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001. email	Carol Rasco to Charlotte re: Early Learning Fund [partial] (1 page)	02/11/2000	P6/b(6)

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FOLDER TITLE:

Early Childhood Education - Early Learning

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RESTRICTION CODES

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

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
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"THE EARLY LEARNING TRUST FUND"

Promoting Early Educational Development

Need: The federal government runs a variety of programs for pre-school children but serve far less than those who are eligible. For example, some 40% of pre-school age children are served by Head Start, and less than 2% of eligible children are currently served by Early Head Start. States are increasingly creating pre-k programs and investing in early education. However, even with the increase in early investments in children only 58% of children above the poverty line are receiving pre-school services. In addition, only 10% of eligible children are served by CCDBG, and even when families do receive child care assistance children often do not receive quality services that promote school readiness.

Ten years ago, the nation's governors developed a set of education goals designed to improve the quality of education in America. The #1 goal was that by the year 2000, all children should enter school "ready to learn." While it is no longer possible by the year 2000, realizing this goal is essential. The federal government has always been involved in helping families (particularly poor and low-income families) secure the services essential to school readiness (sometimes providing 50% or more of the resources).

Solution: "Early Learning Trust Fund"

Summary of Legislation

States shall receive money to use for the following activities (dedicated funding source for early education):

- Expand the Early Head Start activities and strengthen linkages with existing early intervention programs under IDEA, in response to the new brain development research documenting the importance of early learning.
- Expand Pre-K to promote school readiness and link to services for children with special needs and to expand full-day, full-year services.
- Expand Head Start activities to increase the enrollment in and the responsiveness to the need of families for full-day, full year services.
- Enhance educational and comprehensive services and supports in child care for more young children of low-income families, and children with special needs.
- Create demonstration projects, including an exploration of public-private partnerships to expand family medical leave and paid leave to enable parents with infants and toddlers to choose to temporarily stay home.

Priority: Priority should be given to programs that meet the needs of working families and those programs with linkages to SCHIP and Medicaid enrollment.

- * There will be no income eligibility requirement
- * 75% federal 25% state match
- * Funds for this program should not reduce funding for other federal programs which can serve this age group

Costs: \$15B/5 yrs to serve 1 million children per year when fully phased in.

Department Responsible for Oversight: The Department of Health and Human Services is responsible for monitoring and oversight of the program.

Dispensing of Funds: Funds should be dispensed according to a formula that takes into account the relative number of children aged 0-5 years in the state. Money will go to the governor of the state. The Governor will send the money to the local communities with a proposed method of dispensing the funds.

**SUGGESTIONS AND COMMENTS
CONCERNING THE EARLY LEARNING TRUST FUND**

Additional Allowable Uses of Funds:

- Add training grants to communities
- Add linking to health services to prevent social and biological development that threatens normal development
- Add literacy training to promote early literacy with parents and children
- Add professional development quality for early education providers
- Add home-visitation “family research centers” (replace FMLA demonstration project)
- Add school readiness issue think tank or centers
- Delete FMLA and paid leave demonstrations

Safety Precautions for Head Start:

- Give states power to contract with HS to extend day and year and to do training
- The only money to HS is for the purpose of expanding to full-day, full-year services

Misc:

- Change title to “The Early Learning and School Readiness Trust Fund”
- Create Incentive Grants instead of entitlement money
- Include NAEYC accreditation standards or Head Start Standards for the education components
- Specify quality in child care and add HS educational standards
- Include the research and referral agencies
- Include strong language to support collaboration
- Include language encouraging transition to public school

TITLE __ –HUMAN SERVICES
Subtitle _____ - Child Care Quality Improvement

SECTION __. SHORT TITLE.

This subtitle may be cited as the "Child Care Quality Improvement Act of 1999".

SEC. __. CHILD CARE SUBSIDY FUNDING.

(a) APPROPRIATION; ALLOCATION.—Section 418 of the Social Security Act (42 U.S.C. 618) is amended—

(1) by redesignating subsections (b), (c), and (d) as subsections (d), (e), and (f), respectively; and

(2) by inserting after subsection (a) the following new subsection:

“(b) CHILD CARE SUBSIDY FUNDING.—

“(1) APPROPRIATION.—There are appropriated out of any funds in the Treasury not otherwise appropriated, for allocation in accordance with this subsection—

“(A) \$1,155,000,000 for fiscal year 2000;

“(B) \$1,280,000,000 for fiscal year 2001;

“(C) \$1,400,000,000 for fiscal year 2002;

“(D) \$1,600,000,000 for fiscal year 2003;

“(E) \$2,065,000,000 for fiscal year 2004; and

“(F) for each fiscal year after fiscal year 2004, such amount shall not be less than \$2,065,000,000.

“(2) ALLOCATION OF APPROPRIATIONS.—Amounts appropriated for each

fiscal year pursuant to paragraph (1) shall be allocated as follows:

“(A) AMOUNT FOR INDIAN TRIBES.—Up to two percent of the total amount appropriated shall be allocated to Indian tribes in proportional shares equal to the shares received by such tribes for such fiscal year under section 658O(c) of the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9801 et seq.) (hereafter in this section referred to as the ‘CCDBG Act’).

