

S B

164



Alaska State Legislature

Senator Curt Menard



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SPONSOR STATEMENT:

SB 164 - "An Act establishing a community service education program"

SCR 14 - "Relating to obtaining federal funds for community service education programs"

Participation in community service at a young age is a cornerstone of good citizenship. SB 164 encourages volunteer participation by requiring a community service program as an elective part of the curriculum for grades 10 through 12.

Advocates of school based community service classes emphasize the character-building potential of service, its power to promote basic democratic values and to develop patterns of responsible behavior. Additionally it encourages academic learning to be tested and applied in real life.

The federal government recognized the importance of community service education when Congress enacted the National and Community Service Act in October 1990. The act will be funded with \$56 million for FY 91, \$95.5 million for FY 92 and \$105 million for FY 93. SCR 14 directs the state to apply for the federal grant funds available to assist states and school districts in developing community service programs.

This legislation focuses on youth potential, youth strength, youth participation and contributions. Your support is greatly appreciated.

WE SUPPORT



MADE IN
ALASKA

COMMITTEE PACKET CONTENTS:

SB 164: "An Act establishing a community service education program"

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3. Fiscal Note - Department of Education
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9. Creating New Structures -- Community Service Learning

SENATE BILL NO. 164

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY SENATOR MENARD

Introduced: 3/6/91
Referred: HES and Finance

A BILL

FOR AN ACT ENTITLED

o/k 1 "An Act establishing a community service education program." *Eff date*

2 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

3 * Section 1. PURPOSE. The purpose of this Act is to promote the development of community
4 service programs in each school district in the state and through community service programs to allow
5 young people to participate in responsible and meaningful community service. Community service
6 programs may include participation in child care services, care for the elderly and disabled, literacy
7 programs, recycling and other waste reduction efforts, training in emergency services, or other services
8 that are required in the community.

9 * Sec. 2. AS 14.03.120(e) is amended to read:

10 (e) A district shall, by October 31 of each year, provide to the state board, and make
11 available to the public, a report on the performance of each public school and public school
12 students in the district. The report must be entitled "School District Report Card To The Public"
13 and must be prepared on a form prescribed by the department. The report must include

14 (1) the percent of district students in the top and bottom quarter of standardized

1 national achievement examinations; results under this paragraph shall be disclosed in a manner
2 that does not reveal the individual identities of students;

3 (2) the percent of students who are not promoted to the next grade;

4 (3) student, parent, and community member comments on the school's
5 performance;

6 (4) the annual percent change in enrollment and the percent of enrollment change
7 due to student transfers into and out of the district;

8 (5) attendance, retention, and graduation rates;

9 (6) the ways in which meaningful parent involvement in school performance was
10 achieved;

11 (7) a summary and evaluation of the community service program required
12 under AS 14.30.380;

13 (8) other indicators of school performance required by the state board; and

14 (9) [(8)] other indicators of school performance selected by the district.

15 * Sec. 3. AS 14.07.165 is amended to read:

16 Sec. 14.07.165. DUTIES. The board shall adopt

17 (1) statewide goals and require each governing body to adopt written goals that
18 are consistent with local needs;

19 (2) regulations regarding the application for and award of grants under
20 AS 14.03.125;

21 (3) guidelines for a state-wide community service program required under
22 AS 14.30.380.

23 * Sec. 4. AS 14.16.050(a)(4) is amended to read:

24 (4) requirements relating to students and educational programs:

25 (A) AS 14.30.180 - 14.30.350 (relating to educational services for
26 exceptional children);

27 (B) AS 14.30.360 - 14.30.370 (establishing health education program
28 standards);

29 (C) AS 14.30.400 - 14.30.410 (relating to bilingual and bicultural
30 education);

31 (D) AS 14.30.380 - 14.30.385 (relating to community service program).

1 * Sec. 5. AS 14.30. is amended by adding new sections to read:

2 ARTICLE 4A. COMMUNITY SERVICE PROGRAM.

3 Sec. 14.30.380. REQUIRED COMMUNITY SERVICE PROGRAM. Under guidelines
4 developed by the board, each governing body shall include a program in community service as
5 an elective part of the curriculum for grades 10 through 12. A program of community service
6 must include

7 (1) adequate orientation, training, and supervision of participants;

8 (2) an emphasis on educational challenges by placing participants in new roles
9 and environments that require personal responsibility and decision making;

10 (3) an opportunity for a participant to reflect and comment on, or write about, the
11 participant's community service experiences;

12 (4) activities to recognize the accomplishments of outstanding participants.

13 Sec. 14.30.385. STAFF DEVELOPMENT PROGRAMS. As part of their program for
14 staff development, the department and governing bodies shall provide adequate funding and
15 appropriate staff development activities for education personnel participating in a community
16 service program.

Sec 6. E.D. Jan 1, 1992

Alaska State Legislature

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Legislative Research Agency



January 21, 1991

MEMORANDUM

TO: Senator Curt Menard

FROM: Linda J. Snow *LJ Snow*
Legislative Analyst

RE: High School Courses Focused on Community Service Education
Research Request 91.093

You asked this office for background information about community service education, so-called "service learning" programs in public high schools. You also asked for information about the National and Community Service Act of 1990 (HR 4330) and sample legislation from other states.

Background Information

Attachment A is a publication of the National Center on Effective Secondary Schools, University of Wisconsin-Madison, entitled *High School Community Service: A Review of Research and Programs*. This paper is an excellent background source of information about service learning and discusses current legislation, supporting agencies, the prevalence of service learning programs in schools, models for school-based programs, and the outcomes of these programs. Throughout the paper, existing research on the subject is summarized, and a good historical background of the philosophy of service learning is provided.

State Legislation and Other Implementing Authority

We obtained information from several states in which schools offer service learning programs. Little state legislation regarding service learning has been passed. Nationwide, many school programs have been implemented through policy statements or recommendations by the state school board, school districts, and individual schools. Attachment B contains some examples of passed and proposed state legislation, school board policy statements, and recommendations. (Additional information on state programs is also available in the University of Wisconsin paper, Attachment A.)

A sample of state legislative activity, as well as other state and local government action regarding service learning follows.

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California

California SB 2147, which allows public schools to establish pilot service learning projects, was passed but was not funded. Proposed California legislation (AB 2389) would establish and fund service learning programs in public schools which would offer credit to participating students. The corresponding California State Board of Education policy statement on service learning is also included.

Massachusetts

Senate Bill 282 was passed in Massachusetts in 1989. This bill provides school-based community service opportunities for all public high schools. According to advocate Jay Davis of the Thomas Jefferson Forum,¹ the original bill would have mandated high school student participation in community service activities. This mandate was deleted from the legislation that passed. Mr. Davis reported that Massachusetts has ten private agencies working with high schools now, and although the programs are working well from the grass roots level, a mandate from the state level would strengthen the system. They will try to pass mandating legislation again next year.

Michigan

Michigan SB 578 (passed in 1988) requires 40 hours of community service for high school graduation, and offers credit for community service beyond the 40-hour requirement.

Minnesota

State legislation in Minnesota allows school districts to offer service learning opportunities with the option to grant participants credit toward graduation. Participation is optional, and funding in a particular district comes from a special tax levied in that district. Also included is a corresponding Minnesota State Board of Education rule change.

Oregon

Oregon HB 3293 (passed in 1989) requires the State Department of Education to establish guidelines for a service learning program in Oregon public schools. The program is not mandatory, but participants are given credit towards graduation. Two other bills attached provide for the establishment and funding

¹The Thomas Jefferson Forum is a nonprofit organization that engages in high school based community services.

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of community service volunteer corps, including an Oregon Youth Conservation Corps.

Other State and Local Government Action

Attachment B also contains state board of education policy statements, recommendations, or guidelines from Maryland, Kentucky and Pennsylvania, as well as a report from the Wisconsin Commission on Schools in the 21st Century. Included also are briefs and legal documents from a Pennsylvania lawsuit brought by two sets of parents against their local school district and specific teachers. This suit addresses some common concerns of those who oppose service learning. The lawsuit was dismissed for failure to state a claim upon which relief could be granted.

The National and Community Service Act of 1990 (HR 4330 and S.1430)

Attached is a copy of the conference committee report on the National and Community Service Act of 1990 (Attachment C). The focus of this recently passed federal legislation is renewing the ethic of civic responsibility in the U.S. through volunteer service. Title I, Subtitle B, (Serve-America: The Community Service, Schools and Service-Learning Act of 1990) creates a school-based service learning program which is partially funded by the federal government. Grants are available for state governments in partnership with local education agencies, nonprofit corporations, private-for-profit corporations, or private schools. To qualify for federal funding, the programs must include:

- teacher training;
- development of service-learning curricula;
- formation of local partnerships;
- development of a research and evaluation program to determine the effects of service learning on students and community;
- establishment of an outreach program to involve the broadest mix of community-based nonprofit organizations possible; and
- integration of service learning into academic curricula.

If a state decides not to participate in a grant through this subtitle, the grants can go directly to local school districts, schools or organizations that apply. The state must provide local grantees with training and technical assistance. States also must give special consideration to projects that offer school credit to participants. Subtitle E, Part II (Governors' Innovative Service Programs) of the same act provides grants for the creation of innovative volunteer and community service programs.

This act will be funded with \$56 million for FY 91, \$95.5 million for FY 92, and \$105 million for FY 93. At least 30 percent of this amount is available for grants under Subtitle B. The federal share of these matching funds will

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be 90 percent the first year, 80 percent the second year, and 70 percent for the third year of operation, according to a specific allotment formula.² State contribution may be in cash or in kind. State use of federal funds is restricted to:

- not more than five percent for administrative costs;
- not more than ten percent to build capacity through training and curriculum development;
- not less than 60 percent to operate school-based service learning programs;
- not less than 15 percent to operate community-based service learning programs; and
- not more than ten percent for adult volunteer and partnership programs.

Private Support Organizations

Across the nation, many private organizations help establish and fund service learning programs. Youth Service America, the National Youth Leadership Conference, and the Thomas Jefferson Forum are three of many. The National Association of Secondary School Principals, the Council of Chief State School Officers and others do not provide funding, but advocate and support service learning in public schools. Representatives of these and other organizations are listed in Attachment E.

ACTION, a part of the federal domestic volunteer agency produces a national directory for student community service programs which is attached to this memo (Attachment D). In Juneau, the Southeast Regional Resource Center currently operates programs in 14 southeast Alaska communities in which high school and college students provide tutoring for adults in need of literacy and life skills training, and graduate equivalency diplomas (GED's).³

²One percent of the fund is reserved for specified American territories and Native American Tribes, 50 percent of the remainder shall be allotted to each state in the same ratio as the state's school-age population to the school-age population of all the states. The other 50 percent of the remainder shall be distributed to states at the same ratio as allocations to the state for the previous fiscal year under chapter 1 of title I of the Elementary and Secondary Education Act of 1965 to such allocations to all states.

³See page 61 of *Learning to Care: National Directory of Student Community Service Programs*, Attachment D.

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Elements of a Program

We contacted representatives of national support agencies, and state, local and school board policy-making bodies who have implemented, supported or advocated service learning programs. All of these advocates were quite enthusiastic about their programs and the effects on youth and the community. They all offered assistance to people in Alaska who were interested in promoting a school-based service learning program. A list of these people is provided in Attachment E.

Several of our contacts commented that the way the program is structured is important to its success. They point out that the three essential elements of the program are teacher training, student recognition, and student reflection. Taking the knowledge obtained through community service and tying it back into the curriculum is both the key and the problem. Teachers are taught to instill knowledge, not to determine what knowledge a child has learned elsewhere and fit it into the pattern of his coursework. In these instances, teachers must leave traditional teaching roles and become more like coaches. Training is essential in order for the teachers to understand and incorporate this new role.

Once teachers are prepared to assist students in this type of learning, it is essential to allow reflective time after community service experiences in which students may examine what they have learned and how it fits into the rest of their scholastic program. This can be done by such methods as writing essays, giving oral reports, and keeping journals.

In researching this subject, our office has received, and is still receiving, packets of information from people we contacted. We have included as Attachment F copies of the cover sheets of papers, articles, guidelines, and curricula plans. These additional sources are available at our office.

I hope this information is useful to you. If we can be of further assistance, please do not hesitate to contact us.

Attachments



NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

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JUNEAU OFFICE

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FAIRBANKS REGIONAL OFFICE

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FAIRBANKS, ALASKA 99701
(907) 456-4435

March 15, 1991

To: Senator Sturgulewski, Chair
Members, Senate HESS Committee

Re: SB 164: *"An Act establishing a community service education program."*

NEA-Alaska supports and encourages your favorable consideration of SB 164.

Students should have the opportunity to have experiences in their community environment which reflect society's norms and standards. This will not only promote a greater sensitivity to community needs but will enhance their own self-esteem and make their educational experience more meaningful.

Passage of SB 164 will also provide a greater opportunity for community groups, businesses, and parent and other organizations to participate in mutually beneficial joint ventures with the local public schools.

In section 5 it may be appropriate to consider requiring that the department generally publicize and make available to all public school districts copies of each districts' community service program. Such a requirement would serve to facilitate the growth and expansion of the community service effort generally.

Thank you for your consideration of our recommendation.

Respectfully submitted,

Bob Manners
Executive Director

Don Oberg
President

cc: Senator Menard



NEA-ALASKA

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Federal Funds for Community Service Education Programs and Establishment of Community Service Education Programs

RE: SCR 14 & SB 164

NEA-Alaska supports the concept of comprehensive school based community service programs. We believe the State of Alaska should apply for federal funds available under the *National and Community Service Act of 1990* as well as explore the creation of school based community service programs.

Public schools play an essential role in promoting the tradition of community service as instilling an attitude of citizenship and community service. There are many forms of community service which apply; such as child care aides, library assistants, working in environmental centers or programs such as the Youth Conservation Corps, assisting the elderly, or tutoring other students under the direction of certificated teaching staff--thereby helping young people better understand the collective needs of our society.

NEA-Alaska urges the state to seek funding to help develop such programs.

We are in support of establishing community service programs in each district as elective courses for credit toward graduation within the curriculum for the secondary schools.

NEA-Alaska believes the credited instruction and student activities must be under the supervision of certificated staff as required in state statutes and department of education regulations. If such programs are in addition to regular classroom assignments there shall be compensation negotiated between employer (school district) and the employee bargaining unit. Nothing in the act shall abridge or amend the rights of employees under the state statute or the negotiated agreement. Staff assignments as supervisors and monitors must be voluntary.

A committee to develop the appropriate activities must include certificated classroom teachers as well as other school employees in addition to parents and students of the school site. For maximum effectiveness to the greatest extent possible all programs should be developed at the site which will offer the program.

As part of the program for staff development the state department of education and the governing agency of the district shall provide adequate funding and appropriate development activities for education personnel participating in a community service program.

It may be good public policy to not require the community service program to be in place until the 1992-93 school year, but to begin the planning process during the 1991-92 school year with a report made as part of the *School District Report to the Public* for October 1991 as to program development and implementation of the program for 1992-92. LE04/Comserv.doc

**NATIONAL
CENTER
ON
EFFECTIVE
SECONDARY
SCHOOLS**

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**HIGH SCHOOL COMMUNITY SERVICE:
A REVIEW OF RESEARCH AND PROGRAMS**

Dan Conrad
University of Minnesota and Hopkins (MN) Public Schools
and
Diane Hedin
University of Minnesota

December 1989

EXECUTIVE SUMMARY

HIGH SCHOOL COMMUNITY SERVICE: A REVIEW OF RESEARCH AND PROGRAMS

On any given day, in communities all across the United States, young people are leaving school--to clean up neighborhoods, visit nursing homes, educate children about drugs, serve at soup kitchens, register voters and, in a myriad other ways, provide service to their communities. For these young people, and the teachers who encourage them, school is not just a place where one comes to learn, but also a place which provides important resources to those in need. It is not a new idea, but one which is enjoying a resurgence of interest among educators, policymakers, and young people themselves. The purpose of this paper is to review current policies and practices concerning school-based community service, summarize research findings on the impact of service, and outline some critical issues confronting educational researchers, policymakers and practitioners.

Efforts to encourage youth community service take place on many levels and have taken many forms. On the national policy level, the primary emphasis has been (thus far without success) to create a national service corps which would encourage or compel community service by post-secondary youth. Youth service corps of this nature are already operating in fifteen states and in a number of metropolitan areas such as New York and San Francisco. In the past five years, several state governments and state boards of education have enacted policies to encourage participation by school-aged youth as well. Two states, Maryland and Minnesota, even require schools to offer formal opportunities for students to become involved in community service.

Quite independent of any external prodding, a large number of schools, of all kinds and in all parts of the country, have programs which engage students in providing service. The most current data available is from the mid-1980s, at which time about 27% of all high schools (or 5,400 of them) offered community service programs. All types of high schools offer them, with non-public schools more likely to do so than public ones. Based on 1984 estimates, about 6.6% of high school students (or about 900,000) are involved in school-based community service programs--and it appears that this rate of participation has held reasonably constant over the past ten or over twenty years.

Teachers and administrators have devised a rich variety of ways to involve their students in service activities. The most common means is through co-curricular school clubs and through special school events like holiday food drives. Some high schools offer elective credit for service activities and some, most commonly Catholic and independent schools, include service among their graduation requirements. In some schools, service is performed as an extension or lab component or a regular class; in yet others service, with a supporting seminar, is the central activity of an academic course. More rarely, service has been integrated into the total school's, or even district's curriculum.

Arguments for including community service in the curriculum have appeared in educational reform literature since at least the turn of the century. Some advocates of the

practice emphasize the character-building potential of service, its power to promote basic democratic values and to develop patterns of responsible behavior. Others stress the potential of service to vitalize education by stressing that it encourages--even forces--academic learning to be tested and applied in the crucible of real experience. Despite differing points of emphasis, there is general agreement that well-designed programs can have a positive effect on the social, psychological and intellectual development of participants in ways detailed in this review.

The degree to which the hypothesized effects of service are realized in practice has been examined through both quantitative and qualitative research studies of varying degrees of precision and sophistication. The most consistent findings from quantitative studies are a heightened sense of personal and social responsibility, more positive attitudes toward adults and toward those served, enhanced self-esteem, growth in moral and ego development, more complex patterns of thought, and greater theoretical sophistication than has heretofore been the case.

The idea that schools should promote the involvement of youth in service to the community has a rich tradition in American education and figures prominently in present discussions of the purpose and practice of schools. How it will fare amidst competing pressures for other educational "goods," and what the consequences would be of its becoming a common feature of school practice remain to be seen. However, that school-based community service merits further trial and testimony is strongly supported by both research evidence and by the testimony of participants.

The Generator

National Journal of Service-Leadership

Volume 10, Number 3, Winter, 1990

Federal Legislation Passes Congress, Is Signed by President

James C. Kuchmeier
President, NYLC
Chair, Minnesota Governor's Blue Ribbon
Committee on Mentoring and Youth
Community Service

**"Ask not what your country
can do for you
— ask what you can do
for your country."**

Inaugural Address
President John F. Kennedy

The most important national service legislation since John Kennedy launched the Peace Corps (with substantial trench work by Senator Hubert Humphrey) was signed into law this week by President Bush. The National and Community Service Act of 1990, with its \$287 million three-year authorization, was sponsored by Sen. Ted Kennedy and Rep. Augustus Hawkins and includes President Bush's Points of Light Initiative, a volunteer inducement and award program, and several bills proposed by members of Congress. Senator David Durenberger of Minnesota played an important leadership role in hammering out a compromise bill between both Houses of Congress and the White House. See the article below for a more complete summary of the bill and comments by Sen. Durenberger.

One of the models for this landmark federal legislation was a collaborative private/public sector statewide youth service initiative in Minnesota which has developed and funded programs

of the type proposed in the national legislation. State and local efforts such as these stand to benefit from new federal funding.

Launched in 1984 by the National Youth Leadership Council, the Minnesota initiative began as a series of meetings convened by Attorney General Skip Humphrey and state conferences leading to a Governor's Task Force on Youth Service and Work chaired by Mayor Don Fraser and State Representative Kathleen Blatz (R-Bloomington). After statewide hearings and a final report, a bipartisan Minnesota Youth Service Association headed by Blatz, Humphrey and Fraser, spearheaded successful legislation in 1987 and 1989. Governor Rudy Perpich provided key leadership throughout.

**Young people today are
eager to ask what they
can do for their
communities and their
country.**

Major funding provisions of the state legislation, authored by Representative Ken Nelson (DFL - Minneapolis), Senator Mike Freeman (DFL - Richfield) and Senator Jim

Peherl (DFL - St. Cloud) were:
• Up to \$3 Million per year to school systems, through Community Education for



Association of Service and Conservation Corps annual conference, Sept. 7, 1990. Photo by Jim Kierlmeier.

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For Kaju, University of Minnesota student, helps a Minneapolis Summer School WalkAbout 1990 student with her reading. Photo by Derek Olson.



The National and Community Service Act of 1990

Legislation authorizing a variety of national community and service-learning programs was approved in the final days of the 1990 session of Congress. The compromise proposal passed in the Senate 75-21 on Oct. 16, in the House 235-186 on Oct. 24, and was signed by the President Nov. 15. This legislation authorizes \$287 million in new funding for a variety of grant programs over the next three years.

In summary, the Act:

- Creates a new Commission on National Service to administer new grant programs. The Commission has the authority to delegate administrative duties to appropriate federal agencies.
- Establishes a series of grant programs which will assist state, local school districts, post-secondary institutions, and commu-

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National Service and Education Reform

U.S. Senator Dave Durenberger

Senator Durenberger (R-Minnesota) is a member of the Senate Labor and Human Resources Committee. He was a co-sponsor of S. 1430, the National and Community Service Act of 1990, and a member of the House Senate conference committee on national and community service. He serves as a member of the Minnesota Governor's Blue Ribbon Committee on Mentoring and Youth Community Service.

As a strong advocate of federal legislation supporting national and community service, I've drawn on my own experience as a community volunteer and a long-time proponent of using volunteerism to help meet our obligations as American citizens. So, for me at least, encouraging volunteerism and good citizenship are ample reasons to support federal legislation to promote service opportunities for our nation's young people. Yet, because I represent a state like Minnesota — with its strong links between youth service and education — I've also concluded that youth service legislation must be viewed as part of much needed education reform.

As a society, we face still challenges in an increasingly competitive world. But, we all know there are ample warning signs about our ability to meet that challenge.

We hear every day about the 25 percent of American public high school

students who are dropping out... about the 200,000 students who graduated in 1987, but had deficiencies in basic skills equal to those who didn't... about falling SAT scores and rising poverty rates... about the \$25 billion a year that American employers must spend to teach newly hired employees the basic skills they need to perform on the job.

But the cost of our shortcomings in education isn't just short term. According to the Committee for Economic Development, a single year's class of dropouts will cost this nation \$240 billion in lost earnings, taxes, and added social programs over the lifetime of those youth.

There are as many proposals to address these shortcomings in American education as there are critics. And, clearly, no single solution will suffice.

But, I've become convinced that — for many students — we must radically redesign the way we deliver educational programs. We must work much harder to make education more relevant to the world of work, and more interesting and challenging to students. And, we must work harder to improve self-esteem and to draw on educational opportunities "out there" in the community, often just waiting to be asked.

Our experience in Minnesota suggests that service learning can be one important vehicle to draw upon these outside resources, and to make them a more central part of the education of our

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**I've become convinced that
— for many students —
we must radically redesign
the way we deliver
educational programs.**



Logo of the Community Service Leadership Project, in Issaquah, Washington (see article).

Community Service Leadership Workshop

Jim Seiber
Issaquah Middle School
Issaquah, Washington

Imagine a learning program in which young people work from 8:00 A.M. to 10:00 P.M. — and ask if they could go on. Imagine that they accomplish every task — and ask for more. Imagine that these young people give 650 hours of community service in four days — and plan to do more. Imagine that these young people feel needed, valued, and powerful — and want to help others feel the same. Recently these images were transformed into reality at a summer service leadership camp directed by Jim Seiber, a teacher in the Issaquah, Washington, School District.



A Community Service Leadership group goes to Bellevue Reliefment Center to host a box lunch auction and social. Issaquah Middle School, Issaquah, WA. Photo courtesy Issaquah Press.

Why not teach young people some of the needs of the community while demonstrating the value of youth to community agencies? Youth of today want to become meaningfully involved in their communities. We need to provide leadership, encouragement and training for them to learn how to be involved. With this rationale and the supportive encouragement of Jim Kiehlmeier, Rich Willis Carr, Christina Meyerhoff, and Kate McPherson, the notion of a locally operated summer camp in community service developed.

All aspects of the camp were youth-centered. Students answered the question, "What community problems would you want to help solve?" Staff prioritized student interests and matched them with agency needs. Specific, meaningful projects gave youth an overview of the agency. Each youth completed a project during the camp and developed a plan for future involvement.

Preparations began last spring when teachers in the districts' middle and high schools nominated students who were "potential leaders" though not involved in school activities. Thirty-six students from six different schools, grades 7 through 12, participated. One key was the

training of six older students as group leaders.

Workshop activities centered at Lutheran Bible Institute of Ill., three miles from Issaquah. The local Kiwanis Club provided funding for the five day camp. The Issaquah School District also gave valuable support.

Youth participated in eight agency service projects, including work with homeless youth, a clothing bank, a recycling center, latch-key kids, a sheltered workshop, and the elderly. Youth also developed a youth center and restored a local mountain trail and stream. Groups of six spent six hours daily at these agencies, returned to Ill. to reflect on their experiences, and, after dinner, shared their experiences with the other groups.

At the end of the camp week, they regrouped by school and met with a teacher from their building to plan activities for the upcoming school year.

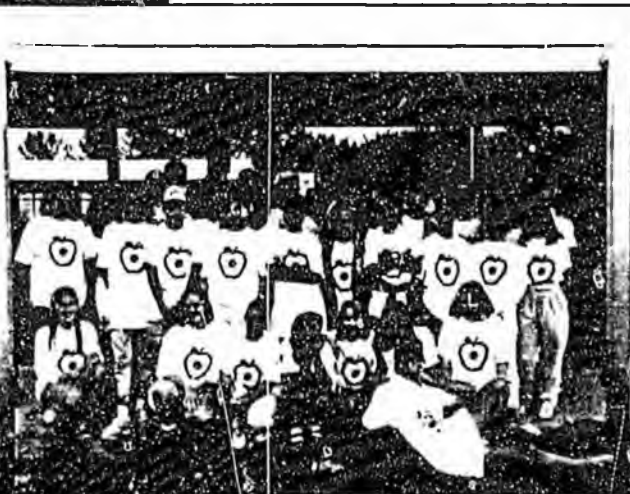
One school administrator stated, "This workshop is the best thing that has happened for youth in our community in a long time." The impact these young people continues — two months later — to appear in the community. Students are following through with their commitments, spending Fall Saturdays maintaining trails or stenciling signs on storm drains. Students projects transcend traditional school loyalties and span a wide age-range. Though older students act as role models, they were not perceived as "superiors."

Excitement, energy and determination carried over into the school setting where these students are resources for their schools as well as their

communities. They are challenging their schools to examine ways to support student community service goals, and they are spreading the word. Agencies have also been impressed by the abilities of young people to be involved, and are collaborating to get others involved.

The true benefits of such a team-building, unifying experience will be long-range. For each person the value will be different. One parent expressed surprise at the public-speaking ability her child demonstrated at the closing presentations. Another parent saw a deeper gain for her daughter as "she returned home matured, enthusiastic, and ready for school with a sense of goal-setting and some strength. I am happy for the boost in self confidence and sense of empowerment she has gained."

Should we repeat the camp next year? Imagine thirty-six more youth charged with energy to do community service...



The Community Service Leadership group from Issaquah Middle School, Issaquah, WA. Photo courtesy Issaquah Middle School.

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Federal Legislation

Continued from page 1

- school-based service and youth development.
- \$150,000 in grants to colleges for tutoring and mentoring programs.
- Increased funding for the Minnesota Conservation Corps.

In addition, the Minnesota State Board of Education passed a rule requiring all school systems in the state to offer students of every age level the opportunity to serve as part of the curriculum. Conflicts with comparable legislative language have delayed the effect of this ruling but it is expected to be enacted in the next year.

On the heels of these advances, Governor Perpich appointed a 21-member Blue Ribbon Committee to shape a lasting policy framework "to assure that mentoring and youth community service flourish throughout the State." The Committee will report to newly elected Governor Carlson and the Legislature next year with new recommendations on ensuring that mentoring and youth community service become pillars of Minnesota's educational strategy.

National experts have termed this emerging Minnesota model of cooperative citizen policy development, and our resultant programs and funding, "the most comprehensive state youth service program in the Nation" and a major influence in shaping the new federal legislation.

At the heart of Minnesota's success have been principles which both the State and Federal initiatives support:

- Young people are viewed and respected as valuable partners in community development and service.
- National service is more than an alternative to military service by young adults. It is a comprehensive nurturing process which can engage young people throughout their growing up experiences.
- The active learning style that characterizes youth service should be a key element of education reform in school or college.

As Minnesota and the Nation write a new chapter in the history of national service, and engage new generations of young people in shaping our democracy, it is essential that we hold these formative principles central to our mission. Young people today eagerly ask what they can do for their communities and for their country. It is up to all of us, young and old, to offer them opportunities.

Project Service Leadership

Kate McPherson
2810 Comanche Dr.
Mt. Vernon, WA 98273
(206) 428-7614

Youth Service Forum

"I have to be with young people, and this way I know I've done something for their lives," said Karen Molnar, Sedro Woolley High School student who had tutored elementary students. Project Service Leadership held a Youth Service Forum on Oct. 9, 1990 in which 150 youth from Skagit Valley heard presentations on a variety of service projects. Peer helping, food banks, Habitat for Humanity work camps for the homeless, Students and Teachers Against Racism (STAR), the environmental Earth Corps, and the Giraffe Club — people who stick their necks out to serve others — were among the projects presented. After hearing reports and ideas, students set to work planning projects of their own. After plans were presented to the whole group, a Volunteer Fair followed, where students met representatives from various community agencies.

Project Service Leadership will offer an advanced level training program for educators Aug. 12-16 in Bellingham, WA. Contact Kate McPherson for information.

National Indian Youth Leadership Project

McClellan Hall
Box 1249
Zuni, NM 87327
(505) 782-4104

In addition to a busy schedule of youth leadership training, the National Indian Youth Leadership Project will hold a Teacher Institute at the University of Colorado in the Summer of 1991. The American Indian Science & Engineering Society (AISES) will co-sponsor the event.



Active Citizenship - What Schools Can Give

Alec Dickson

Dr. Alec Dickson is the founder of Voluntary Service Overseas (President of the Prince Consort and President of Community Service Volunteers, London, England). He serves as Honorary Board Chair of the NYLC. The following comments are excerpted from his speech to the International Baccalaureate Schools Adelaide Conference. Dr. Dickson will be a featured speaker at the NYLC National Service-Learning Conference, March 12-13, 1991. (See notice on page 8)



Students from the Youth Service Leadership Class at Winsend High School, Warren, AD, engage incoming 9th grade students in leadership training. Photo by Don Zwach.

Community Service in the curriculum is not so much a subject in the traditional sense as a situation - a situation of your finding or devising, a situation concerned with human needs or social problems. In the words of Kurt Hahn we should seek to make the brave gentle and the gentle brave.

Not so long ago, Professor Thring at Queen Mary College, London University, asked his students of engineering to design a wheelchair that, unaided externally, could mount and descend a staircase - and not resemble a tank. Was this an exercise in engineering or an innovative example of community service? Could it be a combination of both?

In Lesotho, students of Machabeng High School go out to the villages to identify children whose eyesight or hearing calls for professional attention. At eye camps in India, eye specialists perform no-cost cataract operations on villagers threatened by blindness. Students share in the task of looking after these villagers whilst they are convalescent. Being present at the dramatic moment when the bandages are removed is an experience which they do not forget.

At the Hong Kong Polytechnic, course after course endeavors to encourage students to apply their skills to problems that beset the community. Students on the Trilingual Secretaries course act as voluntary guides and interpreters to foreign trade delegations. Students of Technology developed a swift and powerful adhesive so that shelters can be constructed of bamboo to help victims of sudden tornadoes or unpredicted influxes of refugees. Students of Engineering joined with medical students from the University of Hong Kong to design and make a kidney dialysis machine infinitely cheaper than what is commercially marketed. From the harbor of Hong Kong, the Adventure Ship takes disabled children on short voyages around the neighboring islands. It is manned by students of Nautical Engineering. These examples build up a picture of what the humane application of knowledge can achieve - and how study and service can indeed be combined.

The curricular approach offers a very different perspective of the role that community service can play in education. The part played by the laboratory in science teaching or the practical in language study can be paralleled by community service in relation to almost any subject. Community service can concentrate the minds of students on the humane application of their knowledge.

Let a few examples illustrate the basic simplicity of this approach. The teacher of handicrafts at a state school in China took the whole class to the local general hospital. The 15 year olds were reduced to silence when they met face to face with eight children suffering from spina bionda. It was explained that there was very little that doctors could do to assist these children. They

saw for themselves how the children could not walk and had to be lifted by a nurse for every purpose. "These children need help", added a sister. Back at school, over a period of five weeks, every handicraft session was devoted to trying out different designs and testing different materials. Led by the Headmaster, the class returned in the sixth week carrying eight finely polished V-shaped trays to cradle the splayed-out legs of the children and fitted on castor wheels, so that the children could propel themselves in any direction by their finger tips. At the launching over ceremony, the children were euphoric, the mothers in tears and the staff astounded.

The Headmaster, himself visibly touched, enquired of two pupils why this project had manifestly moved them. He received two splendidly British answers. One replied: "Because it's the first bloody thing we've made in this school that we didn't have to take home afterwards." The other answered: "Because nobody said it was 'Good for us', they said it was for real."

A Social Audit

In the development of this concept of community service one must consider the role of the school, as an institution, in relation to human needs and social problems. A social audit, or stock-taking, could reveal a new vision of the human resources available to contend with needs.

One envisages an accountant's ledger. The left hand page devoted to assets, the right hand page to debits. We start by looking at the staff. The Principal and the Vice Principal - What were their career backgrounds? In what subjects did they specialize at college? Did they experience military service? Do they possess a car, a yacht even? What about their spouses' talents? One by one we look at each member of the staff in turn. When we add up what we have recorded it seems that we have human resources to rival a state university.

We submit the physical plant to a similar analysis. There are the science labs, the swimming pool, the library, stage, orchestral instruments, gymnasium, transport, first aid facilities, cafeteria... We have an Aladdin's cave at our disposal. But do not let us forget the students themselves - their academic strengths, their personal interests, their musical talents, their languages. Add the three together, the staff, the physical plant and the students - these are our



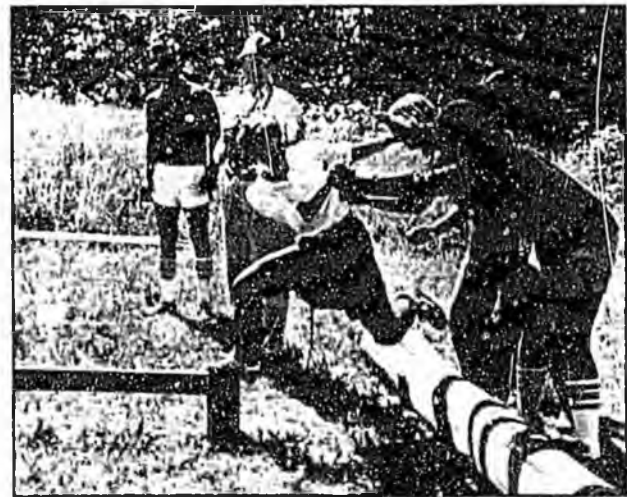
Camtu Nguyen with her senior partner in a service project as part of an NYLC Minnesota Campus Service Initiative Student Leadership Retreat. Photo by Rick Nelson.

assets. Now for the debits. With or without the help of a local university's Department of Social Work, we assess the unmet human needs, the unresolved social problems of our community. Can we balance the books? Have we the wherewithal to make some contribution at least to these needs and problems? Most institutions operate at not much more than six percent of their social potential. Can we do better, can we develop our school or college as a resource center of help to society?

Programs of community service must make provision for growth. As students rise upwards they should be confronted with more demanding aspects of science of language-learning commensurate with their age and maturity. Alas, there is a risk that many students will be stuck at Book One, dealing with similar patterns of community service and not allowing them to be confronted with increasingly challenging needs.

Just as the study of social science requires one to be fortified and tested by hands-on exposure to human needs, so does immersion in community service call for an understanding of basic principles. There has to be a partnership for service and learning. Most programs of community service need to be strengthened with an intellectual cutting edge. The study of social problems needs equally to entail the personal experience of contending with social needs.

The birth and/or survival of community service depends on convincing students that they are needed, not after getting their diploma - or four years later, securing their degree - but now. It hinges no less on persuading the Powers-That-Be that every school and college has a role to play as a resource center of help.



Alec Dickson, founder of Voluntary Service Overseas and Community Service Volunteers, London, England, (back right) observes the 1984 NYLC National Leadership Conference. Dr. Dickson will be a featured speaker at the March 12-13, 1991 NYLC National Service-Learning Conference (see notice, page 8, see his article, this page). Photo by Chris Wurtzinger.

The National and Community Service Act of 1990

Continued from page 1

nity groups finance a variety of youth and community service initiatives

- **Farmarks** funds for the establishment of four regional clearinghouses, to assist local initiatives and to share information and increase visibility for these initiatives around the country
- **Modifies and expands** a number of existing service programs at the post-secondary level, including a requirement for better publicizing existing student loan deferral and forgiveness options involving community service
- **Formally authorizes** President Bush's Points of Light Foundation
- **Communicates a "Sense of Congress"** that States should limit liability for "Good Samaritan" donors of food for charitable purposes

Grant programs include:

- **K-12 Service-Learning Programs** - Grants to States with subsequent grants to schools and communities
- **Post-Secondary Education Innovative Projects for Community Service**
- **Youth Corps Programs** - Includes American Conservation and Youth Service Corps programs
- **Full and part-time National and Community Service demonstration projects**
- **Points of Light Foundation**
- **Youthbuild** - local service projects involving construction and rehabilitation of low income and transitional housing and other community facilities

The appointment of the new Commission on National Service is the next step in the process of making funding available to states and eligible organizations. \$62 million is appropriated for fiscal year 1991, so funds may be available by late Spring, 1991. Interested parties should contact state or regional youth service organizations, and their state's department of education and Congressional delegation for more information.

National Service and Education Reform

Continued from page 1

young people.

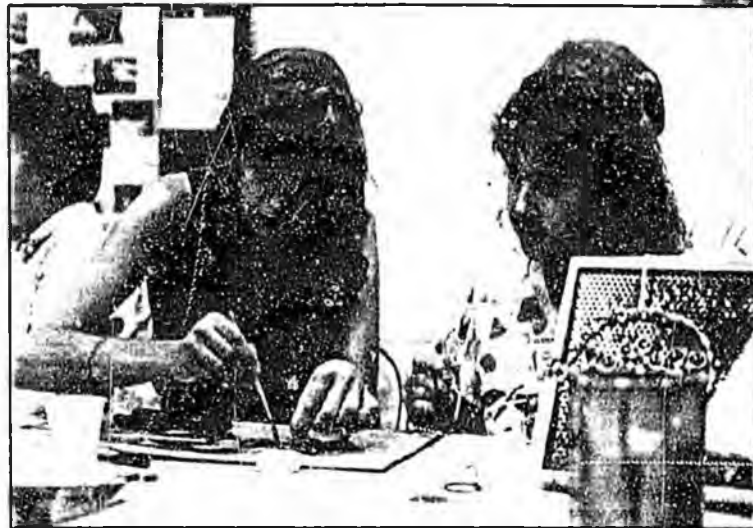
To succeed, service learning must not be considered separate and apart from more traditional "book learning." The real leaders in this field — teachers like Dan Conrad at Hopkins High School, Hopkins, Minnesota — have designed ways of integrating outside service opportunities into the classroom.

Ideally, this process will begin at a young age and continue throughout both high school and college. It will also be available to students who don't succeed in traditional learning environments — through alternative school programs and conservation and other service corps programs. And, hopefully, this process will draw on youth-serving community organizations — groups like 4-H and Scouting and the YM/YWCA's — which have years of experience in non-traditional ways of both teaching and learning.

I'm pleased that the national and community service legislation that was adopted in the 101st Congress has the potential to support all these goals. As that legislation gets implemented — and as others follow the lead of states like Minnesota — service learning must also be thought of as an integral part of educational reform. That's critical not only for education but for this Nation, and for the next generation of Americans who will help guide it.

Authorization is (in millions):

	FY 1991	FY 1992	FY 1993
• School-aged (incl. higher ed.) service corps/national service programs (roughly 1/3 to each area)	\$540	\$915	\$1010
• Commission on National Service (includes regional centers)	20	20	20
• Points of Light Foundation	50	75	100
• Youthbuild	10	20	50
Total:	\$620	\$1030	\$1280



Service to Community - Inside and Outside of School

Amy Mucklebust

Amy Mucklebust graduated from Fairview High School in Boulder, Colorado in the Spring of 1990. She is currently a Freshman at Colorado State University.

The lives of today's high school students are filled with extracurricular activities as they balance sports, arts, clubs and more. In this hectic schedule, community service often gets put aside. Yet it is important for students to participate in community service inside school as well as outside. It allows students to meet new people and grow in knowledge, personal self-esteem and in other areas.

I was involved in numerous activities at Fairview High School including two community service oriented ones: PROP (People Reaching Out to People) and SADD (Students Against Drunk Driving).

PROP decided that we needed to take care of the school community before reaching outside to help others. We held a weekly open forum on issues such as Racism, Date Rape, and Eating Disorders, to allow interested students to teach and to find support. An expert explained statistics and background, and at least one person with first hand experience told their story. For people who were more comfortable talking to a peer than a counselor or parent, we set up a peer counseling program on a sign up basis.

The members of SADD were also dedicated to caring for their peers. As Co-President, I tried to get people involved, and to raise students awareness of the dangers of drinking and driving. We made business cards saying, "We want you alive. Please don't drink and drive" and handed them out at dances as well as taking them to flower shops to be put in bouquets.

and corsage boxes. We also planned fun and legal alternative activities.

I was also active in community service outside school including volunteering at the Boulder District Attorney's Office, Boulder County Safehouse, as a Sunday Church School Teacher, and as an intern at Cal-Wood (three day camp for sixth graders).

Service to the community provides the opportunity to grow in knowledge and understanding and to improve one's personal attitude and outlook.

It is important to volunteer with peers in school as well as in the outside community. The two types of service are on completely different levels. At school, it is important to offer one's strengths to help one's peers. It is a great opportunity to make friends, and to learn, work and grow with peers.

It is just as important to get involved in the community. Because there is a wide variety of choices, it is easy to find something really enjoyable to do. These volunteer positions offer the opportunity to work with people of all ages and life situations. Service to the community provides opportunities to grow in knowledge and understanding and to improve one's personal attitude and outlook.

Both kinds of service offer something to everyone. They give a sense of satisfaction—a warm spot deep inside. They improve one's knowledge about the community and human needs. More importantly, they strengthen one's knowledge of oneself. The more one gives, the more one gains from the experience.

There is no question that community service changed and improved me. I have grown a great deal and have realized how much difference one person can make. It is the balance of service inside and outside school that had such an impact on me. I challenge everyone to take a risk, get involved and find out how much they have to offer. You won't be sorry.

The Sibley Mentor Program of Carleton College's ACT program, Northfield, MN. Photo by Matt Schilla, courtesy Carleton College News Bureau.

Youth Service: Renewing "Habits of the Heart"

By Mary Jo Richardson and Barbara Sanderson

"Citizens who are bound to take part in public affairs must turn from the private interests and occasionally take a look at something more than themselves."

—Alexis de Tocqueville

A CENTURY and a half ago, a young French historian, Alexis de Tocqueville, traveled across the United States observing Americans and their customs. One of the most intriguing things he found and reported on in his book, *Democracy in America*, was the desire of Americans to become involved in community service activities. Tocqueville called this desire to serve "a habit of the heart."

There is considerable evidence today that the service ethic described by Tocqueville is once again capturing the imaginations of young people across the nation. Nowhere is the concept advancing more rapidly than in Minnesota, where political leaders, educators, and young people themselves are suggesting that the service movement has the power to change American society, including its schools, in a number of exciting and positive ways.

The Minnesota approach features strong local programs, collaborative efforts among the private, nonprofit, and public sectors, and a sound infrastructure involving statewide legislation and funding for elementary, secondary, and postsecondary programs. Minnesota Governor Rudy Perpich called the 1989 youth service legislation "the most comprehensive package of youth service legislation

in the nation." It includes funding for public schools to initiate youth service through the community education programs in their districts. The legislative package also supports college-based service projects through grants from the Higher Education Coordinating Board and funding for the Minnesota Conservation Corps and the Minnesota Office of Volunteer Services.

State Representative Ken Nelson and State Senator Jim Pehler, chief authors of Minnesota's youth service legislation, identified community education as the ideal infrastructure

for youth service. About 150 community education directors and advisory councils had already taken the lead by including service in their local youth development plans, which were authorized by the legislature in 1987 and funded at the rate of 50 cents per capita. In 1989, the legislature added another 25 cents per capita specifically for youth service. With the increased focus on youth service by both the Governor and the legislature, and the additional incentive of \$1 million statewide, the number of school districts offering youth service almost doubled. Out of the 291 community education districts that have youth development plans, 279 have now opted to include youth service.

When Representative Nelson introduced the original youth development legislation, he said, "There is much concern in the country about 'youth at risk' . . . why not focus instead on youth potential, youth strengths, youth participation and contributions?" (Nelson 1988). Jim Kielsmeier, president of the National Youth Leadership Council, supported Nelson's idea, suggesting that youth service can be a dynamic way of involving youth in finding solutions to many school and community problems. This proposal became one of the major new directions of the youth development movement.

During the 1989 legislative session, Senator Pehler focused his support on the concept of service-leadership:

It is my hope, and the hope of those who support this [community youth service] legislation, that this bill will be another step



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also supervises the department's Youth and Community Initiatives unit. She has been a member of the Minnesota State Board of Education, the State Ethical Practices Commission, and the advisory committee to the University of Minnesota's Humphrey Institute. Before entering state government, she was executive director of the Minnesota Association for Children with Learning Disabilities.

Barbara Sanderson is a freelance writer and marketing consultant, specializing in education, health, and social service issues. She has served on both state and local community education task forces. She is a resident of Grand Rapids, Minnesota.

toward involving youth in their communities. It is a bill which is steeped in the wisdom of President Kennedy's exhortations for youth to take charge of their destiny and to look to their community as the starting point for their future . . . youth must challenge themselves to be individuals for their own self-esteem, and also for others. If they can help a disabled person into a van, assist an elderly couple in preparing a meal, teach a young child to read, or be a friend to a mentally retarded person—youth should take the opportunity to do so.

In the true spirit of the word "community," this is a program that is coupled with local community education programs. Its creation, funding and operation are purely local in origin, as they should be, since [this program] operates on the assumption that a community knows its need better than any state agency ever could. (Pehler 1989)

Pehler's concern is similar to that of Robert Bellah and others (1985), who state in their study, *Habits of the Heart*: "Taking our clue from Tocqueville, we believe that one of the keys to the survival of free institutions is the relationship between private and public life, the way in which citizens do, or do not, participate in the public sphere."

Minnesota youth service legislation is voluntary, but districts that choose to participate must meet certain criteria, such as the "integration of academic learning with the service experience" and the "opportunity to give genuine service to [the] community." Today, students all across Minnesota are responding to the challenge of youth service by taking an active role in programs and services. Students are, for example, tutoring classmates or younger students, assisting students with special needs, serving as peer helpers, and working with teachers on special projects.

Last spring, community educators in 128 districts reported that young people in their schools were engaged in peer tutoring and peer helper programs. Many observers believe that one of the primary reasons for the growing acceptance of peer tutoring and peer helper programs across the country is the awareness of the positive impact such programs have on both the tutor and the student being



Youth Service Recognition Day — Governor Perpich (left) and State Representative Ken Nelson

tutored. Researcher Diane Hedin (1987) of the Center for Youth Development at the University of Minnesota concluded, "Adding a well-designed peer or cross-age teaching component to an elementary or secondary school program has the potential for significantly augmenting the school's capability to promote academic achievement and interpersonal growth."

Peer tutoring, peer helper, and other youth service programs offered in the school offer a bridge between community education and K-12 education. Within the school district, community education serves as a facilitator to bring together youth, teachers, administrators, counselors, parents, and community education advisory committee members to design comprehensive youth service programs. Community education youth service funds are being used to sponsor workshops, to send youth to leadership camps, and to pay for the coordination, materials, and transportation needed for youth service programs. In some districts, funds are providing small grants to teachers who develop creative ways of integrating youth service into the curriculum.

Community education is also well-positioned to be a broker between school and community. Youth development or youth service coordinators are playing key roles in matching individual youth with community

needs and arranging contracts with a variety of community groups. Our students are volunteering in hospitals, nursing homes, preschool and school-age child care programs, and in community food banks. They are working with the homeless, the hungry, and the lonely. They are creating youth job networks, helping with Special Olympics, teaching bicycle safety, and negotiating with city councils and other government agencies to get bike trails and recreational space. And coordinators are involving them in both the planning and the implementation of programs.

Youth organizations, as well as schools, are playing a critical role in spreading the ethic of service. Thousands of young people are already engaged in community service activities through religious youth groups, Scouts, Camp Fire, 4-H and Cooperative Extension, the Y's, and other formal and informal youth organizations. To encourage youth service in all settings, Governor Perpich recognizes the efforts of students in community organizations as well as representatives of both public and nonpublic school groups when he hosts his annual Youth Service Recognition Day at the State Capitol. More than 200 programs were recognized in the 1990 ceremonies.

Establishing criteria for the Governor's youth recognition event and for local recognition programs is one way to emphasize key features of

effective service programs: involving youth in planning and implementation, establishing expected outcomes for both youth and the community, and ensuring opportunities for reflection on the service activity.

SAMPLE PROGRAMS

A few of the programs recently recognized by the Minnesota Governor are described below.

Explore Computers. At Minnetonka's Gatewood Elementary School, fourth through sixth graders teach an introductory computer class to local senior citizens.

Circles of Love. An elementary curriculum program, Circles of Love combines service with learning at Hastings' J. F. Kennedy Elementary School. The program begins with family and friends, expands to the neighborhood, and then to the world community. Last year, elementary students held a fundraiser for victims of the Armenian earthquake and for a local family service organization.

Youth Helping Youth. Following a 16-hour summer training program, young people from Chaska's middle school are involved in tutoring, peer helper, and community service projects as part of the Youth Helping Youth program.

Project Preserve. Youth of the Red Lake Indian Reservation are collecting and preserving stories from their tribal elders. Last year, the collected stories were assembled in a book that was presented to the tribe during its centennial celebration.

Christian Service. The Christian Service program at Cathedral High School in St. Cloud matches volunteers with parish, civic, and school organizations. Activities include aid to elderly and handicapped persons, peer tutoring, helping in the school, and food distribution. All students perform some service during the year.

Recycling. Members of the Mount Vernon Beacon's 4-H Club, Altura, conducted research on the feasibility of establishing an area recycling program, helped implement the program, and continue to work on the operation of the recycling facility. Students in the town of Ashby also conduct the city's recycling efforts. In return, the city matches the funds raised by the recycling center; all proceeds go to youth activities.

Amigos de las Americas. In Plymouth, Amigos de las Americas, a nonprofit agency, engages senior high school volunteers in a variety of service projects in rural Latin American villages. Volunteers assist villagers by giving inoculations, teaching dental hygiene, and vaccinating animals against rabies.

Pacemakers. Blaine senior high school students who are considering public health careers volunteer 50 to 60 hours at Mercy Hospital Emergency Room. The students work directly with health care professionals.

Welcome Inn Project. In a cooperative effort between a sociology research class at Mankato State University and the Welcome Inn Transitional Living Center, students are providing volunteer services, learning about homelessness, and developing research skills.

Courage To Care. Elementary students at Minneapolis' Barton Open School participate in a schoolwide program that focuses on service-learning in a variety of areas, including the environment, ethnic diversity, and intergenerational interaction.

Clay County Project 4 Teens. In three Clay County schools in north central Minnesota, youth receive special training in order to work with younger students on pregnancy prevention and sexual health issues. They teach decision-making, life-planning, communications, and other skills.

Northland Youth Service. Students in Remer, a small rural community in northeast Minnesota, initiated the Northland Youth Service program as part of their school district's youth development plan. Projects include peer tutoring, peer helping, basketball camp, helping senior citizens, recycling, and fostering better understanding of persons with disabilities.

Waseca Youth Service-Leadership Class. This elective high school class, which averages 20 students a trimester, involves an additional 1,000 students in a wide variety of service projects. Last spring, students in the class organized a Youth Alive workshop that brought young people together from throughout Minnesota to share ideas and community service program models.

While most of the programs recognized by the Governor are project-specific, many Minnesota school dis-

HERE'S A BASIC COMMUNITY YOUTH SERVICE LIBRARY FOR \$200

Conrad, Dan, and Hedin, Diane. 1987. *Youth Service: A Guidebook for Developing and Operating Effective Programs*. Independent Sector, 1828 L Street NW, Washington, DC 20036. \$12.50.

Conrad, Dan, and Hedin, Diane. 1989. *High School Community Service: A Review of Research and Programs*. Wisconsin Center for Education Research, University of Wisconsin-Madison, 1025 W. Johnson Street, Madison, WI 53706. \$7.50.

Kendall, Jane C., and associates. 1990. *Combining Service and Learning: A Resource Book for Community and Public Service* (3 volumes). National Society for Internships and Experiential Education, 3509 Haworth Drive, Raleigh, NC 27609. \$123.00.

Maryland Student Service Alliance: Instructional Framework. Maryland Department of Education, 200 West Baltimore, Baltimore, MD 21201. *Curriculum Guide*: \$20.00; *Handbook*: \$5.00.

National Youth Leadership Council. 1989. *Growing Hope: A Sourcebook on Integrating Youth Service Into the School Curriculum*. Center for Youth Development and Research, 386 McNeal Hall, University of Minnesota, St. Paul, MN 55108. \$37.50.

tricts are beginning to develop a more comprehensive approach to youth service and service-learning. The growing popularity of courses in community awareness and community improvement has led the way toward integrating youth service into the curriculum. Waseca's Youth Service-Leadership Class was recently honored by the Minnesota Community Education Association, and Hopkins' Community Awareness Program was cited by President Bush as one of six national exemplary programs.

Classes in youth service and service-learning are by no means a

recent phenomenon. In *High School Community Service: A Review of Research and Programs*, Conrad and Hedin (1989) cite a number of well-established courses in Minnesota and around the nation, observing, "We may be witnessing the dawn of a new climate of acceptance of (perhaps even pressure for) service programs in the schools." They add that, while no one can predict the future of service-learning, the entire concept merits "serious consideration by educational practitioners and policy makers."

IMPETUS FOR LEADERSHIP

Youth service is often the impetus for the development of leadership in the school or the community. Last spring, for example, a group of Grand Rapids high school students became concerned about possible cutbacks in school funding. As members of the Rapids Quest program, the students organized a letter-writing campaign in the school and presented petitions to their legislators. Later, they report-

ed on their efforts in local newspapers and presented a program to their school board.

Another group of students in the Cambridge-Isanti School District set as one of its goals the building of a bike trail between their two towns, so that young people would not have to ride their bicycles on the freeway. The students gathered petitions, explained their ideas to public officials, and wrote a song that's still being heard in their community: "I said Yes. They said No. Still got no place to go, except out where the semis roll. Round and round I go." One significant benefit of this student leadership effort has been improved communication between students, their parents, and community and school officials.

Youth service is proving to be a powerful way of engaging youth in examining and improving their communities. In the true spirit of community education, community youth service links the school and the community, makes the best use of human resources, and empowers those who

participate.

Through youth service classes and activities in schools and communities, Minnesota and a number of other states have taken the first major steps toward the expansion of service-learning. Much remains to be done, of course, before all students are given the opportunity to discover their personal "habits of the heart." □

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◆ MEMBERSHIP APPLICATION ◆

NATIONAL COMMUNITY EDUCATION ASSOCIATION
801 North Fairfax Street, Alexandria, VA 22314 (703) 683-6232

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TITLE/POSITION _____

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Creating New Structures — Community Service Learning

By Carol W. Kinsley

CRIES for educational reform and school improvement continue to send shock waves through our communities and schools. The needs of students and society challenge educators to shift their attitudes and behaviors. Reform, restructuring, and improvement challenge the status quo. Education journals, conferences, speeches, and discussions constantly focus on ways to meet our social needs and educate our youth. The technological age and instant communication have affected us all. Major adjustments must occur if we are to maintain our participatory democracy, recognize interdependence in every aspect of our lives, understand the needs of youth, and provide adequate schooling for them. If our goals include enabling youth to become literate, caring, and thinking adults, educators need to shift attitudes, adjust current practices, and create new structures.

Our educational system has been providing schooling in a similar way for the past several generations. But our society and our young people have changed! Many children don't respond to what takes place in school. The symptoms are all there: high dropout rates, teen-age pregnancies, substance abuse, large numbers of unmotivated youngsters who make it through school with a C or D average, those who graduate with honors and identify as their primary goal the accumulation of wealth, and those who appear to be achieving but see their communities as chaotic or boring — and can't find anything to do but browse the malls. The symptoms point to a diagnosis of alienation, isolation, detachment from community. Do these young people care for themselves—or for one another? Their behaviors suggest that we adults have not been meeting their needs. Perhaps it has just taken us a long time to understand those needs.

Based on research conducted at the

University of Minnesota, Hedin (Benard 1990) concluded that many youth have become consumers rather than contributors in the society. Is this because they have been conditioned, served, and taught to consume? How often do we ask them to contribute? Others suggest that, rather than serving youth, we should involve them (Kielsmeier 1990). Building on that theme, Benard (1990) says, "Whether we view youth as problems or as resources determines our expectations for our youth and our actions." As educators, perhaps we need a shift in our attitudes to include these perspectives. How would we design programs differently if we believed that students should be contributors, involved, and viewed as resources?

One way is by involving youth in community service experiences, providing opportunities for students to contribute, to become a resource for others. The notion of connecting service with the formal learning process is relatively new. Traditionally, where community service has occurred as part of schooling—visiting the elderly, tutoring, helping in the hospital after school—it has been considered an

"add-on," usually extracurricular.

What happens when educators go beyond those traditional concepts? What happens—for youth, teachers, and the community—when service is intentionally integrated into the curriculum and becomes service-learning?

A growing body of evidence suggests that as educators look for ways to provide new paradigms for learning, service-learning is providing valuable learning experiences for students and meeting real community needs. When service activities are combined with curriculum, educators create sites for learning within the school and the community, students become actively involved and engaged in learning, teachers become facilitators for learning rather than dispensers of course content, and opportunities for site-based decision making occur. In essence, connecting service-learning to the curriculum provides a way for many school reform recommendations to be practiced and to become real. Often, this requires a shift in attitude on the part of educators.

NEW CONCEPTS

Learning should occur throughout the community, as a new "ecosystem for learning" (Goodlad 1984) is created. Educators should become partners with the community and use community resources to meet educational objectives. School systems should acknowledge the educational role of the community and begin to make community learning part of their philosophy of education and an integral part of their mission statements. When community organizations become partners with the school, the question that must be addressed is, how does this partnership enhance educational objectives? Students can learn about such community issues as homelessness, hunger, the elderly, the environment, and health, while working on

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Person-to-Person — Making the Connection

Service projects in which personal connections can be made include intergenerational experiences — both serving elders and learning from them. Assisting the homeless and hungry, addressing health and safety issues, promoting good citizenship (by identifying local heroes, for instance), and volunteering through social service agencies are frequent service activities. Students may serve as individuals, in clubs, through a class, or through a schoolwide project. They may teach others through peer tutoring and various kinds of cross-age learning.

In the upper grades, students should be involved in the design of their own service experiences. The needs of the community are vast. The challenge for schools is to make the connection and assure that learning takes place.

Clean-up: Environmental Experiences

The Children's House, a preschool on Nantucket, Massachusetts, has established Earth Awareness as the core curriculum. As part of their study, students take several "garbage walks" during the year and learn to sort the collected garbage into trash, biodegradable materials, and recyclables. The educational objectives established by the teachers are for the children to learn about ecology and how to maintain their planet. Back in the classroom, the teachers have the children reflect on and discuss their experience. Drawing pictures, reading related books, and studying about endangered flora and fauna help tie the experience together. Later in the year, the children and their families participate in a beach clean-up, extending the learning to the whole school community. Through this unit of study,

the children begin to develop a foundation of learning to care for their special environment.

Older children are capable of participating in more sophisticated service-learning experiences; these can be designed to be incremental, as with any content area. For example, in the Springfield, Massachusetts, Public Schools, all fifth graders spend one day of the school year helping to preserve a conservation area as part of the Environmental Center of Springfield. They clear and maintain trails, observe animal habitats and learn how to protect them, and plant bulbs or bushes. Later, the cleared brush is chipped, and students spread the recycled material on the trails. In addition to experiencing the science curriculum that is studied in the fourth and fifth grades, the children get a sense of contributing to the community. For many, it is a first experience in planting and nurturing their environment.

Older students can become involved in more complex environmental issues (water- and air-testing, for example), applying their problem-solving and analytical skills. They may then write persuasive letters to appropriate public officials and to newspaper editors, or they may speak to community and school groups about their findings.

In order for the experience to be authentically service-oriented, reflection must be a part of the project. This may take the form of a journal, diary, drawing, discussion, poetry, log, or other form selected by the teacher or student.

Definitions

Consensus is building around the following youth community service definitions:

Youth service and community service are used interchangeably as generic terms for students who volunteer in the community. Some practitioners prefer the term youth

service because the criminal justice system uses community service as punishment for illegal acts. (There is some movement toward changing the criminal justice term to restitution or something similar.)

National service refers to a full-time service experience. Stipends are associated with national service (as, for example, the Peace Corps). Participants are primarily out-of-school young adults. Service is usually six months to a maximum of four years. Existing programs (conservation corps and Peace Corps) could be used as models for addressing existing societal needs.

Youth community service activities means curricular or cocurricular activities performed by students to meet school or community needs. Examples include peer tutoring; working with children, the homeless, the hungry, or the elderly; and addressing environmental needs.

Service-learning is "student learning and development through active participation in thoughtfully organized service experiences that meet real community needs and that are coordinated in collaboration with the school and community. The service-learning is integrated into the students' academic curriculum and includes structured time for them to talk, write, and think about what they did and saw during the actual service activity." Service-learning is the intentional integration of curricular content with community service activities. Effective service-learning led by committed, well-prepared educators yields documented outcomes that benefit young people, the community, and the schools (NSLI 1990).

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site to meet real needs. When students participate in activities that are integrated into the curriculum, the learning process is focused and organized. They not only learn about their community, they discover the meaning of participation and citizenship.

Students learn through active involvement in the community, rather than through passive listening, reading, and writing in workbooks. By connecting a service activity with educational objectives—in a specific course, an interdisciplinary project, or a schoolwide activity—students learn by doing. They participate in learning experiences. The service activity becomes the motivator for learning, students become actively engaged in the learning process, and content area skills are further developed and learned.

In this learning structure, the role of teacher changes from "dispenser of knowledge" to "facilitator and manager of learning" (Washington Education Association 1989). The teacher provides the setting and framework for the activity, then manages the learning process as students proceed with their involvement. The teacher is an active manager and continually puts the activity, involvement, and learning into perspective. Teachers who were trained prior to Sputnik will recognize this methodology as the "unit method"; they won't have to shift their attitudes—they just need permission to use the method again!

When the service-learning project is schoolwide, it easily becomes part of the responsibility of the school-based management team. When a community need is identified, it makes good sense for the school team to determine whether it can be addressed by students and how it can be integrated into the curriculum. A byproduct of this process is that teachers work collegially to develop service experiences, breaking the isolation often associated with teaching.

The pedagogy suggests that service can be integrated into all aspects of the educational program in all schools, every curriculum area, and every program. More than a separate program, community service-learning is a methodology — learning by doing — that becomes an integral, natural part of the learning process, preschool

through 12th grade. The expectation is that all students will learn about service as part of instruction, incrementally, as they learn to become literate, analytical, caring, communicative, contributing citizens.

Service-learning, ultimately, can become a way for every teacher to provide students with active and engaging experiences: in content areas, through a unit of study, or through an interdisciplinary experience. Rather than being an added-on experience, community service-learning is another way of educating, an appropriate methodology for encouraging students to apply what they learn—about life, themselves, and their communities (NSLI 1990). The community thus becomes a valid laboratory for learning and is given as much credence and importance as the chemistry lab is given in the teaching of chemistry.

The pedagogy applied to integrating service into the curriculum is solidly based on the work of such educators as John Dewey, Ralph Tyler, Hilda Taba, John Goodlad, Ernest Boyer, Elliot Wigginton, Cynthia Parsons, and others who believe that active engagement is an essential part of the learning process. An old adage says, "Tell me, I'll forget; show me, I'll remember; involve me, I'll understand" (NYLC 1989). That advice speaks to learning styles and succinctly identifies the importance of involvement and of learning by doing.

Why should educators consider service-learning? What does it bring to youth that makes it worth doing? Recent studies indicate these benefits:

- Increased competence, self-confidence, and self-esteem.
- Experience among people of diverse backgrounds.
- A chance to learn in a different way: from doing rather than from being told.
- Experience in problem solving.
- Developing empathy for others.
- Gaining a sense of the responsibilities of life as well as enjoying its privileges.
- Providing tangible public benefits.

How do teachers respond? A sample of the responses from teachers in the Springfield, Massachusetts, Public Schools, where community service-learning was implemented for all students in 1987, provides answer:

"This is what children need."

"Students feel better about themselves."

"Students need to get beyond textbooks, and learning needs to be fun and joyful. This does it!"

"We get it. Community service learning works with kids!"

"By integrating service into the curriculum, I feel I've been given permission to teach in a way that reaches kids."

"Watching our students participate and grow through individual service activities has inspired us to use the community as the core for our curriculum next year."

"The service-learning project helped create a more positive school climate."

"The intergenerational study was one of the best projects we have ever provided for our students."

In short, teachers as well as students gain a sense of empowerment.

Advocates of service-learning suggest that integrating service into the curriculum causes shifts in the educational process. When teachers integrate service into the learning process, it affects their teaching styles, responds to students' learning styles, and deeply affects students. Students grow socially, intellectually, and psychologically (Conrad and Hedin 1989). Service-learning experiences provide students with ways to learn about themselves and their communities, about citizenship, and about how to care for one another. In learning by doing, they develop a sense of belonging and connection to their communities. □

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