types of support may be made available for full- and part-time national service:

-- Single-year **planning or start-up** grants, available to individuals, states, and public or private non-profit organizations including education institutions;

-- Multi-year **operations** grants, available to states and public or private non-profit organizations wishing to improve or expand existing programs.

-- Multi-year **replication** grants, available to states and public or private non-profit organizations wishing to replicate proven existing programs.

All full- and part-time national service grants will be made on a **challenge basis** and must be matched dollar for dollar with at least half of the match in cash.

C. Establishment of the National Service Agency

A new National Service Agency, building on the existing Commission on National and Community Service and ACTION agency, will have responsibility for establishing criteria for approved national service positions, ensuring against fraud and abuse, arranging for a national database of positions, arranging for a national training program, coordinating service programs within the federal government, administering the national service grant programs, and providing training and technical assistance to states and programs.

D. State Governance

The governor of each state may designate a lead agency and appoint a State National Service Commission responsible for administering the Trust Fund and the national service grant programs. The State Commission will include representatives of local service program directors and other citizens and will develop a plan for service, including proposed national service placements. The plan must ensure equitable treatment of urban and rural areas within the state and be approved by the governor and the National Service Agency.

DRA

National Service Trust Fund Act of 1993

A. Establishment of the National Service Trust Fund

Funds appropriated to the Trust Fund may be used to provide a benefit w\ $10,000 for each year of service to individual completing one or two terms of approved national service.

States and a new National Service Agency will approve national service positions in the areas of education, human services, environment, and public saf from among the following:

-- Programs funded in part 3 of section B, below.

-- Program comparable to those funded in part 3 of section B, below.

-- In the case of individuals who have completed one term of national ser a youth corps program, service on the staff of a youth corps program.

-- Service as a service-learning coordinator in a program eligible for fun\ under part 1 of section B, below.

-- Service in employer-support service positions that have been vacant fo less than a year and are unlikely to be filled due to a shortage of qualified appli and that are located in depressed urban or rural areas.

To guard against displacement of paid workers, the nondisplacement and nonduplication provisions of the National and Community Service Act (NCSA) apply to all positions.

The ability to approve half of national service positions will be awarded states -- one-fourth of positions to be allocated to states based on population an\ fourth based on a competition. The other half of positions will be awarded on competitive basis by the National Service Agency -- at least one-fourth directly public and private non-profit organizations and up to one-fourth to federally ru\ programs or programs sponsored by other federal agencies.

Any recent college graduate of any age or out-of-school youth may parti by applying to and being accepted into a program offering approved national s\ positions. To assist individuals in locating approved positions, a national datat be established which can be accessed through college placement offices, emplo centers, and other appropriate locations.

Stipends for full-time participants will be set locally; however, federal funds may not be used to pay stipends above the poverty line for a family of two (increments above this amount may, however, be paid with non-federal funds). All participants will receive health insurance and child care assistance, if needed.

Three types of support may be made available for full- and part-time national service:

-- Single-year planning or start-up grants, available to individuals, states, and public or private non-profit organizations including education institutions;

-- Multi-year operations grants, available to states and public or private non-profit organizations wishing to improve or expand existing programs.

-- Multi-year replication grants, available to states and public or private non-profit organizations wishing to replicate proven existing programs.

All full- and part-time national service grants will be made on a challenge basis and must be matched dollar for dollar with at least half of the match in cash.

C. Establishment of the National Service Agency

A new National Service Agency, governed by a nine-member Board of Directors, will administer the Trust Fund and the programs described above. The Commission staff and selected ACTION staff will serve as initial staff for the new National Service Agency. The Board of Directors of the National Service Agency will be a bipartisan group appointed by the President and confirmed by the Senate. All Board members will serve on a part-time basis as volunteers with the exception of the Chair, designated by the President, who may serve full-time and receive a salary. The Board will have maximum flexibility to appoint the staff, including an executive director and inspector general, to guard against fraud and abuse.

The National Service Agency would have responsibility for the following functions:

-- establishing criteria for approved national service positions and allocating them according to the statute;

-- monitoring compliance with the law and ensuring against fraud and abuse;

-- arranging for a national database of positions;

-- arranging for a national training program for national service participants;

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THE WHITE HOUSE

WASHINGTON

November 21, 1997

General Colin L. Powell, USA, Ret.
America's Promise
Suite 400
909 North Washington Street
Alexandria, Virginia 22314-1556

Dear ~~General~~ Colin Powell:

As you report Tuesday on the accomplishments of America's Promise since the historic Presidents' Summit for America's Future in Philadelphia last April, I want to commend you for your leadership in the cause of citizen service for young people. I also want to acknowledge the dedication and work of your team, the corporate and non-profit commitment makers, and the hundreds of individuals at the grass-roots level organizing state and local summits around the country.

I am convinced that our efforts are putting us on track to reach millions of children with the five key resources identified at the Summit: a caring adult, a safe place, a healthy start, an effective education, and a chance to serve. While an endeavor of this magnitude is not without challenges, I am pleased that the enthusiasm generated by the Summit continues in communities across the nation. From Sioux Falls to Boston, and from Jackson to Salt Lake City, Americans are making the grass-roots commitments necessary to reach our young people. While it may be difficult to measure the impact of the Philadelphia summit and the subsequent state and local summits at this point, I am confident that these efforts, with the commitments of hours and dollars spent, will make a difference.

I am proud of the role that AmeriCorps members and the whole network of national service programs have played and increasingly will play to advance the goals of the Summit in communities around the country. Under Harris Wofford's leadership, the Corporation for National Service has played a leading role in shaping the strategy to achieve the fifth goal of the Summit. And I am glad that the Summit-related activities have helped show the American people the great value of AmeriCorps and youth service of all forms.

My Administration is working to achieve the five goals in a number of other ways. Attached is a summary of our accomplishments, but here are a few highlights:

- Since the Summit, 77 organizations have answered my challenge to fund an expansion of AmeriCorps scholarships so that 50,000 new AmeriCorps members can serve our communities over the next five years. In June, we awarded nearly 9,000 of these new scholarships, exceeding our first year plan of 5,000.

- In August, we awarded National Service Scholarships of $1,000 or more to 1,600 high school students with exemplary community service records. Next year, the program will grow to 10,000 high school students.

- Last month, we announced that 800 colleges and universities have committed to provide tens of thousands of work-study students to serve as reading tutors as part of America Reads, the national literacy campaign to ensure that every child can read well and independently by the third grade.

- Federal agencies are following up on the commitments they made at the Summit. For example, the Department of Justice has convened a new public/private Mentoring Alliance to promote the Summit's mentoring goal. The Social Security Administration, Department of Labor, Department of Health and Human Services, Department of Transportation, and General Services Administration have started new partnerships with schools. Our School to Work program is working with America's Promise, among other organizations, to pair 100,000 young people with business mentors on "Groundhog Job Shadow Day." The Department of Education reached over 1.5 million children through its summer reading program "Read*Write*Now!"

- The Vice President, the First Lady, Mrs. Gore, and I have spoken to a number of audiences about the message from Philadelphia, including the Business Roundtable, the Conference of Mayors in San Francisco, and those present for the unveiling of a major commitment to children's health by Kaiser Permanente.

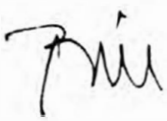
- Just this month, I announced that, starting in January, we will resume the Daily Points of Light Awards, to be jointly administered by the Corporation for National Service and the Points of Light Foundation. I am confident that many of the recipients of that award will be individuals who are advancing the goals of the Summit.

- Many other Administration policy initiatives will help us achieve the five goals for young people. For example, the new Children's Health Insurance Program that I signed into law this summer as part of the Balanced Budget Act is the single largest investment in health care for children since the passage of Medicaid in 1965, and it will give a "healthy start" to up to five million children who are now without access to health insurance.

I am especially pleased about our plans to work together on the "healthy start" goal. Too many families are not aware that their children are eligible for Medicaid, and the need for education will grow as we implement the new Children's Health Insurance Program. With your dedication to children's well-being and your work to create "communities of promise" across the nation, America's Promise is in a unique position to help mobilize the private sector to assist in this effort. Working together, we will seek opportunities to educate and assist the millions of working families who may not know the options available for their children.

Again, I commend you and America's Promise on your work to date. Together, we can and will make a difference for America's young people.

Sincerely,



THE GOALS OF THE SERVICE SUMMIT:
THE CLINTON ADMINISTRATION'S RECORD OF ACCOMPLISHMENT

President Clinton is deeply committed to the goals of the Presidents' Summit for America's Future held in Philadelphia last April. Service and the well-being of our nation's children have been at the center of the President's agenda since he took office. With America's Promise and other partners, the Administration is working to attain the summit's goals for children -- a caring adult, a safe place, a healthy start, a marketable skill, and a chance to serve. Since April, the President has worked to involve the private sector, non-profits, and state and local government in his campaign to promote service. At the same time, the Administration has made progress on all five goals.

The Spirit and Work of the Summit Continues

Since the summit, America's Promise and the Corporation for National Service have continued the work that began in Philadelphia -- working with communities at the grass-roots level and securing commitments from corporate and non-profit America toward the five goals.

- America's Promise, the independent organization founded to follow up on the summit, has garnered many new commitments since the summit.

- Over 150 cities and states are holding "mini-summits" around the country, with the help of America's Promise and the Corporation for National Service.

- America's Promise is encouraging communities to become "communities of promise" that take responsibility for reaching children at risk.

The President's Corporation for National Service is also helping corporations and non-profits implement their summit commitments at the local level. For example:

- Viacom is deploying its employee volunteers through AmeriCorps;

- the Corporation's Learn and Serve America program is helping in the delivery of eye exams and glasses to over 40,000 needy children promised by Vision Service Plan;

- AmeriCorps*VISTA is working with IBM to bring technology to community organizations; and

- the Corporation's National Senior Service Corps is helping the National Education Association-Retired meet its commitment to deploy thousands of retired teachers as tutors for America Reads.

The Administration is Moving Ahead on the Summit's Goals

Through the President's initiatives on a variety of fronts, the Administration is working to achieve the ultimate goal of the Summit -- promoting the well-being of our children. Several of the following initiatives were announced at the summit itself by the President or by federal agencies.

GOAL 1 -- A CARING ADULT

Federal agencies are following through on the commitments they made at the summit to increase mentoring and tutoring efforts and launch new partnerships with corporations and nonprofits.

Mentoring: The Department of Justice is working with Big Brothers/Big Sisters, One to One, Boys and Girls Clubs of America, and Save the Children as part of a public/private Mentoring Alliance to promote the summit's mentoring goal, disseminate information about best practices, and determine how best to link volunteers with the children who need them. DOJ has also followed through on its commitment to more than double the number of sites for its Juvenile Mentoring Program.

The Department of Justice also completed its commitment to expand its Drug Education for Youth (DEFY) summer camp program that promotes positive life choices for children between the ages of 9 and 12. After the summer program, the children are linked with mentors from the local U.S. Attorney's office, police department, or university.

In June, the Department of Health and Human Services launched a new partnership with the Girl Scouts to teach girls about the dangers of substance abuse and other risky behaviors, featuring a new patch that Girl Scouts can earn by completing the program.

Partnerships with Schools: The Social Security Administration, the Department of Labor, the Department of Health and Human Services, and the Department of Transportation have started new partnerships with schools. The General Services Administration has begun a mentoring and tutoring program called "Spend Time with America's Youth" (STAY) in partnership with the National Children's Museum. This summer the Department of Labor held a 4-week enrichment program for elementary and middle school children. The Army has modified its leave policy to make it easier for military and civilian personnel to volunteer in schools.

Involving All Americans in Our Children's Education. Recognizing the importance of involving all Americans in the lives of our children, the President has challenged colleges and universities to commit work-study students as reading tutors. Approximately 800 colleges and universities have already committed to provide tens of thousands of work-study students as reading tutors in the current school year as part of America Reads, the national literacy campaign to ensure that every child can read well and independently by the third grade.

The Clinton Administration has promoted the role of parents as first teachers through Even Start, a family literacy program that provides assistance to family-centered education projects. Through the President's leadership, Congress appropriated $124 million for FY 98, an increase of 20%, for this program, which helps parents gain the literacy and parenting skills they need to become full partners in education of their young children in reaching their full potential as learners.

GOAL 2 -- A SAFE PLACE

White House Conference on Child Care: In October, the President and First Lady held the first-ever White House Conference on Child Care, focusing on how to ensure high quality and affordable child care. This effort builds on the Administration's earlier emphasis on the importance of early learning. At the conference, the President called on Congress to establish a new scholarship fund to provide more than $300 million in scholarships over five years to up to a quarter of a million child care providers; and announced efforts to facilitate effective background checks on child care providers. These efforts will help ensure the safety of our children in quality child-care programs.

In addition, the President announced steps to encourage the use of community service and volunteers to strengthen and expand after-school programs. The Corporation for National Service's new To Learn and Grow Initiative, a public-private partnership dedicated to expanding access to and enhancing the quality of after-school programs through service, released a "How-To Manual" that shows after-school programs how to incorporate community service into their programs.

Fighting Youth Violence and Keeping Schools Open. The President's Anti-Gang and Youth Violence Strategy calls for new prosecutors and probation officers to target gangs and violent juveniles, after school programs to keep kids off the streets and out of trouble, child safety locks for handguns, and prohibiting violent juveniles from ever owning a gun. In November, the Congress appropriated significant new funding for the President's initiatives, including $113 million in targeted block grant funding for prosecutors and juvenile courts programs, and $40 million for after school programs. Finally, because of the President's leadership, 8 major handgun manufacturers who make the vast majority of handguns in the country, have agreed to provide child safety devices with each handgun sold.

Police in Neighborhoods and Communities: The Balanced Budget Act signed by the President this summer included funding for the President's COPS Initiative, so that by the year 2000 we will have funded an additional 100,000 officers. Since the Summit in May, we have funded an additional 1,000 police officers and deputies bringing our total to more than 65,000 officers -- officers who are now, or soon will be, helping to keep our neighborhoods and communities safe.

GOAL 3 -- A HEALTHY START

Children's Health: The Balanced Budget Act that President Clinton signed into law on August 5, 1997 included a huge investment of $24 billion in children's health care, the single largest investment in health care for children since the passage of Medicaid in 1965. This Children's Health Initiative will give up to five million children the "healthy start" that the Summit recognized as so important. In June, the President announced that Kaiser Permanente is committing $100 million to provide health coverage for uninsured children in California, complementing the Administration's efforts. The Administration is also focusing on education and assistance for the millions of working families who may not know their children are eligible for Medicaid or other health insurance.

GOAL 4 -- AN EFFECTIVE EDUCATION

America Reads and AmeriCorps: The Department of Education and the Corporation for National Service have begun to implement the President's America Reads initiative. AmeriCorps members are working in 94 programs across the country to tutor and mentor, set up after-school and summer programs, and recruit parents and community volunteers as tutors. In the District of Columbia, over 1,000 college students, volunteers, seniors, and parents will tutor first grade children in 16 of the neediest schools in the city. The Corporation is also launching a new "Seniors in Schools" initiative in nine cities using 700 senior volunteers as literacy tutors in some of the nation's poorest elementary schools.

Attracting and Preparing Talented Teachers for Underserved Areas: This summer, President Clinton proposed a $350 million initiative to attract talented people of all backgrounds into teaching at low-income schools across the nation, and to dramatically improve the quality of training and preparation given to our future teachers. Urban and rural schools serving high percentages of poor students face serious challenges in their teaching forces, with many teachers arriving without the qualifications or preparation needed to succeed and with high rates of attrition. This new initiative will help bring nearly 35,000 outstanding new teachers into high-poverty schools in urban and rural areas over the next five years. In addition, it will upgrade the quality of teacher preparation at institutions of higher education that work in partnership with local schools in inner city and poor rural areas.

High Education Standards: The President's initiative on high education standards and voluntary national testing of students won funding for continued development in the new budget and has already been embraced by fifteen of the nation's largest urban school districts, as well as seven states and the Department of Defense Schools, which together serve nearly 20% of the nation's students. High standards are needed to help instill the skills and encouragement for hard work that all our children need to succeed in school and in life. Toward that end, these tests will reflect meaningful standards for what students should be expected to learn and achieve in the basic subjects of reading and mathematics.

School to Work: The Administration's School to Work program is collaborating with America's Promise, Junior Achievement, the National Employer Leadership Council, and the American Society of Association Executives on "Groundhog Job Shadow Day," to be held February 2, 1998. The goal is to pair 100,000 students with business mentors for that day.

Welfare to Work: Since May, the Vice President has led the Coalition to Sustain Success, a new partnership of civic organizations that is working with state and local government to mentor families seeking to leave welfare for work and provide them with networking and support. In addition, the Welfare to Work Partnership has mobilized over 2,500 businesses to hire welfare recipients, so that those parents can move into the economic mainstream and improve their children's future.

Agency Efforts: The Department of Education fulfilled a summit commitment by reaching over 1.5 million children through its summer reading program "Read*Write*Now!" Over 500,000 reading partners participated in the program. The Department of Transportation launched its new effort, the Garrett A. Morgan Technology & Transportation Futures Program. Over 200 partners have joined DOT in its effort to reach one million students by the year 2000. The program's goal is to improve the math, science, and technology skills of our young people and stimulate interest in technology and transportation careers. The Social Security Administration is sponsoring an internal book drive to place appropriate reading materials for children in its field offices.

GOAL 5 -- A CHANCE TO SERVE

AmeriCorps Scholarships: We have increased opportunities for young people to serve their communities. At the summit, the President issued a challenge to service and religious organizations that we would provide 50,000 new AmeriCorps scholarships over the next 5 years to organizations that offer young people the chance to serve. The response since then has far exceeded our expectations. Seventy-seven organizations answered that challenge, offering to sponsor 10,000 new AmeriCorps members. In June, 8,900 scholarships were approved, well ahead of our first-year plan for 5,000 scholarships.

National Service Scholars: The Corporation for National Service launched a new Administration effort to recognize and foster outstanding community service among our nation's youth. We awarded scholarships to over 1,600 high school students with exemplary service records in the first year of the National Service Scholars program. A host of leading community organizations stepped forward to raise the local match for the scholarships, including the Kiwanis, Rotary, Lions, Veterans of Foreign Wars, the American Legion, Elks, and Women's Clubs. Each high school principal was invited to nominate a junior or senior for the scholarship. For next year, we have secured funding that will allow the program to expand to 10,000 high schools -- almost half of all high schools in the nation.

Loan Forgiveness for Community Service: An Administration proposal for loan forgiveness for those who perform community service was enacted as part of the balanced budget. To encourage private universities and non-profit organizations to offer loan forgiveness to borrowers who take lower-paying service jobs, the President proposed and won a provision that would not subject such loan forgiveness to taxation.

Learn & Serve

file Nat'l Service

Ann O'Leary
12/16/99 11:04:34 AM

Record Type: Record

To: Barbara Chow/OMB/EOP@EOP, Larry R. Matlack/OMB/EOP@EOP, Alejandra O. Ceja/OMB/EOP@EOP

cc: Nicole R. Rabner/WHO/EOP@EOP, Katharine Button/WHO/EOP@EOP, MaryEllen C. McGuire/WHO/EOP@EOP, Eric P. Liu/OPD/EOP@EOP

Subject: Youth Empowerment Grants

Barbara -

There are several outstanding CNS issues that I wanted to raise to your attention. I spoke with Larry Matlack yesterday who shared with me the good news that you will be granting CNS their full appeal, as well as providing them with funding for the Community Coaches Concept and some seed money to do a demo for the AmeriCorps Reserves.

On AmeriCorps Reserves, the original number that I floated $4 million was (unfortunately) a miscalculation. I do, however, think that with $5 million CNS would have the ability to do a solid demo of the idea. There are currently two concepts that will build on one another. At the 5th Anniversary celebration, the President announced the Continuing Service Initiative. With this initiative, CNS hopes to build its capacity to track and utilize AmeriCorps Alums in on-going service projects throughout the country. They will build their data base of members and then connect members with national organizations such as Big Brothers/Big Sisters, American Red Cross, Habitat for Humanity, etc. This initiative will energize the Alums and build a powerful network of ready volunteers.

To build on this concept, the DPC has floated the idea of developing an AmeriCorps Reserve Corps. The Reserves would be prepared to serve in times of national domestic crisis -- e.g. natural disasters, events such as the Oklahoma bombing or the tragedy at Columbine. In order to have the reserves ready and waiting, reserves would agree to participate in training and service for the equivalent of two-weeks per year. They would, in turn, be provided with a small stipend for their services (e.g. $3,000). With $5 million, CNS could run a demo program that would include 1,000 AmeriCorps alums receiving the $3,000 stipend ($4.5 million) plus overhead costs of developing the data base and connecting alums to projects ($500,000).

In addition, one issue that DPC floated that has not made it into the budget (but that the First Lady also cares deeply about) is the issue of rewarding and empowering youth to develop and implement solutions to problems in their communities from youth violence to civic action. When we met with the youth advocates, there was a theme that ran through the conversation about recognizing the innovative and entrepreneurial work of young people. Mrs. Clinton continually uses this theme when she talks about youth violence -- recognizing the good work of youth in developing solutions to the problems that face them each day. A description of "Youth Empowerment Grants" is below.

There are several options for funding this initiative (either through CNS discretionary or ED discretionary), but one way to do it may be to combine it with the "Community Coaches" concept in order to move forward with supporting community coaches in order to empower

youth. We could provide funding through the CNS Innovative funding steam for community coaches, but also award "youth empowerment grants" that could be overseen by coaches. I costed these grants at approximately $5 million -- one idea would be to combine with Community Coaches to get to $10 million and support both (similar) concepts within one-line in the Innovation Fund.

Youth Empowerment Grants Reward and support creativity by proving fellowships to young people that have developed innovative youth driven solutions to community problems facing young people in their own communities. The grants would be awarded to community-based organizations to support youth-led projects ranging from solutions to prevent youth violence, ways to improve civic participation or social justice, programs to improve academic achievement, or other youth development initiatives.

The grants could be modeled on fellowship programs such as the Echoing Green Fellowships which are targeted to post-college graduates to develop and implement their own projects that seek to catalyze positive social change. These Fellowships are $60,000 for two-years to cover start-up costs of public service projects. Alternatively, the grants could be modeled on youth-driven grant programs such as the Oakland Fund for Children and Youth which dedicates 2.5% of the City of Oakland General Fund to youth development projects. An example of a project funded by the Oakland Fund for Children and Youth is the California Wellness Foundation's Violence Prevention Priority. This project was a $50,000 grant to a coalition of six organizations in Oakland to organize and train 25 young people on a youth violence prevention project.

The Corporation for National Service would award these grants to community-based organizations which, in turn, would support youth-led community projects. The awards would be selective (e.g. 100 per year), prestigious, and would represent a diverse set of ideas for empowering young people to tackle community problems faced by young people. The awardees would begin to develop a web of communication among each other and other young people on empowerment and action in their various communities.

Cost: $5.2 million (assuming 100 one-time grants of $50,000 for projects that could range from 1-3 years and $200,000 to administer and set up a network of grantees to share ideas)

Please let me know what you think.

Thanks.

-Ann (6-6275)

file Natl. Service

Ann O'Leary
12/15/99 05:39:55 PM

Record Type: Record

To: Katharine Button/WHO/EOP@EOP, Shirley S. Sagawa/WHO/EOP@EOP, MaryEllen C. McGuire/WHO/EOP@EOP

cc:
Subject: Community Coaches

Per Nicole, Melanne and Shirley are interested in this proposal. Could you share this background info. with them?

Also - apparently, Melanne had asked about funding this project through our Service Learning program (CNS's Learn and Serve America) - the program is 80% formula and the discretionary is quite prescriptive. CNS recommends that we fund it through their discretionary pot with some language about service learning and using AmeriCorps members as community coaches.

Please let me know if you have questions.

Thanks.

---------- Forwarded by Ann O'Leary/OPD/EOP on 12/15/99 05:36 PM ----------

Ann O'Leary
12/14/99 04:22:42 PM

Record Type: Record

To: Eric P. Liu/OPD/EOP@EOP, Nicole R. Rabner/WHO/EOP@EOP

cc: Anna Richter/OPD/EOP@EOP
Subject: Community Coaches

Yesterday, I spoke with Anthony Welch of Do Something who provided me with more information on the status of their Community Coaches project. Below I have drafted some options to consider the concept in FY '01:

Background:

Community Coaches are being supported in the context of the Do Something League which provides a service-learning model to youth-led community building. Coaches, who are most often teachers or guidance counselors in the school, help the young people design and implement their own community projects. In addition, Do Something runs an Internet site for young people from throughout the country to share ideas and solutions to community problems. Currently, Do Something is supporting 110 trained Do Something Coaches. Due to the fact that Coaches are often teachers or counselors, Do Something grants are small grants that provide supplemental stipends and materials

in the order of $6,000 per school.

The President publicly supported such a concept during the National Volunteer Summit in April of 1997 when he said:

"In Philadelphia, the Superintendent of Schools is working to make service the expected thing in elementary and middle schools. Maryland has required it in high school. And I challenge every state and every school in this country at least to offer in a disciplined, organized way every young person in school a chance to serve. A recent survey said if they were just asked, over 90 percent of them would do it. We ought to be ashamed of ourselves if we don't give them the chance to do that."
-- President Clinton, National Volunteer Summit, April 1997

Community coaches helps schools to offer service in a "disciplined, organized way."

COSTS: $5 million would support $10,000 grants to 500 schools.

OPTIONS:

Option A: Earmark funds through the Corporation for National Service

(1) Funds could be earmarked in the CNS discretionary pot -- Innovation, Evaluation and Other Activities -- and could be targeted to use AmeriCorps members as Community Coaches in these schools. This option would provide the most flexibility and would allow CNS to promote the idea of using AmeriCorps members as community coaches (an idea that Wofford has been promoting).

(2) Funds could be earmarked through Learn and Serve America. This option would highlight the service-learning component of the Do Something League and would help to further tie service learning to youth-led efforts.

Option B: Earmark funds through the National Activities of the U.S. Department of Education's Safe and Drug Free Schools and Communities Act

In order to earmark in SDFS, the program would need to be tied to prevention of youth violence and anti-drug (although, the argument could be made that any community service serves this purposed). This option would allow Do Something to continue to build on efforts to use existing members of the school community as coaches, e.g. teachers, counselors, etc.

RECOMMENDATION: In order to connect to current efforts and to provide for flexibility, I would recommend Option A-1.

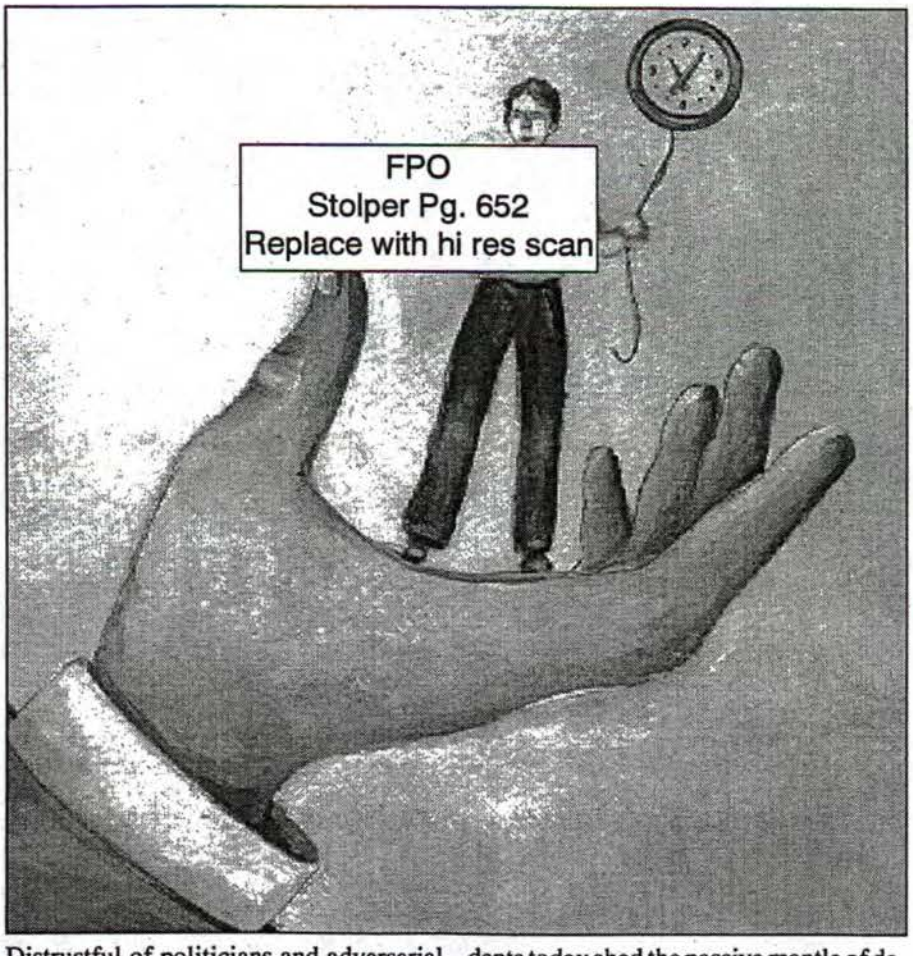
File
National
Service

A Time to Serve, A Time to Learn

Service-Learning and The Promise of Democracy

As students enter classrooms to teach other students, as they research their past and make contributions to history, as they bring visibility and change to an environmental issue, they are citizens today, Mr. Kielsmeier points out — not just the promise of tomorrow.

BY JAMES C. KIELSMEIER



A NEW PARTNER has stepped boldly forward to help shoulder the burden of improving schools and communities. That partner is the young people themselves. And service-learning, a way of teaching and learning that engages students in active service tied to curriculum, can transform the idealism of youth into a powerful force for educational change and democratic renewal.

At every level of schooling, youth participation in service is at an all-time high. Distrustful of politicians and adversarial politics, young people are the vanguard of a new politics of participation and voluntary service. Fueled largely by renewed interest in national service and citizenship, the service-learning movement demands nothing less than reconceptualizing the role of young people in modern democratic societies, particularly in the context of schooling.

By engaging actively as citizens, students today shed the passive mantle of dependence for the more active roles of contribution and influence. Because students involved in service-learning are expected to solve tangible problems and share responsibility for teaching, they discover for themselves key elements that are largely missing in the school reform debate: meaning and purpose. Service-learning also challenges the existing roles of teachers, parents, and other members of communities

JAMES C. KIELSMEIER is founder and president of the National Youth Leadership Council, St. Paul, Minn. *Support for the preparation of this article and special section was provided by the W. K. Kellogg Foundation, Battle Creek, Mich.*

Illustration by Karen Stolper

by demanding new levels of involvement and shared responsibility.

Voting with Their Feet

The growing commitment of young people to contribute voluntarily to larger issues through service is well documented. In 1995, Independent Sector reported that 59% of teenagers volunteered an estimated 3.5 hours per week and that a staggering 93% of those who volunteered did so when asked.[1] These figures are comparable to the findings of the 1996 National Household Education Survey, conducted by the U.S. Department of Education's Office of Educational Research and Improvement, which found that 49% of students in grades 6 to 12 in public and private schools participated in community service during the 1995-96 school year. Of the students volunteering, 86% were in schools that endorsed volunteer service by requiring participation or by arranging the opportunities. Moreover, there was little difference between the participation rates of those required to serve and those who chose to do so. "The most important factor was whether schools arranged participation in community service."[2] In other words, if students understood that they were needed and were asked to help, they volunteered.

A follow-up survey on community service and service-learning, conducted by the U.S. Department of Education in 1999 and co-sponsored by the Corporation for National Service, found that 83% of high schools offered some type of community service. Overall, 64% of K-12 public and private schools had students participating in service that was recognized or arranged by the school. Once again, this survey found that, if the schools asked, the students responded. These findings contrast sharply with those of a 1984 survey of community service in high schools, conducted at the University of Wisconsin, which found that only 27% of all high schools, public and private, offered community-service options to students.[3]

Since 1966, an annual nationwide survey of freshmen has been conducted by the Higher Education Research Institute at UCLA. It regularly measures the level of service activity in high school, as reported by freshmen newly arrived on college campuses. The 1999 survey reported that 75.3% of freshmen, the highest figure ever, reported having been involved in community service in their senior year of high school, up from 74.2% in 1998. In 1997, 73.1% of incoming freshmen reported having volunteered in high school, while in 1989 just 62% said they had volunteered. The survey results show that more and more students are volunteering, even though only 21.3% of them attended high schools that require community service for graduation. According to the study's director, Linda Sax, "These findings suggest that the majority of students who engage in volunteer work do so of their own volition."[4]

College students surveyed by the Mellman Group in 1999 about their current involvement in service reported a high level of volunteer activity on campus; 73% indicated doing service in the areas of helping the homeless, teaching, the environment, and health care. However, the students' enthusiasm for service was not matched by equal enthusiasm for traditional politics. According to a news story on the survey, "They found more immediate rewards from volunteering than in political activity."[5] Another 1999 study, this one conducted by the Boys and Girls Clubs of America, reported that only 10% of the 13- to 18-year-olds who were questioned believed that "engaging in the political system is an effective way to make change."[6]

Creative educators find a link between the burgeoning of youth service and the largely dormant principles of progressive education and project-based learning that were espoused by such educators as John Dewey, Jerome Bruner, and Ralph Tyler.[7] Clearly the conceptual roots of service-learning can be found in the progressive tradition and in its constructivist kin. But the movement has gained new impetus from the evolving idea of nonmilitary national service and from the creation by the Bush Administration of the Commission on National and Community Service in 1990, followed by the Clinton Administration's creation of the Corporation for National Service (CNS).

Citizen Service

The 1990 National and Community Service Act redefined federally supported national service by including school-based service-learning along with funding for full-time service. The inclusion of a school-based component resulted from a compromise by Sen. Edward Kennedy (D-Mass.) and Sen. David Durenberger (R-Minn.). In Minnesota, Vermont, Maryland, Massachusetts, and Pennsylvania, state service-learning initiatives were already taking form. Thus Sen. Durenberger pressed for funds for service-learning, based on advocacy by Minnesotans. Sen. Kennedy later noted that "service-learning should be a central component of current efforts to reform education."[8]

In a similar effort to include service-learning provisions in 1993 legislation, Sen. Durenberger said, "In fact, the ultimate purpose of this bill is to make every community in America a classroom and an environment in which the talents and energies of our youngest citizens can be fully engaged and fully appreciated."[9]

Although within the CNS service-learning has been overshadowed by AmeriCorps, since 1993 funding of approximately $40 million per year and President Clinton's rock-solid support for CNS have created a relatively stable base for school-based service-learning. Funds are allotted, based on population, to officers of the Learn and Serve America program in departments of education in every state, and the states then dispense the resources competitively. This consistent state involvement has raised awareness of and generated additional funding for service-learning.

Fostering active citizenship among young people is by far the most commonly mentioned rationale for service-learning. Support for this view has been strengthened by the decline among young people in some indices of citizenship, particularly voting rates. Just 32% of 18- to 24-year-olds voted in the 1996 election, while 67% of people over 65 went to the polls. Voting rates for young adults have declined steadily since 1972, when 18-year-olds got the right to vote. By contrast, nearly 75% of young adults volunteered in the last two years.[10]

There are consistent reports that service-learning has had short-term impacts on the civic attitudes of students, but these results have faded over time, causing Brandeis University researcher Alan Melchior to note, "Put simply, there is little evidence that short-term, one-time involvement in even a well-designed service-learning program is likely to produce substantial long-term benefits."[11]

When the National Youth Leadership Council (NYLC) was just forming some 15 years ago, we banked heavily on a high-

ly experiential residential camp experience to prepare high school students to engage in service when they returned home. For some students, the experience was life changing, but for most, like the students studied by the Brandeis team, there was not much lasting impact. This disappointing message came from students who found little receptivity to their ideas back in their home schools. This recognition started NYLC on the road to linking the service experience to school reform through staff development, curriculum design, and advocacy for state and national service integrated in the schools.

National service today is not a single federal program but a national purpose that starts with service-learning in school and ties in with community-based youth development organizations and with higher education. Opportunities for a year or more of full-time service, such as AmeriCorps, then lead to a series of adult volunteer options.

If the CNS seeks to accomplish its mission of inculcating an ethic of service into the fabric of American life, it must carefully examine and upgrade the resources and direction it provides its department of service-learning. Indeed, it is only through K-12 education that all citizens can be reached — and reached during a most formative period of their lives. For example, approximately half of the 20,000 AmeriCorps members work with school-age youngsters. Most tutor or supervise students during parts of the day when teachers are not involved in instruction. Why not equip AmeriCorps members to be service-learning coordinators and so seek to replicate an ethic of service in the young people with whom they work?

A highly effective development in linking national service and education is a joint declaration on the relationship between service and learning, signed originally in 1995 by Secretary of Education Richard Riley and Eli Segal, then CEO of the CNS. *The Declaration of Principles* was reaffirmed in 1999 by Secretary Riley and the current CEO of the CNS, Harris Wofford (see "The Reaffirmation of *The Declaration of Principles*," page 670, this *Kappan*). This well-developed rationale can be the basis for similar connections between the worlds of service and of learning at the state and local levels.

Notable initiatives in the private sector also support service-learning as an instrument for developing active citizens. In 1999 the W. K. Kellogg Foundation began a four-year, $13-million investment to infuse service-learning into K-12 education. A multidimensional effort, Learning In Deed consists of demonstration projects in five states, a national commission, a network of collaborating organizations, and a research group. This latest Kellogg initiative builds on the foundation's record over the past 11 years of investing more than $23 million in service-learning. A major partner in the Kellogg initiative is the Compact for Learning and Citizenship (CLC), a project of the Education Commission of the States. The CLC is a membership organization of state and local superintendents who are committed to supporting service-learning through policy initiatives.

Students led the restoration of Glenwood Cemetery, raising funds to replace or repair 166 headstones.

Education Common

A compelling and particularly hopeful dimension of today's service-learning movement is its reach into all sectors of American society. Student-driven and locally flavored service-learning is a coalescing force for the cornucopia of American ethnic, spiritual, and cultural diversity. It offers a pathway of knowing and being that touches students of every background. Along with the progressive heirs of Dewey, who brought their innovative insights largely from a European American perspective, there is a new wave of service-learning leaders of every heritage who shape current practice and theory.[12]

For example, when a group of eighth-graders from the Academy of Science and Foreign Language Middle School in Huntsville, Alabama, were touring the Maple Hill Cemetery, their questions brought the tour to a complete halt. After hearing thorough biographical descriptions of the many important 19th-century citizens of Huntsville who were buried in the cemetery, the students asked if any of them were African American.[13] The guide did not know, and the answer, discovered later, was that this beautifully maintained resting place for Civil War veterans, former governors, and other upstanding individuals was for "whites only."

After the cemetery episode, the students and teachers of the Academy, an NYLC "Generator School,"[14] set off on a journey to discover where Huntsville's African Americans from the last century were buried. Along the way, they learned a great deal more. They found Glenwood Cemetery, a resting place for African Americans, in a deplorable state, with unmarked graves, vandalized headstones, and poorly kept records. They also found an equally unrecorded larger history that would have remained forgotten had not students and teachers launched a project that has changed the community.

Teachers at the Academy responded to the interest of students and found answers to many questions, including one that is left out of most classrooms: "What are we going to do about it?" The answer to that question was the creation of the Alabama African American History Project and a dazzling array of community contributions and learning experiences.

Students subsequently led the restoration of Glenwood Cemetery, raising funds to replace or repair 166 headstones. They also saw to it that the state placed an official registry sign at the cemetery. Math classes platted the previously unmapped site, using resources donated by the University of Alabama. The students' concern about the neglect of Glenwood Cemetery led them to ask state legislators to change a state law that related to preservation of cemeteries. This project, now tied to government classes, is still under way.

The young people "scoured court records; city council minutes; deeds, marriage certificates, and wills; family inventories; and *The Negro Gazette*, a locally published newspaper from the 1800s. They also lis-

tened to and recorded oral histories."[15] Curricular materials developed by the middle-schoolers from original historical sources are now the basis of a third-grade social studies unit about the history of Huntsville. Over the years, the students have also published several books based on their research on prominent African Americans of the area.

Joel Gabre, a seventh-grader, took a particular interest in the life of John Thomas Moore, an African American veteran of the Union Army from Huntsville. Moore had received a dishonorable discharge at the close of the war through an apparent administrative error. Joel met with Moore's grandson, Lawrence Jacobs, age 83, who had tried and failed to reverse the ruling on his grandfather. At last report, Joel is still working on the project, petitioning officials in Washington to clear the name of John Thomas Moore.

Teachers and students from the Academy present their findings annually at state and national conferences. This year they presented their work with a group of educators from Harvard University at the National Service-Learning Conference in Providence, Rhode Island. What's more, students want similar opportunities through service-learning when they reach high school, according to Ollye Conley, principal of the Academy. "They pulled the principal of Lee High School aside" at orientation and asked if they could continue with the service-learning approach they had used at the Academy.[16] According to Conley, at the request of Lee High School, the Academy will consult next year with the high school about starting a service-learning program there. The support for questioning and critical thinking that began at Maple Hill Cemetery could well continue for the middle-schoolers as they begin their high school careers — and perhaps for some time beyond that.

Service-learning is the equivalent of an "education common" — a pedagogical meeting place whose origins and principles are shared by a wide range of American and international cultural communities. The eighth-graders from Huntsville who reclaimed the desolated cemeteries in order to honor their forebears are active citizens today. So too are the sons and daughters of Northern European descent from Hill City, Minnesota, who interviewed local military veterans in preparation for building a community memorial.[17] Similarly, students in Hudson, Massachusetts, within miles of Walden Pond, evoke the transcendental musings of Thoreau as they help preserve a wetland,[18] while children of the Acoma Pueblo, New Mexico, integrate modern ecology with ancestral agricultural practices.[19] Service-learning is a particularly American way of learning, embracing democratic practices and the dignity of all members of the learning community.

Quality Practice

The service-learning of today has new leadership and is driven by a multicultural point of view and by a movement toward national "citizen service." With its new-found visibility, the bars of expectation and accountability have been raised. Moreover, the dismissive comment that service-learning has become a mile wide but just an inch deep strikes a note of truth. While the route to education reform through service-learning is evolving, it nonetheless has a few "north star" principles for guidance. The path to sustainability, according to the recently convened Kellogg Foundation Learning In Deed stakeholders' group, must include emphasis on well-defined practice, staff development, preservice training for teachers, and better research.[20]

If the movement toward service-learning is to maintain the highest standards of practice and grow in a sustainable fashion, it must forgo the strategy of blanket expansion through mandated service requirements and other top-down approaches. But such a policy will require patience. Moreover, the acceleration of service-learning participation from an estimated 81,000 high school students in 1984 to 2.9 million in 1999 is real[21] and suggests a pattern of growth that could threaten sustainability if staff development does not keep pace. New research reveals a close association between achieving intended results and adherence to standards.[22] Hands-on, site-based, student-centered service-learning demands a high level of teacher investment and administrative support: it's not for every class or for every school.

Just what does constitute effective practice? Are teachers and schools prepared to take service-learning seriously by viewing young people as contributors to teaching and learning? Let's consider these questions as we listen to students and their teachers.

Coolly clinical, Andrea (not her real name) looked me in the eye across the conference table with the unqualified authority of an expert. "Fetal Alcohol Syn-

"Okay, those with heavy backpacks move to the front of the bus."

drome (FAS) and Fetal Alcohol Effect (FAE) are the number-one causes of mental retardation and completely preventable," she carefully explained. "They have warning labels on beer bottles, but nobody reads them. I know I didn't."

Andrea isn't a health professional; she has more compelling credentials for teaching me and others about the effects of alcohol on unborn and nursing children. Andrea is a 16-year-old mother and a member of an instructional team of peers who last fall made presentations on the impact of and prevention strategies for FAS/FAE to more than 15 student groups throughout a two-county area near Minneapolis. Andrea's class of 20 students volunteered to take on a variety of roles in delivering their health program: in addition to giving the presentations, they created brochures using desktop publishing and promoted their project through public service announcements in English and Spanish on local radio stations.

The teacher and a public health nurse, who team-teach the class, reported that more than three-quarters of the young mothers in this special high school admit to having used either drugs or alcohol at the time of conception. They had no idea of the potential impact alcohol could have on their children. According to the students I spoke with, the same is true of the high school students they encounter during presentations. "They listen to us," emphasized Carmen, a soft-spoken young woman who also made the radio announcements in Spanish, her first language. "And I'm not drinking again. It's not worth it," she volunteered matter-of-factly.

Fortunately, the lead teacher at the school had taken a graduate course on service-learning at the University of Minnesota, where she saw how hands-on learning with a giving dimension could be linked to well-defined learning objectives. The students earned English, science, and government credits as they wrote, researched, and presented their insights to small classes, full gymnasiums, and even larger radio audiences. Reflection activities included papers and discussion, as well as personal portfolios based on Minnesota's new performance-based assessment requirements.

Service-learning starts with the presupposition that the primary purpose of education can no longer be socialization, standardization, and synchronization — the shaping of students into clearly defined roles for a predictable future. Rather, in a world marked by pluralism, uncertainty, and variability, we need to move from the idea of students as receptacles, merely receiving deposits of information from teachers, to students as creators, disseminators, and implementers of knowledge.[23] What we need are learning communities in which participants both learn and teach, lead and serve. Students as teachers! Adults as learners![24] Service-learning is a philosophy of education that acknowledges that students who are actively building a health unit around a highly charged personal issue are much more likely to

Service-Learning Resources

Corporation for National Service
Learn and Serve America
1201 New York Ave. N.W.
Washington, DC 20525
202/606-5000
www.cns.gov

The Corporation for National Service was established in 1993 to engage Americans of all ages and backgrounds in a range of national and community-service programs. Learn and Serve supports service-learning programs in schools, colleges, and community organizations that engage youths in addressing educational, public safety, environmental, and other human needs. Funds are used to create new programs or replicate existing programs, as well as to provide training and development to staff, faculty, and volunteers.

Learn and Serve America National Service-Learning Clearinghouse
University of Minnesota
1954 Buford Ave., Rm. R460
St. Paul, MN 55108
612/624-4758
Toll-free, TTY accessible phone: 800/808-SERV (7378)
www.umn.edu/~serve

The National Service-Learning Clearinghouse is a collaborative effort among 12 national partner organizations to collect and disseminate information for Learn and Serve America programs, as well as other K-12, higher education, community-based, and national service programs and practitioners. The University of Minnesota site also serves as the Adjunct ERIC Clearinghouse.

For a longer list of resources to support service-learning, visit the *Kappan* area of the Phi Delta Kappa website (www.pdkintl.org).

National Youth Leadership Council (NYLC)
1910 W. County Road B
St. Paul, MN 55113
651/631-3672
nylcinfo@nylc.org
www.nylc.org

NYLC sponsors the annual National Service-Learning Conference and offers technical assistance, training, and publications on service-learning and youth leadership.

Learn and Serve America Exchange
lsaexchange@nylc.org.
www.lsaexchange.org

The Exchange, led by the NYLC, includes five regional centers and supports service-learning programs in schools, colleges and universities, and community organizations across the country through peer-based training and technical assistance. The Exchange has trained a network of volunteer peer mentors who provide one-on-one customized information about how to strengthen service-learning programs.

Learning In Deed: Making a Difference Through Service-Learning
W. K. Kellogg Foundation
One Michigan Ave. E.
Battle Creek, MI 49017-4058
202/778-1040
www.LearningInDeed.org

Working with teachers, administrators, community leaders, parents, students, policy makers, and national leaders, the Kellogg Foundation will encourage more school systems across the country to adopt service-learning so that eventually all students in grades K-12 can learn the value of meaningful service.

delve deeply into content than those merely doing textbook exercises.

Service-learning appeals to educators as a credible method of teaching because it addresses the need for students to achieve academically and personally in a project-based way that can be a terrific motivator.[25] The levels of student involvement and learning through service have a great deal to do with students' desire to contribute and whether or not they have a voice in selecting the project. The Minnesota students, for example, had a choice of several roles, including writing a brochure, editing the video version of their FAS/FAE presentation, or filling several other needs.

We have come to understand that students are more invested in their learning and so more likely to learn when they understand that their service or public work is authentic, has substance over time, and can be understood in the context of academic or civic content.[26] In other words, the act of service is perceived to be "real," not a simulation or "feel-good" act of charity that primarily benefits the student. Instead, the contribution is necessary and requires a high level of personal investment; it becomes a conscious act of citizenship.[27]

The fetal alcohol service-learning unit was neither a casual encounter with a topic nor a one-time "service project." These young mothers, struggling with a tangle of personal issues and diminished societal expectations, were fighting to be heard, to contribute where they were deeply invested emotionally: in the health of children.

As students enter classrooms to teach other students, as they research their past and make contributions to history, as they bring visibility and change to an environmental issue, they are citizens today — not just the promise of tomorrow.

About This Special Section

What drives the service-learning movement today? Can we even agree on a definition of service-learning? How solid is the research base? Can we sustain programs once they get under way? Is it a passing fad or a real reform? In this *Kappan* Special Section, an eminently qualified group of authors take on these and other questions that surround the issue of service-learning.

Shelley Billig provides a rigorous review of the research and synthesizes the findings to date. She then proposes a model for "understanding the relationships and mediators necessary for school-based service-learning to have an impact on students."

As long ago as the June 1991 *Kappan*, service in schools was described as an emerging force — a sleeping giant. Today, nearly a decade later, service-learning in the schools of Philadelphia is a living reality that Superintendent David Hornbeck describes as "an engine to drive citizenship," while Inez Tenenbaum, South Carolina's school chief, talks about service-learning as "a process for school restructuring to connect classrooms and educational institutions to the community." One key force behind the awakening of the giant of service-learning has been the consistent funding and national structure provided by the CNS, whose CEO, Harris Wofford, joins Secretary of Education Richard Riley to offer an agenda for the future.

Wokie Weah, Verna Simmons, and McClellan Hall raise hard questions that open a discussion that could lead to "an action agenda on diversity and equity as a strategy" for building the field of service-learning. They raise questions that need to be answered if service-learning is to include all segments of American society. Meanwhile, Michael Garber and Justin Heet of the Hudson Institute critique service-learning for its potential to polarize school communities in ways that are not socially healthy. Finally, Joy Des Marais, Youa Yang, and Farid Farzanehkia make suggestions for improving the partnerships between youths and adults that are at the heart of all service-learning.

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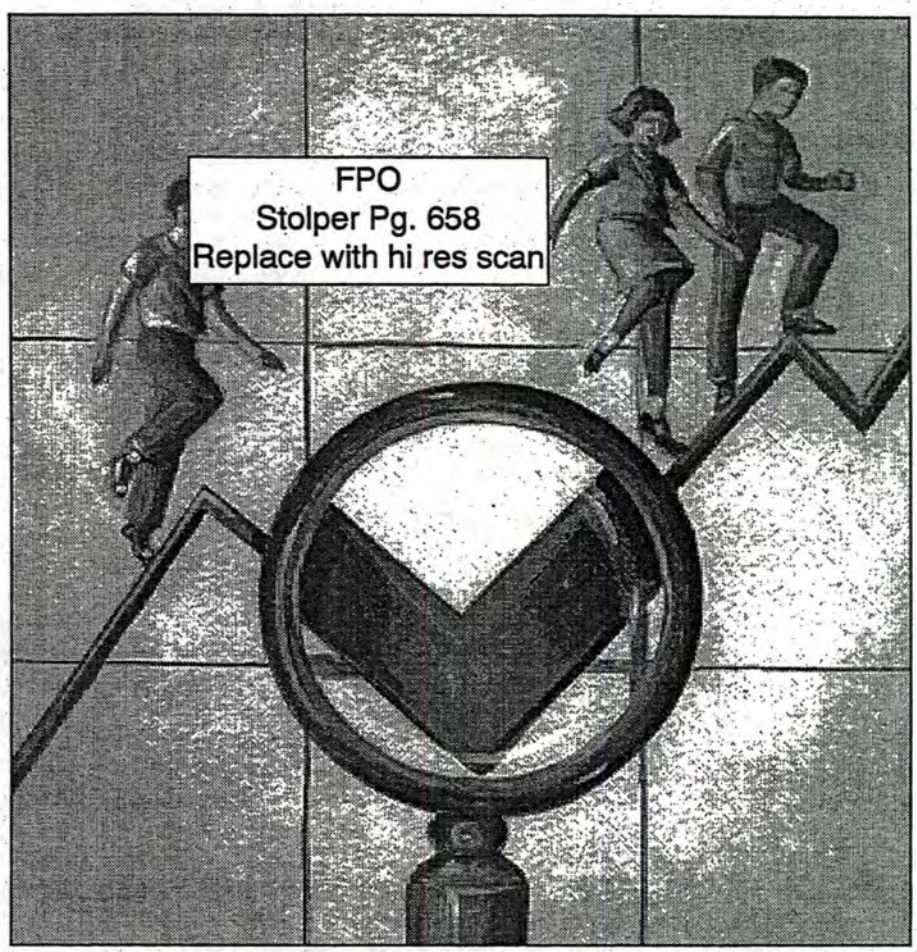
Research on K-12 School-Based Service-Learning

The Evidence Builds

Practitioners and policy makers are curious about service-learning and its effects. Ms. Billig details for Kappan *readers what research tells us about service-learning today and suggests the kinds of questions that still need to be answered.*



BY SHELLEY H. BILLIG

NEARLY a decade ago, Dan Conrad and Diane Hedin wrote a synthesis of the research in service-learning. They cited a growing trend toward the adoption of service-learning in K-12 schools because of two perceived needs: the reform of youth and the reform of education.

At that time, young people seemed to be growing increasingly alienated from their communities and from society as a whole. They were less likely than other age groups to vote or to volunteer, and their top goal was to be well off financially. Test scores were said to be declining in schools, and the U.S. education system was said to be less competitive internationally. Service-learning offered a powerful pedagogical alternative that allowed students to gain a greater understanding of concepts while they contributed to their communities.

Service-learning, though, was still an "unproven" educational approach. Reviewing the research on the impact of service-learning, Conrad and Hedin concluded that "the case for community service as a legitimate educational practice receives provisional support from quantitative, quasi-experimental studies and even more consistent affirmation from the reports and testimony of participants and practitioners."[1]

Advocacy for service-learning has grown in the past decade, but many of the issues raised by Conrad and Hedin remain current. As service-learning has become more popular, both its advocates and its detractors have begun to ask difficult and serious questions. Just what is service-learning? Is it a

SHELLEY H. BILLIG is vice president, RMC Research Corporation, Denver. *This article was written with support from the W. K. Kellogg Foundation's Learning In Deed Initiative, but the opinions expressed are the author's own. She wishes to thank the following researchers and practitioners who reviewed early drafts: James Kielsmeier, Chris Kwak, Lisa Wyatt Knowlton, Andy Furco, Terry Pickeral, Shaun Hirschl, Barbara Weiss, Mike Brugh, Joseph Martinez, Dan Jesse, Jill Conrad, Deborah Watson, Kristin Kleimann, Jill Blair, Betsey McGee, Alan Melchior, Leslie Hergert, Nancy Murphy, and Susan Oliver.*

Illustration by Karen Stolper

model, a program, a pedagogy, or a philosophy? What key elements need to be in place for a program to claim to be service-learning? What does "best practice" look like? What are the effects and impacts of service-learning? Do the characteristics (for example, grade level, age, socioeconomic status) of the participants matter? Do the characteristics of and relationships with the service recipients influence outcomes? Do school characteristics matter? Does the sponsorship or the service target make a difference? Ten years of research and practice can shed some light on many of these questions.

Prevalence of Service-Learning

In the past decade, service-learning has grown by leaps and bounds. From 1984 through 1997, the number of K-12 students involved in service programs rose from 900,000 to 12,605,740, and the percentage of high school students participating in service-learning nationwide increased from 2% to 25%. In 1984, 27% of all high schools in the U.S. offered some type of service program, and 9% offered service-learning.[2] According to a report issued by the National Center for Educational Statistics in 1999, 64% of all public schools and 83% of public high schools now organize some form of community service for their students.[3] Nearly a third of all schools and half of public high schools provide service-learning programs. This nationally representative survey also found that elementary schools are more likely to have schoolwide or gradewide service-learning programs, while middle and high schools are more likely to have individual classes or electives in service-learning. The most common reasons cited for the adoption of service-learning included helping students to become more active members of the community, increasing student knowledge and understanding of the community, meeting real community needs, and encouraging students' altruism and caring for others.

Service-learning programs exist in every state in the Union. Many states, such as California and Maryland, have established service-learning goals for all students, and several cities, such as Chicago and Philadelphia, either strongly encourage or actually mandate service-learning for their students. In some states, such as South Carolina, Delaware, Kentucky, and Vermont, service-learning is strongly promoted as a strategy for education reform.

Public Support

While service-learning is not widely known or understood by the public, it is supported where it is known. A media scan conducted recently by the W. K. Kellogg Foundation showed that more than half of the articles written about service-learning in the popular media were favorable.[4] Those that addressed K-12 service-learning typically focused on civic education and positive youth development. Focus groups conducted by the same research group showed that parents and teachers in particular liked the potential for service-learning to impart practical experience, improve academic performance, create better citizens, and aid in personal development. Many respondents, though, were somewhat concerned about whether service-learning would distract schools from the "basics" or subordinate the role of parents in teaching values. They also expressed concern about student safety and mandatory service, calling the latter "involuntary servitude."

Definitions of Service-Learning

As many articles and at least two books explain, service-learning has been a popular educational philosophy for a very long time.[5] Most trace its roots to the writings of John Dewey and Jean Piaget, and some even go back as far as Alexis de Tocqueville. These philosophers believed that learning occurs best when students are actively involved in their own learning and when the learning has a distinct purpose.

Service-learning, though, is variously defined, and discussion of its definition is often the source of disagreement among proponents. The National Society for Experiential Education, for example, defines service-learning as "any carefully monitored service experience in which a student has intentional learning goals and reflects actively on what he or she is learning throughout the experience."[6] The Corporation for National Service has a narrower definition.

> The term "service-learning" means a method under which students or participants learn and develop through active participation in thoughtfully organized service that:
>
> • is conducted in and meets the needs of a community;
>
> • is coordinated with an elementary school, secondary school, institution of higher education, or community-service program and with the community;
>
> • helps foster civic responsibility;
>
> • is integrated into and enhances the (core) academic curriculum of the students, or the educational components of the community-service program in which the participants are enrolled; and
>
> • provides structured time for the students or participants to reflect on the service experience.[7]

While disagreement about the definition of service-learning persists, there is general consensus that its major components include "active participation, thoughtfully organized experiences, focus on community needs and school/community coordination, academic curriculum integration, structured time for reflection, opportunities for application of skills and knowledge, extended learning opportunities, and development of a sense of caring for others."[8] The disagreements arise when people try to distinguish service-learning from other experiential education approaches, such as volunteer and community service, internships, field studies, and cross-age peer tutoring. Robert Sigmon and James Toole and Pamela Toole, for example, believe that precision in defining terms is critical if the field is to establish clear goals and standards for high-quality practice.[9] These researchers suggest a typology that distinguishes service-learning from its closely related program types by defining the former as a program in which the service and learning goals are of equal weight, each enhancing the other for all participants. Andrew Furco elaborates by pointing out that service-learning is *intentionally* designed "to equally benefit the provider and the recipient of the service as well as to ensure equal focus on both the service being provided and the learning that is occurring."[10]

Differences in definition reflect a division of opinion in the field regarding whether service-learning is a philosophy of education, a curricular tool, or a program design. Those who believe that it is a philosophy often discuss it in terms of education reform. Service-learning is viewed either as a way to reinvigorate the central role that schools can play in developing responsible, caring citizens who deeply understand democracy and the meaning of civic responsibility[11] or as a way to opera-

tionalize constructivist theories of learning.[12] Those who view it as a curricular tool see its potential as a powerful, active form of reciprocal teaching and learning and discuss the need for service-learning to be fully integrated into the curriculum and aligned with standards.[13] Those who view service-learning as a program are more likely to operationalize it as an elective for high school students, an after-school program, or a short-term activity that emphasizes promoting caring and making connections to the community through the provision of a service.

Standards for Quality

While there are strong disagreements about the definition of service-learning, there is relative consensus on standards for quality. Most of the writing on service-learning refers to the standards for quality established by the Alliance for Service-Learning in Educational Reform (ASLER standards) or the *Essential Elements of Service-Learning*, a version of these standards updated by 13 service-learning organizations.[14] (See the sidebar "Essential Elements," page 663.)

California and Maryland have also established standards for service-learning, and other states are expected to follow suit. Standards for service-learning address both content and performance and are typically stated in terms of what students will know and be able to do as a result of their participation. For example, California specifies that students will understand how community needs are identified, the relationships between schools and communities, and the significance of their service experience. They will demonstrate curricular knowledge and skills and civic responsibility.[15]

Evidence of Impact

Research in the field of service-learning has not caught up with the passion that educators feel for it. What research is available, though, is beginning to build a case for the impacts that practitioners believe to be true. The summary of research findings below presents the past decade of research on service-learning in K-12 schools. For purposes of this review, service-learning is defined as "a teaching strategy that explicitly links community-service experiences to classroom instruction." The power of the summary derives from the fact that there is a body of evidence that is building to support the field.

Limitations of the Research

Readers should be aware of the limitations of the research. Most of the "research" that exists and is presented here comes from service-learning program evaluations. One of these, the Brandeis study of "quality" Learn and Serve programs, is an evaluation that is national in scope, featuring surveys and observations at multiple sites with students who are tracked over two years and matched with a control group of students.[16] Even with a strong effort to select programs for quality, however, the programs that are actually evaluated vary greatly in implementation. Some of the studies, such as those by Daniel Weiler and colleagues and by Joseph Follman, are state-level evaluations.[17] Weiler and his colleagues selected "quality" programs in California to evaluate and used multiple methods, but they also found great variation in implementation that was not controlled in the study. Follman used a five-item self-report survey, administered to all Learn and Serve program coordinators in Florida. It is not clear whether these data can be validated. Most of the other studies are evaluations of particular service-learning programs, some of which are internationally implemented models, some of which are unique programs offered at multiple sites, and some of which are single-site models. Still other evaluations examined the effects of participating in any type of service-learning program.

Very few of the studies used control groups, and very few tracked whether the impacts were sustained over time. Many of the studies used self-reports or information from surveys administered before and after a service experience. Some used qualitative methods and case studies. Few, if any, tested hypotheses or cited the theoretical foundations under which the programs were being operated. The field is clearly a messy one, and far more and better research is needed. Still, the body of evidence to date is promising, and much of the evidence cited here is supported by similar results for service-learning found in the higher education literature.[18]

The information is organized here by the broad areas on which service-learning has an impact. First, there is an umbrella summary statement, followed by the major findings of the studies that support it. For details on each study, readers are urged to consult the original sources.

The Impact of Service-Learning on Personal and Social Development

Service-learning has a positive effect on the personal development of public school youths.

- Middle and high school students who engaged in high-quality service-learning programs showed increases in measures of personal and social responsibility, communication, and sense of educational competence.[19]
- Students who engaged in service-learning ranked responsibility as a more important value and reported a higher sense of responsibility to their school than did comparison groups.[20]
- Students perceive themselves to be more socially competent after engaging in service-learning.[21]
- Students who engaged in service-learning were more likely to treat one another kindly, help one another, and care about doing their best.[22]
- Students who engaged in service-learning were more likely to increase their sense of self-esteem and self-efficacy.[23]
- Male middle-schoolers reported increased self-esteem and fewer behavioral problems after engaging in service-learning.[24]
- No differences were found between service-learning and control group participants on measures of personal or social responsibility.[25]

Students who participate in service-learning are less likely to engage in "risk" behaviors.

- Students in service-learning programs in elementary and middle schools showed reduced levels of alienation and behavioral problems.[26]
- Students who engaged in service-learning were less likely to be referred to the office for disciplinary measures.[27]
- High school and middle school students who were engaged in service-learning were less likely to engage in behaviors that lead to pregnancy or arrest.[28]
- Middle school students who engaged in service-learning and experienced a structured health curriculum were less likely to engage in unprotected sexual activity or violent behavior.[29]
- No differences were found between

participants in service-learning and control groups on such risk behaviors as use of alcohol, illegal drugs, or weapons.[30]

Service-learning has a positive effect on students' interpersonal development and the ability to relate to culturally diverse groups.

• Middle and elementary school students who participated in service-learning were better able to trust and be trusted by others, to be reliable, and to accept responsibility.[31]

• High school students who participated in high-quality service-learning programs were more likely to develop bonds with more adults, to agree that they could learn from and work with the elderly and disabled, and to feel that they trusted others besides parents and teachers to whom they could turn for help.[32]

• Students who engaged in service-learning showed greater empathy and cognitive complexity than did comparison groups.[33]

• Students who engaged in high-quality service-learning programs reported greater acceptance of cultural diversity.[34]

• Students who engaged in service-learning showed increases over time in their awareness of cultural differences and in their attitudes toward helping others.[35]

• Students who participated in service-learning enjoyed helping others with projects, became more dependable, and felt more comfortable communicating with ethnically diverse groups.[36]

The Impact of Service-Learning On Civic Responsibility

Service-learning helps develop students' sense of civic and social responsibility and their citizenship skills.

• Students who engaged in high-quality service-learning showed an increase in their awareness of community needs, believed that they could make a difference, and were committed to service now and later in life.[37]

• High school students who participated in high-quality service-learning developed more sophisticated understandings of sociohistorical contexts, were likely to think about politics and morality in society, and were likely to consider how to effect social change.[38]

• Elementary and middle school students who participated in service-learning developed a greater sense of civic responsibility and ethic of service.[39]

• Students who engaged in service-learning increased their understanding of how government works.[40]

• No differences were found between service-learning participants and others on measures of civic responsibility.[41]

Service-learning provides an avenue for students to become active, positive contributors to society.

• High school students who participated in service-learning and service activities are more likely to be engaged in community organizations and to vote 15 years after their participation than those who did not participate.[42]

• High school students from five states who participated in high-quality service-learning programs increased their political attentiveness, political knowledge, and desire to become more politically active.[43]

• Students who engage in service-learning feel that they can "make a difference."[44]

• Over 80% of participants in high-quality service-learning programs felt that they had made a positive contribution to the community.[45]

The Impact of Service-Learning On Academic Learning

Service-learning helps students acquire academic skills and knowledge.

• Students in more than half of the high-quality service-learning schools studied showed moderate to strong gains on achievement tests in language arts or reading, improved engagement in school, an improved sense of educational accomplishment, and better homework completion.[46]

• Participation in service-learning was associated with higher scores on the state test of basic skills[47] and higher grades.[48]

• Students who participated in service-learning earned higher standardized test scores on Indiana's state assessment in third- and eighth-grade math and English than those who did not participate.[49]

• Elementary school students who participated in service-learning scored higher on state tests that measure reading for information and mathematics than nonparticipating students.[50]

• Eighty-three percent of schools with service-learning programs reported that the grade-point averages of participating students improved 76% of the time.[51]

• Middle and high school students who participated in service-learning tutoring programs increased their grade-point averages and test scores in reading/language arts and in math and were less likely to drop out of school.[52]

• Students who engaged in service-learningcame to class on time more often, completed more classroom tasks, and took the initiative to ask questions more often.[53]

• Elementary and middle school students who participated in service-learning had improved problem-solving skills and increased interest in academics.[54]

Students who participate in service-learning are more engaged in their studies and more motivated to learn.

• Students who participated in high-quality service-learning showed greater gains in measures of school engagement and in mathematics achievement than control groups.[55]

• Students at all levels felt that they learned more in service-learning classes than in other classes.[56]

Service-learning is associated with increased student attendance.

• Schools that sponsor service-learning programs reported that attendance increased each year over a three-year period.[57]

• Students engaged in service-learning had higher attendance rates than their peers in control groups.[58]

The Impact of Service-Learning on Career Exploration and Aspirations

Service-learning helps students to become more knowledgeable and realistic about careers.

• Students who participated in service-learning reported gaining career skills and communication skills, along with increases in knowledge of career possibilities.[59]

• Students who engaged in high-quality service-learning developed positive work attitudes and skills.[60]

• Teachers believe that participation in service-learning increases career awareness.[61]

The Impact of Service-Learning on Schools

Service-learning results in greater mutual respect between teachers and students.

• Teachers and students in schools with high-quality service-learning programs reported an increase in mutual respect.[62]

• Service-learning builds cohesiveness and more positive peer relations (among

students and among teachers), and more positive relations between students and teachers.[63]

Service-learning improves the overall school climate.

• Educators and students in schools with strong service-learning programs reported more positive school climate as a result of a feeling of greater connectedness to the school[64] as well as decreased teacher turnover and increased teacher collegiality.[65]

Engaging in service-learning leads to discussions of teaching and learning and of best ways for students to learn.

• In schools that have more than 20% of teachers engaged in service-learning, the activities promote dialogue about the best ways that students learn and transfer information.[66]

• Educators involved in service-learning engage in ongoing reflection and analysis to determine how to improve educational services to students.[67]

The Impact of Service-Learning On Communities

Service-learning leads to more positive perceptions of schools and youths on the part of community members.

• Community members who participate in service-learning as partners with the schools see youths as valued resources and positive contributors to the community.[68]

Additional Mediators

The research literature also points to a variety of mediating factors that influence both the presence and the strength of the impacts that were documented. For example, a number of studies suggested that the intensity and duration of a project are related to project outcomes.[69] Several pointed out that the more responsibility, autonomy, or choice afforded to students, the stronger the impacts.[70] Others showed that direct, sustained contact with the clients was responsible for more robust outcomes.[71] Still others emphasized the need for particular kinds of reflection or teacher quality.[72]

Mediators and Outcomes of School-Based Service-Learning

Taken as a whole, the body of research studies in the field of service-learning suggests a newer model for service-learning.* When service-learning meets an authentic community need and includes meaningful planning, service, reflection, and celebration, it typically succeeds in engaging students in the learning task. Most studies attribute this outcome to the nature of service-learning as an activity that students perceive to be relevant, interesting, meaningful, and fun.

While service-learning increases student engagement in the learning task, this effect in itself is apparently not sufficient to produce robust student outcomes. Rather, a whole variety of program design characteristics appear to be necessary to shape the impact. These characteristics include a high degree of *student responsibility* for the service, a high degree of *student autonomy* (students empowered to make decisions, solve problems, and so forth), a high degree of *student choice* (both in the selection of service to be performed and in the planning and the evaluation of the activity), a high degree of *direct contact* with the service recipient (who receives service of some duration, not short-term, one-shot service), and high-quality *reflection activities* (reflection that connects the experience with content, skills, and values). In addition, *well-prepared teachers* who serve as *active partners* and *knowledge mediators* (but not as sole decision makers) and the quality indicators included in "Essential Elements" (page 663) are critical factors in determining student outcomes.

The specific content of the service activity also shapes outcomes in that the particular activity tends to dictate which kinds of impact will occur. For example, if the service is in the area of the environment, then the particular academic or civic or career outcomes will occur more often within a related field — for example, higher grades in science, better understanding of ecology, greater caring about the environment, and better understanding of careers in environmental science.

The research seems to indicate that these conditions are sufficient to lead to a variety of personal development outcomes, such as a reduction in negative behaviors, an increase in a sense of self-efficacy and potency (belief that one can make a difference), resilience, social competence, and related constructs. However, these conditions are not sufficient to produce other outcomes. What is needed for each of these is a constellation of additional factors.

• *To achieve stronger academic outcomes*, program designs must include intentional integration with specific subject matter in the curriculum (e.g., building a playground or wheelchair ramp needs to be explicitly connected with geometry), alignment with standards (since this is typically what is measured in test scores, grades, unit tests, and other measures of achievement), and reflection activities that use such higher-order thinking skills as analysis, evaluation, and problem solving as ways to understand the service activity and its relationship to community need. When these additional factors are present, strong academic outcomes — as measured by enhanced learning of subject matter, higher grades, or higher test scores — can result.

• *To achieve stronger civic responsibility outcomes*, it is necessary for the teacher to help students make explicit connections with social or citizenship issues (e.g., connecting an analysis of why certain populations are less likely to vote with a voter registration drive or helping students understand cultural views of aging when they are working with the elderly). When students go through this process, strong civic responsibility outcomes — e.g., increased likelihood of voting or serving as a community volunteer; caring about society, the community, and others; and understanding social, economic, and political forces — can result.

• *To achieve career-related outcomes*, it is necessary for the program design to include intentional connections to workplace skills, career pathways, or job knowledge.

The Need for More and Better Research

By following the directions outlined in the existing research literature, researchers can begin to design multi-site, experimental and quasi-experimental longitudinal studies that can test the effects of various program characteristics, using structural equation modeling and other sophisticated quantitative techniques. More and better qualitative research is also needed to provide deeper understandings and texture to our knowledge of how service-learning produces its outcomes.

Researchers can derive many useful and

*A schematic of the model described here is available at http://www.LearningInDeed.org.

testable propositions, and future research can ultimately help practitioners understand how to improve practice and programs. There is not enough research to date to know which types of students are most affected, which specific program designs are most powerful, what type of reciprocity with service recipients is needed, how connected to the community the service needs to be, what impacts occur on the school as an organization or on the community as an entity, and so on. Collecting more and better-quality data about service-learning will help to establish its credibility as a pedagogy and its legitimacy as a reform strategy.

In the past decade, service-learning has spread widely across the country, and the number of enthusiastic supporters has grown dramatically. Yet, curiously, given the activist nature of most service-learning, few researchers have been drawn to study service-learning and its effects. The field needs to mobilize its supporters to attract more interest and funding to conduct better long-term studies.

With more and better research in the next decade, the passion with which practitioners pursue service-learning and believe in its outcomes can be supported in more conventional and data-based ways. A decade ago, Conrad and Hedin wrote:

> Only time will tell whether the current interest among politicians and educators in strengthening the service ethic of our nation's youth will be sustained or whether new priorities or the same old pressures for higher test scores and improved basic skills will keep youth service on the fringes of the political and educational agenda."[1]

That conclusion still rings true. Only time will tell whether service-learning will be sustained and whether the ethic of service, combined with powerful learning strategies, will become institutionalized as an important philosophy, pedagogy, and value within our schools.

Essential Elements

1. In effective service-learning, there are clear educational goals that require the application of concepts, content, and skills from the academic disciplines and involve students in the construction of their own knowledge.
2. In effective service-learning, students are engaged in tasks that challenge and stretch them cognitively and developmentally.
3. In effective service-learning, assessment is used as a way to enhance student learning as well as to document and evaluate how well students have met content and skill standards.
4. In effective service-learning, students are engaged in service tasks that have clear goals, meet genuine needs in the school or community, and have significant consequences for themselves and others.
5. In effective service-learning, formative and summative evaluation are employed in a systematic evaluation of the service effort and its outcome.
6. In effective service-learning, student voice is maximized in selecting, designing, implementing, and evaluating the service project.
7. In effective service-learning, diversity is valued as demonstrated by its participants, its practice, and its outcomes.
8. In effective service-learning, communication and interaction with the community are promoted and partnerships and collaboration are encouraged.
9. In effective service-learning, Students are prepared for all aspects of their service work. They possess a clear understanding of tasks and roles, as well as the skills and information required by the tasks; awareness of safety precautions; and knowledge about and sensitivity to the people with whom they will be working.
10. In effective service-learning, student reflection takes place before, during, and after service; uses multiple methods that encourage critical thinking; and is a central force in the design and fulfillment of curricular objectives.
11. In effective service-learning, multiple methods are designed to acknowledge, celebrate, and further validate students' service work.

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Service-Learning and Reform in the Philadelphia Public Schools

Philadelphia has made service-learning an integral part of its instructional reforms. Mr. Hornbeck describes an ambitious program that spans all grade levels and is tied to promotion and graduation requirements.

BY DAVID HORNBECK

THE SCHOOL District of Philadelphia is pursuing its fourth consecutive year of test score gains across all subject areas. We are proud of this achievement, but we believe that our students must acquire strong citizenship skills in addition to becoming proficient in reading, math, and science. To this end, the school district has taken bold steps to become the first public school system in the country to engage all students, grades K-12, in meaningful service-learning activities that are directly connected to the district's academic standards and learning goals. We are committed to providing this service-learning program, a high priority of the district's Children Achieving reform agenda, with the needed levels of support to ensure success.

From the inception of Children Achieving and our school-to-career system, we have envisioned service-learning as an engine to drive the development of citizenship and leadership skills and community building. We have also expected service-learning to contribute significantly to instructional reform and student learning.

The Philadelphia Board of Education took steps to expand and institutionalize service-learning in the district when it voted in June 1998 to make citizenship projects (i.e., service-learning) a central component of its new promotion and graduation requirements. By June 2002, all students in the district will be required to produce a citizenship project as a condition for promotion to grades 5 and 9 and for graduation from high school. Thus students will have to participate in real-world, problem-based service-learning activities at least once between kindergarten and grade 4, again between grades 5 and 8, and a third time before graduation.

Service-learning in Philadelphia is quite different from hourly community service or volunteerism. The required citizenship projects must stand up to the district's assessment rubric, which calls for the following components: an essential question, active research and investigation, academic rigor and reflection, a real-world community connection, and applied problem solving in addressing an authentic school or community issue, need, or problem through direct service or advocacy. Today, we have an array of ongoing projects at every grade level in virtually all of our 259 schools — projects addressing such issues as school violence, illiteracy, HIV, school funding inequities, voter apathy, hunger, pollution, aging, and community history.

For example, elementary school students in the Strawberry Mansion neighborhood have conducted research on and written a history of their neighborhood, where they now lead tours for the public. Middle-schoolers in the Mill Creek section of West Philadelphia have studied and mapped a flood plain and have presented land-use recommendations to policy makers. To combat the "digital divide," high school students in North Philadelphia are building websites and refurbishing computers for local community agencies and families.

Teachers report that, when students are given opportunities to investigate and solve pressing community problems, the students become intellectually engaged and personally empowered. Meanwhile, the teachers say that they feel inspired, creative, and passionate when they use constructivist teaching approaches to help their students meet academic standards.

The magnitude of the task of empowering more than 200,000 students through authentic service-learning experiences has forced the School District of Philadelphia to provide professional development for more than 6,000 teachers, to create partnerships with more than 2,500 community-based experts and agencies, and to develop an evaluation and assessment system to gauge both individual student growth and the overall impact of service-learning on academic achievement and youth development. Given the depth and intensity of the service-learning program in Philadelphia, we are optimistic that our students will acquire the knowledge, the skills, and the passion to play active roles in resolving many of the important issues and problems confronting our schools and our neighborhoods. K

DAVID HORNBECK is superintendent of the Philadelphia Public Schools.

Illustration by Karen Stolper

Building a Framework for Service-Learning

The South Carolina Experience

South Carolina's state school chief explains how her state has linked service-learning to teacher education, strategic planning in schools, school-to-work, and educational accountability.

BY INEZ M. TENENBAUM

TOO OFTEN schools have been viewed as institutions with which parents have no relationship except when they drop off their children in the morning and pick them up at the end of the day. Service-learning is a strategy to link schools and communities as students perform community-service work that is integrated into and complements their classroom work. It promotes personal, intellectual, and social growth in students; helps them develop civic responsibility and civic pride; and gives them an opportunity for career exploration. Students learn to apply their skills and knowledge to identify and meet needs in the school or in the greater community.[1]

This article explores South Carolina's success with service-learning and looks at the ways that the state has linked service-learning to teacher education, strategic planning in schools, school-to-work, and educational accountability.

The South Carolina State Department of Education has defined service-learning as *a method of teaching and learning that combines academic work with service to the community.* Because of the emphasis on linking service-learning to the community and the necessity for establishing community-based partners, the department placed service-learning within the Office of Community Education. Since the program's inception 10 years ago, the emphases have been on institutionalizing this approach, capacity building, and education reform.

Legislative Efforts And Education Reform

During the 1990s, the South Carolina General Assembly passed three laws that have provided an infrastructure for institutionalizing service-learning. In 1993 the Early Childhood Development and Academic Assistance Act (Act 135) called for local school districts to submit strategic plans for education reform. A key passage of the legislation mandated that these strategic plans contain

> new approaches to what and how students learn by changing schooling in ways that provide a creative, flexible, and challenging education for all students, especially for those at risk. Performance-based outcomes which support a pedagogy of thinking and active approaches for learning must be supported.[2]

INEZ M. TENENBAUM is the state superintendent of education for South Carolina.

Illustration by Karen Stolper

The state department of education interpreted this passage to include the methodology and practice of service-learning. Staff members from the department focused their technical assistance and outreach efforts on helping to integrate service-learning into both district strategic plans and individual school renewal plans.

Service-learning was codified through the School-to-Work Transition Act of 1994.[3] This act established a structure and direction for a school-to-work system to equip all students with relevant academic knowledge, marketable skills, and appropriate workplace behaviors. The act called for the revision of academic and vocational curricula, the establishment of career exploration and counseling initiatives, and the offering of workplace experiences that include service-learning. Service-learning and school-to-work are a natural fit and have been integrated into the curriculum to help students make the connection between the "real world" and the world of classrooms and textbooks.[4] For example, in one rural school district, a group of high school students used their chemistry and math skills to analyze the community's water quality. As a result of this project, the county erected a water tower in the community, and more than 450 families signed on to receive water service.

With input from more than 600 teachers, South Carolina has developed a set of curriculum frameworks for each content area. The frameworks communicate clear expectations for all students but allow for diverse teaching strategies, including service-learning, in each subject area. The frameworks are broad-based and have comprehensive guidelines for building meaningful and challenging curricula. Above all, the frameworks stress that students should have the opportunities to make connections between what they learn in the classrooms and their everyday lives. The state department of education contracted with five local education agencies to develop a plan called ARISE (Academic Reform Impacted by Service Experiences), which articulates how service-learning acts as a critical underpinning to make these connections possible. These districts also aligned service-learning with the recommendations of the Secretary's Commission on Achieving Necessary Skills (SCANS).[5] When service-learning is integrated across the entire core curriculum, it becomes thoroughly infused into teaching and learning.

The third act that supports service-learning is the Education Accountability Act. Passed in 1998, this act mandates grade-by-grade academic achievement standards and a new statewide assessment system.[6] South Carolina is committed to incorporating service-learning into these academic achievement standards.

Connection to Education Initiatives

South Carolina's Gov. Jim Hodges is a strong proponent of character education in the schools and firmly believes that "every child needs to learn a core set of values."

South Carolina service-learning practitioners are engaged in an exchange.

He notes that service-learning "provides a wonderful opportunity for developing those character traits necessary to become productive workers and family and community members."[7] The state's character education program has been designed to reinforce the modeling and mentoring relationships that are also a part of the service-learning program.

In a unique partnership, South Carolina service-learning practitioners from several districts and Clemson University are participating in an exchange with educators in the United Kingdom. The effort was developed with Community Service Volunteers in Britain. South Carolina hosted a team of visitors from Britain who were able to observe the high quality of our service-learning programs and their very strong academic connection. A team of South Carolina practitioners visited several schools in London, Oxford, and Littlehampton, where they saw many excellent examples of students involved in community service. Our team also met with officials from the United Kingdom Ministry of Education. The teams from both nations examined citizenship, academic standards, the institutionalizing of the programs, and community involvement in schools, and they are exploring ways of strengthening these components.

Service-learning has served as a vehicle for other department initiatives, such as the Young African American Male Action Team, which emphasizes academic achievement; Safe and Drug Free Schools; Healthy Schools; and intergenerational programs. The department's intergenerational service-learning program pairs older adults with youths in an effort to address community problems that affect both groups.

Through a partnership between the state department of education, the South Carolina Association of School Administrators, Communities-in-Schools of South Carolina, and Lions Quest International, South Carolina has developed a model for Schools of Promise that has drawn praise from former U.S. Sen. Harris Wofford, CEO of the Corporation for National Service, as being one of the strongest in the country. Schools of Promise is an America's Promise initiative that challenges the nation to ensure that all children and youths have access to five fundamental resources: a caring adult, tutor, or coach; a healthy start; a safe place with structured activities during nonschool hours; marketable skills through an effective education; and an opportunity to give back through service. This effort has grown rapidly since its inception in 1998. South Carolina has taken a bold step and created a higher category of Schools of Promise called "flagship schools," a designation that requires additional commitments from both the schools and their communities. To qualify as a flagship school, a school must have a diverse community team in place; set specific, measurable goals; show evidence of its commitment to providing at least three fundamental resources; and have a written plan for addressing unmet needs.[8]

There are currently 486 Schools of Promise in South Carolina, including 23 flagship schools, providing at least three resources to 13,000 students. More than 230 schools serving more than 135,000 additional students have applied for flagship status. With the assistance of a grant from the Corporation for National Service, South Carolina has placed AmeriCorps

Promise Fellows throughout the state to assist with this initiative.

How Service-Learning Is Delivered

South Carolina has developed a model for the delivery of technical assistance, a strong network of service-learning advocates, and a cadre of trained service-learning practitioners and teacher educators. South Carolina was one of eight states to receive funds from the W. K. Kellogg Foundation to establish a Peer Consultant Initiative, under which the state trained 20 practitioners and 50 youths in service-learning theory and best practices. Peer consultants have trained project directors for Learn and Serve America in at least six other states. (Learn and Serve America is a federal grant program within the Corporation for National Service that funds service-learning initiatives.) Youth peer consultants have traveled throughout the state to provide training and technical assistance in service-learning best practices. In addition, South Carolina was one of 12 states to receive the National Dropout Prevention Center's Training and Technical Assistance funds to train 16 practitioners to be service-learning ambassadors. Lions Quest International selected South Carolina to pilot its service-learning fellows program. The results of these initiatives have been remarkable. Peer consultants and ambassadors have been matched with the state's teacher education institutions, the school-to-work consortia, and the districts identified as most in need of assistance. In another partnership with Lions Clubs of South Carolina, an additional 500 teachers will receive professional training in service-learning.

To ensure districtwide support for service-learning, the state made a decision several years ago to change the way Learn and Serve grants were awarded and to fund school districts rather than individual schools. Last year, nine school districts were designated as Service-Learning Leader Districts. These districts range from large metropolitan school districts with more than 40,000 students to a small district with only 600 students. In addition to serving as models for the state, these districts provide other neighboring districts with technical assistance on implementation, delivery, and professional development. The White House recognized schools in three of these districts last year as national Service-Learning Leader Schools.

Teacher Preparation

For the second year in a row, South Carolina's efforts to raise teacher quality were ranked second in the nation in the report *Quality Counts 2000*, published by Editorial Projects in Education, the publishers of *Education Week*.[9] This year's report featured a 50-state survey of state policies on attracting, screening, and keeping good teachers. Part of South Carolina's strategy has been focused on providing teachers with the tools necessary to actively engage students in the learning process. South Carolina teachers report that service-learning is an effective strategy that can lead to dramatic improvements in student attitudes, motivation, attendance, and achievement.

For the past several years, South Carolina has emphasized preparing teacher educators to weave service-learning into methods courses for both preservice teachers and practicing teachers. Presentations on service-learning have been made to deans of schools and colleges of education and to teacher educators at the state's 28 teacher education institutions. Sixteen of these institutions have used service-learning ambassadors to help faculty members understand how to use service-learning as a teaching methodology. The state department of education has established a strong partnership with the state's two research institutions, the University of South Carolina and Clemson University. Four of the department's publications have been designed to assist teacher education faculty. As a result of these efforts, over half of the teacher education institutions in the state have integrated service-learning into their preservice programs.

Service-Learning and Quality Assurance

The Alliance for Service-Learning in Education Reform and the National Service-Learning Cooperative have established program standards that are used in South Carolina to guide the development and implementation of high-quality service-learning in classrooms and schools.[10] These standards include assumptions as well as operational guidelines — all of which should be considered in developing a school climate that is hospitable to service-learning and in implementing service-learning programs and activities. Both assumptions and guidelines are grounded in research and have been shown to provide an effective framework upon which to plan programs and by which to measure program quality. To arrive at South Carolina's service-learning standards for teachers, 40 service-learning practitioners and teacher educators from throughout the nation participated in a Delphi (three-round) process to establish the knowledge, skills, and attitudes that service-learning teachers need in order to develop and operate effective programs.[11]

In another partnership with the W. K. Kellogg Foundation, South Carolina was one of five states selected to participate in the national Learning In Deed Initiative. The state received a four-year grant to assess the effectiveness of service-learning and to strengthen related policies at the state, district, and local levels. This grant pairs districts with institutions of higher education to identify best practice in the scope and sequence of service experiences and academics. The districts will also address strategies to lower barriers to the integration of service-learning into policy and to the infusion of service-learning into all curriculum areas. The districts were selected by the South Carolina Service-Learning Policy Council, a statewide group of key policy makers including representatives from the business community, the governor's office, the state board of education, the South Carolina Association of School Administrators, the South Carolina School Boards Association, and local governments. This partnership with the W. K. Kellogg Foundation will also support and strengthen the service-learning and teacher education system already in place in South Carolina.

Reflections

Reflecting on the South Carolina experience, I believe that the following recommendations might assist other states in developing, improving, and institutionalizing service-learning.

- Analyze local and state policies, plans, and programs to determine how service-learning might promote and enhance these efforts.
- Establish a statewide policy council composed of decision makers representing

Connectedness produces positive outcomes.

government, business and industry, education, and human services.

- Align service-learning initiatives with policy makers' visions, goals, and programs.
- Develop a well-defined staff development program that will ensure the implementation of high-quality service-learning programs.
- Link service-learning to state academic standards.
- Link service-learning with teacher education programs and develop prekindergartenthrough teacher education partnerships.
- Create a network of trained advocates, including young people, who can serve as ambassadors and providers of technical assistance.

In his studies of civic engagement and declining social capital, Robert Putnam found that social connectedness produces such outcomes as increased economic development, lower crime, and better schools.[12] Service-learning in South Carolina provides the framework and process for school restructuring to connect classrooms and educational institutions to the community. Service-learning helps students develop the knowledge and skills to become effective, productive, caring young adults, involved in their community and their nation. Equally important, the students' guided involvement in real-life situations reinforces their motivation to learn.[13]

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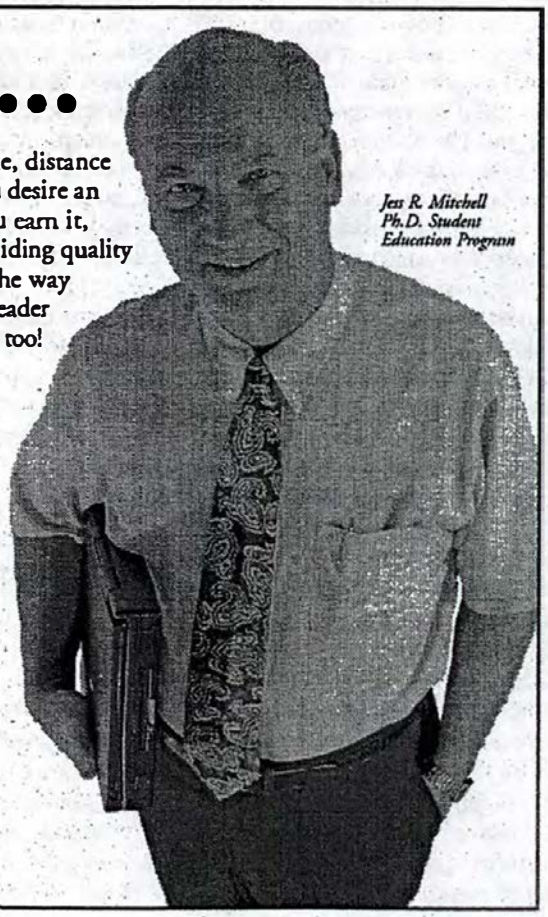
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The Reaffirmation of *The Declaration of Principles*

During the five years since they were first formulated, the six principles of service-learning have been put into practice in numerous initiatives throughout the country. Mr. Riley and Mr. Wofford review the principles and give examples of a wide variety of projects and programs that reflect each one of them.

BY RICHARD W. RILEY AND HARRIS WOFFORD

IN THE summer of 1995, approximately 500 participants from more than 30 states came together to assert their belief in the need for all young people to experience the power of learning through service. The meeting, titled "School Improvement: Strategies for Connecting Schools and Communities," was an important step in linking service-learning and school reform. Co-sponsored by the U.S. Department of Education and the Corporation for National Service, the meeting began the process of mapping the steps needed to bring about school improvement by developing closer ties between schools and the communities they serve.

In reaffirming *The Declaration of Principles* from that 1995 meeting, the Corporation for National Service and the U.S. Department of Education pledge anew our commitment to service as a means of improving our schools, enhancing student achievement, and meeting the challenges of citizenship. We recognize that implementation of these principles requires more than two federal agencies working together. Thus we seek to enlist the support of teachers, administrators, students, and community representatives in promoting these ideas and in committing resources for making the principles an action agenda for the next five years.

The Principles in Practice

Numerous program initiatives have been developed during the past five years that relate to one or another of the principles and that illustrate the links between service-learning and school reform. We will describe a few of them here.

Principle 1. All children can achieve higher levels of academic success while learning to serve if they are provided challenging standards and given the opportunity to reach them.

In Virginia, students at Stafford's Brook Point High School, a National Service-Learning Leader School, are playing a major role in implementing the state's new academic content standards. The students select four service-learning projects every semester, each of which meets at least 10 of the state's academic content standards. Working on those projects with local community agencies and nonprofit organizations through a Learn and Serve America grant, the students use their English, social studies, mathematics, and science skills to address important community problems. For example, Brook Point High School projects have educated students about the dangers of drunk driving, restored a Native American ceremonial ground, and refurbished donated computers for local community agencies.

At another National Service-Learning Leader School, Malcolm Shabbaz — an alternative high school located in Madison, Wisconsin — more than half of the 2,600 students participate in activities that combine academic learning and service. For example, a study of literature describing domestic violence led students to write poems on this topic. They later read the poems at a coffee house in their community to raise funds for a respite center for children caught in situations of family violence. Meanwhile, field trips to communities in Appalachia, the Mississippi Delta, and Native American reservations gave Malcolm Shabbaz students in-depth knowledge of the history and culture of the peoples living there, along with opportunities to repair the homes of senior citizens and to work with Head Start classes in those locales.

Principle 2. By solving real-life problems, students engaged in service-learning are challenged to exercise leadership and responsibility.

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When the nearby Roanoke River suffered a massive fish kill, the faculty and students of Jamesville (North Carolina) High School worked together to develop curriculum-related service-learning strategies aimed at cleaning up the river. Students hauled truckloads of old tires, appliances, and car parts out of the Roanoke River Refuge; produced a video and other materials on the problem of pollution; and started a recycling program aimed at preventing that problem. They also helped the North Carolina Fish and Wildlife Service test water from the Roanoke River and combat the alligator weed that clogs the river and its tributaries. The students have been credited with developing a new way to kill the weed that is environmentally friendly and is now widely used.

An essay contest on pollution of the Chattahoochee River first gave the students at Carver High School in Columbus, Georgia, a reason to research the issue. Their shocking discoveries moved them to develop an action plan to clean up the river. Today, 62% of the 1,500 students attending Carver High School are involved in service-learning through more than 30 courses in 12 disciplines. Their service-learning activities include helping with a vision-screening program for members of the community and working closely with Habitat for Humanity to build new houses or to provide day-care services for children of adult builders.

Principle 3. Teachers engaged in school improvement and service-learning require continuing professional development and training.

In Indiana — through a partnership involving the Center for Youth as Resources, the Indiana Campus Compact, and the state department of education — the Embedding Service-Learning in Teacher Education Project helps colleges and universities train both new and experienced teachers to integrate service-learning into their curricula. For example, physical education students at Manchester College in North Manchester, Indiana, designed a fitness and recreation plan with and for home-schooled youngsters in that community.

The Iowa Service-Learning Partnership, a Learn and Serve America program, incorporates service-learning into teacher education courses at Iowa State University, the University of Iowa, and Northern Iowa University. Along with training current K-12 teachers and administrators, the partnership trains future teachers, who pair up with supervising teachers during the student-teaching experience to implement a service-learning project for their students. The Iowa partnership has also developed productive relationships with the schools in which student teachers have been placed; almost half of the state's local school districts and all 15 Area Education Agencies have joined the partnership.

Principle 4. Improving our schools requires parent and community involvement.

Named for the Seneca (South Carolina) High School mascot, Bobcats on Line is a Learn and Serve America initiative that involves the Internet. Participating students take the lead in bringing the "information highway" to their parents and other members of the community. The school has established a website that serves the entire community. Independent research via the Internet is now an accepted part of the learning process at Seneca High. Students teach their parents and other adults how to use computers and how to access the Internet — practicing patience as parents take their first cybersteps.

The University of Pennsylvania's America Reads Partnership with Drew Elementary School and Wilson Elementary School in Philadelphia is a good example of a university-assisted, student-initiated, school-managed, and school-supported program. The focus is on school-day and extended-day activities designed to promote literacy. The extended-day programs run Mondays through Thursdays from 3 p.m. to 4:30 p.m. and involve more than 80 instructional meetings each school year. The programs are staffed by 50 America Reads work-study students from the university, most of whom are studying teaching or literacy; by service-learning students from West Philadelphia High School; and by a number of elementary school teachers. Activities include tutoring, help with homework, and literacy-based enrichment activities.

Principle 5. Improving our schools requires the participation of the private sector and a full range of resources from every community.

At Crook County High School in Prineville, Oregon, students play a unique role in the community. They receive daily calls for assistance from the local Chamber of Commerce, the Oregon Department of Fish and Wildlife, and area elementary schools. For example, mathematics students have

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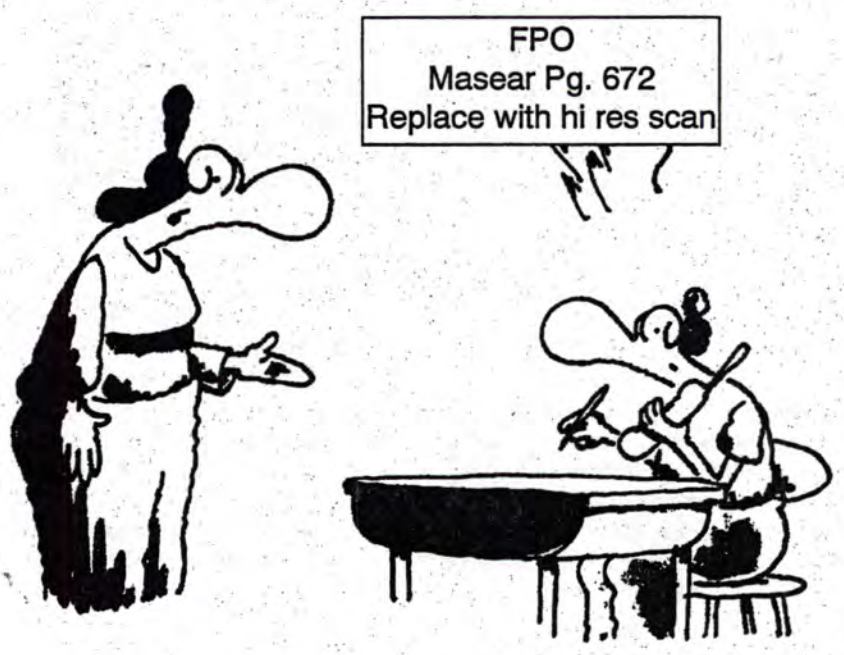
worked with the Department of Fish and Wildlife to assess the damage of what has been termed an "extreme high-water event" that occurred on Mill Creek, a tributary that feeds into the area's reservoir. The students used their problem-solving skills to determine appropriate mathematical approaches to calculating such factors as estimated volume and acreage affected. They then presented their findings to three county agencies.

Mountain Link II, a project of the West Virginia Department of Education, emphasizes intergenerational service-learning that links with the Foster Grandparent Program, the Retired and Senior Volunteer Program (RSVP), and other senior-citizen programs in communities throughout the state. Partnerships have also been developed that link service-learning with the state's school-to-work initiative. Mountain Link II has developed instructional modules in these areas as well as the "Be a Star" module that is intended to help teachers integrate service-learning with programs designed and implemented at the West Virginia Schools for the Deaf and the Blind.

Principle 6. School improvement and service-learning build on the realization that ours is a nation of diverse cultures.

The Rosebud Sioux Tribe in South Dakota has developed a number of service-learning initiatives that operate in five school districts and in three nearby communities. The Peer Mediation/Leadership Skills Program teaches students to help with conflict resolution and simultaneously provides leadership opportunities for young people. In the Reclaim Cultural Perspectives Program, elders teach youths the history of the Lakota Nation and provide training activities that teach them the beliefs and values of the tribe. An Improvisational Youth Group writes and performs plays about such concerns as alcohol and drug abuse. All these programs are developed with the help of community advisory boards.

The Social Involvement Through Education & Service (SITES) Program in North Olmsted (Ohio) High School, one of the National Service-Learning Leader Schools, is comprehensive. One of the components of SITES, Project Appalachia, involves a five-day trip to southeastern Ohio that gives students opportunities to provide services in economically depressed communities in five rural counties. Among the goals of the initiative are two that are central to living in a multicultural nation: 1) to create understanding and empathy between the students and the people of Appalachia in order to dissolve stereotypical attitudes and myths and 2) to communicate to the people of this rural region that others care — while simultaneously instilling in the students a commitment to serve others.



"I don't care what Regis Philbin does, Glen, there are no 'lifelines' on this test!"

An Action Agenda

Implementing the six principles must be the responsibility of everyone. Here are some starting points for bringing schools and communities closer together and for more closely aligning the goals of service-learning and school reform.

- With regard to Principle 1, continue to set high content and performance standards but simultaneously provide the needed resources and ample opportunities for students to reach those standards.
- With regard to Principle 2, provide realistic and effective opportunities for the voices of young people to be heard in decision-making activities at all stages of planning, implementing, and evaluating service-learning initiatives. Leadership skills and civic responsibilities cannot be learned simply by reading about them.
- With regard to Principle 3, provide a variety of preservice and inservice professional development opportunities for teachers, administrators, and other district and school personnel to make certain that they possess the requisite knowledge and skills to implement service-learning initiatives effectively. Provide sufficient time for the development of skills. Neither service-learning nor professional development should ever be considered an "add-on."
- With regard to Principle 4, give all the parties engaged in service-learning an opportunity to bring their substantial and often unique resources "to the table." Parents and representatives of the community must be involved in all aspects of the process: planning, implementing, and evaluating.
- With regard to Principle 5, allow all organizations and agencies, public and private, to contribute their knowledge and their human, technical, and financial resources. Create strong partnerships, networks, and collaborations that will be sustained over the long haul.
- With regard to Principle 6, remember that, when we say that "we are one people," we are speaking of *all* students, their parents and families, and their neighbors — regardless of race, ethnicity, gender, age, religion, or disability. "All" is the great promise of America. The six principles of the *Declaration* are for all the children and young people of America. K

Service-Learning and Multicultural/Multiethnic Perspectives

From Diversity to Equity

The "missionary ideology" that currently underlies much of the service-learning movement is mostly the result of a series of decisions intended to "do good things" for others, and so the movement does not directly acknowledge what those others, particularly communities of color, might have to offer, the authors say. It's time to change that.

BY WOKIE WEAH, VERNA CORNELIA SIMMONS, AND McCLELLAN HALL

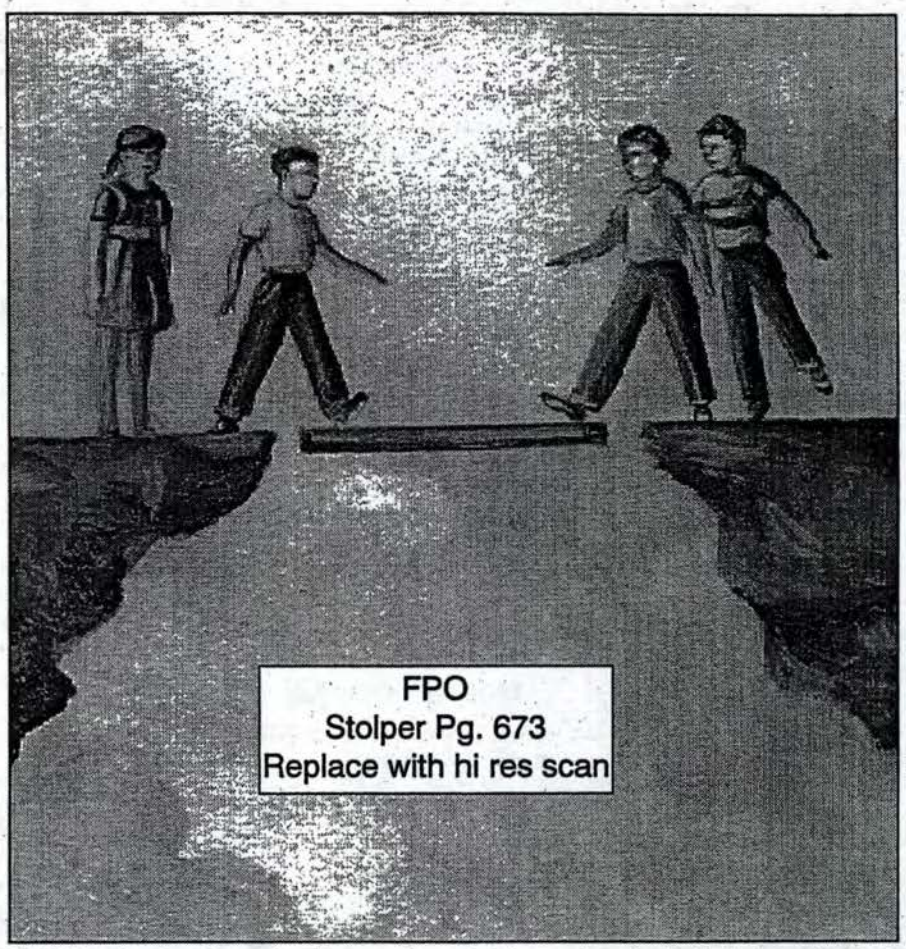


Illustration by Karen Stolper

THE ETHIC of service is deeply rooted in American society. But what exactly is that society? And whom do we see as productive, contributing citizens? In our efforts to answer these questions, what are we to make of the contributions of communities of color? Has the field of service-learning evolved into a white-dominated movement, driven by a missionary zeal? In this article, we explore the complex phenomenon of service-learning from a multicultural, multiethnic perspective. We have framed our exploration in the form of questions that we hope readers will reflect on. We believe that, if this nation is serious about diversifying the leadership and control of service-learning, then all of us must seriously consider who is doing what, to whom, and for what reason.

Alexis de Tocqueville noted more than 150 years ago that the America he chronicled was sharply divided along the lines of race. And the experiences of successive groups of immigrants have demonstrated clearly that dividing lines have been set down with regard to ethnicity as well. Consider, as just one egregious example, the Chinese Exclusion Act of 1882, which prohibited the entry of immigrants on the basis of nationality. Nor have the issues that divide us been resolved to this day. In 1993, when President Clinton called for a "color blind" nation as a strategy to build positive race relations, his approach was widely criticized and consequently dropped from

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his conversations about race in America.

Because these issues are still current in our society, we feel we must ask the question, Service for what and to whom? Carol Maybach found that students who are taught the value of providing service to the community are often made to focus on the *cause* of an intervention; the *effects* are rarely studied. Indeed, worthy service projects are often described solely as the pursuit of a good cause. We have ignored the effects of service and the voices of the recipients of service for so long that we generally don't even notice that we are doing so. How, then, do we know that the service provided is both needed and judged to be effective? Our critique is not about placing blame, however. Maybach goes on to argue, "It is crucial to understand that the majority of servers most likely do not intend to oppress in the process of service; they do not intentionally set out to exploit others for the purpose of their own growth."[1]

Multicultural/Multiethnic Perspectives on Service

Service projects that transcend the racial and ethnic divisions in America do exist. Indeed, the notion of service has been a core value in most American communities, particularly in communities of color. For example, the National Indian Youth Leadership Project (NIYLP) has demonstrated that service-learning is grounded in the methods of learning and education of indigenous peoples. This project focuses on key values common to Native Americans, such as family, service to others, spiritual awareness, challenge, meaningful roles, recognition, responsibility, natural consequences, respect, and dialogue. "Service to others," McClellan Hall wrote in 1991, "has been highly valued in Native American cultures from the earliest times. Cultivating the spirit of service and generosity provides young people with an opportunity to transcend self-centeredness, to develop genuine concern for others, and to put into action positive attitudes and skills."[2]

Indeed, service to others is a natural extension of the traditional sense of communal responsibility among Native Americans. Recent program models operated by the NIYLP have reflected deepening levels of understanding and connection with native traditions. For example, the Turtle Island Project is a national demonstration project that puts its energy into implementing, documenting, and evaluating Native American experiential education and service-learning projects in K-12 settings. The project has also offered training to native teachers and to teachers of native students who wish to implement similar approaches. Such experiential education and service-learning efforts, while reconnecting native youths to their cultural heritage and communities, have proved to be among the most effective ways of achieving academic excellence and raising student self-esteem.

We have ignored recipients' voices and the effects of service.

Meanwhile, David Ray, director of the United Negro College Fund, directed a two-year project designed to promote productive community-service partnerships between 10 historically black colleges and their surrounding communities. According to the authors of the project report, strengthening the service-learning movement requires that all voices be heard — in this case including those of historically black colleges, which have a long tradition of advancing community service. They concluded that historically black colleges represent a national treasure and have made significant contributions to the national service movement in America.[3]

For the past decade, the W. K. Kellogg Foundation has focused on strengthening and expanding the field of service-learning. One project was designed to study and document service-learning and community service as effective strategies for empowering young people to address issues of race and cultural diversity in positive ways. The project concluded that service-learning is a viable strategy for addressing issues of race and cultures for a number of reasons. First, service-learning is more experiential and engaging, motivating students to go beyond personal perspectives to learn about the perspectives of others.

Second, service-learning provides structured opportunities for students to reflect on and discuss their concerns, questions, and confusions regarding the challenges that relate to race, culture, and other differences. Such reflection and dialogue are keys to actually changing long-term attitudes and behavior.

Third, service-learning gives students opportunities to practice respect for diversity as they confront tensions and conflicts that arise among people of different cultures and as they strive to find commonalities. And fourth, unlike other approaches to addressing racial and ethnic issues, service-learning provides opportunities for all people in a community to participate in the solutions.

Examples of Service-Learning And Diversity/Equity

To return to Maybach's point about attending to the voices of those who are served, we must ask ourselves, When we hear *service-learning*, *diversity*, and *equity* in the same sentence, do we automatically think of valuing differences? After all, as Maybach argues, "If in the process of service-learning we are not hearing the individual service recipients' voices and are not addressing their long-term needs, whose voice and needs are of utmost concern?"[4] To limit our thinking about service-learning to constructing "helping" models is to diminish the reciprocal power of service-learning for all parties involved.

One example of making this critical connection between the servers and the served occurred on the Camden campus of Rutgers University, where Latina students took on a project to facilitate the upward mobility and economic development of Latina women in the city of Camden. In particular, the students organized other Latina college students to advocate for legislation that would address the needs of poor Latina female heads of households. Eventually, they drafted a bill called the Hispanic Women's Demonstration Resource Center Act.

The success of the students' efforts to publicize the plight of Latina women was evident when major newspapers began to cover the issue in detail. The group met weekly to monitor the progress of its lobbying efforts and to address other issues.

In addition, the group wrote to the governor and kept him informed of the progress of the bill. The group also organized women's support groups all over the state, and these groups were prepared to visit the governor and to speak on behalf of the bill. The bill was eventually signed into law.

Another program that went beyond the simple notion that the "servers" arrive, render their service, and then go home was a course offered to preservice teachers at Michigan State University. Titled "Human Diversity, Power, and Opportunity in Social Institutions," the course was designed to allow white, middle-class students to apply their leadership skills through placements in urban service-learning sites. The service-learning sites included elementary and middle schools, community-service agencies, and the homes of newly arrived refugees. In these settings, the university students were brought into direct contact with members of diverse ethnic, socioeconomic, and linguistic communities.

The actual service activity in the course was balanced by heavy doses of critical reflection on the issues of diversity, student empowerment, and reciprocal learning, in which the students were required to write a narrative case study on a child or adult whose background differed substantially from their own. This work challenged the students to face their own perceptions, biases, stereotypes, and fears about issues of diversity and social inequalities.

Donald Hones, the course instructor, found that as the students became immersed in serving others, they were compelled to raise critical questions about social inequalities in schools and society. By connecting service-learning to preparing teachers to teach in diverse settings where social inequalities were present, Hones sought to challenge the students to reflect on their own roles in the classroom, in the community, and in the society and to develop their capacities to become change agents.

The program examples we've cited here are supported by research on how undergraduates are affected by service participation.[5] Research shows that the most common reasons students give for engaging in service are to help others feel personal satisfaction, to improve community, and to improve society as a whole. Clearly, students want to be actively engaged in helping in the community, but we must teach them to understand the reciprocity in service-learning, whereby they become both the server and the recipient of service. In other words, both the students and the community members become learners and teachers in the service-learning process.

The key to reaching this goal is ownership. Service must never be done *for* others but *with* them. Before she became Principal Chief of the Cherokee Nation of Oklahoma, Wilma Mankiller attracted national attention through her work with self-help community-service projects in isolated Cherokee communities. The most dramatic of these involved the tiny community of Bell, where local Cherokee designed and carried out a project that became a catalyst for bringing their community together. The project could have been done *for* the people (the approach usually taken by government agencies) rather than *by* the people. But that wasn't what Mankiller had in mind.

As is customary among the Cherokee people, a process of consensus building in the form of a painstakingly thorough grassroots needs assessment was undertaken to find out exactly what the people of Bell felt were priorities.[6] What the people agreed that they needed was running water in their homes — and, when that consensus became clear, the families put in the hours required to develop a water system, despite repeatedly hearing that the project wouldn't work. Indeed, much more was created in Bell than just a water system.

Service-learning has existed in communities throughout this country for centuries and has provided us with numerous opportunities to learn from and about one another. Every contribution has been valuable. Now we must invent new models and create new ways of thinking about service that will demonstrate democracy at its core. This means working together to find ways for everyone to be responsible, productive, and empowered.

We began this article by asking questions, and we readily acknowledge that there are no quick and easy answers. The "missionary ideology" that currently underlies much of the service-learning movement is mostly the result of a series of decisions intended to "do good things" for others, and so the movement does not directly acknowledge what those others, particularly communities of color, might have to offer. Perhaps the service-learning movement should renew its dedication to discovering the essence of service. We take heart in the fact that practitioners in the field are now saying, "Let's move the discussion beyond diversity: let's talk equity." They are beginning to seek the origins of service that are rooted in the values and traditions of all cultures. And we ought to set about finding ways to translate and transfer best practices from those cultures in an effort to strengthen the whole.

Are we doing enough to promote a multicultural/multiethnic perspective? Are we asking the right questions? We ask readers to consider this article a work in progress, one that will evolve in response to the insights and thoughts of many people, including those in the communities that are the recipients of service. The Kellogg Foundation's soon-to-be-launched Service-Learning Diversity Project will provide a vehicle for structured reflection and continued discussions on this topic.[7] The project's first "leadership forum" was held in Rhode Island in March of this year, in conjunction with the National Service-Learning Conference. The leadership forum will create a safe space for the various service-learning organizations working on the diversity/equity agenda to come together for honest dialogue, resource sharing, and capacity building. We hope the Service-Learning Diversity/Equity Project will be a bold new direction for the field and will help establish a network of organizations committed to a philosophy of inclusion and equitable practice.

1. Carol W. Maybach, "Investigating Urban Community Needs: Service-Learning from a Social Justice Perspective," *Education and Urban Society*, vol. 28, 1996, p. 230.

2. McClellan Hall, "Gadugi: A Model of Service-Learning for Native American Communities," *Phi Delta Kappan*, June 1991, p. 756.

3. George E. Ayers and David B. Ray, eds., *Service-Learning: Listening to Different Voices* (Fairfax, Va.: Ford Foundation/United Negro College Fund Community Service Partnership Project and the College Fund/UNCF, 1995).

4. Maybach, p. 229.

5. Alexander W. Astin and Linda J. Sax, "How Undergraduates Are Affected by Service Participation," *Journal of College Student Development*, May-June 1998, pp. 251-63.

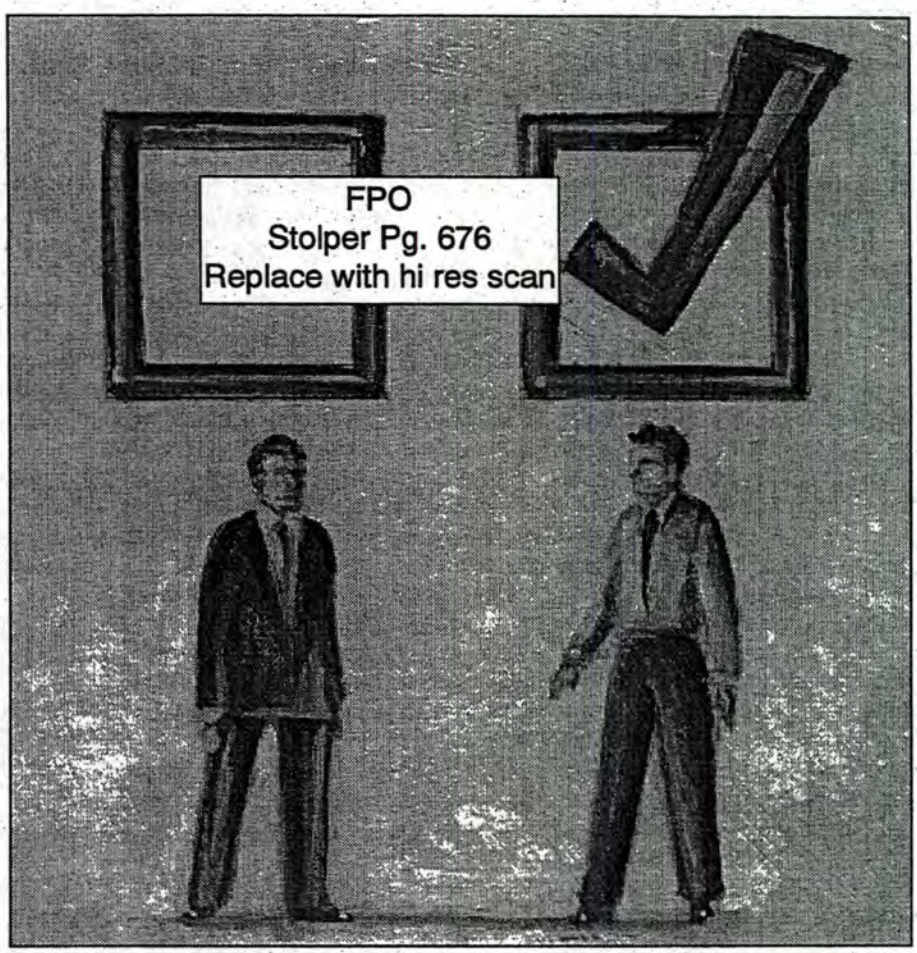
6. Hall, p. 755.

7. The Service-Learning Diversity Project is managed by the National Youth Leadership Council in collaboration with Learning In Deed. For more information, please contact NYLC, 1910 W. County Rd. B, St. Paul, MN 55113; ph. 651/631-3672; e-mail wweah@nylc.org. K

Free to Choose Service-Learning

Service-learning, by its activist nature, can easily become politicized. Thus, in the view of Mr. Garber and Mr. Heet, it should exist only in schools that are freely chosen by the families of students who attend them.

BY MICHAEL P. GARBER AND JUSTIN A. HEET



ONLY DISCIPLES of Ayn Rand could oppose the idea of service-learning. In the best situations, when service is part of a school's program, students are challenged to define themselves through a larger sense of their community and of their responsibility to it. They have the opportunity to apply their skills to problems that require judgment and leadership. Service-learning, if properly understood, can help re-create the functional communities that renowned University of Chicago sociologist James Coleman wrote about as being vital to increasing the amount of "social capital" generated by schools.

The problem is that service-learning, by its activist nature, can easily become politicized. Thus it should exist only in schools that are freely chosen by the families of students who attend them.

As beneficial as service-learning may be, it puts our public schools as they are now configured in an untenable position. The opponents of service-learning have often argued that "mandatory volunteerism" is an oxymoron. They're right. But that does not cover the full extent of the problem. In situations in which families are not free to choose the schools their children attend, the introduction of service-learning invariably leads to needless politicization of schools, in many cases weakens schools' ability to serve their primary mission of academic instruction, and attenuates the idea of service-learning itself.

Considerable political conflict already exists within the country's public schools. At school board meetings across the country, bitter arguments continue over the inclusion of various books in the curriculum, over whether or not evolution should be taught as a science, and even over whether Christopher Columbus was a hero or a villain. When implemented in schools that children are compelled to attend, service-learning adds considerable fuel to these fires.

Critics of the current state of service-learning rightly point out that most of its advocates lean strongly to the left side of the political spectrum. Moreover, most of the programs engaged in by students in the

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Illustration by Karen Stolper

U.S. reflect a social-activist bent. We believe that it is the responsibility of schools (particularly those funded by taxpayers and run by government entities) to engage students in honest inquiry and an honest effort to understand the many perspectives on a given issue. It is not the role of the schools to engage in advocacy.

This criticism is equally valid from a "progressive" vantage point. What if students in the public schools in Greenville, South Carolina, teamed with Bob Jones University students to hold a protest outside an abortion clinic? Or what if students in Colorado participated in a signature-gathering campaign to put a referendum on the ballot banning special legal protection for homosexuals? What if students chose to volunteer their time at a drug-rehabilitation program run by a church, which required those receiving services to be members of the church and to accept religious instruction in order to get help?

A service-learning program in Maine highlights the slippery slope on which schools can find themselves. Seven freshmen at Sumner Memorial High School in Sullivan, Maine, recently lobbied the state legislature to prevent certain types of fishing in Taunton Bay.[1] The activities all took place with the oversight of the civics and service-learning instructor.

Many people may believe that Taunton Bay requires greater environmental protection. However, if increased regulation requires lobbying, it is clear that not everyone agrees with the idea. Perhaps the parents of students at the school make their living from the kind of fishing their children — or their children's classmates — seek to have banned. The issue is not who is right or wrong about fishing in Taunton Bay. The issue is that, like the communities of which they are a part, schools serve diverse constituencies. Some citizens will inevitably object when their tax dollars are used to advance causes with which they disagree.

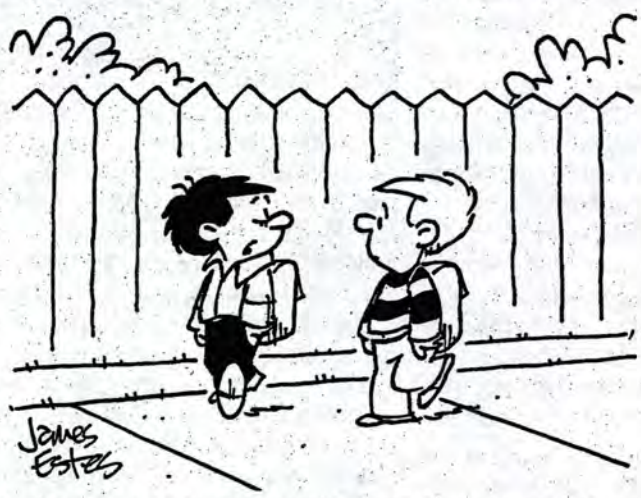
It seems to us that schools with mandatory attendance areas (and no choice offered to parents) have two ways of dealing with the prospect of politicization, neither of which is desirable. First, in the tradition of Dewey, schools can welcome the fight. Many proponents feel that schools should support the social engineering that service-learning can engender. Joel Westheimer and Joseph Kahne go so far as to criticize many service-learning programs for not being political *enough*. They claim that, in emphasizing personal responsibility or private charity, schools do not do enough to redefine students' conception of citizenship in terms of government action. They lament that few programs "ask students to assess corporate responsibility or the ways government policies improve or harm society. Few programs ask students to examine the history of social movements as levers for change."[2]

The second response schools might adopt is to attempt to avoid controversy by making service-learning as voluntary as possible. Many schools have already chosen this route. (Indeed, students in Bethlehem, Pennsylvania, and Chapel Hill, North Carolina, have sued their schools over "forced volunteerism.") Rather than ask all students in a class to work on the same project, schools can give students the right to design their own individual or small-group projects, thereby insulating their programs from some of the sting of forced volunteerism. At Harbor City Learning Center in Baltimore, Maryland — a school for at-risk youths that has received widespread attention for its service-learning program — the school's coordinator oversees students who are in "individual service placements."[3]

The problem with this individual-centered approach is that it diminishes the potential value of service-learning for students. Most service-learning advocates maintain that its promise is not simply the direct community benefit of the students' activities — e.g., cleaner streets, fewer children without toys on Christmas — but the indirect benefit of greater student awareness and sense of civic responsibility. Even the most optimistic proponents of service-learning acknowledge that these indirect benefits do not happen organically. They come about as a result of reflection, study, and guidance. The lasting lessons grow from working with one's peers to arrive at group solutions rather than from driving toward purely individual solutions. In other words, good service-learning requires what good learning always requires: interaction with other students and the mentoring of an innovative teacher who can help students bridge the gap between good intentions and good results.

Properly understood, service-learning holds tremendous potential for expanding and enriching a child's education. However, problems inevitably result when such programs are implemented in schools that are not freely chosen by the parents of students who attend them. When introduced in these schools, service-learning programs have enormous potential for polarizing, rather than fortifying, the greater school community. The answer is not to dispense with the educationally sound and commonsensical idea of service-learning. The answer is to allow parents to choose schools that are consistent with their priorities and beliefs.

1. Shawn O'Leary, "Students Lobby for Bill to Protect Bay," *Bangor Daily News*, 4 February 2000.
2. Joel Westheimer and Joseph Kahne, "Service-Learning Required: But What Exactly Do Students Learn?," *Education Week*, 26 January 2000, p. 32.
3. Suzanne Goldsmith, "The Community Is Their Textbook: Maryland's Experiment with Mandatory Service for Schools," *The American Prospect*, Summer 1995, p. 54.

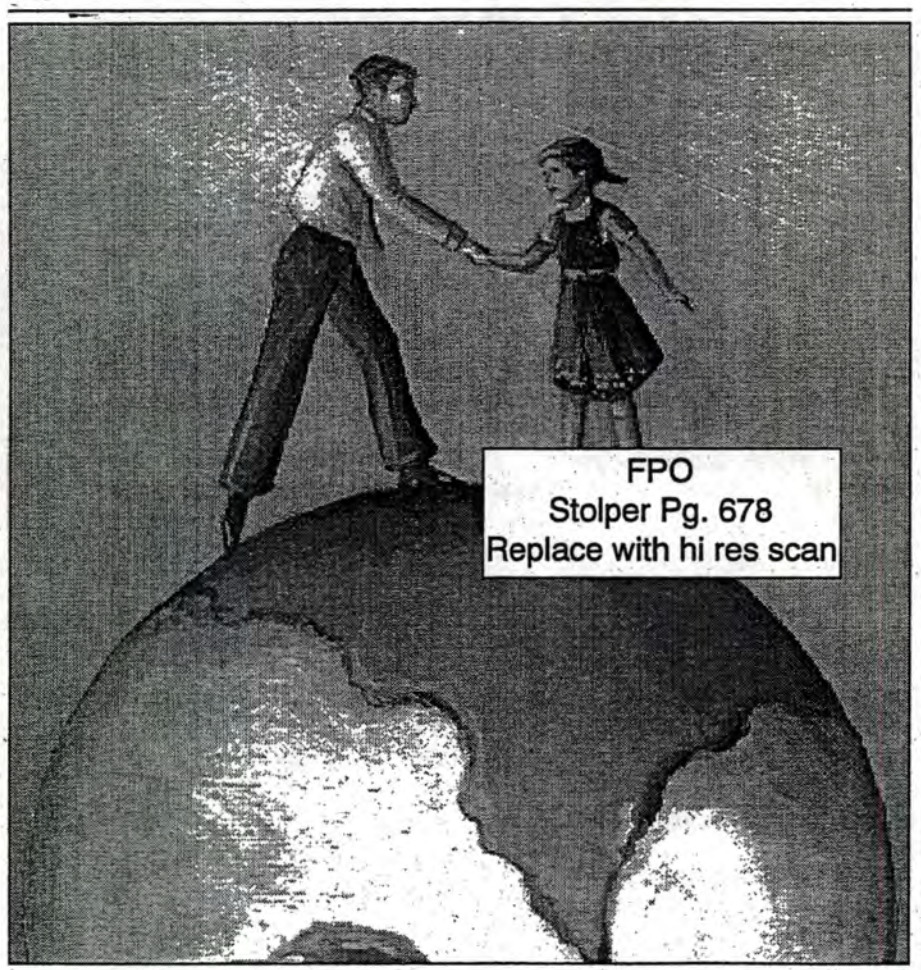


"My allowance isn't all that much, but I do get free health care."

Service-Learning Leadership Development for Youths

Service-learning without intentional leadership development is trivial and shallow, these youthful authors point out. And such leadership development requires adults and young people to work collaboratively in the design of service-learning. When that happens, the outcome will be both profound learning and successful projects.

BY JOY DES MARAIS, YOUA YANG, AND FARID FARZANEHKIA



NEEDED IMMEDIATELY: Young people and adults ready to work together toward community improvement, social change, and learning. Ideal candidates must be willing to take risks, learn, and share power and accountability for success and failure. Benefits include challenge, leadership development, a new perspective on intergenerational affairs, and relationships with people of different ages and backgrounds.

IF YOU READ a job description such as this in your local paper or on the Internet, would you apply? Would you describe service-learning leadership this way?

The service-learning field is growing larger and reaching more educators and young people every day. Much has been written about the benefits that can accrue to young people who participate in service-learning. But what has rarely been considered is the potential for *all* young people to develop character, citizenship, and knowledge through *leading* service-learning — not just participating in it.

We have been inundated with research on leadership. Names like Howard Gardner, James Kouzes, Barry Posner, Robert Greenleaf, and Kenneth Blanchard have become synonymous with theories on leadership attributes, leadership practices, servant-leadership, and situational leadership. For the most part, the field of leadership development has concentrated on adults in-

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Illustration by Karen Stolper

volved with organizational management and has relied on methods such as simulations and case studies. But young, emerging leaders do not have the same leadership development needs as adults. For young people, the best approach is to develop leadership in *real situations*.

We have found that service-learning is the most powerful approach in youth leadership development. However, if it is such a powerful method of developing leadership, why isn't it better known and more widely practiced? Because it's challenging. It's threatening to the status quo. It allows for mistakes. It means sharing power and responsibility between youths and adults. It means blurring the line between teaching and learning. With that distinction gone, the ageist hierarchy collapses, and many people assume that chaos will follow.

But that is fear of the unknown speaking. Our experiences as emerging service-learning leaders contradict such pessimism. Through service-learning, young people become engaged leaders taking responsibility for solving complex problems and meeting the tangible needs of a defined community. Case studies, simulations, and other typical leadership development methods become tools of the past. Public policy, stakeholder analyses, interpersonal communication, technology, and project management are tools of the present and future — tools that make learning about community, self, and leadership authentic and meaningful.

Generation X and Generation Y

The authors' generations, otherwise known as Generations X and Y, have suffered from a great deal of criticism. Unlike the baby boomers who came of age in the 1960s and 1970s, today's young people have not been part of a widespread movement that is working toward a major social change. Previous generation-based movements focused on the Vietnam War and on equal rights for women and people of color. Today, with the vast number of issues that surround us, we have not devoted the same degree of attention and effort to any single issue. For that reason, today's young people have been misunderstood and criticized for not being leaders, for not being involved, for simply being lazy.

As a result of the previous generations' hard work for racial, ethnic, and cultural acceptance, today's young Americans live in highly diverse communities. Living with such diversity brings challenges and responsibilities. Simply living in a community with others who are different does not mean that one respects, understands, or benefits from those differences. Here lies the greatest challenge of any generation. This challenge is unique and requires leadership, involvement, and effort.

But today's young people have stepped up to meet the challenge. A 1998 national survey conducted for Public Allies (an organization dedicated to developing community leadership in young people) by Peter D. Hart Research Associates and funded by the Surdna Foundation of New York City found that 68% of the young people surveyed had been involved in their community in the past three years. Furthermore, 54% said that they participate in service activities at least once a month.[1]

Our perspectives on leadership, community, and social change are also distinct from those of our predecessors. When asked to describe their preferred model for leadership, respondents to the survey overwhelmingly supported leadership that is "bottom up" — that comes from "ordinary people in the community, regardless of their position or level of authority."[2] Contrary to popular belief and media portrayals, we young people are striving to eliminate the barriers that keep us from loving, respecting, and helping one another.

While Generations X and Y do not promote a specific goal within the area of social change, today's young people do share a concern for building, maintaining, and serving community. We are motivated to serve, learn, and lead by issues that affect an aspect of our own lives. This motivation leads us to be involved in our communities as individuals rather than to take part in collective action.

Acting Like a Leader Versus Being a Leader

Young people face several challenges in their development, growth, and establishment as capable and important leaders. One of the most difficult is the mismatch between what they are told is expected of them as leaders and the manner in which they are prepared to assume such leadership.

In the late 1970s James MacGregor Burns contrasted traditional leadership, which he labeled as "transactional," with a more "complex" and "potent" type of leadership he called "transformational."[3] These two concepts of leadership lie at the core of the problem we are describing.

When adults list the types of skills, traits, and characteristics they want to see developed in young leaders, they are visualizing transformational leaders — leaders who communicate a vision and inspire action; leaders who may stand alone when faced with controversy. Names such as Dr. Martin Luther King, Jr.; Gandhi; and Gloria Steinem come to mind. Individuals such as these are uncommon leaders with uncommon experiences. And none of them are young people.

Consciously or not, adults assume that leadership is something one earns or grows into. Thus young people cannot possibly be leaders in the present. They may be ready to rehearse leadership, but not to perform it. Moreover, adults are not willing to relinquish their own positions of power and decision making. These attitudes lead adults to limit young people's leadership development to transactional activities and responsibilities. In typical service-learning experiences, for example, young people are given a project and told the tasks that need to be accomplished. Calling businesses to ask for donations of funds or supplies, scheduling speakers for reflection activities, and distributing fliers about a service-learning project are examples of transactional activities. All these steps must be taken to ensure a successful service-learning experience. But most often, students are assigned to do particular tasks rather than being allowed to *determine* each and every step of a service-learning experience, from community assessment, to evaluation, to celebration.

Simply assigning students tasks in teacher-designed service-learning projects denies them the opportunity for decision making and action planning. It limits their understanding of the interconnectedness of tasks and gives them no sense of the complexity of project management and leadership. Thus emerging leaders have the frustrating experience of being told to aspire to transformational leadership but being deprived of the opportunities necessary to develop it.

Elements of Effective Leadership Development

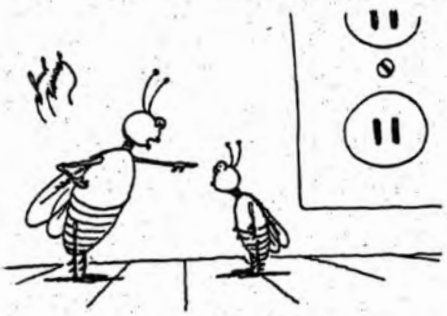
Our experiences have taught us that several elements are critical to the development

of effective young leaders of service-learning: youth/adult partnerships; granting young people decision-making power and responsibility for consequences; a broad context for learning and service; and recognition of young people's experience, knowledge, and skills.

Youth/adult partnerships. Relationships between young people and adults are usually cast in terms of a traditional mentor/mentee dichotomy. In a mentoring relationship, the adult is seen as the individual with the power — with the experiences, resources, and skills to give to a young person. Mentoring implies a leader and a follower.[4] Partnerships are different from mentoring. Partnerships often evolve from mentoring but offer a mutually beneficial relationship for young people and adults. The success of the relationship is dependent on both parties. Each person is valued because he or she contributes unique experiences, resources, skills, and perspectives, regardless of age. Most important, both parties have the potential to learn from each other. Partnerships in which young people and adults share learning and leadership allow them to become co-creators of community.[5]

Relationships between young people and adults are often manipulative — one party tries to obtain a perceived benefit by causing the other to act against his or her will and possibly even self-interest.[6] Positive and healthy leadership and youth/adult partnerships are not manipulative. They are the result of the development of potential and the achievement of goals. There is no question that morale soars in an environment of good leadership and healthy collaboration.

In effective service-learning classrooms, the teacher moves from being the gatekeeper of knowledge and resources to acting as an ally and a partner in learning and social action. Good adult partners listen, offer ideas, give students responsibility for positive and negative consequences, and respect the students as people with resources to contribute. Even more important in such partnerships is the sharing of power between the teacher and the students.



"If your friends told you to fly into a windshield, would you do that, too?"

Decision-making power and responsibility for consequences. Adults in the kinds of partnerships we are describing often face the question "Do I let a problem work itself out — even if it may mean failure — or do I jump in and rescue a service-learning project?" The answer depends on whether the goal is profound learning or a fruitful service-learning project. It is possible to achieve both outcomes, but it is difficult.

Adults must recognize that being a young service-learning leader means taking responsibility for the process and the outcomes. But being able to "let go and let be" seems to be the greatest challenge for adults in service-learning. It takes strength and courage to hold young people accountable and to know when to intervene. In situations where students' safety is in question, adults must step in with caution. But errors and blunders are inevitable and come with the territory of freedom and responsibility. Mistakes and failures provide the greatest learning. Young people aren't challenged to improve when they are constantly rescued or corrected.

Context of learning and service. In service-learning, the entire world is transformed into a "classroom under construction." Learning is no longer seen as a scheduled activity from 8 a.m. to 3 p.m. in which the teacher lectures and the students take notes. The community is no longer seen as just the place where people live. Young people begin to make real connections between needs and resources, learning and service, people and leadership. With a background in service-learning, students have the opportunity to expand and explore their knowledge with others in the community.

The concept of community is ever-changing as learning and action take place. The connections between the self and spheres of influence begin to take shape for each person. And to the learning is added the feeling of being a part of something greater than oneself — the feeling of knowing that one has made a difference; the feeling that one's contribution is important, even critical, to the success of a service-learning project. As a result, students are more engaged in their learning.

Recognition of experience, knowledge, and skills. When a young person turns 18, it is assumed that he or she has acquired enough experience, knowledge, and skills to vote. In this instance, young people have an adult citizen's responsibility thrust on them with little or no experience in how to handle it. Leadership in service-learning activities can help to bridge this gap.

But the general attitude toward young people is clear: the shorter the time one has lived, the less respect he or she is entitled to. This attitude must change.

The reality is that we all know and can do different things. The development of service-learning leaders builds on what young people already know and can do well while challenging them to enhance their skills or even to try something different. Though it is true that young people may not have years of experience in recognizing and diagnosing a problem with acceptable and proven methods, a fresh perspective can sometimes lead to new and efficient ways of solving community problems.

Conclusion

The most powerful aspect of service-learning is the opportunity it provides to all young people to be leaders now, today, in their own lives and in their communities. Our experiences as young leaders in service-learning have had a profound impact on our learning, our decisions, and our perspectives on our communities. Service-learning without intentional leadership development is trivial and shallow. And such leadership development requires adults and young people to work collaboratively in the design of service-learning. Then the outcome will be both profound learning and successful projects.

1. *New Leadership for a New Century: Key Findings from a Study on Youth, Leadership, and Community Service* (Washington, D.C.: Peter D. Hart Research Associates, 1998), pp. 1, 8.
2. Ibid., p. 7.
3. James MacGregor Burns, *Leadership* (New York: Harper & Row, 1978).
4. Loring Leifer and Michael McLarney, *Younger Voices, Stronger Choices: Promise Project's Guide to Forming Youth/Adult Partnerships* (Kansas City, Mo.: Quality Books, 1997).
5. Barbara Marx Hubbard, *Conscious Evolution: Awakening the Power of Our Social Potential* (Novato, Calif.: New World Library, 1998).
6. Danny Cox, *Leadership When the Heat's On* (New York: McGraw-Hill, 1992), p. 12. K

Combining Service and Learning in Higher Education

SUMMARY REPORT

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RAND
EDUCATION

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Preface

This summary is based on a research report entitled *Combining Service and Learning in Higher Education: Evaluation of the Learn and Serve America, Higher Education Program* (RAND, MR-998-EDU, 1999) by Maryann J. Gray, Elizabeth H. Ondaatje, Ronald Fricker, Sandra Geschwind, Charles A. Goldman, Tessa Kaganoff, Abby Robyn, Melora Sundt, Lori Vogelgesang, and Stephen P. Klein. The research was sponsored by the Corporation for National and Community Service (CNS), a public corporation that operates AmeriCorps, the National Senior Service Corps, and Learn and Serve America.

The purpose of Learn and Serve America is to incorporate community service into academic learning in both K–12 and higher education. The National and Community Service Trust Act requires CNS to evaluate its programs and report the results to Congress (section 12651d). RAND's task was to focus on Learn and Serve America, Higher Education (LSAHE), evaluating the program's effects on service providers (i.e., students), service recipients, and higher education institutions, and assessing the nation's returns from investing in the program.

At a Glance

What work did Learn and Serve America, Higher Education (LSAHE) perform?

- LSAHE awarded approximately $10 million in direct grants to about 100 higher education institutions and community organizations for each of the three years from Fiscal Year 1995 through Fiscal Year 1997. Through subgranting, these funds reached close to 500 higher education institutions—nearly one of every eight colleges and universities nationwide.
- In FY 1997 alone, an average program involved over 60 students providing more than 2,500 hours of volunteer service. Most students served as part of academic courses; a smaller number served through extracurricular activities.
- More resources were devoted to building institutional capacity for community service than to offering direct service to the community. Over the three years, staff at LSAHE programs spent about half of their time on capacity building, compared to one-third of their time on training, supervising, and coordinating student volunteers.
- Education was the most common area of service. Seventy-five to 80 percent of students chose to work in education.

How did the program affect students?

- Results indicate a strong correlation between student participation in a service-learning course and increased civic responsibility.
- Analysis of a wide variety of college courses showed no association between participation in a service-learning course and improvement in a student's academic abilities or career preparation. Correlation did emerge, however, when certain "good practices" were employed—such as establishing strong links between the service experience and the course content, having

student volunteers serve for more than 20 hours per semester, and discussing service in class.

How did the program affect communities?

- Student volunteers helped community organizations reach more people and improve the quality of their services.
- Communities were extremely satisfied with the contributions of student volunteers, giving them high marks on all dimensions, particularly enthusiasm and interpersonal skills.

How did the program affect institutions?

- The program met three of its four institutional objectives: it expanded service opportunities for students, integrated service into courses, and strengthened community relations.
- It is still too early to determine the program's success in meeting its fourth institutional objective: promoting program sustainment. At the end of the study, nearly half the institutions lacked the resources they would need to sustain the service-learning programs once funding ran out.
- Four key factors led to program sustainment: an institutional tradition of service, leadership of a single individual, faculty support, and the presence of service centers.

What was the program's return on investment?

- The value of services increased sharply over the three years relative to resources expended. Although the programs did not repay their entire investment in the three years, there was a positive return on investment in the third year. Results suggest that the programs will more than repay the total investment if they sustain these returns past the third year.

Combining Service and Learning in Higher Education

Introduction

The Policy Debate

In the past decade, colleges and universities have made greater efforts to involve students in community service, particularly *service-learning*, a special form of community service designed to promote student learning and development. Proponents of service-learning believe that it stimulates academic performance, increases students' understanding of the responsibilities of living in a democratic society, and encourages students to become involved in the social problems facing their communities. Hundreds of college and university presidents, most of the major higher education associations, and a number of highly influential scholars actively support the development of service-learning programs on college campuses.

At the same time, service-learning has its critics, particularly among faculty, many of whom are skeptical of its benefits. Critics contend that service waters down the curriculum, further weakening the quality of higher education, and that the time students spend volunteering in community agencies as part of a course might be better spent in the library or laboratory.

This report summarizes the results of a RAND study designed to resolve some fundamental questions about service-learning. The study evaluated Learn and Serve America, Higher Education (LSAHE), a service-learning program administered by the Corporation for

National and Community Service (CNS).[1] Between Fiscal Year 1995 and Fiscal Year 1997, LSAHE awarded approximately $35 million to more than 500 higher education institutions and community organizations. These funds were used to enhance the links between community service and academic learning by developing service-learning programs as part of the regular college curriculum. This study evaluated the effects of the program on student volunteers, service recipients, and higher education institutions. It also assessed the returns on the nation's investment in LSAHE.

Study Objectives and Approach

We addressed five questions:

- What work did LSAHE perform?
- How did participation in the program affect students?
- How did the program affect communities?
- How did the program affect higher education institutions?
- What was the program's return on investment?

We used LSAHE-supported programs as the unit of analysis. Because institutions usually combine their LSAHE funds with other sources of support to initiate a range of service-learning activities on campus, the effects of these programs cannot be *wholly* attributed to LSAHE.

Our analysis was based on surveys, site visits, and data analysis. The surveys were as follows: (1) annual accomplishments surveys that questioned all LSAHE program directors each year, (2) two community impact surveys of a random sample of community organizations that were host sites for student volunteers from LSAHE institutions, and (3) a 1997 student survey, comparing students enrolled in LSAHE-supported courses with those enrolled in non-service-learning courses. Over 1,300 students from 28 institutions completed this survey.

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[1] The Clinton administration created the National and Community Service Trust Act in September 1993. This act established the Corporation for National and Community Service to operate three initiatives: Learn and Serve America, AmeriCorps, and the National Senior Service Corps. Learn and Serve America comprises two programs: Learn and Serve K–12, for elementary and secondary students, and Learn and Serve Higher Education, for undergraduate and graduate students.

Our study team made ten site visits per year, during which team members interviewed program staff, faculty, administrators, and community agency staff. Follow-up telephone interviews were conducted with 18 sites one to two years after the site visits to determine how the programs had developed.

Survey data were analyzed in two ways. First, results were aggregated across all respondents to provide an overview of LSAHE as a whole. Second, subgroups of respondents were compared to determine how LSAHE-supported programs differed as a function of various factors, such as geographic location, institutional type, grant type and size, and area of service.[2]

The following sections summarize the research findings for each of the five study questions and identify the factors most important to successful implementation of service-learning programs.

LSAHE Program Accomplishments

LSAHE has three primary objectives: (1) to engage students in addressing the needs of communities; (2) to enhance students' academic learning, sense of social responsibility, and civic skills through service-learning; and (3) to increase the number, quality, and sustainability of opportunities for students to serve.

To achieve these goals, CNS awards grants to higher education institutions and a small number of community organizations to develop or improve courses or programs that involve students in service as part of their education. These direct grantees have included some single institutions and some consortia, or groups of institutions linked to a central hub. The consortia used their LSAHE grants to award subgrants to member institutions, a small number of which then awarded sub-subgrants. Through subgranting, LSAHE funds reached between 365 and 458 higher education institutions nationwide each year.

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[2] The evaluation depended heavily, although not exclusively, on self-reports of respondents. For example, we relied on LSAHE program directors and community organization staff to provide the number of student volunteers, service hours, and service outputs, and made no effort to verify the accuracy of the information. Similarly, students were asked for their own evaluation of the effects of service-learning on their attitudes and behavior. Such self-evaluations may either over- or understate the actual effects of LSAHE participation.

Grant recipients generally used their funds to support two broad types of activities:

- Direct service, which engages students directly in volunteer service to the community. LSAHE-supported staff and faculty placed, trained, supervised, and monitored student volunteers; coordinated service programs; and taught service-learning courses in four areas: education, health and human needs, the environment, and public safety.
- Capacity building, which strengthens institutional support for service-learning and increases the number, variety, and quality of service opportunities for students. These activities included designing courses, establishing databases of service opportunities, providing workshops for faculty about service-learning, helping others develop service-learning programs, administering subgrants, recruiting students for service-learning opportunities, and producing brochures or manuals about service-learning.

Direct Service

Students offered direct service as volunteers either as part of an academic course or as an extracurricular activity. In FY 1997 alone, an average program involved over 60 students providing more than 2,500 hours of volunteer service. Survey results for both 1996 and 1997, compared in Table 1, show that the number of students in course-based service increased from one year to the next, as did hours of service per program.[3] Programs engaged fewer students in extracurricular service, although each of those students put in more hours of service.

Education was the most common area of service. Seventy-five to 80 percent of students who engaged in direct service chose to work in education. In particular, programs reported that students tutored, provided in-class support, or acted as role models or mentors. As Table 2 shows, health and human needs was the second most popular area of service, followed by neighborhood and natural environment. About a third of the students provided service in public safety activities.

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[3]Comparable data were not collected for FY 1995.

Table 1

	FY 1996	FY 1997
Course-Based Service		
Median number of students per program	40	60
Median number of weeks students participated	12	12
Median hours of service per program	1,300	1,650
Extracurricular Service		
Median number of students per program	4	10
Median number of weeks students participated	12	11
Median hours of service per program	1,000	1,000

Numbers of students involved in direct service

Table 2

	Percentage of LSAHE-Supported Programs		
Area of Service	**FY 1995**	**FY 1996**	**FY 1997**
Education	77	74	71
Health and human needs	60	63	55
Neighborhood and natural environment	46	50	47
Public safety	37	35	32
Other	12	12	12

Percentage of programs working in various areas of direct service

Capacity Building

More resources were devoted to developing institutional capacity for community service than to offering direct service to the community. The staff at LSAHE programs spent about 50 percent of their time on capacity building, compared to 33 to 37 percent of their time on train-

Table 3			
Activity	**FY 1995**	**FY 1996**	**FY 1997**
Creating service-learning courses	70	79	86
Providing technical assistance	69	54	66
Producing publications	50	56	62
Awarding and administering subgrants	12	15	14

Percentage of staff engaged in capacity building activities

ing, supervising, and coordinating student volunteers. Although capacity building activities were expected to taper off as programs matured, the division of staff time between direct service and capacity building remained constant over three years.

As Table 3 shows, the most common staff activity was creating service-learning courses, and the percentage of staff who were developing service-learning courses increased from 1995 to 1997. This increase reflects the program priorities CNS communicated to the grantees. Nearly 3,000 new service-learning courses were established with LSAHE support between FY 1995 and FY 1997.

Programs provided about 100 hours of technical assistance in FY 1996 and FY 1997, compared with 72 hours in FY 1995. Consortia were much more likely to provide technical assistance, while the single institutions tended to receive technical assistance. Subgrantees were the least likely both to provide and to receive such assistance. Most technical assistance was devoted to linking higher education institutions and community organizations, designing courses or integrating service-learning into curricula, supervising students involved in community service, and designing community service programs.

Program's Effects on Students

We focused on the effects of student participation in course-based service-learning. Three questions were addressed:

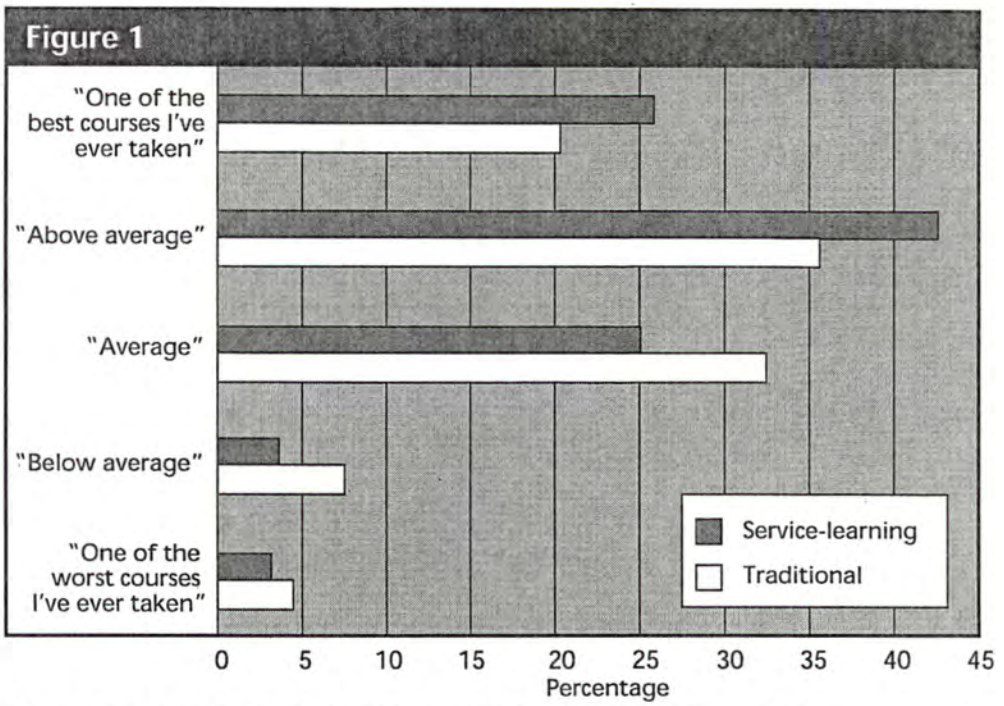
- What factors differentiate service-learning courses from traditional, nonservice courses?
- Is student development affected differently by service-learning courses than by traditional, nonservice courses?
- What types of service-learning courses have the strongest effects on student development?

To obtain answers to these questions, surveys were administered to two groups of students from 28 different colleges and universities: (1) those who had recently completed a service-learning course and (2) those who had recently completed a similar course (e.g., matched by subject, class size, and level) that did not involve service. In all, 1,322 students completed the questionnaire (a 41 percent response rate), which asked students to describe their experiences in the designated service-learning or traditional course. The findings, described below, must be considered preliminary since they are based on self-reported information from a relatively small sample of students.

What Distinguishes Service-Learning Courses?

Service-learning courses differed from traditional, nonservice courses in four ways. First, the service-learning courses enrolled a higher percentage of women. Second, students devoted more time to service-learning courses than to nonservice courses. Third, service-learning courses involved more writing. Fourth, students were more satisfied with service-learning courses than with nonservice courses. When asked, "Overall, how would you characterize the course?" students in service-learning courses reported higher levels of satisfaction (see Figure 1). Over 72 percent of students enrolled in service-learning courses at comprehensive universities and liberal arts colleges rated their courses above average, compared to 47 percent of the comparison group.

No differences between service-learning and traditional courses emerged on such dimensions as course difficulty, overall amount of work, overall value of the course, amount of reading or library work, and contact with faculty and classmates. In addition, there were no differences in the average course grades for service-learning versus



Comparison of student ratings of service-learning and traditional, nonservice courses

traditional courses. These findings indicate that students in the service-learning group found their courses no less demanding than did students in other courses.

Effects on Student Development

RAND's survey examined students' beliefs about the influence of a service-learning or traditional, nonservice course on their development in four areas: civic responsibility, life skills, academic development, and professional development. Results indicated a strong correlation between student participation in a service-learning course and civic responsibility, especially the self-reported likelihood that students will continue to do volunteer work and will take an active role in helping address societal problems. A statistically significant but slightly weaker correlation emerged between student participation in a service-learning course and life skills, including interpersonal skills and an under-

standing of people with a background different from one's own. These findings are generally consistent with prior research on service-learning.[4]

On the other hand, no association emerged between participation in course-based service-learning and the development of academic or professional skills. Service-learning students did not report stronger gains than the comparison group did in writing, quantitative reasoning, or analytic thinking. They were also no more likely to report that the course helped them clarify their major or make career plans. This is an important finding, because most LSAHE program directors and CNS staff emphasize that academic and professional development is of central importance to higher education and is an important component of the rationale for integrating service into for-credit courses.

Because these studies are based on student's self-reports—the effects students believe the course has had—rather than changes in actual behavior, further research is needed, particularly randomized, longitudinal surveys that capture behavioral in addition to attitudinal change.

Effective Courses Use "Good Practices"

In addition to comparing students in service-learning courses to those in nonservice courses, we also looked within the service-learning group itself to identify factors that differentiate courses with stronger effects from those with weaker effects. Among the factors that produced stronger perceived effects on student development were the following "good practices":

- Strong connections between course content and students' service experiences.
- Volunteering for more than 20 hours within the academic quarter or semester.
- Discussing service experiences in class.
- Receiving training.
- Receiving supervision.

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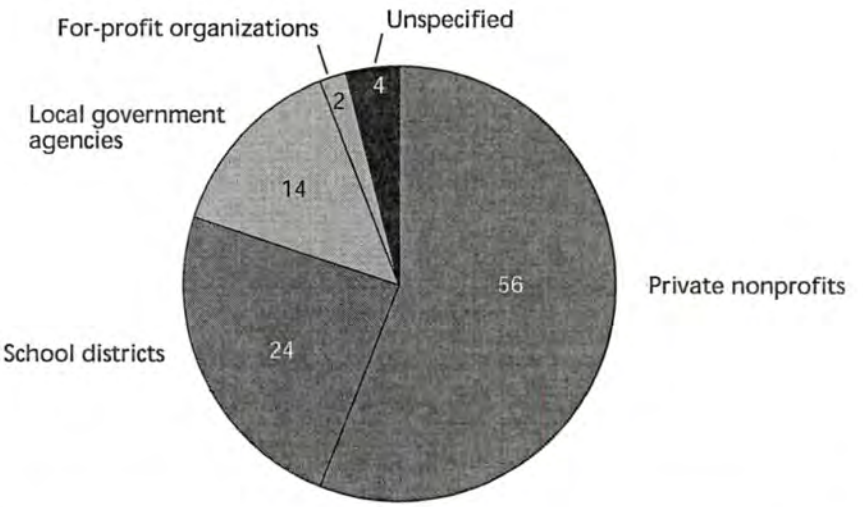
[4] See, for example, L. J. Sax, A. W. Astin, and H. S. Astin in M. J. Gray et al., *Evaluation of Learn and Serve America, Higher Education: First Year Report*, Vols. I and II, RAND, Santa Monica, CA, 1996.

Figure 2



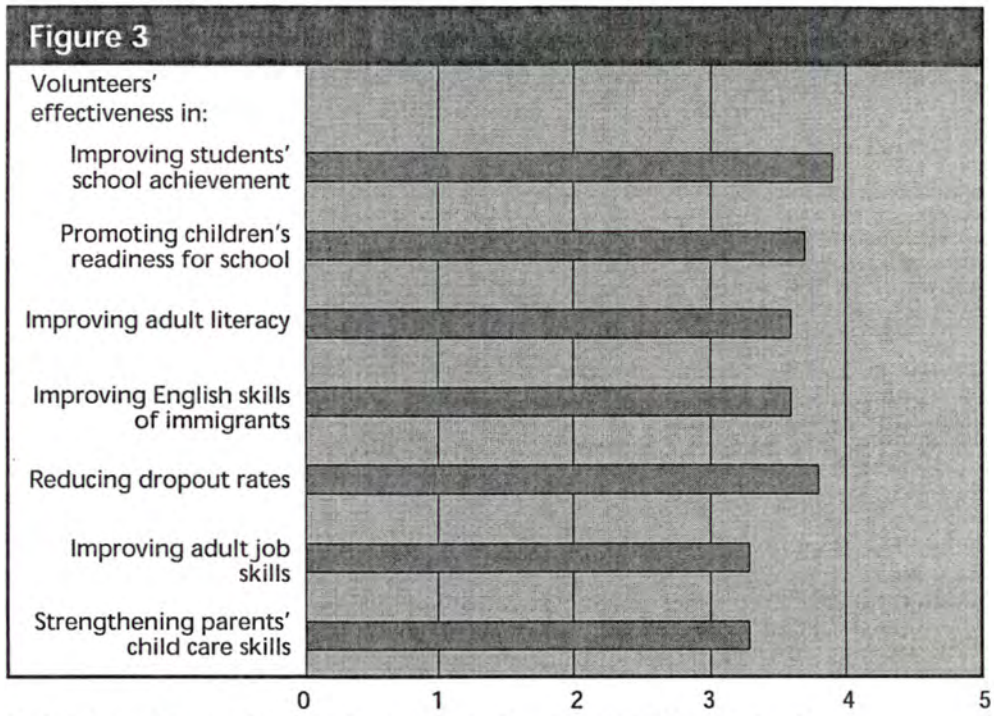
Percentage of respondents by type of organization

Program's Effects on Communities

How well did LSAHE meet the needs of communities? We asked the staff in community-based agencies, government agencies, schools, and health care facilities where student volunteers provided service to evaluate the work of those volunteers.[5] These organizations consisted largely of private nonprofits and school districts (see Figure 2) with ten or fewer full-time employees. They engaged an average of ten student volunteers per year from their partner college or university. Taken together, these students provided each organization with about 300 service hours per year. They helped an average of 30 people every month, most of whom were economically and educationally disadvantaged students in elementary and secondary schools.

Respondents reported that they were extremely satisfied with the contributions of student volun-

[5] The survey was not conducted in FY 1997, so the data are for FY 1995 and FY 1996 only. Because results for both years were very similar, only FY 1996 results are described here.



Ratings of student volunteers by staff of community organizations providing educational services

teers high marks on all the dimensions addressed in the survey, particularly in enthusiasm and interpersonal skills. Figure 3 shows staff ratings of student volunteers in education for FY 1996. Respondents reported that student volunteers helped community organizations reach more people and improve the quality of services.

When asked about the greatest benefits of student volunteers (see Table 4), nearly one-third of community organization respondents emphasized students as good role models, and about another third felt they enabled the community organization to provide more services or serve more people than would have been possible otherwise. Community organization staff interviewed during RAND site visits reiterated these opinions.

Table 4

Benefits	Percentage of Respondents
Volunteers are role models or provide intergenerational benefits	29
Organization can provide more services or reach more people	28
Volunteers increase awareness of and support for the community organization	22
Volunteers provide a high-quality service	21
Volunteers bring energy and enthusiasm	11

Note: Percentages sum to over 100 because many respondents listed more than one benefit.

Most significant benefits community organizations derived from working with student volunteers

Table 5

Concerns and Suggestions for Improvement	Percentage of Respondents
Increase number of students	21
Improve scheduling and transportation	19
Improve communication with partner college	17
Greater institutionalization of whole program	12
Improve students' sense of commitment	9
Improve communication with the students	8
Increase awareness of the program within the community/institution	7
Hire students with specific expertise	4
Other	22

Note: Percentages sum to over 100 because many respondents listed more than one concern.

Concerns about working with student volunteers

In response to questions about aspects of the program that needed improvement, respondents frequently mentioned scheduling and transportation (see Table 5). Unfortunately, these problems may be inherent to the relationship. Academic calendars place constraints on student availability, and many colleges are located far from the service sites. Other concerns, however, such as a desire for improved communication with the partner college or greater institutionalization of the service program, may be easier to address.

The most frequently cited problem—expressed by 21 percent of respondents—was actually one of the strongest endorsements of the value of LSAHE programs. It was that more students should be given a role in the program.

Program's Effects on Colleges and Universities

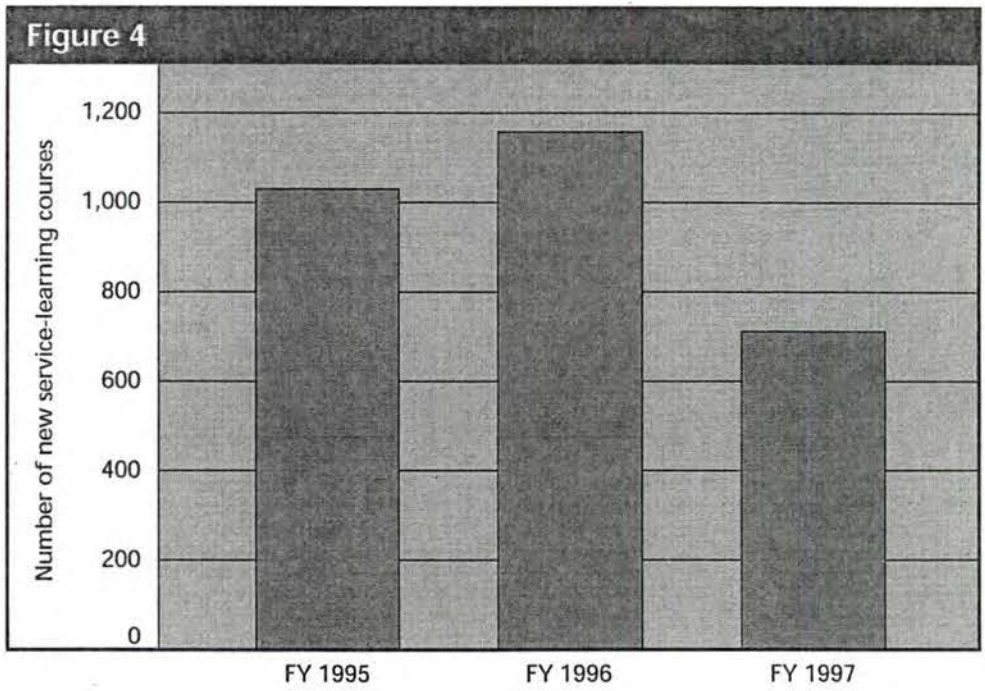
Besides serving communities and promoting student development, LSAHE has four objectives for higher education:

- Expand service opportunities for students.
- Integrate service into course work.
- Foster mutually beneficial relationships with community organizations.
- Promote program sustainment.

We assessed these institutional effects and found that LSAHE made substantial progress in achieving three of the four objectives: it expanded service opportunities for students, integrated service into courses, and forged strong community relations. Our evidence suggests, however, that nearly half the institutions lacked the resources needed to sustain the service-learning programs once LSAHE funding ran out. A follow-up study is needed to determine whether institutions were successful in continuing their service-learning programs in the absence of LSAHE grants.

Expanding Service Opportunities and Integrating Service into Course Work

Almost all institutions (95 percent in FY 1997) offered students op-



Number of new service-learning courses

portunities to participate in service through both academic courses and extracurricular activities. Most (86 percent) used their grant funds to increase course-based service and to integrate service into the curriculum. Other common strategies included offering recognition for service (66 percent), creating a service center on campus (66 percent), and providing information about service during orientation (51 percent).

Some differences emerged as a function of institutional type. Only 52 percent of community colleges, compared to 75 percent of all others, housed service centers. Liberal arts institutions were most likely to require service as a condition of graduation, whereas community colleges were least likely to do so (18 percent of liberal arts institutions and no community colleges, FY 1997).

CNS encouraged LSAHE-participating institutions to develop service-learning courses either by developing new courses or adding service to existing courses. Most grantees offered some service-learning courses before LSAHE began; the grants were used to expand the number of such courses. Respondents developed an average of three

new service-learning courses each year, summing to almost 3,000 new courses between FY 1995 and FY 1997 (see Figure 4).

LSAHE institutions also sought ways to integrate service into the curriculum. Data for FY 1997 indicate they used different approaches, such as offering service-learning courses in three or more departments (76 percent), sponsoring a faculty committee on service-learning (63 percent), offering course development funds to faculty (54 percent), and including service-learning in the core curriculum (43 percent).

Fostering Mutually Beneficial Relationships with Community Organizations

While community organizations hosted student volunteers, they were also called upon to help develop and implement service programs. Higher education institutions sought the involvement of these organizations in two ways: by including community organization staff in the planning of service programs and by asking community organization staff to visit service-learning classes and discuss the work of their agencies. In the survey of institutions, between 80 and 83 percent of respondents reported involving community agencies in both these ways. The data also indicate that roughly half of those institutions began such interaction after the LSAHE program's inception in 1994.

Community agency staff responded that the LSAHE program had improved their relations with their partner academic institutions. As shown in Table 6, close to half the responding organizations reported increased contact and collaboration with their partner institution from the inception of the LSAHE program to FY 1996. (Most others primarily reported no change in the relationship, and no more than 5 percent reported any deterioration in the relationship.)

Promoting Program Sustainment

Because the data were collected before the grants ended, we were not able to directly address whether programs were sustained. We did, however, explore some *indicators* of sustainability. Specifically, we determined the percentage of programs with dedicated staff and permanent budget allocations from their institutions, both sound indicators of institutional commitment to the programs.

Table 6

Type of Contact	Percentage Indicating Increased Contact
Use of faculty and staff as consultants to community organizations	49
Participation on committees with both community and campus representation	45
Number of joint service projects with community organizations	56
Use of community organization staff as instructors or consultants on campus	44

Contacts between institutions and community organizations

Table 7 shows that roughly half the survey respondents worked in institutions with a sustainable service infrastructure. Beyond the aggregate results shown, our analyses revealed significant differences between direct grantees and subgrantees. For example, results for 1997 indicate that 73 percent of direct grantees had at least one full-time staff person for service-learning programs, and 61 percent had permanent funding. In contrast, only 40 percent of subgrantees and subsubgrantees had full-time staff, and only 38 percent had permanent funding. Similar results emerged from the 1996 Accomplishments Survey.

In addition, research and comprehensive universities were more likely than liberal arts or community colleges to have full-time staff and permanent funding. In 1997, 70 percent of research universities, 52 percent of comprehensive universities, 27 percent of community colleges, and 26 percent of liberal arts colleges in the sample had one or more full-time staff for service programs. Similarly, 55 percent of research universities, 45 percent of comprehensive universities, 35 percent of liberal arts colleges, and only 30 percent of community colleges had permanent funding for service-learning. The 1996 Accomplishments Survey revealed similar findings.

Although many grantees expressed confidence that their institutions would sustain service-learning courses over a longer period of time—for example, 71 percent of respondents in FY 1997 reported that their in-

Table 7

Type of Support	FY 1997	
	Percentage of Institutions With Support	Percentage of Those That Began in 1994 or Later
At least one full-time staff or faculty member coordinating service programs	49	59
Permanent funding for service programs	45	57

Presence of sustainable service infrastructure

Table 8

Source of Support	FY 1997
Other grants	63
Regular yearly budget allocation	55
One-time or occasional budget allocation	28
Revenue-generating activities	15
Fees or dues	13
Endowments	7

Percentage of programs with other sources of funds for community service activities

stitutions would offer some or all of their newly developed service-learning courses the following year—service-learning offerings may erode. Many institutions simply lack the resources to support and assist faculty in implementing service-learning.

Table 8 shows that about two-thirds of institutions rely on temporary funding, such as grants and occasional budget allocations from their institutions. About half of the programs had a regular yearly budget allocation, and no more than 10 percent had endowment support.

A review of 27 institutions that were studied in depth for the analysis of returns on investment indicated that about 15 percent of the average direct grant was replaced by other types of funding between the

second and third grant years. More time is needed to determine whether institutions will be able to fully replace their LSAHE grants with other funds and to examine whether they can sustain their programs on reduced funding.

The site visits offered a more optimistic forecast. Almost all program directors interviewed reported that their programs would continue beyond the funding period, although they might diminish in size or scope. Program directors generally hoped to obtain either new grants or increased institutional support. In some cases, LSAHE-supported programs had arranged to share space and other resources with complementary programs after the grant terminated. In other cases, programs expected to eliminate some activities, such as incentive grants for faculty, while maintaining a core set of service activities. These optimistic forecasts may be a reflection of the deep commitment to service-learning among many of the program directors. Many had run service programs on a shoestring prior to LSAHE and were prepared to do so again if necessary.

Factors That Promote Success

Interviews conducted during 30 site visits over the three years helped identify factors most likely to lead to successful, long-term service-learning programs: the presence of a tradition of service at an institution, the strong support of an institutional leader, faculty involvement, and the establishment of a service center offering centralized administrative support.

Tradition of Service. We found the most important of these factors to be a tradition of service at the college or university. Many historically black colleges and universities have a strong tradition of service, and some have incorporated service to community into their missions. Church-affiliated institutions are also more likely than secular institutions to place a high value on service. Campuses with a strong social action imperative view service as a natural channel for ameliorating social problems. Institutions with a tradition of service are most likely to have established both the infrastructure and the value system needed for curricular integration of service.

Leadership of a Single Individual. Another key factor in promoting successful programs is the support of an institutional leader who is in

a position to bring about organizational change. In some cases, this was a high-level administrator, such as the president, provost, or chief student affairs officer. In other cases, it was the campus minister, a faculty member, or an LSAHE program director. These individuals were able to garner resources and stimulate faculty interest because of their position of authority and the personal relationships they had cultivated over the years. All the institutions that had successful programs had the strong support of a single leader. If that leadership changed, however, the programs became vulnerable to budget cuts, particularly if they had not already become formalized as part of the institutional structure.

Programs that lacked institutional leadership, by contrast, often struggled to survive. External fund-raising became a necessity, but the programs were at a disadvantage if they did not have a high-level advocate to influence the priorities of development officers. These programs were sometimes relegated to tiny offices in inconvenient locations without adequate computer equipment or office support, and their directors were often excluded from institutional planning and decision-making processes.

Faculty Support. The support of a few dedicated faculty members was also a critical factor for success. According to one administrator, "There is no widespread faculty interest in service-learning, but there is a core of faculty committed to it." We found that programs with strong support from a few faculty members offered the highest number of service-learning courses. Some faculty were able to link service experience to their research, generate publications, and give conference papers. LSAHE-supported programs offered stipends to boost faculty participation, as well as support staff to help faculty identify service sites and place and monitor students.

The vast majority of faculty—particularly tenured faculty—showed no interest in service-learning, however. As a result, only two of the 18 institutions we visited made service-learning a requirement for certain majors. Some faculty resisted participating in service-learning because they believe it to be less rigorous than other pedagogical approaches. The fact that most programs are housed in Student Affairs rather than Academic Affairs reinforces that perception.

Service Centers. Finally, institutions that provide administrative support for one or more service programs in a single location—a ser-

vice center—are better able to expand and sustain their programs and have stronger quality controls. Service centers performed a wide variety of functions:

- Identifying community agencies interested in student volunteers and assisting them in recruiting and managing volunteers.
- Encouraging faculty to integrate service into their courses, providing technical assistance in course development, and helping to place, train, and monitor students.
- Encouraging students to participate in service and providing information about volunteer opportunities.
- Providing students with leadership training and experience by involving them in running the center or in developing new service programs.
- Coordinating service activities throughout the campus.
- Maintaining databases of volunteer service opportunities.

Thirteen of the 18 sites included in this analysis had service centers. Eight of these were comprehensive centers that administered both extracurricular and curricular service activities in one office; the other five had dual centers, one for each type of service. The comprehensive centers served as a focal point for students and faculty interested in volunteer activities. At several institutions, the centers were located in small houses, contributing a strong identity to the centers and providing students with comfortable gathering places. A physical presence established in a well-known location gives a center a life of its own and makes it less vulnerable to budget cuts and political maneuvering.

Because extracurricular student placements tended to dominate the work of the service centers, six of the eight comprehensive centers reported to Student Affairs and only two reported to Academic Affairs. The five dual centers, in contrast, housed the service-learning activities within Academic Affairs and the extracurricular service activities within Student Affairs. The purpose of this bifurcation was to achieve credibility for course-based service-learning among faculty. In most cases, faculty directed the academic centers while staff directed the extracurricular centers. In some cases, the academic service-learning centers were formal entities with permanent staff and budgets. In other cases, they operated informally, as a special project of a faculty member.

Splitting the service center may be necessary to earn legitimacy for course-based service-learning and to promote faculty involvement and leadership. Comprehensive centers, however, offer the benefits of simplicity, since all service-related activities are coordinated by a single organization. Comprehensive centers can also take on a campus identity that helps attract participation and financial support. All the directors of comprehensive service centers expressed confidence that their programs would be sustained.

In contrast to institutions with centers, those without centers were hindered in their efforts to develop service-learning, since a larger burden fell to faculty. Without the support of a center, faculty teaching service-learning courses had to locate sites, place students, coordinate scheduling and transportation, manage site relations, and monitor student attendance and performance on site. Few faculty have these skills, and even fewer have the time or motivation to take on these tasks.

Return on Investment

We also estimated the value of the services provided by LSAHE relative to the resources they consumed. Ideally, the value of services would have been computed by estimating their impact on the communities served. But it would have been prohibitively expensive to evaluate the direct impact of each volunteer's effort. Instead, we took the approach of estimating the cost community organizations would have incurred to hire hourly workers to perform the same functions as the students.[6] To calculate the value of the resources consumed, we relied on survey data, including grant funds, matching funds, and in-kind resources such as space costs. If the cost of services was found to be higher than the resources expended by LSAHE programs, then LSAHE was said to have provided a positive return on investment.

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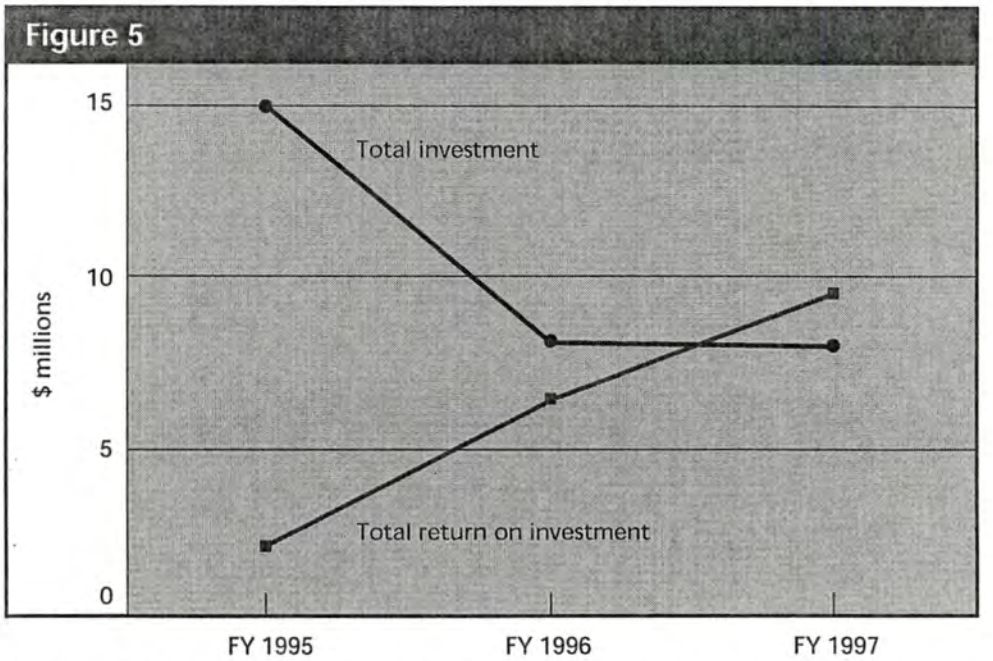
[6] Because communities served by volunteers felt that the volunteers performed at about the same level as paid service providers, we sought out market-equivalent wages to reflect what those organizations would have had to pay for the same services. To estimate the cost of hiring hourly workers, we defined job titles equivalent to each task and researched average wages for those jobs, using America's Job Bank as a reference. In keeping with standard economic practices, we added a 20 percent allowance to the base wage for legally required employer-paid fringe benefits (Worker's Compensation, Social Security Tax, Medicare Tax, State and Federal Unemployment Tax, State Disability Insurance) and another 20 percent on the base wage plus fringe amount to represent the premium that a temporary service firm would charge to fill these positions.



Relationship of investment to return for direct grantees

We found that the value of services increased sharply over the three years compared to resources expended. Figure 5 shows results based on detailed data collected from 27 direct grantee programs between FY 1995 and FY 1997. Although the programs did not repay their entire investment over the three-year time horizon, they will more than repay it if they sustain these returns past the third year. The total value of $18 million amounts to about 60 percent of the total $31 million in resources invested.[7]

Table 9 compares the value of services and resources for all the institutions studied. The results, shown for FY 1996 and FY 1997, are consistent with the findings for the 27 direct grantees. The 1997 data show a higher return on investment than do the 1996 data. These increasing returns on investment are probably a result of the fact that more-established programs have a higher return than do start-up programs, which expend more resources. Furthermore, new starts in FY

[7] These numbers are subject to a great deal of uncertainty, especially in the valuing of the benefits. Therefore, interpretation of small differences is inappropriate.

Table 9				
Programs	FY 1996 Value of Services ($ million)	FY1996 Value of Resources ($ million)	FY 1997 Value of Services ($ million)	FY 1997 Value of Resources ($ million)
All programs combined	16.0	23.4	22.3	17.5
Direct grantees	11.4	16.6	17.3	12.5

Return on investment for FY 1996 and FY 1997

1997 may have benefited from the capacity building investment made in the two earlier years, allowing them to achieve a faster return on investment than their counterparts did in FY 1996.

A related finding is that programs could improve their efficiency as service providers if they shifted more resources to direct service. Capacity building was a consistently large activity over the three years studied. To track this possible shift and to see whether programs sustain themselves after federal grants end, at least some of these programs should be followed up after the third year of the grant. The resulting longer-term indicators are particularly important for assessing the ultimate return on the large start-up investment in these programs.

Whether these programs will continue to generate substantial value after their grants end is an open question. We did find modest replacement of grant funds by local matching funds over the three years, suggesting that programs are moving toward sustainability. A reduction in the average direct grant of 15 percent was compensated by increased matching funds between the second and the third grant years. This evidence is encouraging, but the pattern may not continue in the future, when 100 percent of grant funds is withdrawn.[8]

[8] In its relations with individual institutions, CNS now promotes sustainability in two ways: (a) grant amounts decline over successive years, providing institutions with opportunities to decrease their financial dependence on LSAHE gradually; and (b) institutions are required to match grant funds. Often, however, the matching funds are "in-kind" contributions that represent, at best, lukewarm commitments to service programs on the part of institutions. A stronger matching-fund requirement might improve the prospects for program continuance after LSAHE funds expire.

Conclusion

LSAHE provided seed money for service-learning at a time when higher education as a whole was experiencing severe financial constraints. With a stronger economy, most higher education institutions are faring better and hence may be better able to support new initiatives such as service-learning. The benefit of LSAHE for service-learning, however, is not only financial but symbolic as well. LSAHE increased the visibility of service-learning within higher education, provided an incentive for institutions to develop service programs, and sent a message about the perceived responsibilities that students and institutions have to the community.

In summary, LSAHE achieved several important outcomes in its first three years, especially:

1. Community organizations were strongly positive about the contributions of student volunteers.
2. Institutional support for service-learning grew, and, in particular, the number of service-learning courses increased substantially.
3. Students were highly satisfied with their service-learning courses.

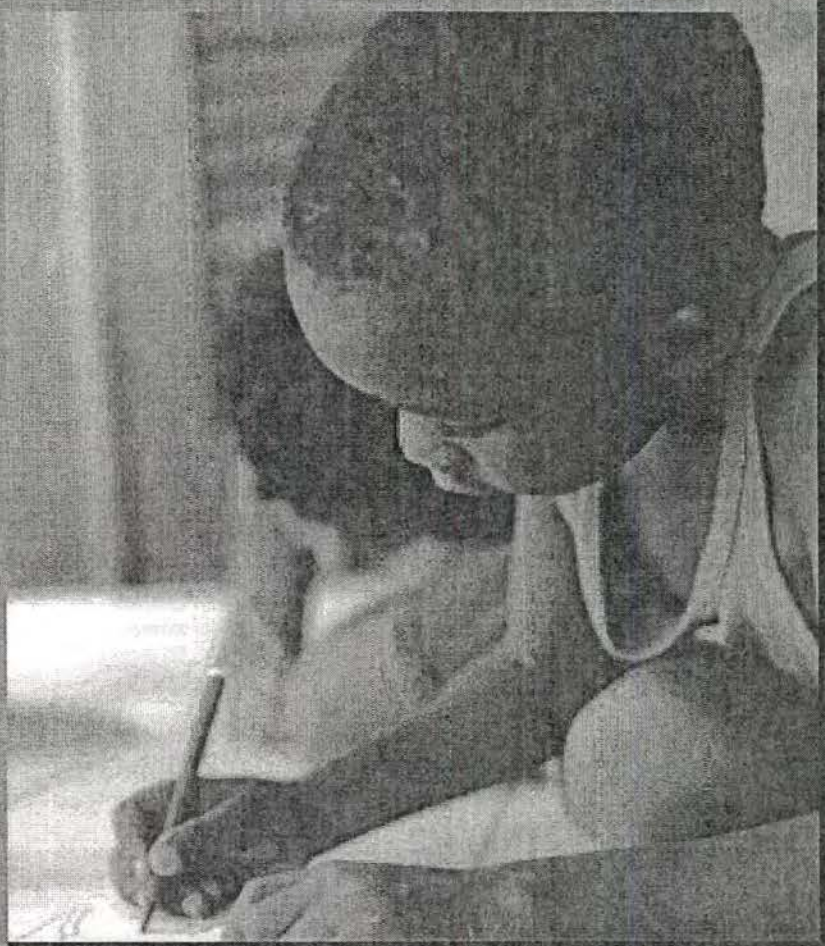
On the other hand, the program continues to face some challenges. We found evidence of only modest gains in student development. We hope that future research will demonstrate stronger effects, particularly with regard to academic skills, as programs increase their use of "good practices." In addition, program costs exceeded benefits to communities, although the returns to the community on the LSAHE investment were moving in a positive direction. Furthermore, it is not clear that service-learning programs will be capable of sustaining themselves after the LSAHE grants end.

Future research on LSAHE specifically and service-learning generally will help to improve practice and indicate how policymakers can target their funds to best promote the development of students and communities alike. That research should have three priorities: (1) continuing the study of student outcomes, including efforts to identify and measure the outcomes of "good practices," (2) examining how many grantees were able to sustain their programs after LSAHE funding expired, and (3) assessing the value and effects of institutional investments in capacity building.

Summary Report

National Evaluation of Learn and Serve America

Center for Human Resources



Brandeis University

Summary Report
National Evaluation
of Learn and Serve America
School and Community-
Based Programs

Prepared for:
The Corporation
for National Service

Prepared by:
The Center for Human
Resources
Brandeis University
Waltham, MA
July, 1999

Photographs courtesy
of the Corporation
for National Service

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This report is the product of a team effort involving staff at the Center for Human Resources at Brandeis University and Abt Associates Inc., as well as staff at the seventeen Learn and Serve programs in the evaluation and the Corporation for National Service. We would like to take this opportunity to express our thanks to all who contributed.

Key staff for the project included: Alan Melchior (Project Director), Joseph Frees, Lisa LaCava, Chris Kingsley, Jennifer Nahas and Jennifer Power at the Center for Human Resources, and Gus Baker, John Blomquist, Anne St. George, Scott Hebert, and JoAnn Jastrzab at Abt Associates Inc. Chuck Helfer and Lance Potter at the Corporation for National Service provided guidance and direction throughout the evaluation.

We would like to particularly thank the teachers, program coordinators and administrators at the seventeen evaluation sites. Their commitment and their active assistance made the evaluation possible. The sites that took part in the evaluation are listed below:

Sierra Ridge Middle School
Pollock Pines, CA

Hillside High School
Upland, CA

Vista High School
Bakersfield, CA

Wakulla Middle School
Crawfordville, FL

Coral Park High School
Miami, FL

Taos High School
Taos, NM

Futures Academy
Buffalo, NY

Nathaniel Rochester Middle School
Rochester, NY

Hempstead High School
Hempstead, NY

Scotia-Glenville High School
Scotia, NY

McDowell High School
Marion, NC

North Olmsted High School
North Olmsted, OH

East Scranton Intermediate School
East Scranton, PA

Wanamaker Middle School
Philadelphia, PA

Nocona Jr. High School
Nocona, TX

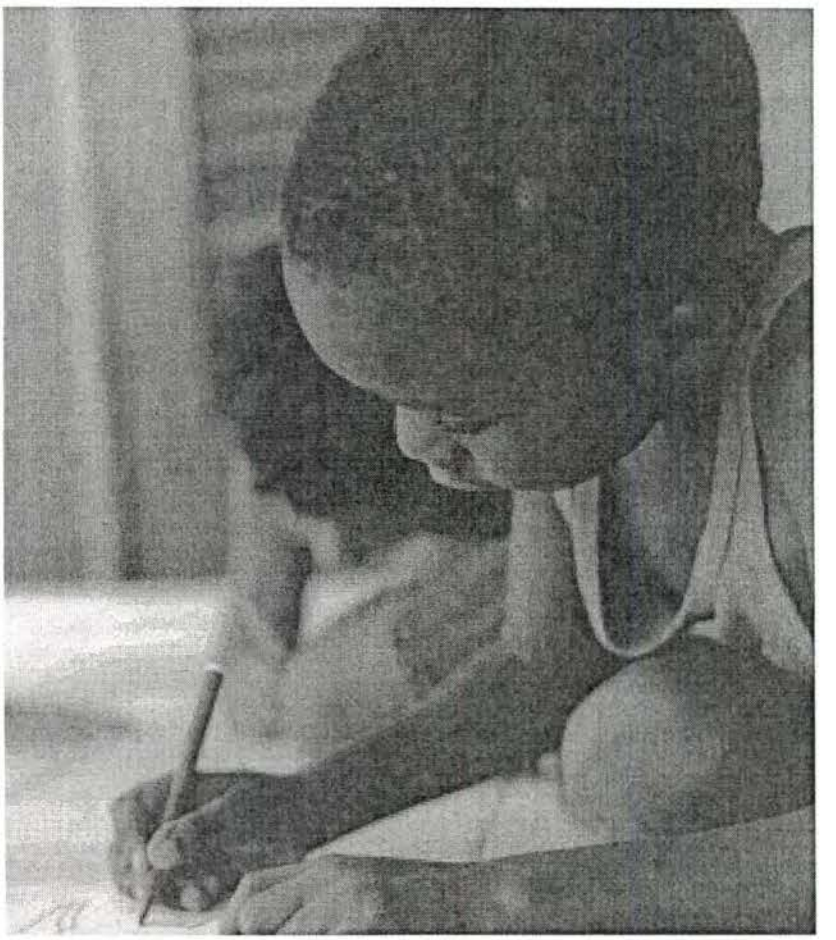
Caprock High School
Amarillo, TX

Menasha High School
Menasha, WI

Summary Report

National Evaluation of Learn and Serve America

Center for Human Resources



Brandeis University

At-a-Glance Summary

Summary of Key Findings

Participant Impacts at the End of the Program Year

The Learn and Serve programs in the study had a positive short-term impact on participants' civic attitudes and involvement in volunteer service at the end of the program year.

The Learn and Serve programs also had a positive impact on participants' educational attitudes and school performance during program participation, though only on a few of the measures used in the study.

The service-learning programs in the study had no significant effects on measures of social and personal development for the participants as a whole. However, there were positive impacts on teenage parenting and arrests for middle school students.

Participants in the Learn and Serve programs gave the programs a strong, positive assessment. More than 90% of the program participants reported that they were satisfied with their service experience and that the service they performed was helpful to the community.

Participant Impacts One Year Later

The Learn and Serve programs showed little evidence of longer-term impacts. One year after the end of the initial program experience, most of the short-term impacts had disappeared.

In general, students from the high school programs showed a stronger pattern of longer-term impacts than students from the middle schools.

Participants who continued their involvement in organized service activities during the follow-up year showed significantly stronger impacts one year later than those of students who reported no organized service involvement in the year following program participation.

The most puzzling finding in the long-term follow-up is a negative impact on English grades for program participants – the only negative impact found in the study. One possible explanation is that while engagement in service may prompt students to work harder in classes where they normally struggle (e.g. math or science), their involvement may also lead them to "coast" a little more in classes in which they are already doing well. In this instance, English grades for participants were higher at the beginning of the program than those of comparison group students and remained higher at follow-up despite the decline.

Differences in Impacts Among Subgroups

Impacts of service-learning were shared relatively equally by a wide range of youth (white and minority, male and female, educationally and economically disadvantaged, etc.). However, non-white and educationally disadvantaged participants did show significantly more positive impacts on academic performance than their complementary subgroup.

Services in the Community

Learn and Serve participants provided an impressive array of services to their communities. Altogether, students in the seventeen evaluation sites were involved in over 300 projects each semester, providing over 150,000 hours of service over the course of the year.

The services provided by Learn and Serve participants were highly rated by the agencies where students performed their work.

Integrating Service into Schools

The service-learning programs in the study were strongly supported by administrators and fellow teachers on average, and the large majority of programs appear likely to continue to operate after the end of their Learn and Serve grant.

However, few of the sites engaged in organized efforts to expand the use of service within the school or district. While there was widespread support for the concept of service-learning, few of the schools took formal steps to train or inform their teachers about service-learning.

Return on Investment

The dollar benefits of well-designed service-learning programs substantially outweigh the costs. On average, participants in the programs in the study produced services valued at nearly four times the program cost during the 1995-96 program year.

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Introduction

In 1993, the National and Community Service Trust Act (P.L. 103-82) established the Learn and Serve America School and Community-Based Programs to support school and community-based efforts to involve school-aged youth in community service. The Learn and Serve program is administered by the Corporation for National Service and funded through grants to states and national organizations, and through them to individual school districts, schools, and community organizations. In 1994-95, the first year of the program, the Corporation awarded approximately $30 million in grants supporting over 2,000 local efforts involving over 750,000 school-aged youth.

The Learn and Serve Evaluation

Between 1994 and 1997, Brandeis University's Center for Human Resources and Abt Associates Inc. conducted an evaluation of the national Learn and Serve School and Community-Based Programs for the Corporation for National Service. The Learn and Serve evaluation was designed to address four fundamental questions:

1. ***What is the impact of program participation on program participants?*** How have Learn and Serve programs affected the civic, educational, and social skills and attitudes of participating students?
2. ***What are the institutional impacts of Learn and Serve programs on participating schools?*** Did the Learn and Serve grants help to expand service-learning opportunities and promote the integration of service in participating schools?
3. ***What impacts do Learn and Serve programs have on their communities?*** Did they provide needed services to the community and help to increase collaboration between schools and community agencies?
4. ***What is the return (in dollar terms) on the Learn and Serve investment?***

The Evaluation Approach

To answer these questions, the evaluation examined Learn and Serve programs in seventeen middle schools and high schools across the country using a variety of quantitative and qualitative methods. These included analysis of survey data and school record information for approximately 1,000 Learn and Serve program participants and comparison group members; surveys of teachers at the seventeen schools; telephone interviews with staff at community agencies where students performed their service; and on-site interviews and observation of program activities. The major focus for the evaluation was the 1995-96 school year, with student and teacher follow-up surveys taking place in spring 1997.

Evaluating "Fully Implemented" Programs

In selecting sites for the study, the evaluation focused on a set of "fully implemented" service-learning programs – programs that were well-established and demonstrated the characteristics of a well-designed service-learning program.[1] All of the programs selected for the study had been in operation for more than one year when selected and reported higher than average service hours and regular use of written and oral reflection. All were school-based initiatives and linked to a formal course curriculum.

All of the programs selected for the study:

- had been in operation for more than one year
- reported higher than average service hours
- reported regular use of written and oral reflection
- were school-based and linked to a formal course curriculum

The goal in selecting these programs was to focus the evaluation on programs that represented a more intensive, higher quality service-learning experience than average so that we could identify the impacts that could reasonably be expected from mature, well-designed, school-based service-learning efforts. As such, it is important to recognize that the evaluation is not designed to address the average impact of *all* Learn and Serve programs. Rather, it reports on what might be considered the upper tier of Learn and Serve programs at the time. The results from those programs should be seen as representing the potential impact of service-learning as programs mature and implementation improves throughout the system.

The Organization of the Report

The remainder of the report summarizes the results of the evaluation. Chapter Two provides an overview of the programs in the evaluation. Chapters Three and Four then present data on the programs' impacts on participants, based on the analysis of survey and school record data. Chapter Five discusses the services provided by participants and provides an assessment based on surveys of staff at local service sites. Chapter Six examines the institutional impacts on participating schools, and Chapter Seven presents the findings on the dollar return on investment for the Learn and Serve programs in the study. Chapter Eight summarizes the evaluation's conclusions. Scattered throughout the report are descriptions of a number of the programs in the evaluation and quotations from program participants about their service experiences.

[1] The evaluation sites were selected through a structured sampling process from a pool of approximately 210 middle and high school service-learning programs in nine states that had been randomly selected and contacted as part of the site selection process. The nine states were: California, Florida, New Mexico, New York, North Carolina, Ohio, Pennsylvania, Texas, and Wisconsin.

The Program Experience in the Evaluation Sites

At the core of the Learn and Serve program is the idea of service-learning. As defined in the legislation, service-learning combines meaningful service in the community with a formal educational curriculum and structured time for participants to reflect on their service experience. Service-learning stands in contrast to traditional voluntarism or community service, which generally does not include reflection or links to any organized curriculum.

As noted in the Introduction, the Learn and Serve evaluation was focused on sites that met the basic set of criteria for high quality, fully-implemented service-learning. All of the sites involved students in higher than average service hours and all conducted regular reflection and writing. The programs were all school-based and linked to an academic curriculum. While the programs varied in structure and format, all offered a relatively intensive, hands-on involvement in service and an opportunity to "process" the service experience through formal and informal group discussions, journal writing, research papers, and group presentations. Some of the key elements of the program experience in the sites included the following:

- ***Students were involved in substantial hours of direct service.*** While the hours for individual programs varied widely, the average student in the evaluation sites provided over 70 hours of direct service. Most of that service was in educational or human services-related projects – working as a tutor or a teacher's aide, in a nursing home or homeless shelter.
- ***Service generally involved hands-on, face-to-face experiences with service recipients.*** The large majority of students (76%) had at least some direct contact with service recipients, meeting students or senior citizens face-to-face. For most students (60%), the service experience included a mix of individual service assignments and group projects.
- ***Service involved reflection.*** Seventy-six percent of the participants reported that their classes included time set aside to discuss their service experiences, and 44% reported keeping a journal. Many of the programs also used other forms of written reflection (essays, research papers, presentations) not captured by the survey questions.
- ***Service involved elements of a high quality service experience.*** More than 60% of the students reported that their service involved real responsibilities, a chance to do things themselves, a variety of tasks, opportunities for discussion and to develop and use their own ideas. Nearly 80% reported feeling that they had made a contribution.

At Scotia High School, 65 students took part in the Elder Key program which partnered students with 130 elderly residents in the community. Students made daily telephone calls to their partners and were trained in emergency procedures for those cases in which their partner failed to answer the phone. The program was credited with saving several lives over the course of the year when students notified authorities that their daily call had not been answered.

A Variety of Program Strategies

The programs in the evaluation varied widely in their organization and structure, reflecting much of the broader diversity among Learn and Serve programs around the country:

- Ten of the programs were high school programs and seven served middle school students.
- Ten were integrated into academic classes; seven were structured as stand-alone, elective service-learning courses.
- Nine of the programs were part of a school-wide service or service-learning strategy.
- Four of the Learn and Serve programs were integrated into special programs for at-risk youth; three took place within alternative school settings.
- Eight of the programs took place in urban settings, five were primarily suburban, and four took place in rural areas.

A Diverse Group of Participants

The students in the programs in the evaluation sites also represented a diverse group of young people in terms of age, ethnicity, socioeconomic background, and prior experience with service-learning. The table below highlights the characteristics of participants in the evaluation sites.

Participant Characteristics in the Evaluation Sites

Characteristics	Percent
Gender	
Male	40%
Female	60%
Race/Ethnicity	
White	58%
Black/African American	17%
Hispanic	19%
Asian	2%
Native American	1%
Multicultural	3%
Other Characteristics	
Economically Disadvantaged	38%
Educationally Disadvantaged	30%
Involved in Self-Reported Delinquent Behavior During Past 6 Months (been in a fight, used a weapon, hurt someone, etc.)	29%
Involved in a Service-Learning Class in the Prior Year	45%

Note: Participant characteristics data is based on baseline survey and school record data for 608 participants in the evaluation's analysis sample.

Selected Program Descriptions

The **SITES Program** at North Olmsted High School (Ohio) combined English, social studies, and service-learning into a single half-day block of classes. Students provided 4-5 hours of service every week at a variety of local schools and community agencies. Service was linked to the academic curriculum through the literature read in the English class and through research papers, group projects, and presentations on topics related to students' service sites.

In the **Social Issues Program** at Taos High School (New Mexico), students identified, studied, and addressed local issues through small group projects which ranged from training as drug education counselors for the elementary school to sponsorship of a student/police basketball game as part of an anti-violence campaign. Students wrote about and discussed their projects and their role in the community through weekly reflection exercises designed by the course instructors.

East Scranton Intermediate School (Pennsylvania) has a school-wide service philosophy and developed an interdisciplinary 8th grade class focused on service-learning. Their major service activity was focused on a local hospital, where students worked in a variety of departments. Students also worked together on a variety of small group projects tied to academic subjects. Students participated in service three out of every six afternoons, totalling more than 200 hours over the course of the school year.

At **Wakulla Middle School** (Florida), service-learning was integrated into the alternative education program for at-risk students. Every other week students in the at-risk program, along with high achieving students, worked for half a day with staff from the Park and Recreation Department to revitalize a neighborhood park. Students worked in small groups on tasks that reinforced social, behavioral skills, and academic skills. Each service session was followed by an organized group discussion. Teachers in the alternative education program then used the park experience over the year in illustrating lessons in the classroom.

The **GIVE Program** at Scotia High School (New York) was an elective service-learning course that operated on a quarterly basis throughout the school year. Students attended the GIVE class once each week and provided two or more hours of direct service every week. Service activities ranged from one-to-one support for elderly residents (students make daily calls to check on their elderly partner) to volunteer work at a range of local human service agencies. Reflection took place through the weekly class discussions and a weekly "reflection document" (similar to a journal) which was reviewed by the teacher and which students shared to spark discussions in class.

Short-Term Participant Impacts

The primary goal of the Learn and Serve program is to help young people develop as responsible citizens, improve their academic skills, and develop as individuals through involvement in meaningful service linked to structured learning activities. Because of this, three basic questions guided the participant impact evaluation:

1 ***What was the impact of service-learning on participants' civic development?***
Did service-learning help to build students' understanding of their communities, their sense of social responsibility, and their commitment to community involvement?

2 ***What was the impact on educational development and academic performance?***
Did service-learning increase students' engagement in school, school attendance, and/or academic performance?

3 ***What was the impact of service-learning on students' personal and social development?***
Did service-learning help strengthen students' life skills (such as communications skills, work orientation, and career awareness), and did it lead to a reduction in involvement in risk behaviors?

To address these questions, the evaluation examined participant impacts at two points in time. First, the evaluation examined participant impacts at the end of the 1995-96 program year to identify short-term, "post-program" impacts – those impacts that were evident immediately following program participation. The evaluation then conducted a follow-up study in the spring of 1997 to examine the longer-term impacts of program participation. In both cases, the assessment of participant impacts was based on a combination of participant surveys (at the beginning and end of program participation and one year later) and data drawn from school records. Finally, the evaluation team also collected information on participants' responses to their service experiences through the surveys and through interviews conducted with the students at the end of the 1995-96 program year.

Measuring Short-Term Participant Impacts

To measure the short-term, "post-program" impact of the Learn and Serve programs, the evaluation administered surveys and analyzed school records for approximately 1,000 students at the beginning and end of program participation in the seventeen evaluation sites. Approximately 70% of the students were high school-aged and 30% were middle school students.[2]

The surveys and school records used in the study incorporated over 20 different outcome measures, including measures of civic and social attitudes, involvement in volunteer activity, educational attitudes and performance, and measures of involvement in risk behaviors. The measures reported in the study are listed in the table on the following page.

The impacts from the programs were estimated by comparing the average outcomes for program participants with those of comparison group members after making adjustments through a regression formula for differences in both baseline scores and the baseline characteristics of the two groups. The program's "impact" is the degree to which the outcomes for participants were significantly better (or worse) than those of students in the comparision group.

[2] The analysis sample included 608 program participants and 444 comparison group members. 733 were high school students and 319 were in middle school programs.

At Taos High School, students in the service-learning course helped to organize a local "Peace Day" as part of their ongoing school and community violence prevention efforts. Over 1200 local elementary students received conflict resolution training as part of the event, which was described as "the most effective model I've seen in terms of working with youth" by one community representative.

Outcome Measures Used in the Evaluation

Civic/Social Attitudes

- Personal and Social Responsibility
- Acceptance of Cultural Diversity
- Service Leadership
- Civic Attitudes-Combined Scale (Combined scores from Personal and Social Responsibility, Cultural Diversity, and Service Leadership)

Volunteer Behavior

- Involvement in any Volunteer Activity in Past 6 Months
- Estimated Hours of Volunteer Service in Past 6 Months

Educational Impacts

- Educational Competence
- School Engagement
- Individual Course Grades (English,Social Studies, Math, Science)
- Core Grade Point Average (combined English, Social Studies, Math and Science)
- Overall Grade Point Average (including electives, other courses)
- Failed 1 or More Courses
- Days Absent
- Suspensions
- Educational Aspirations (Wants to Graduate from a 4 Year College)
- Homework Hours (3 or More Hours per Week)

Social Development

- Communications Skills
- Work Orientation

Involvement in Risk Behaviors

- Consumed any Alcohol in Past 30 Days
- Used Illegal Drugs in Past 30 Days
- Arrested in Past 6 Months
- Ever Pregnant or Made Someone Pregnant
- Fought, Hurt Someone, or Used Weapon in Last 6 Months

Short-Term Impacts on Participants

The evaluation examined four broad groups of impacts: civic/social attitudes, volunteer behavior, educational attitudes and performance, and social development and involvement in risk behaviors.

Impacts on Civic/Social Attitudes

Based on the data from 1995-96 school year, the Learn and Serve programs in the study had a positive impact on the civic attitudes of program participants. Students in the programs showed positive, statistically significant impacts on three of four measures of civic development: acceptance of cultural diversity, service leadership, and the overall measure of civic attitudes (which combined diversity, leadership, and personal and social responsibility). Only the personal and social responsibility scale failed to show a significant impact.

The impacts on civic/social attitudes were most evident among the high school students in the study. Participants in high school service-learning programs showed significant impacts on service leadership and the combined civic attitudes scale and a marginally significant impact on attitudes towards diversity. Middle school students, in contrast, showed some gains in the measures of civic attitudes, but none were statistically significant.

While the Learn and Serve programs had a positive impact on civic attitudes, the impacts were generally small, showing less than a 5% difference between participant and comparison group scores. In part, the relatively small size of the impacts reflects the fact that most young people began with a fairly well-developed sense of civic responsibility. In that regard, service-learning programs might best be understood as strengthening or reinforcing students' generally positive civic attitudes rather than building a positive set of attitudes from scratch.

The largest impact on civic attitudes was on the measure of service leadership – the most direct measure of student attitudes towards service itself. The questions in that measure focused less on general attitudes and more on the degree to which students felt they were aware of needs in the community, believed that they could make a difference, knew how to design and implement a service project, and were committed to service now and later in life. In that instance, the service experience had a very clear and positive effect, providing a boost in students' understanding of the service task and their confidence in their ability to continue it.

Understanding Citizenship

"Before I got involved in community service, I always thought of being a good citizen as something like raking a neighbor's yard. Now I look at it more as actually touching people's lives and communicating with all the people of the community. Not just a certain group – the doctors and the lawyers and the neighbors, but everybody that's in the community."

"It makes us better citizens. A good citizen to me is someone who puts back into the community."

Respecting Others

"I work in a group home for mentally handicapped people. And, since I've been doing it, I've gained a lot of knowledge about how they live, how they do things, what their life is like. It really helps me to understand what they go through. People think being handicapped is the end of the world. But it's really not. They learn to deal with it just like anything else you learn to deal with in your life."

Impacts on Volunteer Behavior

The Learn and Serve programs also had a significant positive impact on involvement in volunteer service for all the program participants. Program participants were significantly more likely to have been involved in some form of volunteer service and to have contributed more hours of service during program participation than students not enrolled in the program. Overall, participants were nearly 20% more likely to have been involved in some form of service activity during the previous six months than comparison group students. They also provided more than twice as many hours of service as comparison group members during that time period (an average of 73 hours of service versus 32 hours for comparison group members).

Both high school and middle school students showed gains in their involvement in service activities, but high school students were more likely to show an impact on service hours. Overall, high school participants provided more than three times more volunteer hours than comparison group members (78 hours vs. 25 hours). Middle school participants also showed greater hours of service, but the difference was not statistically significant.

It is not surprising that participants in a service-learning program should have more volunteer hours than non-participants – that is an essential part of the program. But the comparison between participants and non-participants shows that those hours represent a net gain and that service-learning programs are not simply diverting students from volunteer service that they would otherwise normally be doing. As such, the programs are adding to the overall volunteer experience of young people: involving more young people in service and in a more intensive service experience than would take place in the absence of the service-learning program.

Summary of Post-Program Participant Impacts

Characteristic	All Participants	High School Participants	Middle School Participants
Civic/Social Attitudes			
Acceptance of Cultural Diversity	✔	✔*	
Service Leadership	✔	✔	
Civic Attitudes-Combined Scale	✔	✔	
Volunteer Behavior			
Volunteered for a Community Organization or Got Involved in Other Community Service in Past 6 Months	✔	✔	✔
Average Hours Doing Volunteer Work or Community Service in Past 6 Months	✔	✔	
Educational Impacts			
School Engagement	✔	✔	
Math Grades	✔	✔	
Social Studies Grades			✔
Science Grades	✔*	✔*	
Core Grade Point Average	✔*		
Fail 1 or More Courses		✔	
Social Development/Involvement in Risk Behavior			
Arrested in Last 6 Months			✔
Ever Pregnant or Made Someone Pregnant	✔*		✔*

Note: ✔ indicates a positive, statistically significant impact (significant at the .05 or .01 level)
– indicates a negative impact
✔* indicates a positive impact that is marginally significant (i.e., significant at the .10 level)

Source: Survey and school record data for a sample of 608 program participants and 444 comparison group members in the seventeen evaluation sites.

Impacts on Educational Attitudes and Performance

The Learn and Serve programs had positive short-term effects on participants' educational attitudes and school performance, though only on a few of the measures examined in the study. For the participant group as a whole, the Learn and Serve programs produced positive, statistically significant impacts on two measures – school engagement and math grades. They also produced marginally significant impacts for science grades and core grade point average (English, math, science, social studies grades combined). There were no impacts on English and social studies grades, or on measures of course failure, absenteeism, homework hours, or educational aspirations.

As with most of the other measures, high school students showed a slightly broader pattern of significant impacts than middle school students, with positive impacts on school engagement, math grades and course failures as well as a marginally significant impact on science grades. Middle school students showed positive increases in social studies, math, and science grades and core GPA. But the social studies increase was the only one that was statistically significant.

The limited nature of the educational impacts makes it difficult to conclude that service-learning is having a strong positive impact on students' educational experience. Where gains are evident, they are generally incremental in nature – a 10% increase in math grades, a 6.5% increase in science, and a 4% increase in core GPA. The change in math grades, for example, represents a increase from a solid C to a C+ (i.e. from a 2.26 average to 2.48). Clearly, for the participants in this study, involvement in service-learning did not promote a substantial change in overall school performance during the course of a single year.

At the same time, the fact that there are impacts on multiple measures (school engagement, course grades, core GPA) does suggest that service-learning is having some positive influence on school performance. The most likely explanation is that service-learning is helping students to become more engaged in school and that, perhaps as a result, they are doing better in at least some of their classes.

Thinking About Careers

"I've really been looking for what I want to do, the direction I want to go. I think now, I really want to do something around helping somebody – human services, the medical field, or something like that where I'm going to be working with somebody, helping them make a difference in their lives."

"Neither of my sites had anything to do with what I wanted to become. But I learned there were other options open to me, that I liked working with the elderly and I like working with kids too. So, I have a broader range of things to look at now."

Social and Personal Development

The one area in which there were no statistically significant post-program impacts for participants as a whole was on the measures of personal and social development, which included measures of perceived communications skills, work orientation, and involvement in risk behaviors. The only impact evident for the whole group was a marginally significant impact on teenage pregnancy.

For middle school students, however, there was some evidence of impact on involvement in risk behaviors, with a substantial, statistically significant impact on arrests and a marginally significant impact on teenage parenting. The fact that there are impacts on two risk measures for middle school students suggests that for these younger students, involvement in a well-organized service-learning program may play a role in reducing some kinds of risk behaviors.

More broadly, the impacts on middle school students and the marginal impact on teenage parenting for participants as a whole suggest that service-learning may have a role to play in more comprehensive interventions. A growing number of programs for at-risk youth have incorporated community service or service-learning into their overall design, and evaluations of several of those programs have shown a significant reduction in risk behaviors. While service alone is not likely to dramatically reduce involvement in risk behaviors, the data here suggest that it may have a role to play in a variety of other program strategies.

Differences in Impacts Among Subgroups

In general, the impacts from the Learn and Serve programs were evenly distributed across all the subgroups in the study. Males and females, white and minority students, economically and educationally disadvantaged students, students involved in one or more risk behaviors at baseline, and students with and without prior volunteer experience or participation in prior service-learning programs all showed similar patterns of impact. No one group seems to be consistently more likely to benefit from service than another.

While there were no across-the-board differences in impacts between subgroups, some differences did stand out. Minority (non-white) students showed significantly stronger impacts on measures of academic performance than did white students. Young women also showed stronger impacts on several education-related measures. These differences suggest that some groups may benefit on some impacts more than others. However, the broader finding is that the benefits of service-learning appear to cut across all groups of young people in the study.

Gaining Confidence and Maturity

"I think I've matured so much this year, just through [the program]. We are actually out in the work world, and we have to deal with people every day. Not just students or kids our age or younger. We have to deal with adults – we have to be mature, show responsibility, and act like we know what we are doing."

"Pretty much everybody in the class is in charge of an activity at one time or another. So, you learn if you are capable of pulling off something like that. You learn a lot about yourself and the skills that you have, your strengths and weaknesses."

Making A Difference

"One day, [one of the nursing home residents] was just sitting there, hiding his hands like this. And he was just crying. And I just looked at him and I thought: What if this was my grandpa? What if this was my husband? My dad? So, I went to him and I took his hand and I said, "Jim, I can't understand what you are feeling, but can you tell me anyway? Can we talk about it? Can I just listen?" And, he said, "no, no, no." And, I said, "Come on Jim, please! I want to know." So, I took him to the back of the room, and I sat there with him the whole time I was there, and I just held his hand, mostly. He just talked. And ever since that day, as soon as I get there, he's got a smile. He tells me all these stories. He talks. And, I think that's my biggest accomplishment there, because he has not cried since that day."

Participant Perspectives

Finally, when asked directly about their service experience, most participants gave it high marks. In surveys and interviews, students reported that the Learn and Serve programs helped provide them with an increased understanding of their communities, their academic work, and themselves.

- More than 95% of the program participants reported that they were satisfied with their community service experience and that the service they performed was helpful to the community and the individuals they served.
- 87% of the participants believed that they learned a skill that will be useful in the future, and 75% said that they learned more than in a typical class.
- 75% reported developing "a really good personal relationship" through their service experience, most commonly with another student or a service beneficiary.
- Over 90% felt that students should be encouraged to participate in community service (though only 36% felt that it should be required).
- Approximately 40% of the participants also reported that the service experience helped them think about and/or learn more about a future career or job.

Participant Impacts One Year Later

One of the major questions for the evaluation is what kinds of longer-term impacts we can expect on participants from these types of service-learning programs. To what extent do impacts on civic attitudes and behavior or on educational performance persist in the year after program participation? Do those longer-term impacts differ among young people who continue their participation in service and those that do not?

To address those issues, the evaluation team conducted a one-year follow-up study at the end of the 1996-97 school year, surveying program participants and comparison group members one year after their initial program participation and analyzing school records for those individuals who were still in school. Altogether, the evaluation collected follow-up information on 764 participants and comparison group members, representing 72% of the original sample.[3]

Impacts on Program Participants at Follow-Up

A year after the end of the initial program experience, most of the impacts found at the end of the program had disappeared. For the participant group as a whole, the follow-up study found marginally significant positive impacts on only three measures: service leadership, school engagement, and science grades. Program participants did continue to provide more hours of volunteer service than comparison group members, but the difference between the two groups was much smaller (1.5 times as many hours vs. 2.3 times at post-program) and not statistically significant. To the extent that significant impacts were found, they continued to be small: the difference between participants and comparison group members on the measures of service leadership and school engagement were less than 3%; the difference on science grades is more substantial (approximately 11%), reflecting a shift from a C to a C+ in that one subject.

High School and Middle School Differences

As was the case with the post-program results, students from the high school programs were more likely to show impacts than the students from the middle schools. High school students showed positive, statistically significant impacts on service leadership and science grades, and marginally significant impacts on school engagement and hours of volunteer service. High school students continued to provide roughly twice as many hours of volunteer service as comparison group members during the follow-up period, and the difference in science grades was substantial – about 15%. For the middle school students, the only impact that persisted was the impact on arrests during the previous semester, which was only marginally significant at follow-up.

[3] The follow-up data included surveys from 764 participants and comparison group members (460 participants and 304 comparison group members). 508 (66%) of the students in the follow-up sample were from high school programs; 256 (34%) were from middle schools. The evaluation also collected school record data on 596 students (380 high school and 216 middle school students).

Making A Difference

"You see a big, big change in the kids you work with. I had a girl who could hardly read, and I worked with her every week, and at the end of the year she was above the other students in her class. She was almost a grade ahead in her reading level. She just needed the extra attention."

Impact on English Grades

The most striking and puzzling finding for the follow-up analysis was a negative impact on English grades that was statistically significant for the participant group as a whole and for the participants in the high school programs. (Middle school participants also experienced a drop in English grades, but it was not statistically significant.) The finding is particularly puzzling because for the high school participants and the participant group as a whole, English grades were the only grades to show a substantial decline between baseline and follow-up. It is worth noting that English grades for participants in the follow-up were substantially higher than those for comparison group members at baseline, and while they declined in relative terms, they remained higher than the comparison group grades at follow-up despite the drop.

There are several possible interpretations for this particular result. The first is that it is a statistical artifact – evidence of the fact that, given enough sets of calculations, some results will be statistically significant solely by chance. Given that there are no other statistically significant negative findings in the study, this is a possibility worth considering.

The alternative is to recognize that while students involved in service may become more engaged in school and, as a result do better in those classes in which they normally struggle (e.g. math or science), their involvement in service may lead them to "coast" a little more in those courses in which they are already doing well. For those students, the other benefits of service – in terms of their sense of civic involvement, their increased sense of self-worth, or the opportunity to explore career options – may be worth a one half grade decline in one of their courses. The idea that service may distract students from their schooling has always been a concern for critics of the service-learning movement. However, the fact that the decline in English grades is accompanied by a positive impact on science grades and school engagement suggests that it should not be seen as evidence that involvement in service has a negative impact on school performance. Rather, the results from the post-program and follow-up analysis suggest that, on the whole, service-learning is likely to provide a small benefit or, at worst, have little positive or negative impact at all.

Summary of Participant Impacts at Follow-Up

Outcome	All Participants	High School Participants	Middle School Participants
Service Leadership	✔*	✔	
Average Hours Doing Volunteer Work or Community Service in Last 6 Months		✔*	
School Engagement	✔*	✔*	
English Grades	–	–	
Science Grades	✔*	✔	
Arrested in the Last 6 Months			✔*

Note: ✔ indicates positive, statistically significant impact (significant at the .05 or .01 level)
– indicates a negative impact
✔* indicates an impact that is marginally significant (i.e., significant at the .10 level)

At Wakulla Middle School, a mix of high achieving and at-risk students worked together and with Parks and Recreation Department staff to renovate a community park. Students helped to landscape the park, build picnic tables, and construct a gazebo, with four teams of students (about 25 students per team) working for half a day at the project every other week

Repeaters and Non-Repeaters

As part of the follow-up study, the evaluation also looked at the differences in impacts between participants who had continued their involvement in organized service during the follow-up year ("repeaters") and those who did not ("non-repeaters"). Were students who continue their involvement in service more likely to show positive impacts one year after their initial participation? Conversely, to what extent is a one-time involvement in a service program likely to show longer-term effects?

While the impacts at follow-up were limited across the board, participants who continued to be involved in organized service programs were more likely to show evidence of longer-term impacts. Students who continued to be involved in organized service showed positive, statistically significantly impacts on three outcomes – service leadership, hours of volunteer service, and school engagement – as well as marginally significant impacts on involvement in volunteer service, college aspirations, and consumption of alcohol. The repeater group also showed the same statistically significant decline in English grades as did the participant population as a whole. The only impact among the non-repeaters was a marginally significant positive impact on science grades.

While these findings are suggestive, a number of questions remain. We know very little about students' program experience during the follow-up year or why a student continued in service-learning or not. As such, we need to be cautious in interpreting the results. But the data do suggest that students who continue their involvement in service are more likely to show significantly greater gains from their service experience. Conversely, the follow-up findings also suggest that short-term, one-time involvement in service-learning is unlikely to produce strong, lasting effects. The implication, at least at this point in time, is that service-learning needs to take place on an ongoing basis if it is to lead to longer-term impacts on participating youth.

Applying Learning

"My service mini-course is Buffalo General Hospital Health careers. We go on a lot of field trips to the hospital. And, when you come back, you understand science more – how simple machines work in hospitals and what they have to do to save people's lives. You come back and you understand more about science."

"I think it's a big difference if you say you learned it hands-on, compared to if you say, "Well I read a book and I learned." We learn about stuff in [class] and then we apply it at our site. And I enjoy learning that way more then I do just sitting in classrooms all day."

Participant Impacts at Follow-Up for Repeaters and Non-Repeaters

Outcome	All Participants	Repeaters	Non-Repeaters
Service Leadership	✔*	✔	
Volunteered for a Community Organization or Got Involved in Other Community Service in Last 6 Months		✔*	
Average Hours Doing Volunteer Work or Community Service in Last 6 Months		✔	
School Engagement	✔*	✔	
English Grades	–	–	
Science Grades	✔*		✔*
Want to Graduate 4-Year College or Beyond		✔*	
Consumed Any Alcohol in Last 30 Days		✔*	

Note: ✔ indicates positive, statistically significant impact (significant at the .05 or .01 level)
– indicates a negative impact
✔* indicates an impact that is marginally significant (i.e., significant at the .10 level)

Impacts on Non-White and Educationally Disadvantaged Students

Finally, there were some substantial differences in impacts between several of the subgroups in the study at follow-up. For non-white and educationally disadvantaged participants, participation in service-learning appeared to provide significantly more positive impacts on measures of academic performance (i.e., grades and course failures) than for their complementary subgroup (that is, white students and non-educationally disadvantaged students). For the educationally disadvantaged students, at least, these findings suggest that service-learning may be a particularly effective strategy for students who are not otherwise likely to do well in school. More generally, they indicate that, while the academic impacts of service-learning may be limited for the population as a whole, some groups of students are likely to gain a more substantial academic boost from involvement in service-learning than others.

Service in the Community

The primary goal of Learn and Serve is to help young people develop through involvement in service-learning. But, Learn and Serve was also intended to deliver needed services to the community – to "meet the unmet human, educational, environmental, and public safety needs of the United States."

According to telephone interviews with over 150 local agencies, the Learn and Serve programs in the study provided an impressive array of services to their communities. Altogether, community agencies in the seventeen study sites estimated that over 1,000 Learn and Serve students were involved in over 300 distinct projects or activities each semester, providing approximately 154,000 hours of service during the year. Based on the interview data from the host agencies, the average student provided over sixty hours of service each semester.

The service activities conducted by the students included a wide range of activities. Approximately 90% of the projects were in education and human services and included tutoring, serving as teachers' aides, working at nursing homes and adult day care centers. Environmental projects (recycling, neighborhood improvement efforts) and public safety projects made up the balance.

Assessments of Service Quality

According to the schools and community agencies where students provided assistance, the work of the Learn and Serve programs was highly rated:

- 99.5% of the agencies rated their overall experience with the local Learn and Serve program as "good" or "excellent."
- 97% indicated that they would pay at least minimum wage for the work being done.
- 96% reported that they would use participants from the program again.

Overall, agencies rated the quality of the work performed by the students as an 8.6 on a scale of 1 to 10, with 1 as "unacceptable" and 10 as "best possible."

At East Scranton Intermediate School, 8th grade students worked at the local hospital two to three afternoons each week, where they were assigned individually or in small groups to departments throughout the hospital. Students read to children in the pediatric wards, helped staff the main desk and switchboard, delivered meals, and provided clerical support. The program began in 1993-94 and has expanded each year since.

Impact on Agencies and Communities

The work performed by the Learn and Serve participants also made a difference according to the community agencies where students served, both to the agencies and the service recipients:

- 90% of the agencies indicated that the Learn and Serve participants had helped the agency improve their services to clients and the community.
- 68% said that the use of Learn and Serve participants had increased the agency's capacity to take on new projects.
- 66% reported that participation in Learn and Serve had increased the agency's interest in using student volunteers.
- 82% reported that the Learn and Serve program had helped to build a more positive attitude towards youth in the community.
- 66% said that Learn and Serve had fostered a more positive attitude towards working with the public schools.
- 56% said that participating in the program had produced new relationships with public schools.

Agencies also reported direct benefits to their clients: 75% of the agencies where students provided education-related services (tutoring, student aides, etc.) reported that the students had helped to raise the skill levels, engagement, and self-esteem of the young people being assisted. Among programs serving elderly citizens or providing health-related services, nearly 65% of those interviewed reported that program participants helped improve the mood, morale, and quality of life of elderly residents, by providing companionship, social interaction, and personalized, one-to-one services.

Integrating Service-Learning into Schools

The third major goal for the national Learn and Serve program is to create new service-learning opportunities for school-aged youth and to do so through the integration of service-learning into the educational process. Learn and Serve grants in this regard can be seen as having two fundamental purposes: the development of permanent school- and community-based service-learning programs, and more broadly the integration of service-learning into academic curriculum and instruction on a larger scale.

Institutionalizing Service in the Schools

To a large degree, the Learn and Serve sites in the evaluation met their fundamental goal of establishing or expanding service-learning opportunities. In fifteen of the seventeen evaluation sites the service-learning programs were in operation through the follow-up year, and all fifteen appeared likely to continue beyond the end of the Learn and Serve grant.

At several of the evaluation sites, the Learn and Serve grants also prompted a significant expansion in service-learning:

- In one district, the original Learn and Serve grant for a high school service-learning coordinator led to a district-wide effort, including the hiring of a district-level coordinator and expansion of service-learning activities to all the district's schools.
- At a second site, the original high school Learn and Serve program doubled in size during the course of the grant and initiated a regular series of school-wide service activities organized by program participants. Under a new grant, the program's coordinators are working with interested teachers to integrate service-learning in ten additional courses in the high school and to establish service-learning programs at the district's middle and elementary schools as well.
- At two other high schools, the service-learning teachers have expanded service by adding a second service-learning class, and in a third community, the middle school service-learning coordinator has moved to the high school to help integrate service into the high school's program for youth at risk of dropping out.

Altogether, some degree of expansion was evident at nine of the seventeen evaluation sites. However, in most cases, expansion took place on an *ad hoc* basis rather than through any policy-level effort to integrate service-learning more broadly into the schools. As discussed below, relatively few of the schools engaged their teachers in organized efforts to expand and improve the quality of service-learning.

At Caprock High School, students worked an average of 4 hours per week at agencies throughout the community. In 1995-96, students provided clerical support at the Texas Employment Commission offices, distributed clothes and food at a day shelter, entertained and helped transport residents at a nursing home, read to and played with children at a rehabilitation hospital, and helped build exhibits and lead tours at the Amarillo Discovery Center, a local science museum.

Faculty Attitudes and Support for Service

Within the schools with Learn and Serve grants, support for service-learning was strong. Both at the beginning and end of the evaluation period, teachers reported generally positive attitudes towards service-learning and its potential role in education. Using the figures from the end of the evaluation (Spring, 1997):

- Over 90% of the teachers surveyed saw service-learning as a means of improving student attitudes towards school, increasing career awareness, improving student self-esteem, and increasing student social development and involvement in community affairs.
- Over 80% felt that service-learning was likely to increase academic achievement and provide increased exposure to social justice issues.
- 70% thought that service-learning would have a positive effect on student drug or alcohol abuse.
- Almost all the teachers (95%) believed that students should be encouraged to participate in community service, though only half believed that service should be required.

Efforts to Increase the Use of Service-Learning

While there was widespread support for the concept of service-learning, formal efforts to increase the use and quality of service-learning within the schools were limited. Though several of the sites in the study expanded service programs to additional students and schools, few of the schools took formal steps to train or inform their teachers about service-learning.

- When asked how they had heard about the Learn and Serve program in their schools, most teachers (77%) cited word of mouth from other teachers. Less than half learned about the program through a presentation at a faculty meeting and less than one third from a memo, newsletter or printed notice.
- As of Spring 1997, only 27% of the teachers in the evaluation sites reported having participated in training or professional development related to service-learning, and only 24% of those teachers reported participating in more than a one-day workshop. Altogether, less than 7% of the teachers surveyed had more than one day of training.

The degree to which professional development took place varied widely among different types of schools. Middle school teachers were substantially more likely to have participated in some form of professional development than their high school counterparts (35% vs. 24%), and teachers in school-wide programs were nearly three times more likely to have participated in some form of professional development than those in schools with more limited service-learning programs (47% vs. 17%). Clearly, professional development in support of service is more likely to take place where there is a school-wide commitment to service-learning.

Use of Service-Learning Among Teachers

The use of service-learning in the classroom also varied widely among different types of schools, with substantially greater use among middle school teachers and among teachers in the schools where there was a school-wide commitment to service.

Overall, 24% of the teachers responding to the survey in the evaluation sites reported that they were using service-learning in their own classrooms. Middle school teachers reported higher than average use of service-learning (36%) and were twice as likely to use service in their classrooms as their high school counterparts (18%). The use of service-learning was highest among teachers in sites with a school-wide service-learning commitment (41%) and nearly three times the rate in schools with a single service-learning course (15%). Again, where the goal is to encourage the widespread use of service, whole-school strategies appear much more likely to achieve that result.

In North Olmsted, students worked an average of 4-5 hours per week at over 30 community agencies and schools, working individually and in small groups. Student assignments included working as tutors and teachers' aides at elementary schools, and as aides at nursing homes and senior day care centers; helping to manage the city Food Bank; working with severely disabled children in special education programs; and volunteering at local hospitals.

Strengths and Weaknesses of Institutionalization

The experience of the seventeen sites highlights some of the difficulties involved in integrating service more broadly into the curriculum and instruction in the schools. For most of the schools, and particularly those in which service was focused on a single class or program, involvement in service-learning was concentrated among a small group of teachers. Relatively few of the sites had initiated formal, organized efforts to expand the use of service-learning in the school, and few teachers had received any formal training.

The lack of a broader impact and integration does not appear to be the result of active opposition to service-learning, but is more likely the result of a host of major and minor barriers to institutional change in the schools. Based on the interviews with teachers, program staff, and administrators, these barriers include:

- lack of funds and available time for professional development (often less than one day per quarter);
- competing professional development priorities;
- concerns about meeting new content standards and graduation requirements;
- lack of planning time for teachers;
- logistical problems and inflexible school schedules; and
- a continued emphasis on community service over service-learning.

Over the long run, the broader integration of service will likely depend on increased emphasis on and support for professional development as well as efforts to help schools address these more fundamental structural concerns.

Return on Investment

How do the impacts and services from Learn and Serve programs compare to the cost of operating the programs themselves? Are well-designed service-learning programs cost-effective? To the extent that a dollar value can be determined, what kind of return do these programs provide on the public investment?

While there are a number of challenges involved in estimating the costs and benefits of service-learning programs, it is clear that the benefits of well-designed service-learning programs like those in this study substantially outweigh program costs. On average, the participants in the service-learning programs in the evaluation produced services for the community valued at nearly four times the cost of the program. While the dollar value of gains in participant attitudes or gains in student performance cannot be calculated, they would likely add to the benefit side of the equation. The net result is a substantial return on the public investment.

Estimating the Learn and Serve Return on Investment

- The average program cost per participant in the evaluation sites was $149.12. The cost figure includes the Learn and Serve grant, matching funds, and estimates of the costs for national program administration, divided by the number of participants in the programs.
- The average estimated dollar value of the service provided by program participants was $8.76 per hour. The estimate is based on estimates by the host agencies of what they would have to pay someone to perform the same type of work at the same level of quality and productivity.
- The estimated average value of service per participant is $585.87 ($8.76 per hour times an average of 66.88 hours of service per participant).
- The estimated return on investment is 4 to 1 ($585.87 divided by $149.12). The return on the investment of federal funds (an average of $105.10 in Learn and Serve and national administration costs per participant), is even greater – approximately 5.6 to 1.

Conclusion

The Learn and Serve programs studied in this evaluation represent a select group of service-learning sites – programs that were chosen to represent the potential of well-designed, fully-implemented service learning initiatives. At the time of their selection, all of the programs in the evaluation had been in operation for more than a year and reported higher than average service hours and regular use of both oral and written reflection – all broadly accepted indicators of quality practice in service-learning. While each program had its own strengths and weaknesses, together they represent serious efforts to bring the ideals of service-learning and the federal community service legislation into practice.

Key Findings

The findings from three years of research show that well-designed service-learning initiatives are achieving many of the goals of the federal legislation.

- **Program participants showed positive short-term impacts on a range of civic and educational attitudes and behaviors,** including impacts on attitudes toward cultural diversity and service leadership; on involvement in volunteer activities; on attitudes towards school; and on school grades. For younger (middle school) participants, the service-learning programs also significantly reduced their involvement in several types of risk behaviors.
- **Participant assessments of their program experience were also very positive.** More than 95% of the program participants reported that they were satisfied with their experience and that the service they performed was helpful to the community. Through the surveys and interviews, participants made clear that their service experience had been meaningful and had helped them to gain an increased understanding of their community, their academic work, and themselves.
- **The results from the follow-up study indicated that many of these positive impacts did fade over time,** with only marginal impacts on service leadership, school engagement, and math grades evident one year later. There is, in short, little evidence that one-time participation in even a well-designed service-learning program is likely to produce substantial long-term benefits. However, the follow-up data also suggest that students who continue their involvement in organized service over time were significantly more likely to continue to experience the benefits of participation.
- **The Learn and Serve programs benefited their communities.** Learn and Serve programs provided an impressive array of services, and those services were highly rated by the agencies where students performed their work. Ninety-nine percent of the agencies surveyed rated their overall experience with Learn and Serve as "good" or "excellent," and 96% reported that they would work with participants from the program again.
- Based on estimates of the value of the service provided by the programs, **Learn and Serve participants provided nearly $4 in service for every $1 spent on the program.** Even without calculating the value of the program impacts on participants, the Learn and Serve programs in the study provide a substantial dollar return on the program investment.

- **The Learn and Serve programs were somewhat less effective as vehicles of large-scale educational change.** While most of the programs were apparently able to establish themselves as permanent, ongoing efforts within their schools, the expansion of service-learning within the schools and the integration of service-learning into the school curriculum was limited.

Taken together, these findings make a strong case for service-learning as a tool for the civic and educational development of middle and high school-aged young people. At a relatively low cost per participant, the programs in the study have helped to strengthen civic attitudes, volunteer behavior, and school performance while providing needed services to the community. In almost all of the sites, the programs have proven sufficiently compelling to garner the support of school administrators and teachers and have established an ongoing presence in their institutions. The programs in the evaluation suggest that Learn and Serve can meet its goals and have an impact on the attitudes and behavior of young people across the country.

Implications for Policy and Practice

There are a number of implications for both policy and practice in the evaluation's findings.

First, the results from this group of "well-designed" programs suggest that program quality does make a difference – that well-designed, fully-implemented programs are likely to have a significant impact on their participants and communities. To the extent possible, then, the Corporation for National Service and its grantees need to continue their emphasis on improving the quality of local service-learning programs, both through professional development and through continued work on developing and disseminating work on "best practices."

Second, the limited success of the Learn and Serve grants as vehicles for institutional change highlight the need to define a clearer set of goals and expectations for the integration of service into schools and curriculum. If the goal of Learn and Serve is to establish new service-learning opportunities, the programs in the evaluation largely accomplished that mission. However, if the goal is to support the broader integration of service-learning on a school or district-wide basis, the Corporation and its grantees need to look carefully at how Learn and Serve grants can best make that happen.

Third, the evaluation findings also suggest the need for continued research on the longer-term and cumulative impacts of service-learning. While the evaluation found clear short-term impacts from program participation, the findings from the follow-up study raise the question of how schools and communities can structure their programs to extend those impacts over a longer period of time. To answer those questions requires additional, longer-term research.

In the end, it is important to recognize that this study represents only one step toward improving our understanding of impacts and effective practices in service-learning. But, while many of the findings need to be confirmed by other studies, the findings presented here make a strong case for the effectiveness of well-designed service-learning programs. As such, it lays a solid foundation for future program and policy work aimed at strengthening and expanding current Learn and Serve programs.

CORPORATION
FOR NATIONAL
SERVICE

The Corporation for National Service

Created in 1993, the Corporation for National Service gives more than a million Americans opportunities to improve communities through service. The Corporation supports service at the national, state, and local levels, overseeing three main initiatives:

- AmeriCorps, whose members serve with local and national organizations to meet community needs and, after their service, receive education awards to help finance college or training;
- Learn and Serve America, which helps link service and education for students from kindergarten through college; and
- The National Senior Service Corps, through which Americans fifty-five and older contribute their skills and experience.

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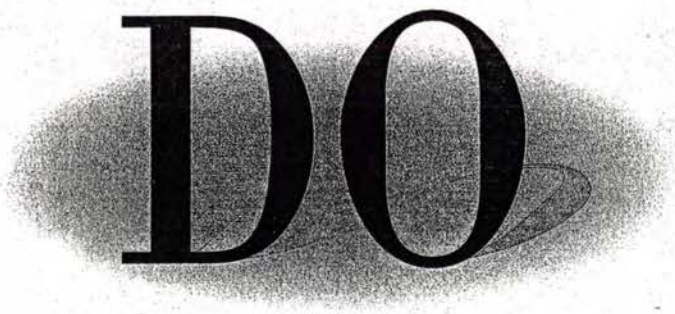
The Heller School
Brandeis University

60 Turner Street
Waltham, MA 02453
http://heller.brandeis.edu/chr

MORE Things That



Make A Difference for Youth:

A Compendium of Evaluations of Youth Programs and Practices

Volume II

American Youth Policy Forum

AmeriCorps: State/National

A Summary of:

MAKING A DIFFERENCE: Impact of AmeriCorps*State/National Direct on Members and Communities 1994-95 and 1995-96, 1999, Aguirre International (San Mateo, CA)

Overview

Established by the National and Community Service Trust Act of 1993, AmeriCorps provides grants for programs that involve youth and young adults in local community service activities, mostly on a full-time basis, in exchange for living stipends and postsecondary education awards. Two-thirds of the grants go to State Commissions on National Service that select local programs for funding. The remainder goes directly to national programs and special initiatives chosen through a competitive process. Non-profit organizations, federal, state and local government agencies and Indian tribes are eligible to apply. Applicants are required to demonstrate local support by raising matching funds from business and other sources. At the end of 1995-96, 448 programs had been funded nationwide. Of these, 342 programs were funded through the State Commissions and 106 directly funded (National Direct). AmeriCorps programs address at least one of four broad areas: education, human needs, public safety and the environment.

POPULATION

During its first year, AmeriCorps recruited 17,341 members. The quality of member selection process varied significantly, and almost all programs experienced high member turnover. In the second year (1995-96), the number of members rose to 18,696 and most programs improved their selection process to better match member backgrounds and interests, services to be provided and supervision models. All members received a variety of initial and ongoing training. Two-thirds of AmeriCorps members had attended at least some college and 14 percent had not completed high school. AmeriCorps members who completed the Life Skills Inventory part of this study were more likely to be female (70 percent), 21 to 25 years old, and employed, but earning wages at or below the poverty line. Nearly half were white, 25 percent were African American, and 13 percent Hispanic. Five percent reported a disability.

Evidence of Effectiveness

During 1995-96, a survey of 310 AmeriCorps programs found that more than nine million people benefited from the services provided by AmeriCorps members, including:

- 1.9 million students received educational services such as tutoring, mentoring, after-school programs, in-school activities, peer tutor training and others

AmeriCorps: Hartford, CT

A Summary of:

HARTFORD AMERICORPS PROGRAM: Final Evaluation, September 1996, Corporation for Public Management

HARTFORD AMERICORPS: An Assessment of Evaluation Data, June 1997, Urban Policy Strategies (New Haven, CT), by Marta Elisa Moret

Overview

The Hartford AmeriCorps program is a component of Southend Community Services, Inc., a non-profit organization that provides direct services in child care, elderly services, and youth development and employment. The program focuses on training AmeriCorps participants to provide tutoring, homework assistance, community leadership activities and special learning projects to local elementary school children. Recently, the program established a "Kids' Corps," which engages school children in mentoring and service-learning activities. The program is funded by Southend Community Services, Inc, with the support of the Corporation for National Service, Connecticut Commission on National and Community Service, City of Hartford, Bank of Boston, The Hartford, Phoenix Home Life, Fleet Bank and United Technologies Corporation.

POPULATION

The Hartford AmeriCorps trained 30 high school- and college-age young adults to assist 450 children in four elementary schools in the city's most economically deprived area. Of the AmeriCorps participants, over 80 percent were women, 42 percent were Latino, 38 percent African American and 20 percent white. Over 20 percent had a Bachelor of Arts degree and 46 percent were high school graduates, 20 percent were in college or had completed a GED and 20 percent dropped out of high school before joining AmeriCorps.

Evidence of Effectiveness

The Hartford AmeriCorps program benefited all those involved. The children being tutored by AmeriCorps members improved:

- the quality of homework assignments (teachers reported that 75 percent of the children being tutored improved their homework)
- the quantity of homework assignments completed (teachers reported a 67 percent increase in completed assignments)
- their understanding of the importance of homework for their learning (before the tutoring started, 48 percent of the children considered homework important, while after the tutoring, the percentage had increased to 88 percent)
- levels of self-esteem, personal worth and ability to do well (74.6 percent self-reported high self-esteem at the end of the project, as compared to 65.7 percent at the beginning)

Learn & Serve America

A Summary of:

NATIONAL EVALUATION OF LEARN AND SERVE AMERICA SCHOOL AND COMMUNITY-BASED PROGRAMS: Final Report

July 1998, by Alan Melchior, Center for Human Resources, Brandeis University (Waltham, MA) and Abt Associates Inc. (Cambridge, MA)

Overview

Learn and Serve America School and Community-Based Programs were established by the National and Community Service Trust Act of 1993. The program, administered by the Corporation for National Service (CNS), provides grants to states and national organizations to be distributed to individual school districts, schools and local organizations. Learn and Serve aims to involve school-aged youth in activities that link meaningful service in the community with a structured learning experience. Its goals are to help young people develop civic and academic skills, promote the integration of service and academic curriculum in schools, and support communities in the delivery of needed services. For more information on the program, see the preliminary report summarized in *Some Things DO Make a Difference for Youth,* pp. 117-119.

POPULATION

Researchers analyzed 17 school-based sites across nine states involving 606 participants. Of these, 435 were high school students and 173 were in middle school. Sixty percent of all participants were female, 58 percent were white, 19 percent Hispanic, 17 percent African American and 4 percent were Asian, Native American or multi- cultural. English was the first language of 95 percent of participants, 38 percent were from economically disadvantaged backgrounds, 29 percent had been involved in delinquent behavior in the previous six months, and 45 percent had participated in a service-learning class in a prior year. The comparison group was composed of 444 high and middle school students with similar demographic characteristics.

Evidence of Effectiveness

The preliminary report showed that participating students and community agencies provided strong, positive assessments of the program when responding to the surveys or in interviews with researchers. In addition, short-term impacts of the program also showed that, relative to the comparison group, participant students, regardless of gender, socio-economic background and ethnicity:

- scored significantly higher on measures of civic attitudes and volunteer behavior
- had much higher grades in mathematics and moderately higher grades in science and core grade point averages (a combination of English, math, science and social studies grades)

Youth As Resources: Indiana

A Summary of:

CHANGING PERSPECTIVES: Youth As Resources, 1990, The National Crime Prevention Council, Washington, DC.

A FOLLOW-UP STUDY OF YOUTH AS RESOURCES: Youth Volunteers, October 1992, by Christine Glancy and Paula Schmidt-Lewis

AN EVALUATION OF YOUTH AS RESOURCES: Special Initiative, November 1992, by Paula Schmidt-Lewis and Christine Glancy

YOUTH AS RESOURCES: Special Initiative Phase II, Final Evaluation Report, February 1995, by Paula Schmidt-Lewis

The last three studies were conducted by PSL and Associates, Inc.

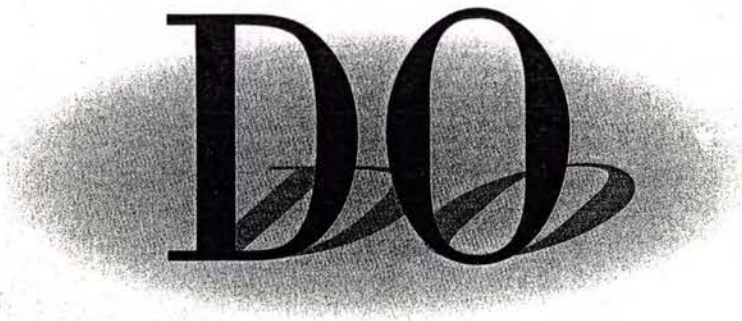
Overview

Youth As Resources (YAR) is an initiative of the National Crime Prevention Council (NCPC), a private, nonprofit organization whose principal mission is to empower people to prevent crime and build safer and more caring communities. YAR was started in 1987 in three Indiana communities with initial funding from the Indianapolis-based Lilly Endowment. The success of the program led NCPC and the Indiana Department of Corrections, again with the support of the Lilly Endowment, to introduce YAR as a special initiative in five Indiana juvenile correction facilities. YAR encourages youth engagement in communities by providing small grants to youth designed and implemented projects which address social problems and contribute to positive community change. Young people work as partners with adults in all levels of the program, including the governing boards responsible for awarding the grants and developing program policies. To support YAR's expansion, the Center for Youth As Resources (CYAR) was created in 1995 as a separately incorporated arm of the NCPC.

POPULATION

In 1997, YAR provided grants for over 3,500 volunteer projects involving more than 100,000 young people. *Changing Perspectives* included 69 projects involving more than 1,000 youth and 6,000 beneficiaries. *A Follow-up Study (1992)* surveyed 100 participants in two communities. Of those, 44 were male, 66 female, 62 were white and 35 were African American. Their ages ranged from 11 to 25 years. At the time of the interview, 54 participants were in high school and 63 were working full or part-time. The Special Initiative described in the last two evaluations involved 45 projects and 926 youth from two correctional institutions and different agencies that provide residential treatment and foster care for abused, neglected, and emotionally disturbed youth. In the correctional facilities, 67 percent of the girls participated in YAR projects compared to eight percent of the boys. Non-completion rates for the Special Initiative was 61 percent due to the high population turnover in correctional institutions.

Some Things



Make A Difference for Youth:

A Compendium of Evaluations of Youth Programs and Practices

American Youth Policy Forum

Institute for Educational Leadership

Learn and Serve, Higher Education

A Summary of:

Evaluation of Learn and Serve America, Higher Education: First Year Report, Volume I

May 1996, Institute on Education and Training, RAND (Santa Monica, CA) by Maryann Jacobi Gray, Sandra Geschwind, Elizabeth Heneghan Ondaatje, Abby Robyn and Stephen P. Klein and Higher Education Research Institute, University of California, Los Angeles, by Linda J. Sax, Alexander W. Astin and Helen S. Astin

(Evaluation funded by Corporation for National Service.)

Overview

Learn and Serve America, Higher Education (hereafter LSAHE) is an initiative developed under the National and Community Service Act of 1990 and administered by the Corporation for National Service (hereafter CNS). It encourages postsecondary students to participate in community service while improving their academic and life skills.

POPULATION

Learn and Serve volunteers were college students. Participants were more likely than non-participants to have performed volunteer work in high school (88 percent vs. 70 percent), tutored another student, attended religious services, participated in a community action program, or been a guest in a teacher's home. Participants also had more confidence in their leadership abilities, were more likely to be women [70 percent], and were less likely than non-participants to attend college in order to make more money.

Evidence of Effectiveness

This RAND/University of California, Los Angeles (hereafter UCLA) evaluation covers LSAHE's first year (1995) funded at $9.5 million for 116 grantees. The final report will be issued later in 1997. To determine if LSAHE affected student outcomes, the UCLA half of the evaluation team administered post-program surveys to 2,309 participants and 1,141 non-participants at LSAHE institutions, assessing outcomes in the areas of civic responsibility, academic development, and life skills. For some measures, evaluators administered pre- and post-program surveys to learn how students had changed over the course of their LSAHE service.

- On seven measures used to compare levels of civic responsibility before and after LSAHE, service participants had higher levels of civic responsibility than non-participants. The most striking differences were between students' commitment to:
  - — influencing social values, which increased by 7.8 percentage points for LSAHE participants and

Learn and Serve, School/Community

A Summary of:

National Evaluation of Learn and Serve America School and Community-Based Programs: Interim Report

February 1997, by Alan Melchior, Center for Human Resources, Heller Graduate School, Brandeis University (Waltham, MA) and Abt Associates (Cambridge, MA)

(Evaluation funded by Corporation for National Service.)

Overview

Learn and Serve America, School and Community-Based Programs (hereafter LS) supports school and community-based efforts to involve school-aged youth in community service and to help young people develop through involvement in service-learning. LS was established under the 1993 National and Community Service Trust Act and is the successor to the Serve-America Program (see pp. 126-128). LS is administered by the Corporation for National Service and funded through grants to states and national organizations, and through them to individual school districts, schools and community organizations. In 1994-95, the first year of the program, the Corporation awarded approximately $30 million in grants supporting over 2,000 local efforts involving over 750,000 school-aged youth.

POPULATION

Approximately 1,000 middle and high school students in well-designed, "fully-implemented," school-based service-learning programs and comparison group students were included in the evaluation. Participants included 29 percent middle school students and 71 percent high school students. Forty percent were male and 60 percent female. The group was racially and ethnically diverse (58 percent white, 17 percent African-American, 19 percent Hispanic, and 4 percent Asian, Native American or multi-cultural). Thirty-eight percent of the participants were economically disadvantaged.

Evidence of Effectiveness

The LS evaluation studied the impact of well-designed, fully-implemented service-learning programs in seven middle schools and ten high schools in nine states. The interim report details the program impacts for students who participated during the 1995-96 academic year. The final report for evaluation will examine longer-term, follow-up impacts and will be completed in early 1998. The evaluation was designed to address: (1) the impact of program participation on participants; (2) the institutional impacts; (3) the impacts LS programs have on their communities; and (4) the return (in dollar terms) on the LS investment. Data from the first year of the evaluation suggest that these programs are having a positive impact on both the program participants and the community at large.

The evaluation found positive, statistically significant impacts (at a 0.05 level or higher) for participants in

Serve-America

A Summary of:

National Evaluation of Serve-America: Final Report

October 1995, by Alan Melchior of Center for Human Resources, Heller Graduate School, Brandeis University (Waltham, MA) and by Larry Orr, Abt Associates (Cambridge, MA)

(Evaluation funded by Corporation for National Service.)

Overview

Serve-America (hereafter SA) was established by the National and Community Service Act of 1990 to involve school-aged youth in community service through school and community-based activities. [SA was succeeded by Learn and Serve America, School and Community-Based Programs (see pp. 117-119).] Sponsors hoped that through service-learning young people would become more aware of their communities, develop civic responsibility, build self-esteem and self-confidence and improve their critical thinking and academic skills.

POPULATION

About 434,000 school-aged youth (K-12) and 95,000 nonparticipant volunteers were involved in SA in 1993-1994. Roughly equal percentages of males and females participated, and the group was ethnically diverse (65 percent white and 28 percent African American or Hispanic). Twenty-one percent of the participants were economically disadvantaged.

Evidence of Effectiveness

Researchers examined the impact of SA on the student participants, the institutions involved and their communities. The statistically significant results included:

- Relative to a comparison group, high school students in SA:
  - had 20 percent fewer absences
  - scored six percent higher in communication skills
  - scored 5.3 percent higher in work orientation
  - scored 5.3 percent higher on a measure of personal and social responsibility
  - were 13 percent more likely to give volunteer service, and were involved in a greater number of volunteer activities
  - gave 300 percent more hours of volunteer service
  - were 20 percent more likely to expect to be involved in future service activities
  - were 22 percent more likely to expect to serve as a counselor, mentor, or tutor in the future
- Relative to a comparison group, middle school students in SA:
  - had 35 percent fewer absences
  - did more homework (e.g., 12 percent of SA students spent 11 or more hours per week on homework, compared to two percent of comparison group students)
  - performed 90 percent more hours of service

In addition, researchers surveyed students and community agency staff on the quality of the service experience and the services provided. Eighty-five percent of high school participants and 66 percent of middle school students said they had learned a skill that would be useful in the future, and 96 percent of high school participants and over 75 percent of middle school students believed the services they performed were helpful to the community and to the individuals served. Host agencies rated the quality of

Education.

Public safety.

Housing.

Health care.

Environment.

Disaster relief.

Citizenship.

Involvement.

Action.

National service

CORPORATION
FOR NATIONAL
SERVICE

Volume 2, No. 1, Summer 1999

AmeriCorps NEWS

FOR AMERICORPS MEMBERS AND FRIENDS OF THE NATIONAL SERVICE NETWORK

AmeriCorps *is* Getting Things Done, Study Finds

As AmeriCorps approaches its five-year anniversary, you and the other 100,000 Americans who have served as AmeriCorps members have reason to be proud. A new independent study shows that the efforts of AmeriCorps members have strengthened neighborhoods, made nonprofits more productive, and inspired others to get more involved in their communities.

Aguirre International found that programs have provided intensive results-driven service and have benefited communities, nonprofits, and members in the following ways:

- directly assisting millions of people, including children, seniors, and victims of natural disasters;
- helping nonprofit organizations do more for communities;
- getting citizens involved in solving problems; and
- motivating people of all ages to take an active role in their communities.

One of the most significant findings is what AmeriCorps members get out of their service experience. Aguirre reported that serving in AmeriCorps greatly improves participants' skills in the areas employees look for—communication, interpersonal skills, analytic problem-solving, understanding of organizational systems, team skills, and technology. Members developed new skills and enhanced existing skills, the study shows, particularly those who entered with low skills and with little employment experience.

Making Nonprofits More Productive. AmeriCorps benefits nonprofit organizations by acting as a catalyst for change, Aguirre found. Because of their collaboration with AmeriCorps, many institutions have been able to expand, improve, and restore service to their communities.

Strengthening Communities. Besides the benefits of direct service (such as better schools and safer neighborhoods), AmeriCorps strengthens communities by helping them share and expand resources and by recruiting additional volunteers. Communities responded favorably to AmeriCorps, Aguirre reported, and there was little overlap or conflict between AmeriCorps activities and the work of other community organizations. Aguirre also found that AmeriCorps "sparked community interest and participation, infused hope into depressed communities, and raised awareness of local problems."

Increasing Civic Responsibility. The AmeriCorps experience helped instill the value of community involvement. Nearly all AmeriCorps members (99 percent) reported plans to continue some form of community service in the future, although only 56 percent of them reported involvement prior to serving. Many members have been motivated to pursue careers in public service and community-oriented work.

Return on the Investment. The direct benefits to communities and AmeriCorps members are at least $1.66 for every dollar spent, said Aguirre, noting that the figure is conservative.

As an AmeriCorps member, you help your community every day. And the Aguirre study shows that together with other AmeriCorps members, you are making a real difference in communities nationwide.

WHAT'S INSIDE...WHAT'S INSIDE...WHAT'S INSIDE...WHAT'S INSIDE...WHAT'S INSIDE...

Letter from President Clinton **Message from Harris Wofford**
The AmeriCorps Call to Service **Life After AmeriCorps** **Tips for Staying Involved**
Career Success for Former AmeriCorps Members

Welcome

Welcome to *AmeriCorps News!* This newsletter is designed to tell you what AmeriCorps members are doing, help you serve more effectively, and help you keep in touch with other AmeriCorps members.

This issue includes exciting new information about AmeriCorps' national accomplishments and shares tips for staying involved after your term of service is over.

I'm sure you'll have ideas about how we can make this newsletter more useful, and I hope you'll share your suggestions with us. Send your comments to amnews@cns.gov. or mail them to AmeriCorps News, Corporation for National Service, 1201 New York Avenue, N.W., Washington, D.C. 20525.

AmeriCorps News is also on-line at *www.americorps.org*—just click on "Information for Members" to keep up with the latest news and resources.

Deb Jospin

Deb Jospin
Director of AmeriCorps

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Visit *AmeriCorps News* on-line! Go to *www.americorps.org* and click on "Information for Members."

What do you think of *AmeriCorps News*? Let us know at amnews@cns.gov.

THE WHITE HOUSE
WASHINGTON

Summer 1999

Dear AmeriCorps Graduate:

Congratulations on the successful completion of your AmeriCorps term of service. I am delighted to join your family and friends in celebrating this impressive accomplishment.

Over the past year, you have helped prove that national service works. In classrooms and police stations, on neighborhood cleanup crews and crime watches, in rural areas and urban centers, AmeriCorps members like you have strengthened communities and supported people who are striving to make the most of their lives. Your dedication and your commitment to serving others have helped AmeriCorps "get things done" throughout our nation.

Now that you are completing your term of service, I hope you will continue to find ways to serve. America needs your enthusiasm, your skills, your experience, and your leadership. Many challenges lie ahead, both for you and for our country. I am confident that your experience in AmeriCorps will help you meet those challenges.

Thank you again for your service, and best wishes for much continued success.

Sincerely,

Bill Clinton

Message from Harris Wofford

Can you envision a country where every third-grade child can read? Where every citizen has affordable housing? Where people feel safe in their neighborhoods? Where people can get the support they need to live healthy, productive, active lives?

Through AmeriCorps service, you've helped to bring that vision closer to reality.

This year, AmeriCorps celebrated its 100,000th member—a milestone it took the Peace Corps more than 20 years to reach. In the past five years, AmeriCorps members like you have taught children to read, made neighborhoods safer, built affordable housing, helped communities recover from natural disasters, and more.

In achieving these results, you and other members have reached another goal—demonstrating for others the importance of community involvement.

I hope you will carefully consider what it meant when you pledged to serve "this year and beyond." Congratulations on what you've already accomplished, and best wishes as you continue to "get things done."

Harris Wofford
Chief Executive Officer
Corporation for National Service

The Call to Service: Help Recruit the Next Class of AmeriCorps Members!

AmeriCorps is in the midst of its largest recruitment campaign ever, and you are an important part of it. Recruiting can take many forms, and most of them take little time and effort. Here are a few ways you can help:

1. **Wear your AmeriCorps t-shirt.** You can help raise awareness at concerts, at festivals, and in your own neighborhood by simply wearing your shirt or an AmeriCorps button.
2. **Ask the program where you served what you can do to help find new members.**
3. **Talk to people you meet while doing service projects in your community.**
4. **Tell people in your office, school, church, or synagogue about your experience as an AmeriCorps member.**
5. **Return to your high school or college to tell students there about opportunities with AmeriCorps.**
6. **Offer to help the national AmeriCorps recruitment office** by calling 1-800-942-2677.
7. **Keep up with the latest news about AmeriCorps by visiting *www.americorps.org*—**and share information with your friends.
8. **Participate in alumni events.** (For information on how to stay involved, call AmeriCorps Alums at 202-729-8180 or visit *www.americorpsalums.org*.)

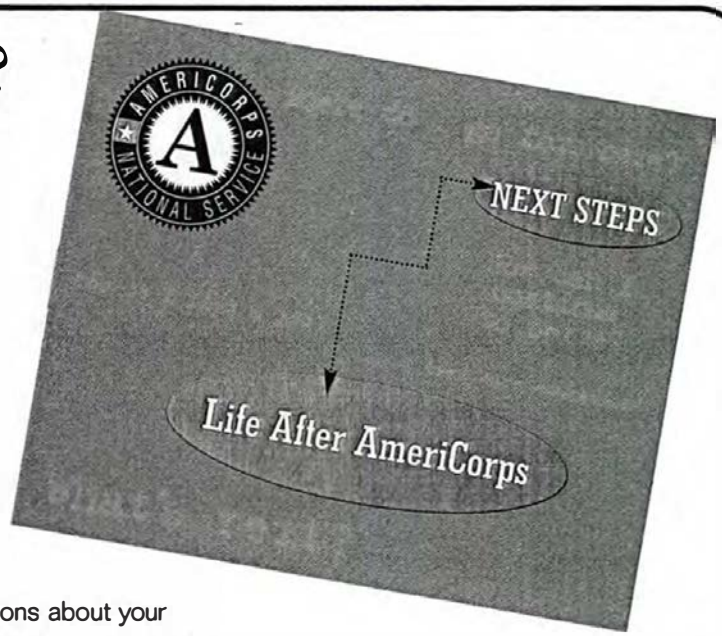
Your efforts to spread the word about AmeriCorps will support the Call to Service, a national recruitment drive launched in February 1999 by President Clinton to help enroll more than 50,000 new AmeriCorps members over the next year. Asking "Are You Up to the Challenge?" the campaign focuses on the impact members have on the communities they serve and the important personal growth they experience.

Among the elements of the recruitment campaign are:

- print ads featuring AmeriCorps members and their experiences (visit *www.americorps.org* to read their stories);
- a direct mail campaign to college seniors;
- a television public service announcement (PSA), "I am AmeriCorps," which MTV produced; and
- recruitment events at college campuses and communities nationwide.

GET MORE INFO
Keep up with the latest news about AmeriCorps by visiting ***www.americorps.org***

What's Your Next Step?
Life After AmeriCorps



Is there life after AmeriCorps? According to the staff at AmeriCorps Alums, your biggest challenge may be deciding what you want to do with your skills and experience. "AmeriCorps alumni have found their AmeriCorps experience helps them succeed as students, as entrepeneurs, and as professionals in the nonprofit field and in the private sector," says Katie Floyd, membership coordinator. "Employers look for the exact type of skills and leadership that AmeriCorps members offer."

Before you know it, your AmeriCorps service will come to an end, and you may already be thinking ahead about what you want to do, and how and where you can do it. AmeriCorps has prepared a handbook that may help you sort out some of your options, whether you're thinking about getting a job, going to school, or doing another year of service.

Next Steps: Life After AmeriCorps includes exercises to help you evaluate your accomplishments as an AmeriCorps member and figure out how to combine your skills and interests.

Specifically, *Next Steps* gives you tips on:

- writing a resume and interviewing effectively;
- identifying jobs in your areas of interest;
- using the web for your job search;
- applying for college or graduate programs; and
- staying involved in service.

Your AmeriCorps service will always remain with you in some way. Your decisions about your career, family, community, and civic responsibilities may be affected by your AmeriCorps experience.

"Employers look for the exact type of skills and leadership that AmeriCorps members offer."
—Katie Floyd, AmeriCorps Alums

Like Peace Corps volunteers who serve two years abroad but are then charged with "bringing the world back home," you too have a responsibility once your term of service has ended. Part of your pledge as an AmeriCorps member is to get things done "this year and beyond." How will you carry out this commitment?

Next Steps points to several options and resources for continuing to serve, such as:

- serving another term as an AmeriCorps member or an AmeriCorps Leader (*www.americorps.org* or 1-800-942-2677);
- getting involved with AmeriCorps Alums, (*www.acorpsalums.org* or 202-729-8180);
- applying to the Peace Corps (*www.peacecorps.gov* or 1-800-254-8540); and
- participating in service projects locally (try *www.servenet.com*).

If you don't already have a copy of *Next Steps*, you can order one by calling 1-800-860-2684. The end of your AmeriCorps term of service is a time of great opportunity. Take advantage of this time to make decisions that work for you.

What are you planning to do after you finish your AmeriCorps term of service?
How will you use your education award?
Let us know at amnews@cns.gov.

GET MORE INFO

Get involved with AmeriCorps Alums! **(www.acorpsalums.org or 202-729-8180)**
To get a copy of *Next Steps*, call **1-800-860-2684.**

AmeriCorps Alumni Keep on Serving

Whether they've served in their hometown or on the other side of the country, taught children to read or organized neighborhood safety patrols, AmeriCorps alums seem to have one thing in common: a desire to continue serving.

Erin Moore, who served with City Year Columbus, now is a full-time college student, majoring in French at Ohio State University, and a part-time staff member for the Governor's Community Service Council. But that packed schedule doesn't keep her from participating in numerous community service projects. "Before I did AmeriCorps," she said, "I had never done a lick of community service in my life. I feel a commitment to participate whenever I have the free time now, which definitely didn't exist before."

Moore's newfound commitment to service is not unusual among AmeriCorps members, according to a recent independent study conducted by Aguirre International. The survey showed that while only 56 percent of AmeriCorps members had performed community service of some type before joining AmeriCorps, a full 99 percent now say they plan to make continued service a priority.

> "I feel a commitment to participate whenever I have the free time now, which definitely didn't exist before."
>
> —Erin Moore

While only 56 percent of AmeriCorps members had performed community service of some type before joining AmeriCorps, a full 99 percent now say they plan to make continued service a priority.

Like many other former AmeriCorps members, Moore has stayed involved with her program. She served as a project coordinator during a City Year serve-a-thon on Make A Difference Day, coordinating a team of 50 or 60 volunteers who created a community garden on the east side of Columbus. Since that project was completed, she's been serving as a Young Heroes team leader. She described the projects as a "mini-City Year for middle school kids." On Saturdays, the students attend morning workshops on topics ranging from citizenship to drug and alcohol education, before participating in service projects in the afternoon.

AmeriCorps*NCCC alum **Gardner Humphreys** had a history of community service in college. Now the manager of Communities of Promise and State Initiatives at America's Promise in Virginia, he volunteers with numerous organizations when he's not working. He became a team leader with DC Cares, a group that organizes a variety of one-time volunteer activities. He's active with

> "Doing AmeriCorps showed me the importance of direct service."
>
> —Gardner Humphries

the local Humane Society and the Washington chapter of AmeriCorps Alums, which is setting up a "Second Saturday of Service" project that will bring alums together on a regular basis for neighborhood cleanups and playground improvements.

"Doing AmeriCorps showed me the importance of direct service," he said. "Even if you do go on to work in service or the community development field, there's still nothing that can quite take the place of direct service."

Colleen Hughes also was active in community service before her AmeriCorps experience, but from a very different perspective. As a mother of four children, most of her involvement was related to her children and their projects at school or church. Now a student, she's a member of several local boards focusing on youth and neighborhood improvement in her hometown of Tulsa, Okla.

"I really didn't get involved with the needs of the community until I found myself in some of those areas with AmeriCorps working with at-risk students in communities that didn't have some of the things that I took for granted," she said. One of the projects she works with focuses on getting 14- to 16-year-olds involved in community service. "Some of these kids have nothing to do, so I'm working with the Community Service Council to recruit them into community service projects. Through community service, they can get job experience and meet people, and learn that where they're going to get a good feeling in life is from giving something back to the community."

> **"I really didn't get involved with the needs of the community until I found myself in some of those areas with AmeriCorps."**
>
> **—Colleen Hughes**

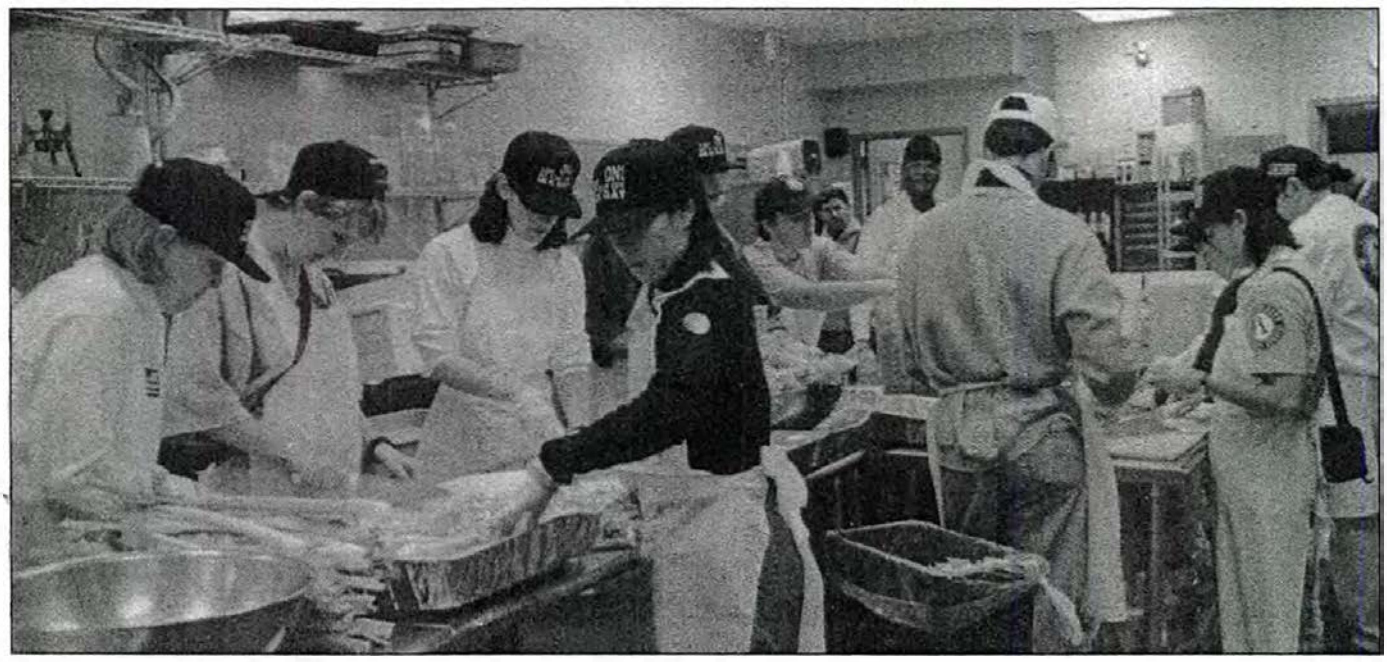
Hughes, who is 50, views AmeriCorps as a great experience and would like to see more people her age become members. "AmeriCorps took me into areas of the community that I would never have ventured into. I was a content suburban mom in my content suburban life. AmeriCorps really opened up my eyes to whole areas, whole communities and their needs that I never would have known."

For Hughes, Humphreys, and Moore, continuing their involvement is a natural part of their post-AmeriCorps life. As Moore put it, "I need to get out there and get my hands dirty and participate."

How are you planning to serve after you finish your AmeriCorps term of service? Let us know at amnews@cns.gov.

GET MORE INFO

To find out about opportunities to serve in your area with former AmeriCorps members, visit *www.americorpsalums.org/local.html*



Now What? AmeriCorps Service, Education Awards Open Doors

Finish up that undergraduate degree. Take the leap into the working world. Head for grad school.

Armed with your education award and the skills you've gained as an AmeriCorps member, those are just a few of the options that will be open to you. While making the right decision may seem overwhelming, remember that your AmeriCorps experience is sure to impress employers, colleges, and others.

Following are examples of former AmeriCorps members who have found that there is life after AmeriCorps.

Stephanie A. Beck Borden, a former AmeriCorps*VISTA member who developed a volunteer program for a child abuse organization in Indiana, now works for Research America in Arlington, Va. "I coordinate grassroots advocacy campaigns for medical research advocacy," she said.

"We're trying to get the scientists more involved in advocacy, to explain to others what they do and how their research affects the economy — generating jobs and increased building. People say they're very interested in research issues, but they don't know what the scientists are doing. We're trying to bring the two groups together."

Dan Condon, who was with Public Allies in San Diego as an AmeriCorps member, is now a program manager and director of education and training for Public Allies in Milwaukee, Wisc. Since finishing his AmeriCorps service, he has also interned at Eagle Rock High School in Colorado, a year-round residential school for teenagers who have not been successful in traditional school settings. Condon returns to Eagle Rock three times a year to teach the school's HIV/AIDS curriculum.

Your AmeriCorps experience is sure to impress employers, colleges, and others.

Before joining AmeriCorps, "I was clueless about the nonprofit sector. I don't think AmeriCorps helped me realize what I want to do, but it opened my eyes to things that I didn't know. My professional skills were sharpened in that working at a nonprofit for 10 months really showed me how a nonprofit operates."

Hillary Creely served at the Latin American Youth Center in Washington, D.C., while a student at George Washington University. After graduating, she headed for grad school and is now working on a doctorate in the integrated fields of molecular biology, cell biology, and biochemistry at Brown University in Providence, R.I.

Creely is considering teaching at the high school level. "I think I can make more of a difference with students who wouldn't otherwise get exposure to advanced scientific ideas," she explained. As an AmeriCorps member, helping teenagers get their GEDs "made me confident that I could work with that age group and ability level."

Zach Joseph serves as liaison to colleges and universities in California's central coast region for AVID (Advancement Via Individual Determination), an organization that matches high school and middle school students with tutors and mentors.

"The transition [from AmeriCorps] has been good because I've put a lot of energy into it," Joseph said. "It's been a tough transition in that it involves further defining career goals, finding the ideal job, and in my case, moving."

Joseph's AmeriCorps experience spoiled him in a sense, because "I want to be involved with programs that are as fulfilling as my AmeriCorps experience. It's easier to get into AmeriCorps than into some jobs."

Paula Buchanan used her education award to earn an MBA and MPH after serving with the New Orleans Youth Action Corps in 1995. Now she is with American Management Systems, where she tests software.

"My work doesn't tie into AmeriCorps, except for the team

skills I learned, but that would apply anywhere."

Buchanan found the transition to the corporate world a smooth one. "I have a unique perspective that every work environment is the same except for the way you dress," she said. "Corporate America and not-for-profits are more similar than people think." Like many other AmeriCorps alums, Buchanan places a high priority on service. She's involved with the Make A Wish Foundation, which grants wishes to terminally ill children.

For Borden, full-time service is not just a part of her past — it's also in her future. She and her husband plan to volunteer with the Fourth World Movement, an international anti-poverty organization that serves people in developed countries such as the United States in addition to Third World locations. Her AmeriCorps service has helped make this plan possible.

"I used the ed award to pay off loans that probably would have taken eight years to pay off," she said. "I have choices now in some things I can do with my husband in the future that wouldn't have been possible if I hadn't had the ed award."

So if you find that one door is closed, the next one may be open, thanks to your service as an AmeriCorps member.

Just ask AmeriCorps alums.

How will AmeriCorps help you achieve your goals?
How has AmeriCorps changed your future plans?
Let us know at amnews@cns.gov.

AmeriCorps Nears Five-Year Celebration

This fall, members and programs will mark the five-year anniversary of AmeriCorps. Events are being planned throughout the country, and the next issue of *AmeriCorps News* will have more details.

Get ready to celebrate and to build on AmeriCorps' legacy of service.

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LOS ANGELES TIMES EDITORIALS

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An Antidote to Disconnection

After conducting a national public opinion survey this year, Democratic pollster Peter Hart and Republican counterpart Robert Teeter said they were struck by the fact that most respondents referred to Washington as "*the* government." In previous years, most used the phrase "*our* government." The change reflects the poll's main finding: Disaffection with government has reached record levels, especially among younger Americans: 64% of those 18 to 34 years old said they felt completely "disconnected" from the government. Such detachment threatens the whole idea of democracy.

That's why it's ironic that many in Washington want to kill a program that has brought young Americans closer to their government. AmeriCorps, a sort of domestic Peace Corps, pays the minimum wage to participants who agree to spend a year working with nonprofit ventures that, for example, help children learn to read.

There is abundant evidence of the success of the program since its founding five years ago. In the 1997-98 program, AmeriCorps reported, members tutored 1.1 million children and adults, restored or preserved 440,000 acres of public land and immunized 283,000 children and adults.

The Chronicle of Higher Education points to tests in West Virginia showing that AmeriCorps summer reading tutors helped children gain an average of one month's experience in word identification skills and three months in comprehension. Texas education officials saw similar results.

In short, AmeriCorps has encouraged hundreds of thousands of young Americans to become doers and dreamers, not slackers or cynics.

For all of these reasons, AmeriCorps should be valued. Instead, the House of Representatives this month voted to terminate its entire $403-million budget. At a House oversight subcommittee hearing last week, Rep. Peter Hoekstra (R-Mich.) argued that AmeriCorps' procedures for monitoring its members "compliance with regulations" were inadequate. Others, however, have hailed the tight accountability measures that AmeriCorps CEO Harris Wofford, a former Peace Corps director, has put in place in the last three years.

The budget battle now moves to a Senate-House conference committee, whose leaders should better appreciate the program's nonpartisan success at promoting essential civic virtues like hard work, self-discipline and personal responsibility.

AmeriCorps transcends the politics of the moment and offers Americans a focus for their energy and idealism.

Keeping alive the spirit of national service

RICHARD NORTH PATTERSON

- doubt that many of us are nostalgic for the Great Depression, global warfare, or the military draft.

But one need not wish to reprise history to notice – what has been lost to America's young people – a mon experience, a chance to serve, which cuts oss the barriers of race, class, and education.

In the 1930s, thousands joined the Civilian Conser- ion Corps, undertaking scores of needed projects ile trading their adverse circumstances for a ader experience of the country's needs and prom- The compelling need to wage World War II rein- ed the belief that common sacrifice for the common d is an incident of citizenship. It was this spirit ch led many to join the ice Corps – a governmental to action – or to respond to moral call of the civil rights vement. And, in the process, ir vision of America and the ld became less parochial more compassionate.

But somewhere in the last decades, we mislaid the a that national service is ei- r obligatory or enriching. As a many shifts in social atti- es, Vietnam serves as a fault . One of the ugliest truths of Vietnam draft – with its s biases and small corrup- is – is that Americans who ved (and died) were dispro- tionately poor, black, and educated. And one of its iest legacies is the elitist no- a that (the officer corps le) military service is not for ryone but is a job and a ining program for those out a better place to go.

The result is that all too of- , we offer young people a vi- of community which ex- ds to the nearest shopping l.

One byproduct is to exacer- e our growing division – the America of the inner city, the worst schools, the least hope versus the America of the designer label, the gated community, the best (and, sometimes, most isolated) education money can buy.

Yet anyone who spends time with the new generation is struck by how many – while corrosively cynical about politics and politicians – are passionate about and committed to helping others. From tutoring children to building houses through Habitat for Humanity, these young people eagerly seek chances to serve. All of which makes the recent proposal to expand AmeriCorps so refreshing.

This "domestic peace corps" engaged more than 40,000 people in intense service to communities around the country. It is not a wasteful bureaucracy, a program to redistribute dollars in return for a year of civic basketweaving and singing folk songs around the campfire.

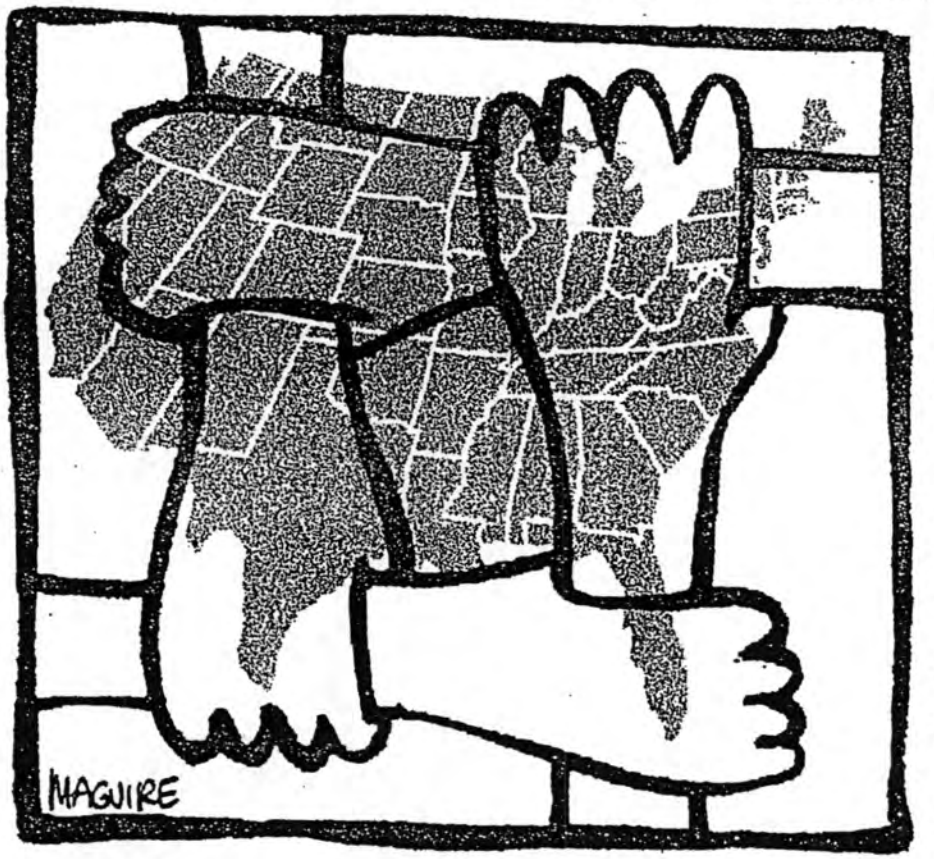
Two-thirds of its money passes through governors to grass-roots community groups; the rest goes to traditional nonprofits. Volunteers spend a year living and working wherever they're needed. They mentor, tutor, and teach, ensuring that kids stay in school. They help build housing. They augment neighborhood safety programs. They combat drug abuse. They assist disaster relief efforts: In Oklahoma, more than 60 are now working with victims of the recent tornadoes.

In short, they fulfill Robert Kennedy's vision of the original VISTA program: that Americans "invest a year of their lives . . . under Spartan conditions, to help millions of their fellow citizens who, through no fault of their own, are denied the essentials of a decent life." And, at the end of their service, they receive a maximum stipend of $4,725 to pay off student loans or for graduate or post-graduate education.

Politicians across the political spectrum have recognized that this has been a good investment. Now, five years after its inception, AmeriCorps requires congressional reauthorization.

Those of us who believe in national service hope to make the program a continuing call to service that transcends the politics of the moment and that offers up to 100,000 Americans every year a focus for their energy and idealism.

This may fall short of a universal commitment to national service. But it's an important step in keeping alive something of universal value: the chance for our young to make their best contribution to a stronger country and a better society. We should take it.



BARRIE MAGUIRE ILLUSTRATION

Richard North Patterson is the author of "No Safe Place," a novel of presidential politics in the year 2000.

The Arizona Daily Star
Founded 1877

Stephen E. Auslander, Editor Michael E Pulitzer, Publisher
James M. Kiser, Editorial Page Editor

EDITORIALS

No slackers

A generation of slackers, you say?

Well, if you aren't paying attention, you probably didn't notice that a whole bunch of young, energetic AmeriCorps members are taking a year out of their lives to make this a better community.

Look around. AmeriCorps members are multiplying in our schools, they take the hot-line calls at rape centers, they plant the seeds in the community gardens and they act as tutors and mentors.

That's what you'll see them doing every day. What's not so apparent, but probably more important, is their way of uniting like-minded people who otherwise would go about their daily lives without ever making a connection.

Could we use more of these natural resources? You bet.

So AmeriCorps this year has launched its "Call to Service" – a fifth-anniversary push to recruit from college campuses 50,000 new members over the next year. The goal is to have 100,000 members working throughout the country by 2003.

AmeriCorps, known as the domestic Peace Corps, employs in its various forms about 100 members in the Tucson area and about 500 in Arizona.

The members bring enthusiasm and a one-year commitment that schools, social service agencies and non-profit organizations would be unlikely to get otherwise. AmeriCorps works under two-year partnerships with various agencies throughout Tucson, said Melody Schneider, director of Connect Tucson. The primary focus of their work is youth up to 21 years old.

"They create a focused energy. that wasn't there before," Schneider said. What's more, members aren't hindered by the politics of career mobility. After all, they earn at or near poverty level wages.

After their service, they are entitled to a stipend of up $4,725 to be used to pay off student loans or to finance undergraduate and graduate studies.

AmeriCorps accomplishments throughout the country include teaching or tutoring more than 2 million children, building or rehabbing 25,000 homes and placing more than 32,000 homeless and their families in permanent housing.

Opponents of AmeriCorps early on opposed the expense of paying people who are essentially volunteers. But some compensation is only realistic to attract eager people who haven't yet entered the world of mortgages, car payments and orthodontist bills.

None of this precludes older Americans from enlisting to give a year of service. In fact, AmeriCorps gladly accepts the older people who feel the call.

America, and Tucson especially, needs more people willing to make that human investment. Giving a year of your life in service to a community is a noble effort – one that should be encouraged and rewarded.

Contact Stacey Gubser of the Arizona National and Community Service Commission for more information about AmeriCorps in Arizona. Her number is 602-542-3489. The fax number is 602-542-33423. Applicants must have at least a high school education.

The Clarion-Ledger
Mississippi's Newspaper
Monday ■ August 9, 1999

COLIN W. POWELL

AmeriCorps teens are helping to make Mississippi better

Guest Columnist

For some of our young people, preserving our democratic way of life means shouldering a rifle.

For others it means helping a child to read, or to secure health care. Or it means building a park, or helping communities recover from natural disasters, or reclaiming the environment.

For a select group of young people called the AmeriCorps Promise Fellows, it means endowing those younger than themselves with the character and competence they need to lead successful lives.

The AmeriCorps Promise Fellows are the latest idea to emerge from the partnership between the Corporation for National Service (AmeriCorps) and the crusade for young people, called America's Promise — The Alliance for Youth, I am leading.

Five promises to youth

At the heart are five mutually reinforcing promises to our youth:

- An ongoing relationship with a caring adult — a parent, mentor, tutor or coach.
- Safe places and structured activities during non-school hours.
- A healthy start.
- A marketable skill through effective education.
- An opportunity to give back through community service.

To keep these five promises, we are mobilizing a national alliance of government, business, nonprofits, service organizations and other concerned sectors.

The creation of the AmeriCorps Promise Fellowships was announced by President Clinton last year. The AmeriCorps Promise Fellows will serve as full-time leaders who can mobilize volunteer efforts to meet the needs of local youth. Right now, more than 400 are at work in communities all across the country.

Here in Mississippi, 11 AmeriCorps Promise Fellows are establishing mentoring, after-school and literacy programs, as well as other projects, to serve young people across the state.

In Canton and Sebastopol, AmeriCorps Promise Fellows serving with the Mississippi Primary Health Care Association are helping to notify community members of available health care services.

Another Fellow started a class, Parenting 101, that helps parents give their children a healthy start.

More success stories

An AmeriCorps Promise Fellow in north Mississippi helped bring medical care to 150 students through the CATCH Kids program that brings doctors and nurses into public schools to treat children and educate students.

Another AmeriCorps Promise Fellow helped recruit 150 volunteers to run a day camp in Jackson free of charge.

These are just a few ways AmeriCorps Promise Fellows are making Mississippi a better place by giving young people a better chance at life. Their motto is, "Delivering on America's Promise to Youth," and that is what they are doing.

Because these young people are going to be serving in positions of leadership, they are going to exert an influence far in excess of their numbers. They are going to help put children and teens on the road to successful adult lives.

They are also going to be role models for their own peer groups.

Finally, when they finish their year of service, they are going to carry that experience with them for the rest of their lives.

Whenever they are confronted with a problem or need in their communities, they will be able to draw on their experience as Fellows in devising solutions, and their neighbors will be able to look to them for leadership and advice.

AmeriCorps Promise Fellows are an investment in young people, for the purpose of helping other young people, that promises to pay unlimited returns to our nation in the century ahead.

■

Retired Army Gen. Colin L. Powell is chairman of America's Promise — The Alliance for Youth.

AmeriCorps

FACT SHEET

AmeriCorps, the domestic Peace Corps, engages more than 40,000 Americans in intensive, results-driven service each year, through more than 500 programs. Most AmeriCorps members are selected by and serve with local and national organizations like Habitat for Humanity, the American Red Cross, Big Brothers/Big Sisters, and Boys and Girls Clubs. Others serve in AmeriCorps*VISTA (Volunteers in Service to America) and AmeriCorps*NCCC (the National Civilian Community Corps). After their term of service, AmeriCorps members receive education awards to help finance college or pay back student loans.

What AmeriCorps Members Do

AmeriCorps members train volunteers; tutor and mentor at-risk youth; build affordable housing; clean up rivers and streams; help seniors live independently; provide emergency and long-term assistance to victims of natural disasters; and meet other community needs.

AmeriCorps*VISTA members have served economically challenged communities for more than thirty years. The program is dedicated to increasing the capability of people to improve the conditions of their own lives. Members of AmeriCorps*VISTA serve full-time and live in the communities they serve, creating programs that can continue after they complete their service.

AmeriCorps*NCCC is a ten-month, full-time residential service program for men and women age eighteen to twenty-four. Members help meet the nation's critical needs in the areas of education, public safety, the environment, and other human needs. AmeriCorps*NCCC combines the best practices of civilian service with the best aspects of military service, including leadership and team building.

National Service

The Corporation for National Service—which oversees AmeriCorps, Learn and Serve America, and the National Senior Service Corps—works with governor-appointed state commissions, nonprofits, faith-based groups, schools, and other organizations to provide opportunities for Americans of all ages to serve their communities.

For more information, call 1-800-942-2677 or visit www.americorps.org.

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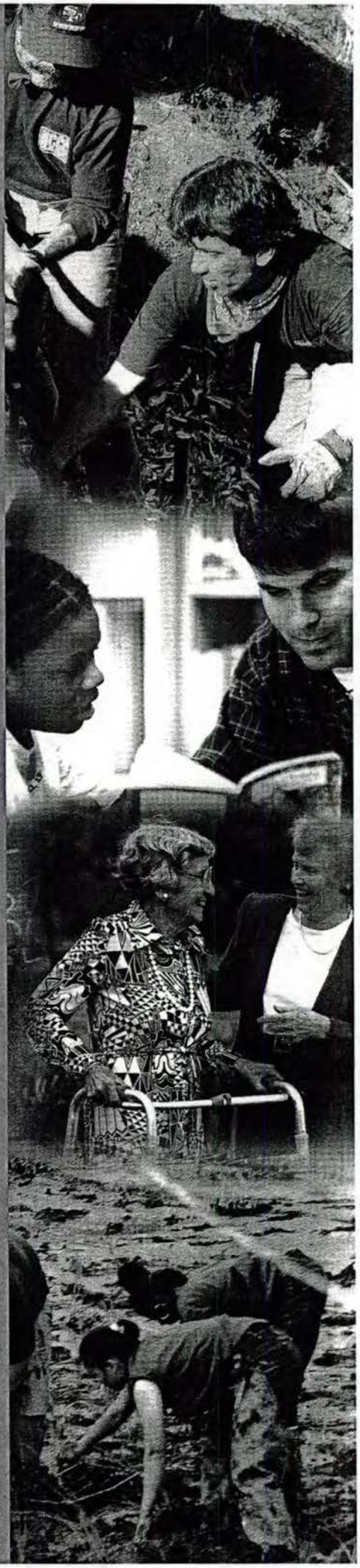

When faced with challenges such as illiteracy, poverty, crime, and environmental problems, our nation has always relied on the dedication and action of citizens. Today, the Corporation for National Service carries on that tradition by working with governor-appointed state commissions, nonprofits, faith-based groups, schools, and other civic organizations to provide opportunities for Americans of all ages to serve their communities.

The Corporation's three major service initiatives are AmeriCorps, Learn and Serve America, and the National Senior Service Corps.

"AmeriCorps is doing a lot of good things around this country. They're leveraging up other volunteers who come in to work with AmeriCorps."

—General Colin L. Powell, USA (Ret.), Chairman, America's Promise

AMERICORPS

AmeriCorps, the domestic Peace Corps, engages more than 40,000 Americans in intensive, results-driven service. Most AmeriCorps members are selected by and serve with local and national organizations like Habitat for Humanity, the American Red Cross, Big Brothers/Big Sisters, and Boys and Girls Clubs. Others serve in AmeriCorps*VISTA (Volunteers in Service to America) and AmeriCorps*NCCC (the National Civilian Community Corps). After their term of service, AmeriCorps members receive education awards that help finance college or pay back student loans.

Learn and Serve America programs improve academic grades, increase attendance in school, and develop personal and social responsibility.

—Brandeis University's Center for Human Resources and Abt Associates

LEARN AND SERVE AMERICA

Throughout our nation, many schools are discovering the value of service-learning—through projects that link education and service. At the forefront of this movement is Learn and Serve America, which helps support nearly one million students from kindergarten through college who are meeting community needs while improving their academic skills and learning the habits of good citizenship. In addition to providing Learn and Serve grants and scholarships for student service, the Corporation for National Service also promotes youth service through the National Service Leader Schools Program.

"Older Americans offer a lifetime of experience —they can bring their parenthood, their professional experiences, and so much more."

—Senior Corps program director

NATIONAL SENIOR SERVICE CORPS

Seniors are one of America's most vital resources—offering a wealth of experience and energy. Through the National Senior Service Corps, nearly half a million Americans age fifty-five and older share their time and talents to help solve local problems as Foster Grandparents serving one-on-one with young people with special needs; Senior Companions helping other seniors live independently in their homes; and volunteers with the Retired and Senior Volunteer Program (RSVP) meeting a wide range of community needs.

Following are just a few of the ways the Corporation for National Service meets community needs and promotes the ethic of service.

SUPPORTING CHILDREN AND YOUTH

In collaboration with the campaign for America's Promise launched at the Presidents' Summit in Philadelphia, the Corporation for National Service places a special focus on children and youth—both serving young people and providing them with opportunities to give back to their community. For example, as a part of the national childhood literacy initiative, America Reads, thousands of AmeriCorps members, Learn and Serve students, and senior volunteers are helping young people learn to read by the end of third grade. Just as important, national service involves young people themselves in service and promotes youth service through the National Service Scholarship Program for high school students and the President's Student Service Awards.

STRENGTHENING VOLUNTEER SERVICE

Through partnerships with the Points of Light Foundation, faith-based organizations, schools, businesses, foundations, and nonprofits, the Corporation for National Service helps boost service and volunteering at all levels. National service participants recruit, train, and supervise volunteers, helping to improve their effectiveness and strengthening the programs they serve. The Corporation also promotes volunteering through special days like the Martin Luther King Day of Service in January, which brings people together to break down social barriers and solve national and community problems.

For more information, visit
www.nationalservice.org

Corporation for National Service
1201 New York Avenue, NW, Washington, DC 20525
(202) 606-5000

"The Corporation for National Service has proven to be a reliable and good partner in many areas of the United States. By offering local, nonprofit groups a network of trained people, national service helps maximize local resources."

— Millard Fuller, President, Habitat for Humanity

"Whether fighting natural disasters or the human disaster of drugs and youth violence, national service participants are tackling some of our country's toughest problems."

— James Lee Witt, Director, Federal Emergency Management Agency

"National service programs build citizenship by enacting an old truth that men and women in the Armed Forces learn so well—to earn opportunity, you must take responsibility for yourself and others."

—General David C. Jones, USAF (Ret.), Former Chairman of the Joint Chiefs of Staff