“(B) SECRETARY’S ACTIVITIES.—\$1,000,000 is reserved to the Secretary and shall be available for quality assurance and quality improvement activities relating to programs under the CCDBG Act.

“(C) AMOUNTS FOR STATES AND TERRITORIES.—From the total amount remaining after application of subparagraphs (A) and (B), an amount shall be allocated to each State and territory based on the formula specified in section 403(n) (as such section was in effect before August 22, 1996) notwithstanding any limitation under section 1108.

“(3) MATCHING PAYMENTS TO STATES AND TERRITORIES.—

“(A) QUALIFYING STATE EXPENDITURES.—Payments to a State under this subsection shall be made only with respect to State expenditures for a fiscal year in excess of expenditures necessary to secure payment of the full amount of the State’s allotment (if any) under subsection (a)(2) (but without regard to subsection (a)(2)(D)).

“(B) FEDERAL PAYMENTS.—The Secretary shall pay to each State and territory for a fiscal year an amount equal to the lesser of its allotment under paragraph (2) or 80 percent of expenditures by the State or territory—

“(i) that are for any purpose authorized under the

approved plan of such State or territory under the CCDBG Act;

“(ii) that, in the case of a State, meet the condition specified in subparagraph (A); and

“(iii) for which Federal matching payments or reimbursements have not otherwise been made.

“(C) REDISTRIBUTION.—The Secretary shall, to the extent necessary, determine the need for redistribution of, and redistribute, amounts allotted under this subsection to States, in accordance with the procedures and formula set forth in subsection (a)(2)(D).

“(4) PAYMENTS TO INDIAN TRIBES.—The Secretary shall pay to each Indian tribe for a fiscal year an amount equal to the lesser of—

“(A) its allotment under paragraph (2)(A); or

“(B) the total amount of expenditures by the tribe for purposes authorized under the CCDBG Act for which Federal payments have not otherwise been made.”.

(b) INCLUSION OF TERRITORIES IN DEFINITIONS.—Section 418(f) of that Act, as redesignated by subsection (a)(1), is amended to read as follows:

“(f) DEFINITIONS.—As used in this section—

“(1) STATE.—The term ‘State’ means each of the 50 States, the District of Columbia, and (except for purposes of subsection (a)) the Commonwealth of Puerto Rico.

“(2) TERRITORY.—The term ‘territory’ means the United States Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands.”.

(c) CONFORMING AMENDMENTS.—

(1) Section 418(a)(3) of that Act is amended by striking “this section”

and inserting "this subsection".

(2) Section 418(d) of that Act (as redesignated by subsection (a)(1)) is amended in paragraphs (1) and (2) by striking "under this section" each place it appears and inserting "under subsection (a)".

SEC. __. EARLY LEARNING PROGRAM.

(a) FUNDING.—Section 418 of the Social Security Act (42 U.S.C. 618) is amended by adding after subsection (b) (as added by section __) the following new subsection:

"(c) APPROPRIATIONS FOR EARLY LEARNING PROGRAM.—

"(1) IN GENERAL.—There are appropriated out of any funds in the Treasury not otherwise appropriated, for carrying out activities related to early learning programs in accordance with this section and section 658T of the CCDBG Act, \$600,000,000 for each of fiscal years 2000 through 2004, which shall be allocated in accordance with this subsection.

"(2) ALLOCATION OF APPROPRIATIONS.—Amounts appropriated for each fiscal year pursuant to paragraph (1) shall be allocated as follows:

"(A) AMOUNT FOR INDIAN TRIBES.—Up to two percent of the total amount appropriated shall be allocated to Indian tribes in proportional shares equal to the shares received by such tribes for such fiscal year under section 658O(c) of that Act.

"(B) AMOUNTS FOR TERRITORIES.—An amount shall be allotted to each territory that bears the same ratio to one-half of one percent of the total amount appropriated as the amount allotted to such territory for such fiscal year under section 658O(a)(1) of that Act bears to the total amount received by all territories for such fiscal year under such section.

“(C) SECRETARY’S ACTIVITIES.—\$6,000,000 is reserved to the Secretary and shall be available for costs of providing technical assistance to, and conducting national evaluations of, State, local, and tribal early learning programs under such section 658T.

“(D) AMOUNTS FOR STATES.—From the total amount appropriated remaining after application of subparagraphs (A), (B), and (C), an amount shall be allocated among the States based on the formula used for determining the amount of Federal payments to the State under section 658O of the CCDBG Act.

“(3) MATCHING PAYMENTS TO STATES AND TERRITORIES.—

“(A) FEDERAL PAYMENTS.—The Secretary shall pay to each State and territory for a fiscal year an amount equal to the lesser of its allotment under paragraph (2) or 80 percent of expenditures by the State or territory for an early learning program under a plan approved under section 658T of the CCDBG Act.

“(B) REDISTRIBUTION.—The Secretary shall, to the extent necessary, determine the need for redistribution of, and redistribute, amounts allotted under this subsection to States, in accordance with the procedures and formula set forth in subsection (a)(2)(D).

“(4) PAYMENTS TO INDIAN TRIBES.—The Secretary shall pay to each Indian tribe for a fiscal year an amount equal to the lesser of its allotment under paragraph (2)(A) or the total amount of expenditures by the tribe for an early learning program under section 658T of the CCDBG Act.”.

(b) ESTABLISHMENT OF EARLY LEARNING PROGRAM.—

(1) STATE PLAN REQUIREMENT.—Section 658E(c) of the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858c(c)) is amended

by adding at the end the following new paragraph:

“(6) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—In the case of a State electing to implement an early learning program under section 658T, the State plan shall meet the requirements specified in section 658T(b)(2).”.

(2) EARLY LEARNING PROGRAM.—That Act is amended by adding at the end the following new section:

“SEC. 658T. EARLY LEARNING PROGRAM.

“(a) PROGRAM PURPOSE.—The purpose of the program under this section is to enable States, through grants to communities, to support activities that—

“(1) promote children's healthy development during the earliest years of life;

“(2) improve the quality of child care for children aged five and under, including those with disabilities;

“(3) encourage and facilitate emerging literacy and language development, and school readiness; and

“(4) enhance programs designed to achieve these goals.”

“(b) REQUIREMENTS FOR STATE PARTICIPATION.—

“(1) IN GENERAL.—In order to be eligible for Federal matching funds under section 418(c) of the Social Security Act, the State shall have in effect under its plan under section 658E an early learning program plan meeting the requirements specified in paragraph (2).

“(2) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—The early learning program plan shall meet the following requirements:

“(A) LEAD AGENCY.—The plan shall provide that the program will be administered by the lead agency designated under 658D.

“(B) COMMUNITY GRANT PROCEDURES.—The plan shall describe the standards and procedures to be applied in the review and approval of community applications, and in setting amounts, terms, and conditions of community grants, including the methods to be used to ensure that no less than 70 percent of grant funds are awarded to low-income communities.

“(C) COMMUNITY PARTICIPATION IN PLANNING AND MONITORING.—The plan shall describe the methods to be used to ensure participation, in planning and monitoring activities under the community plan, of representatives of concerned elements of the community, including parents of young children, child care providers, child development and mental health professionals, early intervention specialists, health care providers, public school representatives, local interagency coordinating councils for children with disabilities, local government, and business leaders.

“(D) PROGRAM ACTIVITIES.—The plan shall specify which of the allowable activities enumerated in subsection (c) may be carried out under community grants under the plan.

“(E) PERFORMANCE GOALS AND MEASURES.—The plan shall specify—

(i) performance goals to be achieved and the interim and long term performance measures and timetables, as appropriate, to be used to assess progress toward each goal under the plan, which—

(I) shall be developed pursuant to guidance provided by the Secretary and in consultation with local

government authorities in accordance with section 658D(b)(2); and

(II) shall be designed to improve child development through coordination with health care and mental health services; enhanced early learning environments, especially those that promote language skills and literacy growth of children; quality of infant and toddler care; parental involvement; consumer education; reduced staff turnover; and increased rates of accreditation by nationally recognized accreditation organizations;

(iii) the steps to be taken by the State or grantees in accordance with guidance provided by the Secretary if the specified benchmarks are not achieved.

"(F) COORDINATION WITH ACTIVITIES TO IMPROVE THE QUALITY OF CHILD CARE.—The State plan shall specify the methods to be used to coordinate activities under this section and section 658G(a), including coordination of planning and of performance goals and measures, in order to maximize the effectiveness of both programs.

"(c) ALLOWABLE ACTIVITIES.—An early learning program under a State plan under this section may provide for any or all of the following activities to promote cognitive, social, emotional, and physical development in order to enhance emerging literacy and language development, and school readiness:

"(1) INFORMATION AND RESOURCES.—

"(A) PARENTING EDUCATION.—Provision of parenting education, including use of or collaboration with Even Start or similar programs, for parents of young children by means including use of community-based resource centers, family literacy programs with parenting education components, collaboration with early intervention and preschool providers of services for children, public elementary schools, centers that serve children with special health care needs or disabilities and their families, and home visiting programs.

"(B) INFORMATION AND REFERRAL.—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

"(C) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."

"(2) QUALITY AND AVAILABILITY.—

"(A) PROVIDER TRAINING.—Training of child care personnel, which may include training in early childhood development, early literacy, health, nutrition, hygiene, first-aid and safety, best practices for serving children with disabilities in child care, and other appropriate matters.

"(B) IMPROVED STAFFING RATIOS.—Initiatives to increase ratios of child care staff to children in care and to reduce child care

group sizes.

"(C) LICENSING AND ACCREDITATION

ASSISTANCE.— Assistance to entities and individuals in meeting applicable child care accreditation and licensing requirements and in obtaining licensing or accreditation.

"(D) STANDARDS ENFORCEMENT.— Initiatives to increase the numbers of qualified child care licensing and standards enforcement staff and activities to increase monitoring and enforcement of State and local health and safety standards.

"(E) HEALTH SERVICES.— Improving coordination of child care with appropriate health services including health and mental health consultations, hearing and vision testing, and immunizations, by methods such as co-location of health and child care services, referrals of children in child care to health care providers or screening services, and transfer of child health records to public school at school entry. Services under this subparagraph shall not include direct provision of or payment for health care services.

"(F) CARE FOR CHILDREN WITH SPECIAL NEEDS.— Increasing the availability and quality of child care for young children with special health care needs, developmental delays, and disabilities; and coordinating with early intervention and preschool special education services.

"(G) SALARY AND BENEFIT ENHANCEMENT.— Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.

"(H) MONITORING AND TECHNICAL ASSISTANCE.— Technical assistance to grantees, and monitoring of programs, assisted under this section. State expenditures under this subparagraph shall not exceed a percentage of total State expenditures for the program under this section equal to 10 percent for each of fiscal years 2000 through 2002, and 5 percent for fiscal year 2003 and each succeeding fiscal year."

- (c) ANNUAL REPORT.—Section 658K(a)(2) of the Act (42 U.S.C. 9858i(a)(2)) is amended—
- (1) by striking "and" at the end of subparagraph (D);
 - (2) by striking the period at the end of subparagraph (E) and inserting a semicolon; and
 - (3) by inserting after and below subparagraph (E) the following new subparagraphs:
 - "(F) the early learning program under section 658T, including—
 - "(i) the number and average dollar amount of grants awarded;
 - "(ii) the number, average dollar amount, and percentage of the total State award of such grants made to low-income communities;
 - "(iii) the number of early learning programs;
 - "(iv) the number of children served with special health care needs, disabilities or developmental delays;
 - "(v) the number of early learning programs that assist children with special needs;
 - "(vi) progress toward achievement of each performance

goal, for each specific, quantifiable and measurable objective;

"(vii) expenditures for each allowable activity listed in section 658T(c), total expenditures and, to the extent feasible, the volume or frequency of such activity and the average expenditure per unit of such activity; and

"(viii) with respect to any allowable activity listed in section 658T(c) for which expenditures are made by the State both under section 658G(a) and under section 658T, the amount expended under each such section; and

"(ix) such other data as the Secretary may require.

SEC. __. 4% MINIMUM QUALITY EXPENDITURES.

Section 658G of the Act (42 U.S.C. 9858e) is amended—

(a) by striking "A State" and inserting the following:

"(a) 4% MINIMUM QUALITY EXPENDITURES.—Subject to subsection (b), a State"; and

(b) by adding at the end the following new subsection:

"(b) DISREGARD OF EARLY LEARNING PROGRAM FUNDS.—For purposes of subsection (a), amounts received by the State from amounts appropriated under section 418(c) of the Social Security Act and expended under a plan in accordance with section 658T shall be disregarded.".

**SERVICE LEARNING:
A NATIONAL STRATEGY
FOR
YOUTH DEVELOPMENT**

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July, 1998**

A position paper issued by the Education Policy Task Force, Institute for Communitarian Policy Studies, George Washington University. Based in part on the Task Force on Service Learning and Community Service, Conference on Character Building sponsored by The Communitarian Network, The White House, and Congress, June 12, 1997 (Chair, Susan M. Andersen), and on a related workshop conducted at the New England Conference on Community Service Learning, November 18, 1997 (co-led by Don Ernst, Association of Supervision and Curriculum Development).

Table of Contents

I. Policy Recommendations

A. National, State, and Local Levels

B. School Level

II. Rationale

A. What is the Need and Why Service Learning?

The sense of connection and belonging.

Relationship-building and community-building.

Overcoming intergroup barriers.

B. What is Service Learning?

Basic definitions.

Service Learning involves regular opportunities for reflection.

Service Learning is integrated into an organized curriculum.

Some other distinctions.

C. Examples of Service Learning

Tutoring.

Peer-mentoring.

Environmental projects.

Social service projects.

D. What Does Service Learning Accomplish?

Engaging youth with their communities.

Developing the ethic of service.

Enhancing civic attitudes.

Cultivating social connectedness.

Fostering acceptance of diversity.

Developing competence/self-esteem and protecting against risky behavior.

Improving/supporting academic achievement.

E. Voluntary or Required?

Voluntary Service Learning opportunities for students.

Mandating Service Learning for all students.

F. National Campaign to Promote Service Learning

“Formal” and “informal” Service Learning.

Partnerships.

Seed funding.

Private-public partnerships and seed funding.

Guidelines for quality.

Guidelines for assessing effectiveness.

Guidelines for implementation.

G. Conclusion

I. Policy Recommendations

National, State, and Local Levels

- All young people should have available to them the opportunity to engage in community service as part of K-12 and higher education. That is, they should have an opportunity to participate in Service Learning. Whether coordinated by schools or by community-based organizations, Service Learning is community service integrated into an organized curriculum and accompanied by systematic reflection, and it should be promoted and offered within educational institutions. The Administration and Congress should pursue a agenda to make Service Learning a reality in schools nationwide on a voluntary basis. This agenda should reach across government agencies--with a focus on the Corporation for National Service and the Department of Education based on their Joint Declaration in 1995 to collaborate in increasing Service Learning as part of Goal 3 of Goals 2000 involving citizenship education. Other collaborative arrangements should also be facilitated: Health and Human Services, the National Science Foundation, the Department of Justice, and the Department of Labor all have a stake. A federal commitment to provide seed funding for private-public partnerships is needed with careful outreach to communities, schools, foundations, and the private sector.
- Service Learning needs to be advocated at the national level so as to build private-public partnerships in support of Service Learning--as a tool for building common bonds, building a "sense" of community, and healing inter-group tensions. Because Service Learning brings together young people from all backgrounds in pursuit of shared goals, it facilitates intergroup cooperation and reduces tensions. Backed by a nationwide campaign with a coherent national voice, Service Learning can be advocated as an integrative strategy for advancing multiple aims in youth development, civic education, and character education: civic engagement, the ethic of service, civic attitudes, a sense of social connection with others, acceptance of diversity, academic achievement, and perhaps even reductions in risky behavior.
- A national campaign should be undertaken to promote and distribute existing guidelines and best practices about Service Learning, to every school and school district in K-12 education and to every college and university, with voluntary participation of principals/deans and teachers/professors invited.
- Improvements should be made in the existing infrastructure for providing technical assistance and professional development to teachers, staff, and administrators. Funds are needed for school improvement at the National, State, and Local levels to support teacher training, professional development, and technical assistance, now available largely on a fee-for-service basis, leaving poor school districts without assistance.
- AmeriCorps programs designed to facilitate Service Learning should be cultivated, extending the small proportion of AmeriCorps members now doing service that promotes Service Learning. State and local agencies should be encouraged to appoint a specialist in Service Learning, as should each federal agency pursuing Service Learning initiatives.
- Relevant professional organizations, private foundations, community organizations, and federally funded centers for educational reform should be called on to include Service Learning in their agenda.
- Both basic and applied research are needed to examine how Service Learning influences youth development, character and civic education, and skill and academic learning. Both multi-site longitudinal studies with long-term follow-ups and short-term assessments are needed, as is basic research on what fosters prosocial values and behavior, and civic engagement.

- The capabilities and scope of the infrastructure providing information about Service Learning on request should be enhanced. The Service Learning Clearinghouse (1-800-808-SERV) should be expanded to give callers, the most up-to-date guidelines and best-practices, in addition to abstracts and citations, and importantly, to provide curriculum examples, information about reflection, and specific articles detailing methods, legal matters, along with local referrals for training and technical assistance.

School Level

K-12 schools should be encouraged to:

- offer Service Learning as an after-school activity, given that this is a high-risk time of the day for young people, without restricting all Service Learning to after-school activities.
- experiment with block scheduling so as to permit more time for Service Learning activities within the school day. Although Service Learning can be done without such restructuring, longer blocks of time per class permit more extensive activities, and limiting it to after-school programs excludes students who must work after school or tend to family responsibilities.

Institutions of higher education should be encouraged to

- partner with K-12 schools to enable Service Learning undergraduates to serve in local schools, to help give K-12 students Service Learning opportunities.
- include training in Service Learning within their teacher education programs (and encourage teacher licensure programs to include such requirements).

Each school, college, and university should be encouraged to:

- work in collaboration with its students, teachers and staff to assess the needs of the local community and its existing capacities, to ensure that any services offered address genuine community needs and that students collaborate with the community.
- do a self-assessment to determine what service activities are ongoing in the school to build on these strengths by integrating the service into a curriculum with regular opportunities for reflection.
- identify a Service Learning coordinator who can help organize Service Learning activities within and outside the school.
- identify a professor or teacher in each grade or academic level (or field) already doing Service Learning or interested, as a faculty resource to be developed.
- partner with at least one community-based organization offering Service Learning in an “informal” (non-school-based) curriculum thoughtfully organized and including reflection. Such “informal” Service Learning that can be part of students’ ongoing education if educational institutions legitimize student participation academically.
- allocate time in the school day for teachers to prepare Service Learning activities, to meet with each other, and to collaborate with outside organizations.

II. Rationale

Acts of service are the dues we pay for living in a democracy.

Marian Wright Edelman

A. What is the Need and Why Service Learning?

Inspiring active participation among youth in their communities can strengthen individual communities, and by extension, the American community. Broadening the web of caring beyond the self, special interests, and one's own in-group can enable a wider and deeper commitment to prosocial aims. This proposal argues that a concrete means of facilitating this, and to revitalize civil society, can be found in citizen service, and particularly, Service Learning, as a national strategy for youth development (see Carnegie Council on Adolescent Development, 1989). It is a strategy defined largely in terms of character and civic education. It involves working together with others on equal footing toward the shared aim of contributing to the common good and can help engender a sense of community among youth, a crucial factor in youth development.

The sense of connection and belonging. Recent evidence shows that youth are vulnerable to high-risk behaviors when they experience a lack of connectedness within their communities (Blum & Rinehart, 1997). Correspondingly, the broader lack of connectedness among adults in our society--across socioeconomic divides--is often considered perilous because civic disengagement may indicate a fraying in the fabric of civil society (Bellah et al., 1985; Elshtain, 1995; Etzioni, 1983, 1993; Rifkin, 1995, 1996, 1997; Putnam, 1995a, 1995b). Studies of civic engagement vary in measures from surveys about voluntary participation in the community to voting (Chen, 1992; Verba, Scholzman, & Brady, 1995), and differences of opinion exist on the levels of civic disengagement (e.g., Lemann, 1996; Stengel, 1996; Youniss et al., 1997). Still, there are "warning signs of exhaustion, cynicism, opportunism, and despair" in American society (Elshtain, 1995), and a lack of civic engagement does not augur well for any democracy (e.g., Barber, 1984).

Active participation is required for democratic societies to thrive, and this makes policies designed to facilitate civic engagement of national interest. Service Learning is such a strategy. A vibrant civil society exists when people participate in civic and public affairs, and can identify shared values about the common good, while

celebrating diversity and individual freedom (e.g., Barber, 1992; Etzioni, 1993, 1997; Rifkin, 1995). This process is part of Service Learning and derives from its basis in experiential learning (e.g., Kendall & Associates, 1990). Active collaboration among students and teachers can be useful not only in education, but also in youth development, as suggested at least indirectly by the single, largest longitudinal research project on youth development to date (Blum & Rinehart, 1997; Resnick et al., 1997). The results clearly demonstrate that when adolescents experience a positive sense of connection--in their neighborhoods and schools, and of course in their families--they avoid risky health behaviors. When youth are disenfranchised and disengaged, they are more often involved in drug use and violence, have an earlier age of sexual debut, and experience more emotional distress (including suicidal ideation). Strong and positive social ties--not in gangs--constitute a powerful force for prevention (Connell, Aber, & Walker, 1993; Elliott, Wilson, Huizinga, Sampson, Elliott, & Rankin, 1996; Sampson, Raudenbush, Earls, 1997; National Research Council, 1993; Wilson, 1987, 1991), and the recent research on Service Learning described here shows that it promotes social connection and engagement.

Relationship-building and community-building. Positive relationships define the “social capital” youth need to thrive, and two distinct, complementary elements of social capital or “relationship capital” appear to exist (Briggs, 1997). Some positive relationships provide support, caring, and warmth, supporting this very basic human need (e.g., Andersen, Reznick, & Chen, 1997; Baumeister & Leary, 1995). Some relationships also help youth navigate the broader social world, with guidance, competence-building experiences, and networking skills for advancing, doing well in career preparation, and taking a step up.

The importance of “connectedness” suggested by recent evidence makes it clear that discovering ways to provide all youth, irrespective of family circumstance or income, the opportunity to work together with each other and with adults to build social capital is warranted. Positive relationships in communities make for greater collective efficacy (e.g., Sampson et al., 1997) and make communities work (Wilson, 1987, 1991). Youth benefit both from knowing “successful, upwardly mobile, mid-life adults” (Chalk & Phillips, 1996, p. 13), and from caring relationships with adults (Benard, 1995) and peers (McGuire & Weisz, 1982). Hands-on work with youth can make a difference in forming such relationships. By involving youth in collaboration and dialogue, so as to

assess community needs and capacities, and decide jointly on actions that might solve identified problems, youth can take leadership and effect change. This is the basis of capacity-building in communities (Kretzmann & McKnight, 1993; Henton, Melville, & Walesh, 1997) and in Service Learning (e.g., Stephens, 1995).

Increasingly, youth development efforts proceed in this way, emphasizing youth as “resources” so as to move beyond “deficit” to “capacity” models that enable youth to build on their strengths (Checkoway, 1994) and to become an engine for community renewal, in part by enhancing their civic engagement. If disengagement reflects not only lack of interest, but also lack of trust in others (Broder, 1997), in political/civic aspirations, and in leaders (Brehm & Rahn, 1997; Capella & Jamieson, 1997; Galston, 1996), then activities conducted within a capacity-building framework, such as Service Learning, can conceivably begin to address these matters.

Wherever one stands on issues of decline in civic participation, there is agreement that social capital among youth is imperative, and depends on the quality of relationships (e.g., Briggs, 1997; Chalk & Phillips, 1996; Wilson, 1987; 1991). Social capital can also be conceived in terms of emotional intelligence--the capacity to relate to others sensitively and competently (Goleman, 1995; Salovey & Mayer, 1990; see also Cantor & Kilhstrom, 1987). As such, social capital is multidimensional, but clearly based on relationships (Kretzmann & McKnight, 1993), an assumption that makes sense in communitarian terms (Etzioni, 1993, 1996; Sandel, 1996).

Overcoming intergroup barriers. Capacity-building among youth is of special value when intergroup tensions--based on divisions such as race or ethnicity, socioeconomic status, gang membership, or other differences--because it can bring people together toward common goals. In social-psychological research on intergroup relations and social identity, it is well known that identifying with a particular in-group leads to stereotyping out-group members (e.g., Brewer, 1979; Mackie & Hamilton, 1993; Ruscher & Fiske, 1993). So, when people define themselves more globally--in a way that includes out-group members in their social identity--this broadened collective identity decreases their tendency to stereotype and increases their sense of social “justice” (Brewer, 1996; Gaertner, Dovidio, Anastasio, Bachman, & Rust, 1993; Marcus-Newhall, Miller, Holtz, & Brewer, 1993; Huo, Smith, Tyler, & Lind, 1996). Identifying with a larger community thus has “healing” properties, and Service Learning permits this, by enabling youth to collaborate with each other and with adults.

Conceived in terms of race relations, we have long known that busing youth to integrate schools does not ensure that shared activities are pursued or friendships forged across racial lines (Brewer & Miller, 1984; Hewstone, 1986; Pettigrew, in press-1998). Very often there is voluntary social segregation in schools (Dent, 1993; Tatum, 1997), as elsewhere in society (e.g., Shipler, 1997). However, when activities explicitly enable youth--and adults--to work together cooperatively across intergroup boundaries, this can heal tensions (Hawley & Jackson, 1995; Heath & McLaughlin, 1993; Slavin & Madden, 1979). Again, Service Learning does this.

In the following pages, research is reviewed showing that Service Learning fosters youth development--as assessed by a variety of indicators. At the outset, Service Learning is defined, and types of Service Learning considered. The comprehensive literature review follows. Some consideration is then given to the debate about voluntary or mandatory Service Learning. Then a national strategy for making Service Learning more widely available to youth throughout the nation--based on policies that support private-public partnerships--is presented.

Overall, the evidence justifies acting now to make Service Learning a central part of our national conversation on education, to build collaborations between educational institutions and communities, and to give all youth the opportunity to serve.

B. What is Service Learning?

Some basic definitions. Service Learning is a growing pedagogy that integrates community service into an organized curriculum that includes regular opportunities for personal reflection. **In Service Learning:**

- youth are encouraged to take the lead
- in responding to genuine community needs
- through service that is integrated into a thoughtfully organized curriculum
- and accompanied by regular opportunities for personal reflection

There is more to be said about guidelines, addressed in detail later, but these four basics in Service Learning are widely shared (derived from ASLER and Wingspread Guidelines; ASLER, 1993; Honnet & Poulsen, 1989; see also Cairn & Kielsmeier, 1995; Clark, 1993; Gulati-Partee & Finger, 1996; Kielsmeier, 1997; Kinsley, 1997; Kinsley & McPherson, 1995; Jacoby, 1996; Totten & Pedersen, 1997). Service Learning invites children and

youth to work together and with adults to serve within their own school (or another school) by tutoring or peer-mentoring, or in the broader community by working in environmental settings, food banks, community or senior centers. It offers the opportunity to serve, giving youth the sense that they can make a difference by using what they have learned (Kendall & Associates, 1990; Kennedy, 1991; Sagawa & Halperin, 1993; Wofford, 1994).

There are many inspiring anecdotes that have built up around Service Learning over recent years, and the research has now begun to catch up. Although more research is always needed, the existing evidence in support of Service Learning is compelling. Service Learning is not a silver bullet. It is a targeted and effective strategy for youth development that builds on the strengths of youth in the context of education and service.

Service Learning involves regular opportunities for reflection. Reflection is basic to Service Learning both because of its relevance to the curriculum into which the service is integrated and because it is personal, giving students the opportunity to think and write and talk about what they have learned. It also allows students to express their personal feelings about the difficult conditions they have observed (e.g., homelessness) and to try to understand them. When students share their experiences with others, in small, informal groups, much of the real learning in Service Learning takes place (Cunningham, 1996; Genzer & Finger, 1996; Hatcher & Bringle, 1996; Harvey, 1996; National Helper's Network, 1991; Silcox, 1993; Toole & Toole, 1995; Wells, 1997). One-to-one reflection may also occur, so that youth less likely to speak in a group are able to communicate with another participant. Journal-writing is also an option. Importantly, reflection enables students think through how to improve their efforts to serve, to better address community needs, and to use existing community and school resources more wisely. This involves active negotiating, planning, and evaluating. It also helps students better understand curricular materials, solidifying learning.

Reflection also helps establish new relationships between Service Learning students, and with adults and staff--because of its honest, supportive, collaborative nature. Indeed, a major aim of reflection is to foster caring relationships while serving the community competently (National Helper's Network, 1991). Such open dialogue can facilitate greater caring (e.g., Noddings, 1994; Tatum, 1992) because it requires respectful listening and the expression of one's own perceptions and feelings, which can be transformative (see Tirozzi & Uro, 1997). It is

practice in the art caring, which is likely contribute to emotional intelligence, youth resilience, and social capital (Benard, 1995; Briggs, 1997; Bullard, 1996; Duvall, 1994; Noddings, 1988; Goleman, 1995; Rutter, 1987).

Ideally, reflection includes participants from a variety of racial, ethnic, and socioeconomic backgrounds, so that it reduces barriers and builds bonds between students who might not otherwise engage in dialogue, nor see commonalities, because they are from different backgrounds and/or because of prejudice. When students come to “identify with” the act of being of service, thus becoming closer to others also serving, as well as with those served, they become more likely to engage in perspective-taking and experience an enhanced sense of connection with others. Meaningful communication between students about their effort to make a difference also increases social discourse on service at this micro-level, paving the way for more broad-based civic dialogue over time.

Of course, there are different levels at which reflection can be implemented--after the service, both before and after the service, or systematically throughout the service including before and after. Reflection in advance is important because it allows students to assess community needs, along with community capacities, so that they can actively design and implement services in the context of their curriculum. Without reflection in advance, this is not possible. Reflection throughout offers the opportunity to air concerns and make service corrections mid-stream. Reflection afterward enables greater understanding and closure, and celebration of achievements.

Service Learning is integrated into an organized curriculum. Service Learning is designed to enrich a curriculum, to make the curriculum relevant, and thus to support the academic knowledge acquired in the curriculum, while learning real-world skills. In Service Learning, students “learn by doing,” building new competencies and sometimes even learning marketable expertise, which makes Service Learning resemble school-to-work and internship programs, that is, when focused on service and including a curricular and reflection basis (Gomez, 1996; Silcox, 1995; see also Rifkin, 1997). Because Service Learning is designed to make didactic material relevant to solving real-world problems, the curriculum component is essential. Service Learning taps higher order problem-solving skills, helping children and youth to use their knowledge in new ways, and supports the curriculum by involving the “whole student” in the learning process with all his or her senses.

The curriculum component of Service Learning is what gives Service Learning meaning for students--

helping to ensure that students are not simply logging in community service hours or filling a gap in their resume. It shows how service relates to learning and suggests ways to use knowledge gained to address social problems. Conceptions of Service Learning have evolved over more than a decade (Kendall & Associates, 1990) and continue to do so (e.g., Dugan, 1997), but a relevant and organized curriculum integration is essential. Numerous curriculum examples are available at all grade and academic levels (e.g., Cairn & Coble, 1993; Cairn & Kielsmeier, 1995; Cofer, 1997; Developmental Studies Center, 1996; Kinsley & McPherson, 1995; Jacoby, 1996; LaPlante & Kinsley, 1994; Lewis, 1994 National Helper's Network, 1995; National Youth Leadership Council, 1994; Stephens, 1995; Totten & Pedersen, 1997), suggesting excellent practices for all ages based on a wide variety of service activities. And new curricular examples continue to become available.

Some other distinctions. Service Learning:

- is not simply community service
- is used "formally" in schools, colleges, and universities
- is also be used "informally" in community-based organizations
- invokes an atmosphere in which everyone is a learner and a beneficiary
- is *neither* the "privileged" helping the poor *nor* the "poor" repaying a societal debt
- is social responsibility *for all* regardless of socioeconomic background
- need not be mandatory in education, but may be available as an opportunity

In the latter vein, it has even been argued that Service Learning is an exercise in civic participation and liberty (Barber, 1992). When multiple options for Service Learning activities are available, or when the experience is entirely voluntary, so that children and youth (and their parents) are able to opt out, there is little basis for worry about concerns such as "forced servitude." Critics of Service Learning have clearly raised these issues, and poorly implemented Service Learning efforts should be improved so as to emphasize active student decision-making and collaboration (with parental and community voices heard as well). But the language of "forced servitude" flies in the face of basic definitions of Service Learning and thus should not be problematic. More appears on the debate concerning Service Learning requirements vs. options in subsequent pages, but

suffice it to say for now that proper implementation can resolve such concerns.

Importantly, Service Learning also involves mutual exchange between “helper” and “recipient,” as noted, enabling students of all ages to see that they have much to learn from each other and from working together in real-world situations with people in difficult circumstances and trying to make a difference—with the guidance and encouragement of teachers, professors, and staff. The emphasis on mutual exchange is especially crucial in the relationship between the Service Learning student and those served. To ensure that the service is responsive to a real community need, members of the community must be asked about their own needs, and the services tailored accordingly. The strengths and special capacities of those served, which they might want to contribute as well, also are important to identify. A crucial factor is to determine whether or not a given service is wanted so as to make sure to address a genuine need. Of course, service must also be delivered with caring and respect for the dignity of those served, and a similar caring and respect is encouraged between teachers and students, staff and students, teachers and staff, and so on.

When mutual exchange is present in Service Learning, its positive outcomes are more likely to occur (see Scales & Blyth, 1997). When those served are respected and their own capacities acknowledged, a collaborative atmosphere emerges in which everyone is a learner and everyone a beneficiary (see Ayers & Ray, 1995), a matter captured well by an Australian Aboriginal woman (cited in Weah & Wegner, 1997), “If you are coming over to help me, don’t bother. But if you’re coming over because you think your liberation is bound up with mine, let’s work together.” Students must bring an attitude of mutual respect to the tasks of Service Learning, and build trust among themselves, as well as with educators and staff, and with those served (Ayers & Ray, 1995).

Of course, people can serve their communities at any age, and there are numerous pathways for serving, with Service Learning only one such pathway. It could, however, become the most accessible pathway of all—if it were to be made available as an option to every student in every grade and academic level throughout American schooling, as integral both to K-12 and to higher education.

C. Examples of Service Learning

Service Learning can involve service in the broader community, in the student's own school or in another

school. Either way, it is integrated into a curriculum with reflection. There are numerous curricular examples, as noted, as well as numerous possible service activities (e.g., Lewis, 1991, 1995).

Tutoring. Ongoing problems in schools and communities can interfere with teachers' ability to gain and keep students' attention, to move beyond discipline problems, and to provide kids with the one-to-one experience most useful especially in teaching reading. One-to-one attention is needed in learning to read, and especially if a child is not read to at home and does not read (or try to read) at home, this is needed elsewhere. Older students can tutor younger ones as Service Learning tutors--in reading, in math, in computer literacy, or another subject area. The special attention they receive can motivate children to participate more actively in their own learning, often simply because they like being with an older student (Developmental Studies Center, 1996). It can also invoke interest, effort, and persistence, as well as success, rewarding for the Service Learning student as well.

Service Learning students as tutors for younger children hold special promise because they can address educational deficits and act as role-models for young children at the same time, showing that it is "cool" to know things and to be academically successful (Raspberry, 1997a). Experience with older students as tutors may also suggest to those tutored that it is "cool" to make a contribution to another person's life. The experience is clearly mutual. