

SERVICE LEARNING:

MEETING THE NEEDS OF YOUTH AT RISK

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Based upon these experiences and with her involvement with young people aged 10-18 in a youth-operated community theatre, Marty has witnessed firsthand how regarding young people as resources rather than problems can have an extraordinary impact on young people and their communities. She has become a proponent of service learning through presentations and workshops at national conferences and for local school districts.

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Preface

In 1987, shortly after I had taken the job of creating the Governor's Office of Citizen Service in Pennsylvania, I met Dr. Ernest Boyer at a convention. Boyer was and is a strong and consistent advocate for community service, having urged its use in his books *High School and College*. I approached him after his lecture and asked him how service learning might best be spread. He paused, smiled and said, "Tell good stories."

I began to collect stories—many of them about students at risk of dropping out. Diane Scott, principal of Overbrook High School in Philadelphia, told me how she assigned her 120 most at-risk 9th graders a three-hour-per-week community service placement and how attendance rates subsequently jumped from 70 percent to 89 percent. Patty Goldstein, director of Project Success, a program for dropout-prone youth in Reading, Pennsylvania, told me about a class whose grade point average rose from 2.1 to 2.8 following the introduction of a community service component. Joel Vanucci, dean of Students at Keystone Oaks School District near Pittsburgh, told me how he had seen the number of dropouts decline from 28 per year to 7 and 6 respectively in the two years during which an ambitious, 120-hour community service requirement was installed.

These "good stories" go on and on. They are the reason that many of us are now convinced that service learning is, in the words of the June '91 Phi Delta Kappan's lead story "The Sleeping Giant of School Reform."

At its heart, service learning is not a model or a program. It is a point of view and an ethic. It turns the usual assumptions about kids upside down. Rather than focusing on what kids need and lack, it starts from the assumption that kids are valuable, contributing and useful members of society if we but have the imagination and wit to ask them properly. It builds educational systems from an assumption of worth rather than an assessment of needs. It contends that John Dewey was basically right, that education is "reflection on experience" and that service learning provides a rich, compelling and self-enhancing experiential base on which to build learning.

This story has to be told in many ways and to many audiences. That's why this clearly written, concise and rich little volume is so important. It lays out the basics of service learning in clear terms and places the work of widely scattered advocates and teachers at the fingertips of those concerned with youth at risk. I am certain you will find it a useful pocket guide to unleashing the power of service learning in your school or program.

John Briscoe, Director
PennSERVE
March 27, 1992

Chapter One

"I like the program because I get to help little kids who are falling behind in their work. There are two that are going to pass because I helped them."

Michael, a high school student who tutors elementary at-risk children (Montemayor, 1990).

INTRODUCTION

✓ Middle school students planting shrubs at a day care center. First graders making centerpieces for a senior citizen's luncheon. A tenth grader helping a second grader with math. Ninth graders proposing a carefully designed environmental clean-up project at their city council meeting. What do these activities have in common? Each incorporates service into the learning process.

A grassroots movement involving America's young people as active participants in their communities is gathering momentum. The success of local service learning projects has gained dedicated advocates for youth service activities across the country. Now, with the passage of the National and Community Service Act of 1990 by Congress and the recommendations of the President's America 2000 initiative, this exemplary learning strategy is also being linked to school reform.

Of even greater significance to those who work with at-risk students, service learning is a potentially powerful dropout prevention tool. Analysis by the National Dropout Prevention Center (Duckenfield, Hamby & Smink, 1990) revealed that twelve strategies were seen to be most successful in dropout prevention. Several of these practices—especially mentoring and tutoring, flexible schedules and alternative programs, school-based management, community and business collaboration, and workforce readiness and career counseling—are strong components of a well-designed school-based service learning program. Other researchers (Peck, Law & Mills, 1989) have determined that successful programs for at-risk youth should incorporate course work which emphasizes practical, real-world problem solving; experiential, hands-on learning; and experiences with responsible and mature adults. These same components are fundamental to service learning programs. Thus, service learning combines the best dropout prevention practices and provides practitioners with an innovative way to reach students at risk.

DEFINITION

✓ At this point, it is important to clearly define terminology. Service learning combines community service with learning activities. It allows:

"students [to] learn and develop through active participation in thoughtfully organized service experiences that meet actual community needs and that are coordinated in collaboration with the school and community. [Service learning] is integrated into the students' academic curriculum or provides structured time for a student to think, talk, or write about what the student did and saw during the actual service activity. [It] provides students with opportunities to use newly acquired skills and knowledge in real-life situations in their own communities. [It also] enhances what is taught in school by extending student learning beyond the classroom and into the community and helps to foster the development of a sense of caring for others (National and Community Service Act of 1990)."

Two points from this definition need to be emphasized. First, students must be engaged in significant, well-planned and genuine service. Second, they must reflect on their experiences of serving others to ensure a complete learning experience. These requirements are vital to a successful service learning program.

RATIONALE

Service learning enriches the lives of all students. This teaching methodology provides developmental opportunities that promote personal, social and intellectual growth, as well as civic responsibility and career exploration. Most young people have critical needs in each of these areas that must be met if they are to make a successful transition from childhood to adulthood. Many favorable outcomes occur in each developmental area through participation in service learning activities, and these are listed below.

Personal Growth applies to the development of characteristics related to self-improvement and self-actualization.

- self-confidence and self-esteem
- self-understanding
- a sense of identity
- independence and autonomy
- openness to new experiences and roles

- ability to take risks and accept challenges
- a sense of usefulness and purpose
- personal values and beliefs
- responsibility for one's self and actions
- self-respect

Social Growth includes the social skills which are necessary for relating to others in society.

- communication skills
- interpersonal skills
- leadership skills
- ability to work cooperatively with others
- a sense of caring for others
- a sense of belonging
- acceptance and awareness of others from diverse and multicultural backgrounds
- peer group affiliation

Intellectual Growth encompasses the cognitive skills necessary to enhance academic learning and acquire higher level thinking skills.

- application of knowledge, relevance of curriculum
- problem-solving and decision-making skills
- critical thinking skills
- skills in learning from experience
- use of all learning styles
- development of a positive attitude toward learning

Citizenship refers to the responsibilities of participation in a multicultural society and of citizenship in a democracy.

- a sense of responsibility to contribute to society
- democratic participation (informed citizen, exercises voting privileges)
- awareness of community needs
- organizational skills
- social action skills (persuasion, policy research, petitioning)
- empowerment, belief in ability to make a difference

Preparation for the World of Work are the skills that help students gain work experience and make choices about possible career directions.

- human service skills
- realistic ideas about the world of work
- professionalism (dress, grooming, manners)
- ability to follow directions
- ability to function as a member of a team
- reliable working skills (punctuality, consistency, regular attendance)
- contacts and references for future job possibilities

In the past, many of these skills were acquired naturally. It was necessary for young people to contribute economically to their families at a very early age. Adolescents were prepared for adulthood through real work experiences and responsibilities on the farm or in factories (National Crime Prevention Council [NCPC], 1988). Over the past 100 years, dramatic changes have occurred in American society in both the workforce and the family structure. Young people today do not have the same opportunities to become valued members of the community, and they are generally denied the experiences that could prepare them for responsible adulthood. Lack of a meaningful role in society and the existing view of adolescents as problems contribute to the sense of alienation so prevalent among today's youth (Benard, 1990). These two factors set the stage for adolescent participation in high risk behaviors such as dropping out, substance abuse, promiscuity, and delinquency.

Twelve year old James comes home every day to an empty house, usually feeling lonesome, with little interest in doing his homework. One day, bored with TV, James went outside looking for something to do. The other boys in the neighborhood were equally restless, and together they began to roam the streets. They ran into Arthur who offered them some beer he had found in his parents' refrigerator. Everyone had some, and soon the group got rowdy. Somehow things developed into a rock throwing fight, and James was hit over his left eye. He figured he'd have to come up with a pretty good story to tell his mother.

Schools have the potential to create an environment that provides positive alternatives to adolescent risk taking. Because it is accessible to the majority of young people, school is the logical place where intervention programs such as service learning can be implemented. Service learning allows all students to actively participate in a community that truly needs their services. In return, students develop qualities that fulfill many of their developmental needs and prepare them for a successful transition to adulthood. Many at-risk students fail to make this transition because they are more vulnerable to the adverse conditions of our society. Typically, these students come from low income or single parent households; have parents who practice high-risk behaviors; have a history of academic failure; and exhibit low self-esteem (Dryfoos, 1990). The efforts of society to meet the developmental needs of these at-risk students are often insufficient. Schools can fill this void through a revitalized curriculum incorporating service learning for all students with at-risk youth benefiting the most because they have so much more to gain.

Twelve year old Joseph has been spending several of his afternoons with a seven-year old child named Aubrey at the elementary school. Aubrey is having trouble with math, and Joseph has been matched to help him in the school cross-age tutoring program. Joseph has seen how Aubrey looks up to him and values his assistance, and he knows that he is helping Aubrey do well in school. This has made Joseph feel pretty good about himself. When he does get home, his own homework seems more important than it used to. Joseph is finding school a much more pleasant place to be because his own math skills have improved from his tutoring experience.

Chapter Two

INTEGRATING SERVICE LEARNING INTO THE CURRICULUM

Service learning can be integrated into the organizational structure of a school with four progressively complex levels of implementation. Ideally, a school can introduce service learning at the most basic level of implementation and gradually advance to the highest level of implementation as the program experiences success.

Level One: Extracurricular

The first level of implementation incorporates extracurricular service programs. Activities in these programs are voluntary, and students do not receive academic credit or time off from school. For this reason, this level is viewed by many as the purest form of service. Others argue that this level only reaches a few motivated students, usually those who already possess a strong service ethic (Conrad & Hedin, 1987). One type of extracurricular program is an after-school club in which students manage most activities with the help of a faculty advisor. In many high schools, students join the Key Club whose purpose is to serve the needy through various community projects. Another type of extracurricular service program is a volunteer clearinghouse staffed by students and faculty. This kind of program provides information on volunteer service and community involvement opportunities to all interested students. (Conrad and Hedin, 1987).

Level Two: Curricular Unit

At the second level of implementation, teachers can introduce service learning to their students without involving new courses or staff. A service learning unit offered through a regular semester course is an example of implementation at this level. Such a curricular unit helps fulfill the academic goals of a particular course, just as a unit on the American Indian would be an academic goal for an elementary social studies class. Teachers can develop service learning projects that complement their course content. A home economics class can sew clothing for a homeless shelter, or an English class can publish a newsletter for the local neighborhood watch organization. One final option at this level is an independent study model in which students serve outside regular classroom hours but receive academic credit. Students must first develop a proposal and set up a project for faculty approval before beginning volunteer hours. For example, a student interested in helping disadvantaged preschool children might propose to teach readiness skills at the local Head Start center.

Level Three: Mandatory or Elective Courses

✓ At the third level of implementation, service learning is a regular class in the school's overall academic program. Although service learning can be an integral part of any academic content area, the most natural place to implement service learning is in a social studies class. The course itself combines the service experience with an ongoing classroom experience. The classroom provides information and skills to assist students in interpreting their service experiences and operating more successfully in their placement (Conrad and Hedin, 1987). A typical example is a one semester social studies course meeting two hours per day. Students spend two to four days of the week at the field site and the remainder of the week in class. A two-hour block of time is ideal for a service learning course. This allows enough time at the field site for students to make a significant contribution, eliminates the need for extra staff, and avoids the problem of students missing other classes during their time in the field (Conrad and Hedin, 1987).

At both the state and local level, there has been controversy about requiring either service learning courses or hours of service prior to graduation. Service learning courses can be voluntary or mandatory. Mandatory programs can motivate students who would never normally volunteer, contribute more hours of work to the community, and expand the range of a school's educational mission (NCPC, 1988). On the other hand, voluntary programs attract students truly committed to serving others rather than those who do not care to get involved. Voluntary programs are also more manageable because fewer students participate (NCPC, 1988).

Level Four: School-Wide Integration

The final and highest level of implementation is community service as a school-wide theme. A variation of this level of implementation is a community service focus in an entire school district. This approach to integrating service into the academic curriculum is rare but highly desirable. In this type of school or district, service to others is woven into many courses and serves as an organizing principle for the total academic program (Conrad and Hedin, 1987). The school itself is organized to serve the community and the curriculum centers on addressing the real issues of the community (Cairn & Kielsmeier, 1991). As an example, students from several classes could serve the local nursing home in unique ways applicable to their course content. Science students could teach nutrition to the elderly; English students could write letters to an adopted grandparent; and industrial arts students could build ramps for the handicapped. This level of implementation has the potential to reach all students rather than a few motivated students who choose to become community service providers (Conrad and Hedin, 1987).

Chapter Three

ESSENTIAL COMPONENTS OF SERVICE LEARNING

There are three essential components of a service learning program at all levels of implementation. The curriculum content of a service learning program must consist of preparation for service, the service activity itself and reflection on the service experience.

PREPARATION

Preparation consists of the learning activities that take place prior to a student's volunteer work. Positive outcomes of service learning are not automatic. Students need guidance and support before they are sent out into the community to serve. Prior to the service experience, students must understand what is expected of them as well as what they can expect from the service project.

➤ Identifying and Analyzing the Problem

The first step of preparation involves assessing the needs of the local community as well as the interests of the student participants. It is critical that the students themselves are involved in the process of identifying the problems and social issues in their community. They can do this by researching the agencies in the community, conducting interviews with the experts in the community, surveying teachers and students to identify problems in their school, and making site visits to observe community problems and efforts to alleviate them (Maryland Student Service Alliance [MSSA], 1989b). Examples of social issues in which students may choose to become involved include serving the aging, disabled and disadvantaged; preventing crime, substance abuse, and teenage pregnancy; and saving the environment.

➤ Selecting and Planning the Project

After gathering the necessary background information, students select the project that they would like to work on. The service experience becomes more meaningful if they have chosen and developed the project themselves. Brainstorming is one method frequently used to generate ideas to resolve the problem they have selected. Decisions to be made include the kind of service students will provide, the location where students will serve, and the amount of time and resources that students will contribute to the service project.

➤ Training

An effective service learning program has a well-planned system for training students. Training ensures that the students get the most from their service experience and contribute the most to their community (NCPC, 1988). Training can occur in a number of settings for a varied amount of time. An ongoing semester course, a weekend retreat, or a one-time meeting are a few of the options. Role plays, initiative games, video presentations, guest speakers, and assigned research topics are methods that make training more exciting and memorable. Training consists of orientation to the agency being served, building of skills needed to perform the service, and follow-up and closure procedures (Boyce & Cairn, 1991).

The initial orientation meeting serves as an icebreaker by introducing students to the people with whom they will be working and the agency they will be serving. It is also an appropriate time to familiarize students with the project procedures, expectations and responsibilities. Orientation

provides students with the opportunity to ask questions and explores potential experiences and issues that they may encounter during their service (Boyce and Cairn, 1991)

Certain skills may need to be acquired before actual participation. General service skills include cooperation, communication, organization, responsibility, problem solving, and awareness of working with special populations. The service project may also require that participants learn techniques that require hands-on experience. Technical skills include learning how to take water samples, certification in CPR, or learning the correct way to push a wheelchair.

Training is an ongoing process; it continues until the completion of the service project. Follow up occurs every time there is contact between the supervisor and the student. It is a time to address problems, raise important questions, enhance learning, and improve the performance of students (Boyce and Cairn, 1991). At some point all service projects end, and closure becomes important. Closure helps participants formally deal with the issues that surface when a service relationship is over. It is also a time to recognize the accomplishments of each student and celebrate a job well done.

ACTION

Action is the actual service of caring for others performed by the student participating in the service project. The service itself must be engaging, challenging and meaningful (MSSA, 1989b). There must be a real need in the community for the service, and students must play a significant role in designing the service experience (Cairn and Keilsmeier, 1991). It may also be necessary to adjust the initial service plan as new information is gained and new circumstances are encountered (MSSA, 1989b). Students can participate in service activities through direct service, indirect service, and civic action.

Direct Service

Direct service requires personal contact with people in need. This type of service is generally the most rewarding for students because they receive immediate positive feedback during the process of helping others. Examples of direct service are a 12th grade student counseling an incoming 9th grade student or a 5th grade student serving meals at a soup kitchen. "Whenever possible, students should be encouraged to commit to direct service projects that last for several weeks or months. This gives students time to feel they have made a contribution, to develop friendships with the people they are serving and serving with, and to understand better the problem they are working to solve" (MSSA, 1989b).

Indirect Service

Indirect service activities are commonly implemented in schools because they are easy to organize. These activities involve channeling resources to the problem rather than working directly with an individual who may need service. Examples of indirect service activities include participating in a bike-a-thon to raise money for muscular dystrophy patients and collecting cans of food for local disadvantaged families. This type of service may be of the least value to students because they are so far removed from the need and do not directly experience the benefit of their efforts (MSSA, 1989b).

Civic Action

Civic action is a third type of service activity. It is at the very heart of democratic citizenship. Civic action involves working to eliminate the causes of a specific problem and to inform the public about the issues surrounding that problem. Students may petition the local government to provide safe bicycle routes on the city streets, or they may initiate a campaign to bring about public awareness of the school's dropout rate. Young people are very effective in bringing about political change, especially when they feel truly committed to the cause (MSSA, 1989b).

REFLECTION

Reflection is the component that enables students to critically think about their service experience. When students reflect on their experiences, they think about them, write about them, share them with others, and learn from them. Reflection provides a structured opportunity for students to learn from their experiences. It is a skill involving observation and questioning and putting new ideas together to add new meaning to the service experience (Conrad and Hedin, 1987).

Many of the developmental outcomes attributed to service learning are significantly enhanced by the reflection component. There is an overall sense of well-being that occurs when students help others in their community. But without reflection, students simply go through the motions of service, unaffected by the experience or with personal ignorances and biases reinforced (Cairn et al., 1991). Unreflective action does not create responsible citizens able to make wise decisions and understand enduring human concerns. The activities of reflection are necessary for such personal growth to take place (Maryland Student Service Association [MSSA], 1989a).

There are several principles characteristic of quality reflection. For significant learning and effective service to occur, reflection must be well structured and have clear objectives. Activities can be well planned yet flexible enough to allow learning to happen spontaneously. Quality reflection must be an interactive, interesting and ongoing process. Students are involved in reflection throughout the service experience, from beginning to end.

A major purpose of school-based service learning is to connect real world experiences gained through service to the classroom curriculum. Curriculum-based reflection must employ a variety of methods to meet the unique needs of each student and his or her service experience. The tools to facilitate classroom reflection include discussion, reading, writing, and various student developed projects.

Discussion

Discussion involves small groups of students sharing their ideas with each other and talking about the personal meaning of their service experience. Discussion is stimulated through the presentation of a brief statement or reading appropriate for the service in which the student is engaging. Readings chosen for discussion are designed to generate questions and, at times, debate. This method allows students to focus on a particular issue and examine what thoughtful individuals have said about the issues they are now confronting (MSSA, 1989a). To increase awareness of social biases, students may read *The Rights of Women* by Mary Wollstonecraft or an excerpt from *The Autobiography of Malcolm X*. To reflect on the idea of serving others, students may read an excerpt from *Philanthropy* by Henry David Thoreau or from *Jane Addams' Charitable Effort*. These readings encourage students to discuss their reactions with each other and also open the door to further inquiry and action.

Reading

A classroom reading assignment associated with the community service project greatly enriches the students' learning experience. This method differs from discussion in that an entire literary work is read rather than a brief excerpt. High school students can read *Silent Spring* by Rachel Carson or elementary students can have *The Lorax* by Dr. Seuss read to them to enhance service associated with an environmental project.

Writing

Writing is a natural outgrowth of discussion and assigned reading. Writing can include letters, essays, stories, newspapers, and journals. Journal writing is an excellent way for students to explore their service experience on a very personal level. Keeping a regular journal enables students to think about what is happening as a result of their service experience. It causes them to gain insight into understanding themselves and how they relate to others. Questions are helpful in directing the students' work beyond the obvious observations. The National Crime Prevention Council (1988) provides excellent examples of guided journal questions.

- What was the best thing that happened today at your site? How did it make you feel?
- What thing(s) did you like the least about today at your site? What made you dislike it?
- What compliments have you received today, and how did they make you feel? What have you learned about yourself and the people you are helping?
- How have you changed or grown since you began to volunteer at this site? What have you learned about yourself and the people you are helping?

Projects

Projects developed by students raise their awareness about issues associated with service. Many methods can be employed to accentuate the skills of each subject area. Projects may vary from posters, plays, and multimedia presentations to political campaigns and research. When students develop their own projects, their creativity is expressed and their learning becomes more meaningful. Middle school students may interview older citizens in their community and document a local oral history. Elementary school students may star in a video on school safety created and directed by high school students.

Chapter Four

THE SERVICE LEARNING CONTINUUM

Service learning can be implemented at all grade levels. When designing a service learning program, it is important to consider the age and the developmental needs of the students involved. Properly organized, service learning activities respond to the special needs of elementary, middle, and high school students.

Elementary School

Elementary school children are uniquely qualified to give love and kindness to individuals in need. One of the most common services in which elementary school children engage is intergenerational work with senior citizens. Elementary school is an excellent time to introduce service learning into the curriculum. When service learning is introduced at an early age, the foundation is laid for students to develop a lifetime ethic of serving the community (Cairn et al., 1991). Service can begin at a very simple level appropriate to the developmental needs of the elementary school age child. As the child matures and later enters middle school and high school, the complexity of service increases accordingly.

Service learning fulfills the following needs of young children:

- the need for belonging and approval by the group
- the need for a sense of personal competence and self-worth
- the need to be accepted for their own uniqueness
- the need for affection and acceptance by peers and adults
- the need for the opportunity to assume independence and responsibilities
- the need for the opportunity to assume different roles
- the need for challenging experiences at the child's level of ability
- the need to participate in creative, nonconforming activities
- the need to intellectually successful and satisfying experiences

When second graders color pictures and play games with members of a nursing home, they learn about getting along with older adults. They also begin to discover the special qualities about themselves that make them unique. When third graders volunteer to read to students in the first grade, they build confidence in themselves and learn about responsibility. Fifth graders in a service learning class can take field trips in their community to identify areas of need and learn more about their community. These students begin to learn about the responsibilities of citizenship, and they become aware of opportunities in their community. They also learn to make choices and decisions as they identify community problems they wish to resolve.

Middle School

The developmental changes that occur during early adolescence make middle school an especially effective time to implement service into the curriculum. It is a time of great change in which youth are vulnerable to many influences, especially those of their peers. Early adolescence can be a turning point for many youth, a time when they make choices that set them up for a lifetime of success or failure. Service learning provides positive experiences that significantly affect the attitudes, decisions, and subsequent behavior of middle school students at this critical time in their lives. These students learn about their responsibility to contribute to others and begin to feel valued and accepted for their meaningful participation in their community. This involvement has the potential to prevent many of the problems characteristic of the low achieving student and the high school dropout. Service learning also helps adolescents develop the strength of character or resiliency necessary to withstand negative peer pressures (Rolzinski, 1990).

Service learning activities uniquely meet the following developmental needs of early adolescents.

- to feel accepted by peers and others
- to see concrete outcomes from their efforts
- to have opportunities for creative expression
- to have opportunities for self-definition
- to participate and be part of a group
- to learn decision-making through experience
- to explore adult roles and career opportunities
- to interact with people of diverse backgrounds
- to engage in physical activity
- to take risks within a structured environment
- to gain competence and achievement
- to make a difference in the community

Sixth graders who petition to prevent a free flowing river from being dammed learn that they can make a difference and achieve positive results from their efforts. A "teach an adult to read" program organized by seventh graders teaches students lifelong attitudes toward working and sharing with others. A variety of roles are explored when eighth graders volunteer to answer phones at a fund-raiser for the local public television station or coach a co-ed soccer team for disadvantaged youth.

High School

High school students are on their way to entering the adult world and need the challenge of service learning activities to prepare them for this transition. There are numerous opportunities available in local communities that help students prepare for adulthood. Unfortunately many students are not aware of these opportunities. They are often isolated from the active adult community and have unrealistic views about their roles as adults (NCPC, 1988). Service learning allows all students, not just the honor roll student, to play a constructive role in the community and begin to learn the responsibilities of adulthood.

The following developmental needs of high school students center around the preparation for adulthood, citizenship, and the world of work (Herr, 1991).

- to become self-reliant and achieve psychological independence from their parents
- to expand peer relationships and achieve the capacity for responsible intimate relationships
- to learn how to manage time and personal health
- to formulate a personal value system
- to assume responsibility for career planning and its consequences
- to develop skills important to life as a consumer and for effective use of leisure time
- to develop citizenship skills important to responsible participation in a democratic society

High school students who participate in homebuilding through the local Habitat for Humanity organization learn how communities can work together to help its members. These same students learn about political participation when they petition to save a historic mill and have the local government develop it into low cost housing. Students involved in a peer tutoring program with low achieving students learn important social and academic skills. When these student volunteers recognized that many of their peers did poorly in school because of personal problems, they initiated a student hotline. Hotline volunteers helped fellow students cope with problems and at the same time learned effective communication skills. These examples demonstrate how students involved in service learning activities can make a real difference in their communities and continually seek personal growth through a lifetime of serving others.

SERVICE LEARNING ACTIVITIES FOR GRADES K-12

The previous section outlined the importance of matching the service experience to the appropriate developmental level of each student participant. The chart on the next page illustrates how students at all levels can participate in service activities for a community beautification project.

SERVICE LEARNING ACTIVITIES CHART FOR GRADES K-12

PRIMARY (K-2)

- ◆ Make signs announcing a school recycling center.
- ◆ Help third graders sort and weigh recycled material.
- ◆ Pick up trash around the school grounds.

UPPER ELEMENTARY (3RD-5TH)

- ◆ Organize the school recycling center and arrange for collection.
- ◆ Assist primary students in making recycling signs and collecting recycled products.
- ◆ Write textbook companies and ask them to use recycled paper.

MIDDLE SCHOOL (6TH-8TH)

- ◆ Adopt a two mile section of highway in front of the school to keep free of litter.
- ◆ Rake leaves and shovel snow for local disabled and elderly population.
- ◆ Petition to ban styrofoam from the school district's lunchroom.

HIGH SCHOOL (9TH-12TH)

- ◆ Initiate a Community Beautification Committee with monthly meetings for new ideas and projects.
- ◆ Persuade local government to set up regular recycling collection sites.
- ◆ Organize community-wide Adopt-A-Highway project.

Chapter Five

SERVICE LEARNING RESEARCH

Advocates view service learning as an important and necessary component in the education of American youth today. What interests those of us involved in dropout prevention is its obvious potential to make a significant difference in the lives of at-risk youth. Quantitative studies documenting the effectiveness of service learning in preventing dropouts per se have not yet been made. There is, however, a sound base of research on several measurable variables which support our claim that service learning is good dropout prevention.

Conrad and Hedin's (1991) extensive review of the qualitative research on youth service programs indicates that participation in service learning fosters social, personal, and academic development. In the area of social development, researchers report that participants gain a heightened sense of personal and social responsibility and have more positive attitudes toward adults and others. Personal developmental outcomes show more active exploration of careers, enhanced self-esteem, and growth in moral and ego development by participants. Intellectual outcomes include greater mastery of skills and content directly related to the experiences of the participants and more complex patterns of thought. In summary, academic learning, problem-solving skills, self-esteem, attitudes toward others, and social responsibility are positively affected by a service learning experience, especially when the service experience is followed by reflection.

Qualitative evidence is abundant, with both practitioners and participants consistently praising the worth of service learning. In addition to anecdotal accounts by practitioners, the dimensions of learning taking place are revealed in student journals. Here is where the obvious developmental gains are vividly documented by the students themselves as they give testimony to their service learning experiences.

This commentary from a 5th grader who planted flowers at a home for the elderly illustrates that beginning service learning in elementary school develops self-esteem as it lays a solid foundation for future service.

It was really fun. I really got into my work. I talked with a lady. . . . She was really nice. The lady was really glad that we helped her. I think our class did a great job. I want to keep helping people that are old (Generator 10(2), 1990).

A middle school student spent part of each school day at a local retirement community in educational and recreational activities with the senior citizens in residence. Her journal entry eloquently expressed the impact of the service activity on her life.

This program has really made a difference in my life. It is something really different, I mean it's not like getting 100% on a test or having someone tell you that you look nice today. It's a deeper, more important feeling that I've gained. Maybe it has to do with inspiration and knowing what I can make of my life if I just keep trying like these people have (National Center for Service Learning in Early Adolescence [NCSLEA], 1991).

A high school girl experienced substantial growth from her service project, Adopt-a-Cub, a cross-age tutoring program with disadvantaged elementary children. After listening to the little girl who was her "cub" tell about her mother being shot by a boyfriend, she wrote in her journal:

What was I supposed to say? But then I realized I didn't need to say anything and needed simply to listen. So that's what we did. We talked and listened, sharing stories and secrets, and slowly but surely formed a bond between us that now would be unbreakable (W. Wilson, personal communication, February 1992).

The journal writer acknowledges their common humanity as she continues:

In many ways, we're a lot alike—writing comes much easier than talking. So together we work things out on paper. And by doing that, we create a written record of our very special friendship (W. Wilson, personal communication, February 1992).

Participating in an 8th grade project which works on community service projects, an at-risk student noted:

I like it because you can make things and be with other people and go to other schools and meet people. . . . We made a nature trail for classes outside for elementary students. . . . Some kids have other programs, but this is all I have. I missed a lot of school last year. I have better attendance this year, and I like working here (Rolzinski, 1990).

This student exhibits a growth in personal and social development. In addition, her attitude towards school has improved.

Think of the responsibility that has been instilled in a high school student volunteer in an ambulance crew who states:

In school you learn chemistry and biology and stuff and then forget it as soon as the test is over. Here you've got to remember because somebody's life depends on it. (Generator 11(3), 1991)

Viewed from either perspective, quantitative or qualitative, the integration of service learning into the school curriculum has been shown to be an extremely effective strategy in meeting the many developmental needs of all students.

CONCLUSION

It is time to embrace the concept of service learning in order to incorporate it with comprehensive efforts in dropout prevention. Research indicates that a positive outcome for participants in this multifaceted learning experience is likely. Service learning is a teaching methodology that revitalizes the classroom and provides the kind of learning and experiences students need to lead a successful life.

PUBLICATIONS

Although not cited as references in this report, the following publications are excellent resources on the topic of service learning.

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Lewis, A. C. (1988). Facts and faith: A status report on youth service. Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship.

Lewis, B. A. (1991). The kid's guide to social action. Minneapolis, MN: Free Spirit Publishing.

Lewis, B. A. (1992). Kids with courage. Minneapolis, MN: Free Spirit Publishing.

Maryland Student Service Alliance. (1990). The courage to care, the strength to serve. [Video]. Baltimore, MD: Author.

Parsons, C. (1991). Service learning from A to Z. Chester, VT: Vermont Schoolhouse Press.

Nathan J. & Kielsmeier, J. (Eds.). (1991) Youth service [Special issue]. Phi Delta Kappan, 72(10).

Schine, J. (1989). Young adolescents and community service. Washington, DC: The Carnegie Council on Adolescent Development.

ORGANIZATIONS

The organizations listed are excellent resources for developing service learning programs.

The Association for Experiential Education
University of Colorado
Box 249
Boulder, CO 80309
303-492-1547

Commission on National and
Community Service
The National Press Building
529 14th Street NW, 4th Floor
Washington, DC 20033-0119
202-724-0600

Community Service Learning Center
258 Washington Blvd.
Springfield, MA 01108
413-734-6857

Constitutional Rights Foundation
601 South Kingsley Drive
Los Angeles, CA 90005
213 487-5590

Maryland Student Service Alliance
The Maryland State Department of Education
200 West Baltimore Street
Baltimore, MD 21201-2595
301-333-2427

National Center for Service Learning in
Early Adolescence
25 West 43rd Street, Room 620
New York, NY 10036-8099
212-642-2947

National Crime Prevention Council
733 15th Street, NW
Suite 540
Washington, DC 20005
202-393-7141

National Service Secretariat
5140 Sherier Place, N. W.
Washington, DC 20016
202-244-5828

National Society for Internships and
Experiential Education
3509 Haworth Drive, Suite 207
Raleigh, NC 27609-7229
919-787-3262

National Youth Leadership Council
1910 West County Road B
Roseville, MN 55113
612-631-3672

PennSERVE
The Governor's Office of Citizen Service
333 Market Street, 10th Floor
Harrisburg, PA 17126
717-787-1971

Youth Service America
1319 F St. NW, Suite 900
Washington, DC 20004
202-783-8855

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- National and Community Service Act of 1990.

National Crime Prevention Council. (1988). Reaching out: School-based community service programs. Washington, DC: Author.

National Center for Service Learning in Early Adolescence. (1991). Connections: Service learning in the middle grades. New York: Author.

Olson, D. (Ed.). (1990). Summer walkabout 1990. The Generator, 10(2), 4.

Peck, N., Law, A., & Mills, R. C. (1989). Dropout prevention: what we have learned. Ann Arbor, MI: ERIC Counseling and Personnel Services Clearinghouse.

Rolzinski, C. A. (1990). The adventure of adolescence: Middle school students and community service. Washington, DC: Youth Service America.

Scales, P. C. (1991). A portrait of young adolescents in the 1990s. Carrboro, NC: Center for Early Adolescence.

Service Learning: Meeting the Needs of Youth at-Risk® is part of a series of dropout prevention research reports published by the National Dropout Prevention Center. Additional copies may be ordered. The Center has produced a variety of other products which can be helpful to those who work with at-risk youth.

To obtain a complete list of publications and prices call or write:

Publications Department
The National Dropout Prevention Center
205 Martin Street
Clemson University
Clemson, South Carolina 29634-5111
(803) 656-2599

Briscoe memo re: Training not

for Clinton to need to beef up
community service.

Lead states training center
Teacher training funding B2
Summer Instit & Teacher educ'n

Evaluation time.

Long time -

Contrib'n. Service learning

• Governance evaluation

Legislation not realize potential. more investment
in training

Grants for:

→ B1 preservice & in-service training
for teachers, supervisors & personnel
from county org'n's.
conducted by those with experience

in state applications - training &
technical assist'ce will be provided
to local granters by funding & experienced
individ's. (not more than 10% of funds)

B2 - Hyman Ed

Commission to provide training to states & communities

Comm'n, in consult'n with Sec of Edⁿ is authorized to make grants to & enter into contract with inst't'ns of higher ed & other public agencies & nonprofit org'n's working in partnership with inst't'ns of higher ed:
 "to provide for training of teachers, etc."

Benefits
of
in school
learning

Improvement of service learning & dealing with community issues.
 - understand resp of citizenship
 - community values

* Key integrate program with rest of Curriculum < one of the reports says reg'ments not integrated >
 reflection key component

* Evaluating
 embryonic work
 evaluation - Nat'l edgi

Complaints -

wisdom prep'g
 teachers -
 help classroom
 integration of
 stud'ts service
 experiences.

If Clinton reality -

more young people opt to do service

for it to be appealing, understand value
of service at an early age -

School bonding - pave the way.

Another reason - work well.

Unmet
community
needs

what's experience with dropouts
improved self esteem & altruism

growing network of experience
service experts to be tapped.

Evaluation: Legislators will want to have
measures of results + long term.

Benefits: - more direct exposure to
community values: help take responsibility for others

Schools not successful at helping
grads discover connection between
themselves & community.

(Qualms about workability)
concept endorsed.

make it valued as mgt. school
exp'ce / new detectors

Look at school districts with / to integrate
it into
the curriculum
progs - teach others.

community contacts

- school to work with community leaders
- integrated into school curriculum
- strategies to involve stud.
- assessing org: effectiveness.
- admin. requirements
- role of teacher
- kinds of activities best suited to each age age line
- how plan
- reflect'n component entail
- how is it effective in dealing with drug and
prevention.

how to
structure
classroom
exp'ce

Tolson Times report on student service
training week at Baltimore College
brought together area teachers to
learn how to enable stud. to become
involved in community service proj.

Summer teacher training - teacher
involvement in doing service

- 7 "We've found the best way to get
the word out is to train the teachers.
It's not something you can
lecture about."

not
EA -
opened
to
not plan

Sleeping Giants of School Reform
"Phi Delta Kappa" but more wonder
why in schools - bill & goals

B - civic responsibility, altruism
social skills

Service Learning

- * National Education Goals
 - Clarification of subgroup report/recommendations
 - NEG Panel vote
 - Implementation
- * Elementary and Secondary Education Act reauthorization
 - develop congressional champions of SL
 - " administration " " "
 - Chapter 2, Statewide Innovation and Impact
 - demonstration programs
 - teacher and administrator training
 - materials development
 - technical assistance
 - evaluation
- * National and Community Service Act reauthorization
 - improvements to B-1
 - more teacher training in B-2
- * CCSSO teacher training *work in conjunction with*
- * Points of Light YES and New American Schools Development Corporation *community-side*
- * Carnegie units
- * Kellogg Foundation's National Service-Learning Initiative
- * Outreach to education organizations (NEA, AFT, National School Boards Association, Association for Supervision and Curriculum Development, Education Commission of the States, Coalition for Essential Schools, etc.) and youth organizations (CDF, USSA, Close Up, Jr. Statesmen, etc.)
- * Mandatory community service issue (DC, MD, PA)

*recog'nd
cites
advoc'ed in
major ed'n
good +
community service
as high
priority
pay in
action
good.*

priority

MEMORANDUM

TO: Senator Wofford
FROM: Shirley Sagawa
RE: Political Pitfalls in the Passage of the National and Community Service Act
DATE: August 10, 1992

As we explore ways to expand national service, I thought it might be useful to outline the major arguments made by opponents during consideration of the National and Community Service Act. I am including concerns raised by both left and right, including those raised by members and organizations that ultimately supported the bill. I would be happy to discuss ways in which we worked to counter these arguments. Here are the top ten criticisms:

1. It will replace or undermine funding for student financial aid

This was a major political obstacle that emerged with the DLC proposal but carried over to other service programs as well. It was the number one concern of Bill Ford and other House Education and Labor Democrats and higher education groups.

2. Only low-income youth are required to serve

If service is required in order to receive financial aid, only low-income youth would be forced to serve; students not needing financial aid would be exempt. This inequity seemed to many to parallel a military draft of only the poor.

3. It is a "noblesse oblige" program for the rich

This is the opposite problem to number 2, and was a primary criticism levied at the Points of Light effort. Why spend money on a program to help the rich feel good about themselves? Or, if the program is more substantive and involves job training or education benefits, shouldn't it be limited to low-income individuals who need it?

4. Spending billions on national service is spending money we don't have

It is absolutely true that a large-scale full-time program costs billions. This concerned both left and right. The left argued that money could be better spent on other programs particularly those for the poor. The right opposes any new federal expenditure for domestic programs, particularly anything that looks like an entitlement (as the DLC proposal did).

5. Paid workers will be displaced by volunteers

Labor has serious concerns that any service program, but particularly a full-time program

involving young adults (rather than school children) has significant potential to displace paid workers. What is stopping a state from firing all its parks workers and using a corps instead? Or a hospital from firing nurses aids and replacing them with volunteers? Or a local government from dropping its contract with a meals service and hiring a service corps to provide the same service? In fact, some evaluations of existing programs are based on the fact that services can be provide more cheaply by corps than by regular workers. The Act has strong anti-displacement provisions that were negotiated with Labor, but concerns could easily resurface with a large-scale program or if problems arise under existing programs.

6. Military recruitment will be hurt

With a large-scale program (like the DLC proposal), young men who might otherwise sign up with the military might choose the safer and easier civilian service option if benefits are the same.

7. It is an oxymoron to pay volunteers

Right wing groups and volunteer administrators argued that "paying volunteers" as in the corps programs will diminish the willingness of others to be "unpaid volunteers" and that "paid" service is not valuable because it is not altruistic.

8. National service would replace government services with volunteers

Democrats and anti-poverty groups were worried that national service would be used to eliminate government social programs for the poor and replace these services with the volunteer efforts of untrained, unprofessional youth; this concern harkens back to Reagan's efforts to cut domestic programs and position that the voluntary sector would make up for the cuts.

9. It is make-work job creation by another name

Opponents of the old CETA Public Service Employment program saw national service as an effort to revive federal job creation; others were unconvinced that the service provided, particularly by youth, would have any real value to society.

10. National service requires a large new bureaucracy

The DLC proposal, like any large-scale national service program, would need a relatively large new bureaucracy to administer it.

As we understand the Clinton proposal, it involves creation of a newly established Trust Fund to enable students to borrow money for education that can be paid back through payroll deductions or through public service and that is open to middle- and low-income students.

Several existing federal programs provide the foundation for the implementation of the Clinton plan. On the service side, the National and Community Service Act, VISTA and the Peace Corps provide a framework for expanding service opportunities. On the student financial aid side, we strongly suggest that the Trust Fund be built out of the existing Guaranteed Student Loan Program.

Although the loan program has been plagued by high default rates, Congress recently revised the program and we can expect the cost of defaults to decline significantly over the next few years. Using an existing program will enable a quicker start-up, minimize opposition from supporters of the existing program, and utilize the technical expertise within the Department of Education to the maximum extent. Several features of the loan programs lend themselves to the Clinton proposal:

- The Stafford program is now open to any student regardless of income. Students whose incomes place them above a certain eligibility level do not receive any interest subsidy, but their loans are nonetheless guaranteed by the federal government. Therefore, it would be easy to ensure that middle-income students have the opportunity to participate.
- Payroll deduction as a method of loan payback is authorized under the law.
- Income contingent payback is also authorized, thus allowing students to make payments based on their annual income.
- Loan forgiveness is authorized under the Stafford Loan program for the first time for certain teachers, Peace Corps, VISTA and other volunteers, and certain nurses.
- A Direct Loan demonstration program was authorized to bypass the banks and allow schools to make guaranteed loans directly to students.

Under the Clinton plan, loans could be administered through a Trust Fund set up within the Department of Education. Payroll deduction and income contingent payback could be offered immediately. Expanding the Direct Loan demonstration would be an option at any time.

Service payback is the most costly aspect of the Trust Fund proposal, and the part most subject to fraud and abuse. In addition, given the relatively small number of full-time service slots currently in existence (under 8,000), the placements simply won't be available immediately. Therefore, the service payback option should be phased in over time with a designated number of slots opened each year. These slots should be a combination of:

1. Full-time National and Community Service Act slots (under subtitles C or D of the Act)
2. VISTA

3. Peace Corps
4. Other full-time service programs not funded by the National and Community Service Act, but certified by the Commission on National and Community Service as comparable programs
5. Jobs in teaching, nursing, policing, etc. if certain qualifications are met (salary limits, jobs in high-poverty areas where there are shortages, etc.)

Numbers 1-4 above would be easy to control -- and should be significantly expanded under the Clinton proposal, as quickly as the programs are able to absorb funds while maintaining high quality. Number 5 presents the most difficulty. There is longstanding but limited precedent for this type of slot to receive loan forgiveness under federal loan programs. Jobs under number 5 could be certified from the federal level or by the Governors, who could be given a certain number of slots to allocate (based on population or poverty level) each year. Individuals seeking service slots would contact a participating program, the Governor's office, or the Commission which would refer them to programs in their area that match their interests.

Precollegiate full-time service that would also involve young people who are not college bound should also be expanded. These programs are currently funded under subtitles C and D of the National and Community Service Act. They provide education, job training, leadership skills, and scholarships for further education or job training. The scholarships under these programs should be standardized with those under the Trust Fund loan forgiveness.

Finally, an important foundation of the overall service system are the elementary and secondary school and college service programs that teach young people the service ethic. For the full-time service option to be fruitful and appealing, young people should be educated in the value of serving others and come to accept it as part of their responsibilities as good citizens. This will not happen if we wait until a young person graduates from college before the idea is introduced. These school- and campus-based programs are far cheaper than full-time programs, but nonetheless cost money -- for program coordinators, teacher training, transportation, supervision, etc. Such programs, currently authorized under the National and Community Service Act, should be expanded proportionately with the full-time programs.

-DRAFT-

August 3, 1992

The Washington Post
1150 15th Street, N.W.
Washington, D.C.

To the Editor:

I write to take issue with your recent editorial "Voluntary, Not Mandatory Service" (July 31) and Jonathan Yardley's column, "When Public Service Becomes a Diservice to Public Schools (August 3). The passing on of democratic values and civic virtue needs to be rekindled as a basic mission of public education. Maryland schools will be able to do their job better by teaching students about their responsibilities as citizens through community service.

A recent study, entitled "Democracy's Next Generation," conducted by Peter Hart Research Associates and commissioned by People For the American Way, surveyed 1,006 young people ages 15-24 about their attitudes and values concerning citizenship and participation. The study constitutes the most extensive national poll on youth civic attitudes in recent history and demonstrated that young people have learned only half of America's story. Young people revealed notions on America's unique character that emphasize freedom and rights almost to the complete exclusion of service or responsibility. Although they clearly appreciate the freedom that, in their view, make theirs the "best country in the world to live in," they fail to appreciate the obligations of citizenship.

Over the last decade, many school districts around the country have developed and instituted community service programs. Research indicates that community service programs facilitate both the intellectual development of students and prepare students for participation in their communities as active citizens. Civic responsibilities and duties are not the mere abstractions which they may appear to be in the student in a classroom. Instead community service allows students to take on civic responsibilities for themselves, and thereby come to understand through experience the importance of participating in and contributing to the life of their communities.

The underlying principle of school-based community service rightly assumes that young people will embrace community service if the opportunities are presented to them. Involvement in service activities enables young people -- whether poor or affluent, residents of the inner cities or suburbs, achievers or at-risk children -- to realize that they have much to give to their community. Young people involved in community service are more likely to avoid drugs and other negative pastimes which breed on apathy and boredom.

The best school-based community service programs integrate community service into the curriculum. Service is educationally more meaningful when students learn in class how to research the cause and possible solutions to community problems, how to take action themselves, and then engage in class discussion and

writing about what they learned and achieved through their community service projects.

The debate over community service does not focus on the educational merits of community service. Regrettably it centers on whether community service participation in schools should be mandatory or voluntary. Let's consider why any educational course is mandatory -- because the success of our society requires its application. If math, science, English and social studies are mandatory for economic success, then citizenship-enhancing community service can be required to ensure an active citizenry. The educational approach to all these subjects is the same: if you want students to know it, teach it.

Sincerely,

???



PennSERVE
The Governor's Office of Citizen Service
1804 Labor & Industry Building
Harrisburg, PA 17120
717-787-1971 or 7290
FAX 787-9458

July 24, 1992

TO: Harris Wofford

FROM: John A. Briscoe

RE: "National Service and Vision"

Here are some thoughts about moving the national service issue forward in a Clinton campaign and presidency.

"Without a vision the people perish"

The vision of national service has changed and brightened in the past five years. A Clinton presidential national service initiative could build on a foundation of diverse albeit small, program models, incorporate his college student proposal, capture his concern for responsibility and community and add people power to his proposals for welfare reform; job training and educational improvement. He could make national service the hallmark of his administration as the Peace Corps remains for John Kennedy - a program that symbolizes an era.

The most important insight of the past five years is that "National Service" need not mean a single federal governmental program. Rather it can mean a network of local, state, national public and private programs which seek to combine the dynamics, flexibility and responsiveness of community and private initiatives with the scope, commonality and broad identity of a federal program.

In the past five years we have seen private initiatives (City Year and Youth Build), local efforts (City Volunteer Corps, West Philadelphia Improvement Corps and dozens of school and college programs), statewide efforts (PennSERVE, California's Human Corps and some 30 State Offices of Volunteerism), and a variety of federal programs (Literacy Corps, Commission on National and Community Service, VISTA, Peace Corps, National Guard Corps). There is now a small, but vigorous and enthusiastic network of programs and persons broadly spread across the country. At a time when there are few who offer answers to the problems of alienated youth, the service movement stands out. It seeks to redefine the youth problem as the youth resource.

A still vestigial, but growing support network is also emerging,

creating a network of newsletters, conferences, electronic mail links and journals to supplement formal training programs, "for-credit" courses and workshops. Slowly the service-movement is building links to job training, educational and youth development organizations. This network is still partial and weak, but it exists. Strengthening it would be a crucial goal of a Clinton National Service initiative.

What we have not seen - until perhaps now - is anyone capable of articulating the national vision that makes this congeries of programs a movement. The raw material for such a vision are present in the Clinton program and rhetoric. His stress on personal responsibility, the discussion of the value of community and the limitations of bureaucracy, his references to national service as a means of opening college opportunity and his calls for entrepreneurial government - it's all there, but it hasn't been pulled together rhetorically in the campaign or programmatically in a Clinton Administration.

There are two federal institutions to serve as model integrating organizations:

* The Commission on National and Community Service, although overwhelmed with the task of "getting grants out the door" has the legislated mandate to promote a vision and serve as the catalyst and advocate to make a movement out of the mix of programs.

* The White House Office of National Service is similarly a potential McClelland's Army that could be borrowed for a real attack, however, much of it has served as a dim bulb in the points of light panoply.

A Clinton National Service plan should:

1. Pull together existing federal efforts including:

- o Commission on National and Community Service
- o ACTION - VISTA, Service-Learning, RSVP
- o Peace Corps
- o Older Americans Employment - Green Thumb, etc. (DOL)
- o Education - Federal Literacy Corps and FIPSE's service grants - Work Study
- o Young Adult Conservation Corps - (authorized but not funded since 1980)
- o National Guard Corps
- o Health Corps

2. Create a position - I would favor a revitalized Office of National Service in the White House to:

- o Serve as advocate, agitator and gad fly to keep national service on the President's agenda, and in the public eye. And to fight the internal administrative wars that relegate service to a "nice extra" rather than as a part of the mainstream initiative to remake the American Community.

- o Create an interagency task force which pulls together existing and potential federal programs.
- o Stimulates, shapes and promotes selected new initiatives such as the Clinton G.I. Bill, a Nunn-Clinton National Guard Corps, etc.

ACTION: How do we make this happen?

1. Keep the issue alive during the campaign. Work with Clinton staff to:
 - visit Clinton County to see youth corps in action
 - get youth corps/youth service representatives to public meetings
 - get the "national service" segment from one convention into the speech. Hillary Clinton has been an active member of the P/PV board and involved with several other job training/educational & youth initiatives. Could/should she take a leading role in the development and promotion of this effort?
 - Hold a "conference" and invite Clinton/Gore to speak
 - Organize petition drives to respond to the issue when he mentions it
 - Prepare a "white paper" for public use and an organizational paper for internal use
2. Post Campaigns
 - Move rapidly to establish an institutional base in the transition team
 - Redo the "white paper" to create/sustain the White House Office
 - Prepare the appropriate "executive order"
3. Prepare a legislative package which would include:
 - The Clinton C-I Bill
 - An appropriation for the YACC
 - Legislation that gives youth service a much larger role in housing, environmental regulation, urban blight, etc.
4. Organize a "White House Conference" on youth service.

EDITORIAL

*Baker Speaks!*BY DAVID GERGEN
EDITOR AT LARGE

DON'T COUNT BUSH OUT

Something bizarre has happened on the way to the Republican convention: A growing number of observers have written off the Bush ticket before the race really starts. It's true that Bill Clinton and Al Gore enjoy such a commanding lead that if the election were held today, polls show they might win every state but Utah. It's also true that the GOP carries enormous handicaps, including the most anemic record of economic growth since Herbert Hoover.

Still, it's far too early to call the results. By the admission of his own team, Clinton's lead is built more of soufflé than poundcake. Much of his support is light and fluffy and may collapse as quickly as it rose. A Times Mirror survey revealed last Friday that in the previous six weeks, half of the electorate had shifted allegiances. With more than 12 weeks left before November, Republicans can still make this a contest.

Just as important, Bush has a long history of lifting himself off the mat late in the count and decking his opponent. Remember his loss in the Iowa primary in 1988? While his staff panicked, Bush remained icily calm, pulled his team together and blew away his opposition in New Hampshire. Or remember Michael Dukakis, riding out of his convention 17 points ahead and destined for the White House? By now, we should stop underestimating Bush as a campaigner.

Does it matter if the race grows tighter? Yes; it certainly does. Months ago, when Bush seemed invincible, this column argued that he needed a stiff electoral challenge in order to shake him out of complacency. Now, with fortunes reversed, it is Clinton who should be keenly tested before taking charge. We have learned that Clinton was an innovative governor and that he has an admirable capacity to come bouncing back from hard knocks, but we don't yet know enough about his capacity to lead a vast, troubled nation. There are a wealth of questions still to be pursued about Clinton—his courage in asking for sacrifice, his backbone in standing up to Congress, the kinds of people who will surround him—and a good campaign will provide much clearer answers. So, the country will be well served if Bush puts up a better fight.

The president's advisers want him to go on the attack against Clinton's economic plan and Arkansas record. That's fair enough. But standing alone, an anti-Clinton theme will lose and deservedly so. Given his uneven record of the past four years and a deepening public perception that he neither understands the country's problems nor knows how to fix them, Bush must meet a much higher standard than in 1988: He must provide clear, convincing evidence that his next term will be better than his first.

His advisers say that over the past six months, Bush has finally recognized that the nation's domestic ills are more deep-seated than he thought and must be addressed as tenaciously as the cold war struggle against communism. He must now convey both that conviction and a bold strategy for solving the problems—something he has conspicuously failed to do. To kick off his efforts, he should immediately sign executive orders creating a Civilian Conservation Corps, indexing capital gains against inflation and exercising a line item veto against the big spenders. He should then assemble a dramatic action plan, drawing upon new ideas pushed by conservative leaders (Page 17), and take it to the country.

A plan to create jobs, overhaul the schools and reform health care will be credible, however, only if Bush also shows he will have a team good enough to carry it out. He does not have that team now. Long ago he should have made Jack Kemp his domestic henchman, as conservatives wanted; William Bennett would also have been splendid. But Bush obviously feels more comfortable with James Baker, so bring in Baker now and anoint him as the domestic czar for the second term. Baker has enormous standing as a man who gets things done, and his appointment would show that Bush is finally serious about domestic reforms. Dick Cheney would make an excellent replacement at State; Rep. Vin Weber could be slotted for the Office of Management and Budget; Treasury and the Pentagon could be divided up between Kemp and Richard Darman. Voters want change and they are right; if Bush won't supply it, they have every reason to bring in the new team of Clinton and Gore.

'But voters want change. If he won't supply it, they have every reason to bring in the new team of Clinton and Gore.'



YOUTH AND AMERICA'S FUTURE:
THE WILLIAM T. GRANT FOUNDATION
COMMISSION ON WORK, FAMILY AND CITIZENSHIP

Chairperson

Harold Howe II
Harvard Graduate School of Education

August 3, 1992

Melanne Verveer
People for the American Way
2000 M Street, NW
Washington, DC 20036

Dear Melanne:

We are writing to enlist your participation in a project with significant potential for advancing youth community service in the United States.

As you may know, the National and Community Service Act of 1990 will expire at the end of 1993 and Congress will soon consider extending and modifying it. (A summary of the Act is attached.) For this important occasion, we would like to focus thoughtful opinion on desirable changes in the Act and, more especially, on future directions which the community service movement might take in American society.

Briefly, our request to you is similar to the one which initiated Voices from the Field: 30 Expert Opinions on America 2000, The Bush Administration Strategy to "Reinvent" America's Schools (enclosed, as an approximation of the kind of document we hope to produce). We ask you to contribute an essay, of no more than 4 to 5 double-spaced pages, setting forth your **personal vision of community service in this country.** Specifically, views on any or all the following questions would be of interest to the policy makers who will read this compendium of essays:

What contribution can the federal government make in promoting community service? What is the appropriate role of states? Of non-profit agencies?

What are the strengths and weaknesses of the existing legislation? When Congress revises it, what provisions ought it to keep and what changes should be made?

Where is the nation headed with the Act as currently framed? How would the changes you suggest in the legislation change the direction of service in this country?

The Act currently supports four major types of programs -- what is missing?

What are your views on the proposals for national service now being advocated by political leaders such as Governor Bill Clinton and Senator Harris Wofford?

These questions are merely suggestive. We want your essay whether you wish to concentrate on only one aspect of the Act or suggest bold new departures from the present Act.

Guidelines for the essays are simple:

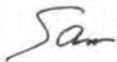
1. **BE BRIEF** - Four to five double-spaced pages.
2. **BE LIVELY** - The best ideas are lost if they bore the readers.
3. **BE FRANK** - Take a position and make your point without equivocation.
4. **BE QUICK** - We need final copy by September 1, 1992, sent c/o William T. Grant Foundation Commission.

Please send a hard copy of your essay along with the diskette (either 3 1/2 or 5 1/4 inch), in WordPerfect 5.1 if possible. Finally, please send 4-5 biographical sentences about yourself -- current title, previous positions, publications, involvement with community service, etc.

We look forward to your contribution to this important public policy issue. Please telephone the Grant Foundation office (202-775-9731) or fax us (202-872-4050) to confirm that you will participate in this project.

Many thanks for your participation. We believe your contribution, when joined with others in the projected compendium of essays, can help shape and strengthen public policy regarding youth service.

Sincerely,



Samuel Halperin
Study Director
William T. Grant Foundation



Shirley Sagawa
Senior Counsel/Families & Youth
National Women's Law Center

Hope you can participate!

Commission on National and Community Service

The National and Community Service Act of 1990 (Public Law 101-610, as amended) created the Commission on National and Community Service to provide funds, training, and technical assistance to States and communities to develop and expand service opportunities. The Act is intended to:

- Renew the ethic of civic responsibility in the United States
- Encourage citizens, regardless of age, income, or ability, to engage in full- or part-time service
- Involve youth in programs that benefit the Nation and improve their own lives
- Enable young adults to make a sustained commitment to service by removing barriers created by high education costs, loan indebtedness, and the cost of housing
- Build on the network of existing Federal, State, and local programs and agencies
- Involve participants in activities that would not otherwise be performed by paid workers
- Generate additional volunteer service hours to help meet human, educational, environmental, and public safety needs, particularly those related to poverty
- Encourage institutions to volunteer their resources and energies and to encourage service among their members, employees, and their affiliates
- Identify successful and promising community service initiatives and disseminate information about them
- Discover and encourage new leaders

The Commission is governed by a 27-member Board of Directors, including 21 members appointed by the President and confirmed by the Senate and six ex-officio members. The Commission's Chairperson is Paul N. McCloskey, Jr., and its Executive Director is Catherine Milton.

The Commission seeks to promote the development of a major national community service movement, focused initially on youth but welcoming all. We believe that this effort to integrate service into the fabric of American life, involving thousands of institutions both public and private, can engage millions of Americans in dealing with critical social problems. In the process, the community service movement can revitalize the spirit of citizenship and community in our society, and enhance the self-esteem of our young people and their belief that they can make a difference.

In pursuing this vision, the Commission will work closely with states and leaders of grassroots community service organizations to carry out three principal strategies:

- Encourage promising programs of community service, recognize proven models, and encourage widespread replication;
- Support coalition-building leadership in promoting effective community service; and
- Encourage and support talented community service leaders, and stimulate and guide the development of a community service infrastructure, in part by transferring good ideas and practices rapidly to organizations that can use them and bringing together diverse organizations in fruitful collaboration.

These strategies will be applied through programs focused on school-age children and their families, college and university students, out-of-school youth, national service models, other targeted experiments and overall community service coalition-building. The Commission will stimulate initiatives in these program areas by providing grants, evaluation and encouragement to draw others together.

Commission on National and Community Service

On June 8, the Commission announced 153 grants totaling \$63 million to test new and expanded community service projects in nearly every state. The types of service activities are broadly defined; participants may perform any educational, human, environmental, or public safety service project that will benefit the community.

Subtitle B, Part 1 – Serve-America: \$16.3 million

Forty-seven states, the District of Columbia and Puerto Rico will implement service-learning innovations in elementary and secondary schools. Serve-America grants support programs sponsored by schools or community-based agencies to involve school-aged youth in service to the community. Serve-America also supports programs that involve adult volunteers in the schools. Funding was allocated to States submitting successful applications according to a formula, and on a competitive basis to Indian Tribes and to local applicants in States that did not apply.

Subtitle B, Part 2 – Higher Education Innovative Projects: \$5.2 million

Fifty-eight grants will help at least 175 institutions of higher education undertake innovative community service efforts. Projects will explore new ways to integrate service into the curriculum, support model community service programs on campus, develop teacher and volunteer training programs, and involve students in community service — often in ways that complement their course of study.

Subtitle C – American Conservation and Youth Service Corps Programs: \$21.5 million

Youth corps in 25 states, five operated by Indian tribes, will become laboratories for involving young people from widely different backgrounds in innovative projects that directly meet community needs. These programs must involve teenagers and young adults, who receive job and skill training, living allowances, and scholarships. They may also include special corps members, such as senior citizens, who provide special skills to the program.

Subtitle D – National and Community Service Programs: \$20.1 million

The Commission approved seven operating and one planning grant to test national service programs that will engage individuals ages 17 and older in full-time or part-time service. Participants will receive education or housing benefits upon completion of their term of service.

Future Grantmaking

Barring significantly increased appropriations, most of the funds for fiscal year 1993 for the above grant categories will be committed to renewal of current projects. A competition is planned for additional National and Community Service model programs. In addition, by future notice in the Federal Register, the Commission will provide training and technical assistance and may fund some specific projects including clearinghouses, technical assistance, youth voice projects, and five other programs: demonstration projects for rural youth, employer-based retiree volunteer programs, governors' innovative service programs, a Peace Corps/VISTA training program, and a program that places Foster Grandparent programs in Head Start centers.

Citizenship

FOR THE YOUNG, SERVICE WITH A SMILE

Rugged and demanding youth service programs, says Sen. Harris Wofford, D-Pa., could be one of America's best antidotes to ominous social dissolution and Los Angeles-style riots during the 1990s.

The chances for social tranquility in the years ahead are slim, as Wofford sees it, unless the nation moves with determination and speed to reengage its poor, its jobless and its disillusioned and turned-off young people.

"We know why angry, jobless and hopeless young people burn and loot their own community," Wofford recently told students at Harvard University's John F. Kennedy School of Government. "We don't need another commission, another study, another pilot program. We need action."

The concept of youth service has come a long way since 1933, when President Franklin D. Roosevelt conceived the idea of the Civilian Conservation Corps (CCC). FDR asked Congress to act in March; the response was almost instantaneous. By July, more than 300,000 of the nation's jobless young men—from the slums of New York City to the dust bowl of Oklahoma—were out in the woods, working on conservation projects and receiving special-education courses.

Many of the 2.5 million young people who went through the CCC would later describe it as an immense skill and confidence-builder, a turning point in their lives akin to direct military service.

There was, in fact, military discipline in the camps. One of the most prominent CCC organizers was the redoubtable Gen. George C. Marshall. Many reserve military officers were hired to run CCC operations. Young men were handed leftover uniforms and boots from World War I and housed in barracks or tents.

Few politicians these days dare to push for a single, massive federal service corps—a reincarnation of the CCC. But since the formation of the California Conservation Corps in the 1970s, inventive youth service and conservation corps programs have spread to 27 states. Altogether, according to Youth Service America, a Washington-based organization that develops and promotes the idea, there are 75 such programs, operating on combined budgets of \$180 million. They enroll about 25,000 young people.

The vast majority of programs involve tough calisthenics, uniforms and other real demands—often the first constructive discipline that many of the young enrollees have ever experienced.

Consider, for example, City Year in Boston, which was launched by Michael Brown and Alan Khazei, two young Harvard Law School graduates, expressly to create a youth service prototype for communities from coast to coast.

City Year offers its 17-22-year-old recruits a \$100-a-week stipend (the CCC paid \$1 a day) and a \$5,000 scholarship on graduation. The recruits are poor, rich, black, white, Asian, Hispanic, inner-city gang, suburban preppy. It's one of the few programs, in fact, that doesn't draw just poor youth, but kids from

widely divergent backgrounds. They not only get to meet, but also learn to work cooperatively together.

City Year's enrollees work in teams of 10-12, building playgrounds and soup kitchens, rehabilitating homeless shelters, distributing food to the hungry, tutoring and mentoring younger kids, assisting the sick. The program builds self-confidence, leadership skills and "a community of idealism," says co-founder Brown.

Hundreds of thousands of youths nationwide could be enrolled in similar programs. And it could happen. The Commission on National and Community Service, which was created by Congress in 1990, is just getting ready to make about \$60 million in grants to some of the nation's best youth service programs.

Wofford believes that Congress should, in the wake of the violence in Los Angeles, at least double that amount and then "scrounge and redirect money" from lots of sources, including, for instance, about \$700 million a year in questionably useful Job Training Partnership Act money. And why not use defense dollars to let several thousand competent people who are now leaving the military serve as leaders of youth service programs? Military bases slated for

shutdowns could also serve as youth service camps.

Wofford favors a national voucher system to provide kids who sign up for youth service programs with living allowances and, on successful completion, bonuses for their education.

Arkansas Gov. Bill Clinton, the likely Democratic presidential nominee, has a parallel idea: a universal educational loan program in which young people could pay off college loans with two or three years of public service or as future add-ons to their income taxes.

"We need these kids on the front lines—to serve, and not be served," Wofford said. "I'm sick and tired of the patronizing social service approach—treating young people as problems, dangers, menaces. We need to turn them around and let them discover themselves as resources."

Critics can argue, of course, that myriad state and local youth service programs will be of uneven quality and that their long-term dividends are uncertain.

But there is a competent national youth service commission to guide the movement. And there have been enough pilot programs to prove that youth service is a powerful way to divert poor kids from a life of the streets, joblessness, drugs and, all too often, crime and prison.

Youth service is also one of the few tools society has to reclaim college-bound kids, as Wofford puts it, from "a self-centered life of civic indifference."

Can a nation that's plagued by a \$400 billion deficit rationally contemplate spending billions on a universal youth service program? The fiscal answer is no. The human, commonsense answer is yes. Without such a commitment, America's social fabric will keep on unraveling, rendering incalculable damage not just to budgets, but also to the nation's security.

• The concept of youth service has come a long way since 1933, when FDR conceived the idea of the Civilian Conservation Corps.

COMMUNITY SERVICE: A SINGULAR SOLUTION

Presented by William J. Byron, S.J.,
President, The Catholic University of America,
at the 3rd National Conference on Service and Society,
University of Notre Dame,
Notre Dame, Indiana,
January 31, 1992

The Congress of the United States is now on record as wanting to change the way Americans view community service. Without intending it, judges across this land have for many years been giving community service a bad name. White collar criminals and errant public officials have, in exchange for their venality or violations of the public trust, been sentenced to large or small punitive doses of "community service" in lieu of spending time in jail. That kind of judicial sentence will, of course, not disappear; regrettably, it will retain the name "community service." But by enacting the National and Community Service Act of 1990, the Congress said it wants to "enhance" community service and "renew the ethic of civic responsibility in the United States."

Service is to be encouraged now as a matter of public policy. Service is a responsibility to be met, not a punishment to be avoided. Service, we may soon discover, is a singular solution for much of our national and personal discontent and may well assist significantly in the reduction of many of our vexing and persistent social problems. In any case, government at local, state, and federal levels is expected now to foster service--voluntary and, if not altogether uncompensated, just modestly stipended service--to local communities and the nation as a whole.

As is often the case when a bill clears both houses of Congress, the final product represents an amalgam of legislative ideas carved up and compacted into a single law, in this case Public Law 101-610--Nov. 16, 1990. The legislation has two major title-headings and four minor ones. The first major title, the "National and Community Service State Grant Program," has seven subtitles authorizing funding of a broad range of new service initiatives. The second major title, "Modifications of Existing Programs," has three associated subtitles that amend the Higher Education Act of 1965 for purposes congenial to this new legislation; and amend as well the Domestic Volunteer Service Act of 1973 by adding a new title called "Youthbuild Projects," intended to connect economically disadvantaged young adults "with opportunities for meaningful service to their communities in helping to meet the housing needs of homeless individuals and low-income families." In the process, the young builders will, it is hoped, acquire "employment skills necessary to achieve economic self-sufficiency."

The four remaining titles provide for:

- > the authorization of the "Points of Light Foundation" as a mandated recipient of federal funds;
- > the presentation of a model "Good Samaritan Food Donation Act;"
- > appropriation of funds, most of which are designated for Title I programs;

and a final title covers "Miscellaneous Provisions" unrelated to the national and community service theme.

It has taken a long time to get a national service bill through both houses of the Congress. Over the years, the Senate has shown much more interest than the House of Representatives in the notion of national service; and the acoustics have been better among Democrats than Republicans for discussion and debate of this idea. Consequently, the bill produced by a Democratic Congress, passed with bi-partisan support, and signed by President George Bush, has identifiable Democratic parentage and Democratic pride of authorship. Hence, influential Democrats will have an understandable interest in seeing how "their" program is doing, especially that portion of "their" program that was "his" (Senators Kennedy, Nunn, and Dodd, for example) or "her" (Senator Mikulski) idea. These senators and others (notably Democrats Pell, Robb, Graham, and Bumpers, and Republicans Hatch, Durenberger, and Jeffords) will be watching as money moves out (\$73 million in FY'92) from the entity established by the 1990 Act and known as the Commission on National and Community Service, a brand new and quite small independent agency within the Executive Branch of the federal government. Funds will be awarded to the states, Indian tribes (included at the insistence of Senator Kent Conrad, Democrat of North Dakota), and institutions of higher education (whose interests were promoted by Senators Kennedy and Pell) for:

- > "Serve-America" (\$16.9 million in FY'92 for statewide, school-aged service-learning programs);
- > "Higher Education Innovative Projects" (\$5.6 million in FY'92 to encourage students to participate in community service activities while attending college);

- > "Conservation and Youth Service Corps" (\$22.5 million for youths age 16 to 25 willing to commit themselves to up to 24 months of full-time service, for environmental or human needs); and
- > "National and Community Service" (\$22.5 million for persons 17 years of age or older who would work for not less than three years on a part-time basis, or one year on a full-time basis, "to meet unmet educational, human, environmental, and public safety needs, especially those needs relating to poverty").

This last program, which has the symbolic advantage of bearing a name identical with that attached to the entire 1990 bill, can fairly be described as the portion of the program "belonging" to Senators Barbara Mikulski and Sam Nunn.

Senator Edward M. Kennedy contributed "Serve-America" to this legislative amalgam. The "Higher Education Innovative Projects" section bears the fingerprints of Kennedy and Senator Claiborne Pell. And the "Conservation and Youth Service Corps" ideas come chiefly from the legislative imagination of Senator Christopher Dodd.

Elsewhere in this awkwardly constructed mosaic of statutory strategies aimed at enlisting Americans for volunteer service to their nation and communities, are provisions for:

- > "Governors' Innovative Service Programs" (a limited number of "models" easily replicated in other states; an idea promoted by Senator Orrin Hatch, R-UT);
- > Grants to the Director of the Peace Corps or the Director of ACTION "to carry out training and educational benefits demonstration programs" that will attract to their volunteer ranks members of groups now under-represented there (Senate sponsorship for this provision came from Kennedy and Pell with House support from Rep. Connie Morella, R-MD)

- > Special demonstration projects in rural areas to involve the elderly and to engage young people in "assisted-living services" to needy others, both young and old (credit for this provision goes to Rep. Dale E. Kildee, D-MI);
- > Grants to increase the number of low-income "foster grandparents" who would work in Head Start programs (a good idea with wide support);
- > Grants to bring together retirees, their former employers, and community agencies "to develop employer-based, retiree volunteer programs" (a contribution to the Act by Sen. Bob Graham, D-FL).

Grants made under Title I (the State Grant Program) directly to public and private higher education institutions, to educational consortia, or to public agencies and non-profit organizations working in partnership with higher education institutions, are to meet the following purposes specified in the authorizing legislation:

- (1) to enable the institution to create or expand community service activities for students attending that institution;
- (2) to encourage student-initiated and student-designed community service projects;
- (3) to facilitate the integration of community service into academic curricula, so that students can obtain credit for their community service activities;
- (4) to encourage students to participate in community service activities that will engender a sense of social responsibility and commitment to the community;
- (5) to encourage students to assist in the teaching of individuals with limited basic skills or an inability to read and write; and

- (6) to provide for the training of teachers, prospective teachers, related education personnel, and community leaders in the skills necessary to develop, supervise, and organize community service activities, taking into consideration the particular needs of a community and the ability of the grantee to actively involve [the split infinitive is a federal offense, not mine; I'm simply quoting!] a major part of the community in, and substantially benefit the community by, the proposed community service activities.

As funds move out from Washington and programs start up across the nation, legislators will want to have reliable measures of results. This, of course, goes by the name of "evaluation." Some results can be quantified with relative ease. How many programs? How many volunteers? How many poor people were involved? What are the cost-benefit ratios? Did the programs attract middle-class volunteers? Did school-age participants stay in school? Did participants gain genuine job skills? Were paid workers displaced by volunteers? Were volunteers simply rearranged--i.e., was there a net increase in volunteer activity or did these new programs simply attract participants from pre-existing volunteer programs? What effect did these programs have on military recruiting? (There is fear in the House of Representatives that they will compete with military recruitment.) How about the effect on student loan obligations? Do post-service benefits like mortgage subsidies and education grants attract participants?

On the qualitative side, some sponsors of this legislation, notably Senators Mikulski and Kennedy, will want to know whether the programs do, in fact, foster a community service ethic. If

they do, the nation can expect to see a continuum of service over the course of the lifetime of persons attracted into service programs in their formative years. Similarly, the legislators will want to know whether service experiences can really change a poor youth's life. A large legislative bet has been placed on the potential of this act to have precisely that effect.

In thinking about evaluation, it occurred to me that one might look upon this as a horse race. As various programs are funded, one might visualize the Kennedy horse, Mikulski horse, Dodd horse, and other entries with identifiable legislative "colors," breaking away from the starting gate and running for the results their sponsors envisioned. Even if the programs were sufficiently pure-bred to display distinctive legislative origins, it would not be possible to attribute success or failure on the basis of one short race, and probably not fair to run them head-to-head against each other.

Perhaps a horse show would be a more useful analogy: admire the distinctive features, estimate their potential for realizing program objectives, and think about measuring results. One way or another, results will have to be measured.

It would be a mistake, in my opinion, to attempt to measure the success of these initiatives in reduced rates of teen-age pregnancy, a decline in drug abuse, a drop in youth unemployment, and other positive social indicators. Families, schools, religious and other institutions, not least among them the private job market, cannot look to this modest program and expect it to carry the freight of social recovery for troubled youth in a

troubled nation. True, community service could become part of a national job-training strategy. True, service might be successful in attracting non-traditional volunteers--i.e., low-income people--into organized volunteer activity. But the basic institutions have to do the foundational work required to produce enduring social change.

Washington lawyer Richard Danzig, co-author of National Service: What Is It? (Lexington Books, 1986) advised the evaluation committee of the Commission during a December 17, 1991 White House meeting, that the evaluative emphasis should be on the "first order" questions, not on the larger issues of societal change. There are three central criteria for measuring the success of these programs, in Danzig's view: recruiting, rewards, results. Do the programs recruit a range of people? Are improved self-esteem and a sense of altruism among the rewards a participant gains from the service experience? What are the results of the program in terms of services rendered; what are the results for the persons being served?

Another consultant to the Commission's committee on evaluation--Jerome Kolker, Director of the Philadelphia-based Urban Corps Expansion Project of an organization called Public/Private Ventures--emphasized the importance of engaging young people in activities that meet genuine community needs while lifting their own self-esteem. These two problems--unmet community needs and widespread deficits in self-esteem among the young--have one solution, he said, and that solution is service.

I agree that service is a singular solution in this and in at least two other important ways. It looks to the individual. One person can make a difference. Many persons freely choosing to unite their efforts in service to others can make an enormous difference. Moreover, the fact that the service envisioned in this act is voluntary, or only modestly stipended, makes it all the more singular in the culture of greed that appears to be tightening its grip on the nation.

An unresolved pedagogical debate focuses on the question of whether persons are better off thinking their way into new ways of acting or acting their way into new ways of thinking. The bias in this bill (with which I have no serious disagreement) favors the action-as-avenue-to-thought side of the argument. The legislation employs the phrase "service learning" in the "Serve America" section, where it proposes to offer grants and contracts for school-based community-service projects involving children as providers of the service. The trick, of course, is to get them to reflect on the experience and tie it in with what they are picking up in the classroom. Funding for programs that will train persons who would guide this reflection are provided for in the legislation. A substantial challenge awaits those who hope to document attitudinal and behavioral change as a consequence of service-learning. I think it happens. I don't know how to measure it. But I'm sure there are evaluators somewhere who can.

The "Higher Education Innovative Projects" portion of this bill carries great expectations signaled by the legislative language I quoted above. New and expanded community service

activities for college students will, it is hoped, "engender a sense of social responsibility and commitment to the community." This can indeed happen. I surely hope it will. But I would not want to be the evaluator charged with the responsibility of documenting the fact that it has happened.

The anticipated programs are also expected "to facilitate the integration of community service into academic curricula, so that students can obtain credit for their community service activities." The incentive system now moves closer to campus! Payment in academic credits coupled (for those who serve full- or part-time in Subtitle D--National and Community Service--programs) with post-service benefits, complicates and possibly compromises the civic-mindedness the legislation (and the social movement it will help to launch) hopes to cultivate. That is an issue to be dealt with on the campuses once the larger issue--approving the programs for academic credit--makes it through the various committees, councils, and senates that process academic policy.

The possibility of a social revolution is latent in these complicated provisions. They could open the way for us to become a nation that cares about service. Much depends on what happens in the state houses. There is an impressive array of community service advocates around the country who will be sure to keep their governors informed. Applications will be filed in four major categories: (1) Serve America, (2) Higher Education, (3) Conservation and Youth Service Corps, and (4) the National and Community Service programs for full- or part-timers in up to eight states. The relatively few states that will be represented

in this fourth category are likely to blaze the trail for whatever national movement might eventually emerge.

Grants from the Commission on National and Community Service will be made by early June, 1992. It will be many moons and Junes, however, until we will have anything resembling a good idea of whether or not the worthy objectives of this welcome public policy initiative are being realized.

The writer is president of The Catholic University of America and a member of the Board of Directors of the Commission on National and Community Service.

Unpaid Child Labor, Compliments of Maryland

By DAVID N. LABAND

Under requirements passed recently by the state Board of Education, Maryland public high school students will be the first in the nation forced to perform community service to fulfill graduation requirements. The new standards call for students to complete either 75 hours of community service or a program designed by their school systems and approved by the state school superintendent.

Maryland, like so many other state governments, is facing yet another fiscal deficit. However, the clamor for public provision of social services does not ebb and flow in concord with the budgetary tide. The demand for services for the elderly, the poor, the homeless, and by environmental activists (to name but a few) only escalates over time. Forced community service must be an attractive political solution to the legislature's bind.

There were 186,084 students enrolled in grades 9-12 in Maryland during the school year just completed. The supply of free labor implied by each of these students performing 75 hours of community service equals 13,956,300 hours. Using a standard 40-hour work week and a 50-week work year, this is equivalent to the state picking up 6,978 full-time social services employees for free. At 1992 entry-level wages (\$17,952, not including benefits) for someone who assists a social worker (the current term is "social work associate"), the state would otherwise have to pony up about \$125 million to acquire equivalent services.

Under the guise of enhancing the citizenry's awareness of and sensitivity to social issues, the state is shifting the cost of procuring social services from taxpayers (who vote) to high school students who

have little or no political power. In so doing, the state not only violates the child labor laws it so vigorously applies to the private sector; it de facto violates federal minimum wage statutes.

In terms of the costs imposed on students, the analogy to a peacetime military draft is appropriate. Under a draft, the government could procure its required military personnel by fiat, at a lower cost than a volunteer army. Since the political clout of taxpayers who vote against tax increases exceeds that of draftees, a military draft can be terribly attractive to politicians.

However, the aggregate cost borne by the draftees invariably exceeds the difference between the tax cost of a volunteer service army and the tax cost of a compulsory service army, because the opportunity cost of military service is so high for a number of the draftees. Some of the draftees would otherwise be employed in the private sector, inventing new products or processes. Their forgone value of time spent in military service is much greater than the nominal compensation paid by the state. Those individuals whose opportunity cost of time is lower than the nominal compensation offered by the state would presumably have enlisted voluntarily anyway.

So it is with compulsory community service. Students who work after school or in the evenings to finance their hoped-for college education will find their time available for paid employment cut by 75 hours. Others will have 75 fewer hours to devote to such personally relevant and stimulating concerns as studies in science, history, or music. Indeed, any student who values his time at a price greater than zero,

which is the compensatory wage rate being paid by the state, suffers a loss.

Those students for whom 75 hours of study would spell the difference between passing and failing or between an A or a B might have strong views about the impact of the community service requirement on their lives.

Of additional concern is the problem of who, for example, bears responsibility for the student who accidentally gets pricked by a tainted needle while helping out in a hospital or cleaning up a vacant, inner-city lot. If, as is only proper, the state assumes responsibility, then the inevitable wave of liability lawsuits arising from compulsory community service will almost certainly increase the state taxpayers' burden significantly.

The really sad part is that, as with so many government-mandated social experiments, the actual result will likely be the opposite of that envisioned by a school board seeking to recruit an army of social activists. Teen-agers tend to rebel against anything they are forced to do.

Granted, certain individuals' "sensitivity" to certain social problems may be enhanced by forced exposure to the school board's definition of a social "problem." It is more likely, however, that close association with public-sector social workers will produce cynicism about public-sector solutions. Actually, a little cynicism about the benefits of public-sector activism isn't such a bad idea — provided, of course, that it is obtained voluntarily.

Mr. Laband is professor and chairman of the department of economics at the Franklin P. Perdue School of Business, Salisbury State University, Salisbury, Md.

RECEIVED

AUG 6 1992

MD STUDENT SERVICES ALLIANCE

6A.

The News & Observer, Raleigh, N.C., Monday, August 3, 1992



The News & Observer

I advise and enjoin those who direct the paper in the tomorrows never to advocate any cause for personal profit or preferment. I would wish it always to be "the town" and to devote itself to the policies of equality and justice to the underprivileged. If the paper should at any time be the voice of self-interest or become the spokesman of privilege or selfishness it would be untrue to its history. — JOSEPHUS DANIELS, Editor and Publisher 1894-1948.

A curriculum on citizenship

There's more to education than science and math and the latest computer technology. At least in the state of Maryland.

The Maryland Board of Education has voted to add community service to the requirements for a high school diploma. The idea is to instill a sense of civic obligation in students, who will have to complete 75 hours of "volunteer" service between the eighth grade and graduation.

Providing it does not cut harmfully into their academic day, students everywhere, including in North Carolina, could benefit from more direct exposure to community values and helping to take responsibility for others.

Imagine what a little self-sacrifice would do for the high school student whose primary outside interests are shining his car and cruising fast-food parking lots. Think of the value of using those wheels to deliver hot meals to shut-ins. Maybe it wouldn't be measured in SAT scores, but it would be of more lasting worth than some of what passes for learning today.

Imagine, too, what it would mean for the community to have a youthful corps lending its energy to government and non-profit agencies. Look at the list of organizations seeking volunteers in The N&O's Triangle Observer or North Raleigh Observer. High school stu-

dents could transport cancer patients to treatment, register blood donors, visit the autistic, tutor younger students, repair small appliances and man telephone crisis lines.

Opponents of the Maryland plan say it's only "fluffy, feel-good stuff" that will take away from the schools' mission, which ultimately is academic. Surely they acknowledge, though, that community service is as worthwhile as football games and pep rallies, meetings of the yearbook staff and field trips.

Plenty of students in North Carolina already are volunteers and others would happily join them if given a nudge. But obviously the schools have not been successful at helping all graduates discover the connection between themselves and the community.

Certainly there are mechanical problems to be ironed out. When the Chapel-Hill Carrboro school board adopted a similar plan, The News & Observer, for one, had qualms about its workability. But that doesn't mean the concept itself is a bad one.

Other school systems in this state should watch the progress of the programs in Chapel Hill and now, in Maryland. A system of mandatory community service has as its ultimate goal the growth of better citizens. Who could be opposed to that?

OPINION • COMMENTARY

Forced Service Is His Favorite Subject

By JOE GOODWIN

Concord, Massachusetts.

Like most teen-agers, I hate to be told what to do. I chafe at curfews, refuse to patronize restaurants that tell me what to eat and complain daily about the faces that my parents and dentist want me to have.

Yet I look forward to the "forced opportunity" for community service my high school requires. While criticism mounts against Maryland's action in becoming the first state to mandate students to perform 75 hours of community service over four years, it is well to look at the experience of local school districts that have instituted similar programs.

For five years, every student at Concord-Carlisle Regional High School in Massachusetts has been required to perform 40 hours of community service in order to graduate. Conventional wisdom would have us believe that this would be especially burdensome task, perhaps an impossible one, for students who hold outside paying jobs. At the graduation requirement may be satisfied within the school, securing jobs as teacher's aides,

library assistants or tutors. Outside school, the requirement may be met by working at hospitals, nursing homes, senior-citizen's centers, soup kitchens or for the town's park service or recreational department.

To be sure, it would be wonderful if students volunteered such service. But the great benefit of the mandated program is the responsibility it places on the school to work with community leaders to locate the places where students can best make a solid contribution. It is unrealistic to expect students to roam from place to place in search of service opportunities. Once the arrangements for those opportunities are made, the student needs only to decide which kind of service best fits his or her personality.

Those who oppose the community-service mandate fear it will interfere with the regular school curriculum. But what more important class

can a student take than one that teaches values and responsibility? Is it better to require students to listen to long lectures about the plight of the elderly and homeless, or to have them provide hours of warmth merely by reading the newspaper to a senior citizen.

Some say that schools should not be in the business of fostering civic concerns among its youth. But what more important role can a school play than in shaping values — respect for the elderly, patience for those younger, compassion for those less fortunate — among its young. These and related values used to be taught in the home. Now, they must be learned elsewhere, since we live in a world in which many families have two parents working long hours every day and many more have just a single parent.

There has been much talk about the decline of American society, the

disintegration of the American family. Yet, when those who find pleasure in lecturing about this decline are faced with a solution that would help strengthen society, they fall back on the past. It is this negative attitude toward change that has caused the country to reach the point of such neglect.

Today, the passion and commitment that marked my parents' generation — the 1960s — is gone, replaced by an ominous silence. I listen to my parents talk of their experiences with the civil-rights movement, the sit-ins, the war on poverty, and I am impatient for the time when my own generation is similarly involved in the great public events of our day. Though 40 hours of community service is not very much, it is a beginning.

My abstract desire to participate became tangible this past spring. While on a class trip to the Science

Museum in Boston, a group of students in my eighth-grade class were involved in an altercation with another group of students from a largely black school in Roxbury, a neighborhood near downtown. Taunts were exchanged, a fight broke out. It was unsettling.

The following week, teachers from both schools arranged a day-long meeting of a representative sampling of students at each school. The discussion that resulted was an extraordinary experience. As I listened to black students describe their stereotypes of whites in the suburbs, as I heard one black girl say she cried herself to sleep the night of the schools' fight in fear and frustration that racial relations would never improve, I realized how far America was from the ideals of equality and justice. If community service could help to bridge the gap between these ideals and reality, I will feel happy indeed.

Joe Goodwin is a freshman at Concord-Carlisle High School in Concord, Massachusetts. He wrote this commentary for the Los Angeles Times.

Teachers learn how kids can aid community

Towson Times
July 29, 1992

Charles Herndon

They spent a morning muck-ing about in a Jones Falls tributary. They ladled soup to the homeless. They helped Alzheimer's patients to sing.

And, being teachers, they did one thing more than any other during a weeklong seminar on student service training last week at Loyola College.

They learned.

"This sort of made me see that service to your community isn't a tough thing to do," said Maryann Hughes, an English teacher at Catonsville Middle School. "My eyes have just been opened."

The seminar, sponsored by the Maryland Student Service Alliance and the Governor's Scholarship Fund for Citizenship Education, brought together 75 teachers from the Baltimore area — including 13 from Baltimore County.

Their task: to learn how they could encourage students to become involved in school and community service projects.

During the four-day seminar, teachers performed a variety of service projects themselves, in part to meet local contacts in environmental protection, care for the elderly and help for the poor.

Such summertime teacher training isn't unusual, but the service project drew attention from national media because of its teacher involvement and, in part, because of the reputation of Alliance Director Kathleen Kennedy Townsend, a vocal proponent of student community service.

The projects, which ranged from painting storm drains to filling food bags for the hungry, also helped teachers understand what it means to help.

"We've found the best way to get the word out is to train the teachers. It's not something you can lecture about," said Cathy Brill, the Alliance's project director for special education.

Teachers participating in the fifth annual seminar last week also learned how to "reflect on their

A seminar brought together 75 area teachers to learn how they could encourage students to become involved in school and community service projects.

experience so they can teach it to their children," Brill said.

The seminar comes at a crucial time for volunteer service projects statewide. Maryland's state board of education was scheduled to vote Wednesday on whether to make student community service a requirement for graduation.

Under the state proposal, students would be required to perform 75 hours of volunteer service between the sixth and 12th grades. School districts also have the option to devise their own community service plans.

Several Baltimore County teachers said their experiences in the seminar taught them the value of such service.

"It depends on the student, but many students really respond to this," said Towson High math teacher Grace Patton. "I've seen some students whose self-confidence has really blossomed."

Teachers said they would implement ideas from the seminar in classes this fall. With many of the things they learned, including community contacts, strategies to involve students and methods of assessing a project's effectiveness, they said they should be able to motivate students.

"We have to make kids aware that this is out there and that they can do it," said Carol Lancaster, an environmental science teacher at Dulaney High.

"You can tell them, 'You can really make a difference in someone's life.'"

Service local decision

By Richard Reitz
Sentinel Reporter

Pennsylvania is not likely to get a state-mandated volunteer service program in its public school system, a state official says.

But volunteer work could be a project students use to graduate under the new state learning outcomes guidelines, according to John Briscoe, director of PennSERVE, the governor's office of citizen service.

A handful of school districts in Pennsylvania have already implemented their own community service requirements.

Briscoe says state officials are not considering a volunteer program similar to the one adopted Wednesday by the Maryland Department of Education.

"We share their enthusiasm for the project," he says. However, "we think that is a decision that should be made at the district level — not the state."

Overall, that way will take longer to incorporate. But Briscoe says "when you finally get it, you get it better."

PennSERVE, which provides technical assistance to anyone wishing to start volunteer community service programs, encourages school districts to participate in programs as part of the curriculum.

Briscoe says eight school districts have done just that.

One of those schools is Elizabethtown Area School District in Lancaster County.

Marilyn Baker, assistant superintendent of the Elizabethtown schools, says the district was one of the first in the state to start a community service program in the classrooms. The program was first presented in the spring of 1988 and has been in place since the 1989-90 school year.

Beginning in kindergarten, each class participates in a number of different projects tied in with an overall theme, she says. The kindergarten theme, for example, is community beautification, where children plant bulbs.

Students at Elizabethtown must complete a 50-hour commitment beginning in 9th grade to earn one-half credit towards graduation. Projects are incorporated into the classroom as part of the regular curriculum.

The community service program also includes a mandatory half-credit civics course for seniors.

Ms. Baker says the response from the community has been tremendous. "We have received lots of calls from businesses and from different organizations," Ms. Baker says. "There's no lack of service community projects."

She says the students have also been enthusiastic about the program. About 30 classmates spent a day this spring sprucing up downtown Elizabethtown. She says the students were not only very willing to help, "they were willing to do more."

Although a few more states could follow in Maryland's footsteps, Briscoe feels the trend in education nationwide "is to get away from state mandates" and develop an outcomes-based system of learning.

A4 — The Sentinel, Carlisle, Pa., Saturday, August 1, 1992

Service

Continued from A1

Pennsylvania students will have the option to use volunteer work towards a graduation project under chapter five of the new state learning outcomes guidelines, he says.

According to chapter 5.222 of the regulations for the State Board of Education: "Students may demonstrate achievement of student learning outcomes through community service..."

The key difference between the Maryland requirement and Pennsylvania's outcomes is that Maryland will require a minimum of 75 hours of service, while the graduation project in Pennsylvania may not involve any volunteer work, he says.

Community service is just one of several possible directions the student may take on that project.

Briscoe says one aspect of the learning outcomes system is to develop citizenship skills. Volunteer programs are "a promising way to get those skills," he says.

"We think it does fascinating things for students."

Ms. Baker is not opposed to the Maryland system, but says there are significant differences in the educational system set-up that suggest the way state educational system.

Elizabethtown Area High School has a community services facilitator, responsible for handling the paperwork and coordinating students with different projects, she says.

The "tremendous amount of paperwork" generated by community service projects would be her biggest concern with a state-mandate.

"I don't know how Maryland is going to do it" if they are recording work hours and coordinating the projects.

"The bottom line is community service is very important," Ms. Baker says.

COMMUNITY SERVICE:

THE TROJAN HORSE OF SCHOOL REFORM

The Critique of Schools by
the restructuring advocates:

1. Students are too passive,
too alienated, too bored.
2. Teachers are talkers, fact
givers and information
sources.
3. The curriculum is disjointed,
fact oriented and abstract.
4. Schools are little connected
to careers; school to work
transition is not school's
responsibility.
5. Schools are increasingly
isolated from communities;
only 18% of PA's taxpayers
have children in the public
schools.

Potential Contribution of
School-Based Community
Service: ✓

1. Community Service
learning is active &
student centered.
2. Teachers are coaches,
leaders & expeditors.
3. C/S is integrated,
problem oriented,
action-centered &
concrete.
4. C/S provides career
exploration, mentoring
opportunities.
5. C/S creates new com-
munity relationships.
Schools as community
problem solvers they
qualify for additional
community support.

(Disk D Trojan.HO)

PennSERVE
February 1992

Service Learning: Student Outcomes

*At Overbrook High School in Philadelphia, the 120 most at-risk 9th graders, when placed in a community service assignment for 3 hours per week, improved their attendance from 70% to 89% and their passing grades proportion from 70% to 85%.

*At Lincoln High School in Philadelphia, a low-achieving senior English class which had one student expressing any interest in going to college, placed 18 of 28 in college when they were made tutors of small children three days a week.

*At Chestnut Ridge High School in rural Bedford County, the "post-secondary education rate" went from 30% of all graduates to 80% of all graduates in the 4 years during which community service has become almost universal.

*At Keystone Oaks High School in suburban Pittsburgh, the drop-out rate which had averaged 28 students per year for 10 years has dropped to 8 and 7 students in the past two years as a 120 hour community service requirement has been implemented.

*At Reading High School's Project Success program for at-risk students the Grade Point Average of the entire class went from 2.1 to 2.8 when community service was added to their program.

*At Steel Valley college going rates have improved from 65% to 85% in the three years that community service has been made a graduation requirement.

(Disc Feb 92 A:examples)

DRAFT

In The
UNITED STATES COURT OF APPEALS
FOR THE THIRD CIRCUIT

No. 92-1359

BARBARA STEIRER, et al.,
Appellants,
vs.

THE BETHLEHEM AREA SCHOOL DISTRICT, et al.,
Appellees.

On Appeal from the United States District Court
for the Eastern District of Pennsylvania

(Daniel H. Huyett, 3rd, Judge)

BRIEF OF AMICUS CURIAE

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July 15, 1992

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(Daniel H. Huyett, 3rd, Judge)

BRIEF OF AMICUS CURIAE
PEOPLE FOR THE AMERICAN WAY

The People for the American Way, Amicus Curiae, by its
attorneys, files this brief in support of the Appellees, Bethlehem
Area School District, et al.

STATEMENT OF JURISDICTION

Amicus curiae People for the American Way adopts the
Statement of Jurisdiction in the Brief of Appellees.

STATEMENT OF ISSUES

1. Whether a community service curriculum adopted by a Pennsylvania school board, requiring students to spend 40 hours of the time on community service projects of their own choosing, abridges the First Amendment rights of certain students.
2. Whether a Pennsylvania school board community service curriculum, requiring students to volunteer 60 hours of service time to community service activities, constitutes involuntary servitude in violation of the Thirteen Amendment.

STATEMENT OF THE CASE

Amicus curiae People for the American Way adopts the Statement of the Case in the Brief of Appellees.

STATEMENT OF THE FACTS

On April 30, 1990, the Bethlehem Area School District Board of School Directors ("the Board") adopted a "Community Service Program" as part of its high school curriculum. (App. 255-77.)^{1/} The adoption of the Program was preceded by a year-long study commissioned by the Board and conducted by professional educators regarding the integration of community service programs into the secondary school curriculum and the development of a specific

^{1/} References to the Appendix are designated by "App." and page numbers.

program designed for use in the Bethlehem Area School District ("the District").

The Program requires each student to complete 60 hours of community service over four years, allowing each student and his or her parents to select the type of activity used to complete this requirement. Students may thus perform the service within existing community organizations and activities or design a service to comport with their own goals and philosophy.

In adopting the Program, the Board members recognized that it was consistent with the educational policies and goals and community values which they are charged with promoting. (App. 255-65.) However, in genesis, development and implementation, the objective of the program was primarily educational, as recognized by Bethlehem Area School District Superintendent Thomas Dolusio:

"[T]he community service component of the high school program of studies is a proper and beneficial educational activity that is consistent with the overall aims and objectives of public school education as those aims are generally accepted in the educational community." (App. 35.)

A. The Community Service Program Was the Result of a Deliberate and Well-Informed Curriculum Development Project

The idea for a community service program in the District surfaced in June 1988, when Director McCarthy requested at school budget hearings that grants be made available for community service programs developed by individual teachers. (App. 263.) At that time, the Board had learned through professional journals about public schools which were developing community service programs. (Id.) Also, a 1983 Carnegie Commission report by

Ernest Boyer, entitled "High School: Secondary Education in America," brought community service to the attention of at least some members of the Board. (App. 61-63, 256.) Moreover, in March 1989, school administrators had learned of a similar curriculum instituted by the Atlanta, Georgia, School District. (App. 32.)

In the spring of 1989, the District commenced a year-long study of the educational purpose and value of community service. The issue of implementing community service was referred to the High School Coordinating Council,^{2/} which evaluates present and proposed programs for the curriculum used in the District's two high schools, and it was discussed during meetings of the Council in each month from May 19, 1989 through February 16, 1990. (App. 31.)

Implementation of a community service program was also considered by the Board's Standing Committee on Curriculum and Programs during its Fall 1989 and Winter 1990 meetings.^{3/} (App. 32.) The purpose of the Committee was to review curriculum, review new programs, and propose policy and programs to the Board. (Id.)

^{2/} The High School Coordinating Council is composed of the District's Director of Secondary Education, the principals and assistant principals of the two District high schools, and representatives from the departmental supervisors at the two high schools. (App. 31.)

^{3/} At this time, the Committee was composed of defendant/appellees Huth, Pagano and Thompson, and the District's Directors of Elementary, Secondary and Special Education, Messrs. William Nelson, William Burkhardt and Basil Bly, respectively. (App. 31-32.)

To refine a community service proposal, on January 24, 1990, the Board created a "Community Service Task Force."^{4/} (App. 33.) The Task Force met four times between January and April 1990 to assimilate the information which had been gathered by the Council and Committee and to plan a course outline to be considered as part of an overall revision of the high school curriculum at the April 30, 1990 meeting of the Board.^{5/} (App. 22.)

Information from various sources was considered by the Council, Committee, Task Force and Board in developing the District's Community Service Program ("the Program"). For example, the Board sent the principal of Freedom High, Richard Jay, and the assistant principal of Liberty High, Sandra Seidel, to visit the Atlanta School District in December 1989. (Id.) Mr. Jay and Ms. Seidel reviewed the Atlanta community service program, and reported to Mr. Burkhardt, Director of Secondary Education, and to the Task Force. (App. 32.)

The Task Force and Board also reviewed various published materials pertaining to community service in the educational

^{4/} The task force was composed of Huth, Thompson, Pagano, Burkhardt, and the following: Frances Benthowski, assistant principal, Freedom High; Judy Becker, parent; Robert Frey, counselor, Liberty High; Julio Guridy, executive director, Council of Spanish Speaking Organizations; Richard Jay, principal, Freedom High; Joan Katz, counselor, Freedom High; Dr. Eugene Mateff, Intermediate Unit #20; Donald Miles, parent; Gary Olson, parent; Anthony Ruggiero, principal, Liberty High; Priscilla Schueck, United Way Voluntary Action Center; Sandra Seidel, assistant principal, Liberty High; Anthony Villani, assistant principal, Freedom High; Phyllis Walsh, teacher, Freedom High.

^{5/} Other curriculum changes in math, language and additional credits for graduation were included in the curriculum proposals considered by the Board at its April 30, 1990 meeting. (App. 255-56.)

process, including, for example, Conrad & Hedin, Youth Service: A Guide Book for Developing and Operating Effective Programs, Conrad & Hedin, High School Community Service: A Review of Research and Programs, Shapiro, Assignment: Make a Difference, and Council of Chief State School Officers, Community Service, Learning By Doing. (App. 34-35.)

Development of the Program included discussions with community service organizations and Commonwealth education offices. For example, representatives of the United Way Voluntary Action Center and Council of Spanish Speaking Organizations of Lehigh Valley were consulted by Mr. Burkhardt. Mr. Burkhardt also discussed the proposal with Dr. Eugene Mateff, Director of Curriculum and Instructional Services for Intermediate Unit #20 and with Dr. Irvin Edgar of the Bureau of Curriculum and Instruction of the Pennsylvania Department of Education. (App. 33.) At its April 9, 1990 meeting, the Board met with Dr. Joseph Bard, Acting Commissioner for Basic Education, Pennsylvania Department of Education, who informed the Board that it was within the Board's jurisdiction to institute a community service program. (App. 34.) These discussions, along with the opinion of the district solicitor, were considered in adopting the program. (App. 255.)

Public comment was also received on the Program. The Task Force conducted two public meetings of students in April 1990 to outline the proposal and receive their input. Three meetings to explain the program and take comments were also held for the general public on April 11, April 24, and April 25. (Id.) At

these meetings, the public expressed both positive and negative comments on the proposal.^{6/} The Board also received letters from constituents of the District. (App. 255.) These public comments were duly considered by the Board in its decision to institute the proposal. (App. 255-56, 258, 260-61.)

The culmination of the Task Force's work was the presentation of the Program to the Board at its April 30, 1990 meeting, with a recommendation that it be adopted. In considering the proposal at that time, the Board members were fully aware of the background work of the Task Force and specifically recognized that the proposal had been designed by educators with educational purposes. (App. 255.) In addition, the Board recognized that institution of the Program was consistent with the District's educational policies. (App. 255-56, 258, 260-61.)

B. The Community Service Program Was Designed to Promote Valid Educational Objectives

The Board is charged by the Commonwealth of Pennsylvania with the responsibility of directing the educational policy of the District. [cite] In order to fulfill that responsibility, the Board develops curriculum based upon input from its members, the public, the superintendent, school administration, teachers and parents. Ultimately, however, the Board must make policy decisions on such matters as curriculum. (App. 260.)

^{6/} The record reflects no objection concerning the program from either minor appellant or the adult appellants during the public comment period.

On April 30, 1990, the individual Board members and the Board as a whole recognized that one of the educational policies of the District is to promote students' understanding of their place in the communities in which they live and how their actions can influence these communities. (App. 256-57, 259-60, 262.) The Board members expressly recognized that the program was a learning method -- a component of the educational curriculum -- which was intended to improve the District's schools and reduce the number of students not completing high school. (App. 260.)

The expressed educational objectives of the Program are consistent with the policy of the Commonwealth of Pennsylvania to promote public service. (App. 66.) This policy is reflected in regulations recently adopted by the Pennsylvania Department of Education which recognize that the curriculum of a quality school helps students achieve the following goals in the area of "citizenship":

Each student shall understand local, State and United States history, geography, systems of government and economics and their relationship to the history, geography, systems of government and economics of other countries in the world and shall acquire and have opportunities to practice, in the school and in the community, the skills and attitudes necessary for active participation in civic life.

Regulations of the State Board of Education of Pennsylvania, Annex

B, ch. 5 "Curriculum," § 5.201(d)(5) (May 2, 1992).^{7/} (App. 45-46.)

The Program and its objectives were also designed to be consistent with recognized educational policy and theory. The Program incorporates a number of educational objectives, including not only teaching students about the communities in which they live and the organizations and activities which make up those communities but also improving students' maturity, self-esteem and confidence, allowing students to explore new roles, identities and interests, and assuming responsibility and the consequences of their own action. (App. 23-24, 40.) Participation in the Program was designed to develop the intellect of students by requiring them to reflect on their experiences, communicate their opinions in writing, and learn service-related skills. (App. 23-24.)

Experiential education, such as the Program, is recognized as an important teaching method, in which students learn by acting, observing the results of that action, and then formulating conclusions. (App. 36). In the experience of District administrators, education is best achieved through a combination of experiential and classroom (i.e., information assimilation) techniques in the curriculum. (Id.)

The Program encompasses both types of learning. Students receive orientation to the Program and its objectives in a

^{7/} These regulations also provide that "[c]urriculum and instruction in the high school program shall provide all students opportunities to develop adult life roles, the skills of analysis, synthesis, evaluation and problem-solving, information literacy and significant knowledge in one or more areas of concentrated study." Ibid., § 5.212(b).

classroom setting. Small groups of students discuss with counselors the details of setting up community service activities. Once on site, the student must experience the activity, and then report on what he or she has learned as a result on the "Experience Summary Form." (App. 38-39.)

C. The Community Service Program in Operation Furthers Legitimate Educational Objectives

The Program is designed "to help students acquire life skills and learn about the significance of rendering service to their communities." (App. 182.) Under the program, high school students in the District must perform 60 hours of approved "community service" over the course of their four high school years. Upon completion of the 60 hours, a student is awarded 0.5 credits for community service, which is required for graduation.

Students receive orientation to the program in both the eighth and ninth grades. (App. 37, 184.) They are given a comprehensive booklet and instruction sheet describing the program and various activities which can be used to fulfill the community service requirement. (App. 38.) Students are required to select the activities in consultation with their parents and school guidance counselors. Once the student has decided on an activity, he or she must "apply" to the school and any organization involved for acceptance of the proposal. (Id.) The student's guidance counselor remains in contact with the student during the activity, and may visit the student on-site to observe the activity and speak with students in situ. (App. 39.)

The program incorporates a wide array of choices for completing community service and provides "a great deal of freedom in terms of developing programs that meet individual student needs." (App. 259.) Students may propose to perform service with recognized community organizations, a list of which is provided to students. On the other hand, students have the option "to develop their own individual community service experience" within identified categories: arts, community special events, elderly, emergency services, environment, handicapped, homeless, library/historical research activities, recreation activities, and tutoring. (App. 192.) These activities must meet the course objectives outlined in the curriculum course guide, and be approved by the student's parent, recommended by the school counselor, and verified by a responsible adult. (Id.)

The only required features for approved activities, whether through organizations or experiential, are that the student not receive payment for the service and that the activity be completed outside regular school hours. (App. 182-84.)

After the student has completed the proposed activity, he or she fills out an "Experience Summary Form," which is reviewed by the student's guidance counselor. (App. 39.) To complete this form, the student must identify the place and time period for the activity and his or her duties. Two open-ended questions are asked: "What did you gain from this experience?" and "What did you contribute?" (App. 187.) There are no "correct" answers, and the student is free to respond to these questions in whatever manner he or she feels is appropriate. (App. 3, 43.)

The requirements for completing the Program are primarily procedural in nature. As recognized by Phyllis Walsh, Community Service Coordinator for the District, students "are free to reach whatever conclusions they wish, can express any opinion they desire, and can even object to the aims and purposes of the program and still pass the Community Service Program as long as they perform the service required and follow the established guidelines." (App. 24-25, 43.)

STATEMENT OF RELATED CASES AND PROCEEDINGS

Amicus curiae People for the American Way adopts the Statement of Related Cases and Proceedings in the Brief of Appellees.

STANDARD OF REVIEW

Amicus curiae People for the American Way adopts the Standard of Review in the Brief of Appellees.

ARGUMENT

I. Community Service Contributes to Valid Educational Objective

Plaintiffs contend that Bethlehem's community service requirement is merely a thinly veiled means of indoctrinating the student body with the philosophy of altruism. Furthermore, according to plaintiffs, this process of indoctrination is not benign, for the obligatory nature of the community service program

coerces them into participating in a "way of life" or a "civic religion" to which they are deeply, philosophically opposed.

Whatever merit plaintiffs' philosophical opposition to altruism may have, the criticism of Bethlehem's community service program on that basis completely misses the mark. The community service program has two primary goals: (1) the intellectual development of the students, and (2) the preparation of students for participation as citizens. Altruism is neither a stated goal, nor a necessary consequence of the community service program.

A. Community Service Facilitates the Intellectual Development of Students

At first blush, the thesis that community service fosters the cognitive growth of students seems controversial. It is difficult to discern a direct connection between, let us say, a job working in a local center for retired persons and the development of a student's capacity to think abstractly and creatively. Yet the critical literature is replete with statistical evidence and examples which support just such a cause and effect relationship.

The thesis seems far less controversial when we remember that learning is often most effective where a person is called on to actually perform a task. Indeed, a recent set of studies show that optimal learning occurs when the student is directly engaged in and by an activity. Csikszentmihali, Mihaly and Csikszentmihali, Isabella S., eds., Optimal Experience: Psychological Studies of Flow in Consciousness, New York:

Cambridge University Press (1990). This is said to be especially true of those activities in which reflection about the experience informs the student's practice, those activities which require active thinking, and those activities where the student is self-motivated. Id. Such reflective, engaged and self-directed learning helps to realize the natural goal of education: the production of critical, curious thinkers who are intrinsically interested in their work. The challenge to educators, therefore, is to produce environments which promote this kind of learning.

The community service program provides just that kind of environment. See Berliner and Benard, Community Service: Research Support for the Development of Youth Power Programs, Far West Laboratory for Educational Research and Development (1991); Nathan and Kielsmeier, The Sleeping Giant of School Reform, Phi Delta Kappan, June 1991 at 741. Unlike a class, where a student is often the passive receiver of information which she may or may not really understand, a job demands the student's active engagement with a task. To do her job, the student must learn a set of skills. To do her job, the student must think out the means by which she is to accomplish her responsibilities. To do her job, and to do it well, the student must learn to respond creatively to novel situations. But richness of her educational experience on the job may extend well beyond the concrete set of job skills mastered, the powers of instrumental reasoning developed, and the creative problem-solving abilities enhanced.

Studies show that students participating in community service programs generally become more open-minded. See Conrad and Hedin, High School Community Service: A Review of Research and Programs, (December 1989)(Unpublished manuscript); Wilson, An Alternative Community Based Secondary School Education Program and Student Political Development (1974)(unpublished Ph.D. dissertation, University of Southern California). The increased open-mindedness is the result of jobs which often place the students in environments where they are obligated to deal with individuals of different ages and backgrounds. The exposure to adults who possess a greater depth and breadth of experience will almost invariably require the student to confront a range of issues far broader than those with which she is concerned and confronted with in school. Even a high school student with the broadest of vision tends to benefit from such contact and engagement.

Studies also show that jobs effectively teach students how to work cooperatively with others. See Harrison, Student Service: The New Carnegie Unit, The Carnegie Foundation for the Advancement of Teaching (1987). Whereas in school, a student will primarily study individually and be tested individually -- and thus need never learn how to cooperate with others -- almost all jobs require a person to work with and for others in order to fulfill her responsibilities.

The cooperative nature of community service jobs also tends to result in a greater sense of personal competence. Id. On the

job, students must learn how to directly engage others. While in the classroom, a student might not care enough about the subject matter to ask a question or affirmatively state a position, the responsibility of a job often compels a student to ask a colleague how a certain aspect of the job can best be accomplished or to tell a colleague that she thinks she has found a better way to accomplish a task. In sum, the studies have shown that students who have participated in community service programs demonstrate a greater ability in "communicating effectively to groups, starting conversations with strangers, persuading adults to take their views seriously, making plans and organizing group activity." Id. at 27.

Even after the assignment is completed, community service can help nourish cognitive development in ways that traditional academic curricula ignore. As the Csikszentmihali study concluded, the most effective learning takes place when the community service is followed by a period of disciplined reflection on the experience. See Csikszentmihali and Csikszentmihali, Optimal Experience: Psychological Studies of Flow in Consciousness, New York: Cambridge University Press, 1990; see also Conrad and Hedin, "The Impact of Experiential Education on Adolescent Development," Child and Youth Services, 4(3/4) 57-76 (1982); Rutter and Newmann, The Potential of Community Service to Enhance Civic Responsibility, Social Education, 53(6), 371-374 (October 1989). Thus, many community service programs also require discussion of or a written record of the student's

experience. This academic follow-up -- this time for students to talk, write and think about their jobs and accomplishments -- "allows the servers to assimilate and synthesize the experience, and later to test what they have learned in new situations." Citizenship through Service, at 81. In addition, a structured critical discussion and the concomitant "[r]eflection amplifies not only the service experience, but also the education and work experiences in the server's life." Id.

Finally, there is even evidence that some kinds of community service actually improve math and verbal skills. See Conrad and Hedin, High School Community Service: A Review of Research and Programs, (December 1989)(unpublished manuscript). Researchers have found this to be particularly true for peer tutoring and for teaching younger students. Indeed, "using the technique of meta-analysis, researchers have combined the findings of many tutoring studies and have consistently found increases in reading and math achievement scores, both on the part of the tutor and tutee." Id. citing Hedin, "Students as Teachers: A Tool for Improving School Climate and Productivity," Social Policy, at 42-47 (1987). Admittedly, the improvement in reading and math scores tend to be modest. However, curriculum and instruction changes rarely produce dramatic results. That the gains attributed to tutoring are consistently positive is sufficient to establish the value of such community service programs.

B. Community Service Prepares the Students
For Participation as Citizens

Public schools are clearly and legitimately charged with the responsibility are creating future citizens.^{8/} However, if public schools are to be the crucible within which citizens are forged, they must possess means and programs adequate to the task.

At present, the public schools appear to be failing their charges in this respect. Students are almost completely alienated from the public institutions which mediate their lives. See

^{8/} The primary purpose for establishing universal, public school education was the belief that it would provide students with the knowledge, skills and desire necessary for active participation in the civic affairs of our society. That *raison d'être* remains.

In Pennsylvania -- as in states throughout the Union -- schools are charged with the responsibility of making certain their students "acquire and have the opportunities to practice in the school and in the community, the skill and attitudes necessary for active participation in civic life." Regulations of the State Board of Education of Pennsylvania, Annex B, ch. 5 "Curriculum," § 5.201(d)(5)(May 2, 1992). The National Governors' Association education panel has called on schools to provide "activities that promote and demonstrate good citizenship." President Bush, in his white paper entitled America 2000: An Education Strategy, says that a principle aim of every school must be to "ensure that all students learn to use their minds well, so that they may be prepared for responsible citizenship."

This principle aim is also one long recognized by the Supreme Court. See Ambach v. Norwick, 441 U.S. 68, 76 (1978); See also Wisconsin v. Yoder, 406 U.S. 205, 213 (1972); Brown v. Board of Education, 347 U.S. 483, 493 (1954). Indeed, the Court, in recognizing the primacy of place which a public school education has in preparing students for the duties of citizenship, has gone so far as to say that

a State properly may regard all teachers as having an obligation to promote civic virtues and understanding in their classes, regardless of the subject taught.

Ambach v. Norwick, 441 U.S. at 80.

Harrison, Student Service: The New Carnegie Unit, The Carnegie Foundation for the Advancement of Teaching (1987). Their alienation from our collective political life manifests itself in at least two ways: inwardness and ignorance.

According to a recent survey, this inwardness is reflected in the fact that only 24% of high school age youth believe it is important to be involved in their community's affairs.

Democracy's Next Generation: A Survey of Youth Values in America Conducted for People For The American Way, (1989). This politically inclined percentage compares rather unfavorably with the 72% who believe that a successful career is important, the 57% who believe that enjoying oneself and having a good time is important, or the 51% who believe that making a lot of money is important. A republic where 75% of the community shows little interest in governing itself comes very close to being a republic in name only.

Similarly, there seems little reason to think our schools are anywhere near making good on their stated mandate of preparing students to become informed citizens capable of self-government, when 60% of surveyed youth say they know very little about how government works. Id. This conclusion is reinforced when we read that 57% of these same youth say they follow politics in the media to a very limited extent and that 70% agree with the statement that "politics and government seem so complicated that a person like me can't really understand what's going on." Id.

Many educators believe that there are ways of combating this mass apathy. According to the critical literature, one of the most effective means of combating this apathy -- while at the same time developing in students the virtues, sentiments, knowledge and skills of good citizenship -- is community service.

Studies show that students participating in community service programs showed measurable gains in social responsibility. See Conrad and Hedin, "The Impact of Experiential Education on Adolescent Development," Child and Youth Services, at 57-76 (1982); Hamilton and Fenzel, "The Impact of Volunteer Experience on Adolescent Social Development," Journal of Adolescent Research, at 65-80 (1988). According to this literature, the reasons community service results in these gains in civic responsibility are largely the same reasons that community service results in intellectual development.

With community service, the student is directly and actively engaged in and by her job. "Civic" responsibilities and duties are not the mere abstractions which are rather passively fed in the classroom. Instead, through her community service job, she takes on these "civic" responsibilities for herself, and comes to understand through felt experience the importance of participating in and contributing to the life of her community.

Community service provides no guarantee that this generation will ask what they can do for this country. However, it does provide an opportunity for future citizens both to understand the problems which face their communities and to experience the rewards of contributing, in some way, to their solution.

II. The District's Community Service Program Serves Bona Fide Educational Objective

The Court surely must begin its analysis of this case by noting that it raises a challenge to a curriculum decision by a local school board, charged by law with the responsibility for the education of the children within its jurisdiction. Such matters are "primarily the responsibility of parents, teachers and state and local officials, and not federal judges." Hazelwood School Dist. v. Kuhlmeier, 484 U.S. 270, 273 (1988).

The appellee school board's decision is a legitimate exercise of its educational authority.

The record establishes that the community service program was adopted only after careful deliberation by the professional staff of the school board. [Discuss further]

It is also quite apparent that community service furthers legitimate educational objectives. As discussed above, noted educators and educational organizations have concluded that community service improves students' abilities to reason, to solve problems to work with others, and to teach them about the responsibilities of citizens in a free society.

Appellants seem to be of the view that school curricula must be limited to the teaching of "objective" material, such as

mathematics, the physical sciences, and historical fact, and that any attempt to include instruction on values is unconstitutional. That proposition could not be more wrong. The Supreme Court has acknowledged that "local school boards must be permitted 'to establish and apply their curriculum in such a way as to transmit community values,' and that "there is a legitimate and substantial community interest in promoting respect for authority and traditional values be they social, moral or political.'" Board of Educ. v. Pico, 457 U.S. 862, 864 (1982). The role of schools in providing instruction on "values" was recognized in Brown v. Board of Education, 347 U.S. 483, 493 (1954) ("[Education] is a principal instrument in awakening the child to cultural values... and in helping him to adjust normally to his environment."); and Amback v. Norwick, 441 U.S. 75, 76 (1979) ("The importance of public schools in the preparation of individuals for participation as citizens, and in the preservation of the values on which our society rests, long has been recognized by our decisions. ...").

Thus, the Court should conclude that the District's community service program is a legitimate exercise of its authority to determine educational curriculum.

II. APPELLEE'S COMMUNITY SERVICE PROGRAM IMPLICATES NO FIRST AMENDMENT RIGHTS

It is impossible to locate any First Amendment implications of the School Board's community service program. First, in no way does the program prevent students from expressing their views on community service or on any other subject. Students are free, for example, to express their disagreement with the principle of

assisting others in the community, and they need not even express an affirmative view of the District's community service program in order to receive credit for their community service work.

(elaborate) In this respect, this case is unlike Tinker v. Des Moines Independent Community School District, 393 U.S. 503 (1969), in which a school's prohibition on students' wearing of symbolic black armbands was found to be unconstitutional. The Bethlehem School District has taken no action restricting students' expression, direct or symbolic.

Nor is the students' access to books or other forms of expression being restricted, or are school publications, student organizations, or other extra-curricular activities being regulated in any way. No form of censorship whatever is imposed by the community service program. Thus, the issues raised in Hazelwood School District v. Kuhlmeier, 484 U.S. 270 (1988) (some censorship of school publication permitted so long as related to legitimate educational concerns), and Board of Education v. Pico, 457 U.S. 853 (1982) (school board may not ban certain books from school library), are not present here.

Finally, students are not being asked to accept (even passively) or adopt the views of the school board on any impermissible subject. Appellants rely heavily on West Virginia v. Barnette, 319 U.S. 624 (1943), in arguing that such is not the case. Barnette concerned a requirement of West Virginia schools that students participate in _____ as part of a civics program. The Supreme Court held that requiring the

symbolism-laden flag salute of students was an unconstitutional infringement of their First Amendment rights.

No such activity is occurring in the Bethlehem area schools. First, there is nothing symbolically expressive about the activities the students are required to perform. Under the school's community service program, students are required to perform such tasks as assisting at the local animal shelter or Red Cross office, working on a neighborhood clean-up project, [any examples from the record?]. There is nothing expressive about the activity.

In this respect, the analysis of the District Court is correct, and should be adopted by this Court. [discuss further]

Second, the activity has no connection to religion, politics or any other subject that government (including schools) may not adopt or disseminate. Appellants characterize the community service program as advocating "altruism", a moral concept which students should not have forced upon them by the schools. Whether or not the program advocates altruism, the appellants are squarely wrong in contending that the teaching of such subjects as morals, ethics, character and social values are not proper and lawful. Brown v. Board of Education, 347 U.S. 483 (1954), the landmark case declaring unconstitutional racially segregated school systems, noted the importance of public education in "awakening a child to cultural values." Id. at _____. [discuss other cases]

D. The Community Service Program Does Not Violate the
Thirteenth Amendment's Prohibition of Involuntary Servitude

[We will likely adopt the School Board's arguments, and not
present a separate legal analysis.]

CONCLUSION

Since the adoption of a community service program by the
Bethlehem Area School District was a legitimate exercise of its
educational responsibilities, and since that program runs afoul of
no Constitutional prohibitions, this Court should affirm the
District Court's dismissal of this matter.

Respectfully submitted,

Barry E. Cohen
William D. Wallace
Stuart Woolman

**YOUTHBUILD COALITION**

58 Day Street, P. O. Box 440322 • Somerville, MA 02144

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FAX COVER SHEET**To:** First Lady Hillary Rodham Clinton**Fax No.:** 202-456-6244**Tel. No.:** 202-456-6266**From:** Dorothy Stoneman, Chairperson**Date:** September 3, 1996**Re:** copy of letter to President Clinton**No. of Pages, Including This Page:**

Thank you, Hillary, for your role
in this! It was critical and we're very grateful.

A handwritten signature, likely of Dorothy Stoneman, is written below the typed message. It consists of a stylized, cursive 'D' followed by a vertical line.



YOUTHBUILD COALITION

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September 3, 1996

President William J. Clinton
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500

Dear President Clinton:

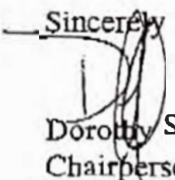
We are relieved and happy that your administration has responded to my letter of May 14th with a budget modification to Congress requesting a \$40 million appropriation for YouthBuild programs in FY'97 instead of the \$20 million originally requested.

That your administration has shown the ability to make a minor, inconvenient, yet important adjustment based on the merits of the case is profoundly reassuring.

As you know, the Senate appropriations subcommittee for HUD has now approved \$40 million for YouthBuild in 97; the House has passed \$20 million. It will be resolved in conference in September. If the final outcome is \$40 million, which is more likely to occur now that you have taken a strong position in favor of it, the result should enable HUD to build a solid foundation of effective YouthBuild programs across the nation.

In expressing my deepest appreciation, I am also speaking for the 519 member organizations of the Coalition and the thousands of young adults who will directly benefit from your action. We are all immensely encouraged. Thank you.

Sincerely yours,


Dorothy Stoneman
Chairperson

cc:

First Lady Hillary Rodham Clinton
Secretary Henry Cisneros (HUD)
Secretary Donna E. Shalala (DHHS)
Secretary Robert Reich (DOL)
Asst. Secretary Tim Barnicle (DOL)
Asst. Secretary Andrew Cuomo (HUD)
Asst. Secretary Peter Edelman (DHHS)
Bruce Katz (HUD)
Roy Priest (HUD)

Senator John F. Kerry (D-MA)
Congressman Major Owens (D-NY)
Senator Carol Moselco-Braun (D-IL)
Senator Paul Wellstone (D-MN)
Mayor Ed Rendell, Philadelphia
Mayor Kurt Schmoke, Baltimore
Susan Berresford (The Ford Foundation)
Willis Bright (Lilly Endowment Inc.)

Young People Want Real Jobs Rebuilding Our Communities

Eli Segal
Ray Unalde (DOL)
Harris Wofford (CNCS)
Bart Harvey (The Enterprise Foundation)
Craig Howard (The James Irvine Foundation)
Ira Jackson (Bank of Boston)
Shawn La France (The Commonwealth Fund)
Mary McCormick (The Fund for the City of NY)
Douglas Nelson (The Annie E. Casey Foundation)
Laura Scher (Working Assets Foundation)
Adele Simmons (The John D. & Catherine T.
MacArthur Foundation)
Ed Skloot (Surdan Foundation)
William S. White (Charles Stewart Mott Foundation)
Judith Gueron (Manpower Demonstration Research
Corporation)
Andrew Hahn (Brandeis University)
Raul Yzaguirre (National Council of La Raza)

M. Christine DeVita (DeWitt Wallace-Reader's Digest Fund)
Peter Golnark (The Rockefeller Foundation)
Jack Calhoun (National Crime Prevention Council)
Marian Wright Edelman (Children's Defense Fund)
Pablo Eisenberg (Center for Community Change)
Robert Greenstein (Center for Budget & Domestic Policy)
Sam Halperin (American Youth Policy Forum)
Bud Kanitz (National Neighborhood Coalition)
George Knight (Neighborhood Reinvestment Corp.)
Roger Landrum (Youth Service America)
Kweisi Mfume (NAACP)
Marion Pines (Sar Levitan Employment Policy Group)
Jim Pitofsky (National Service Coalition)
Hugh Price (Urban League)
Kathleen Selz (National Association of Service & Conservation
Corps.)
Allen Zuckerman (National Youth Employment Coalition)
YouthBuild Coalition member organizations

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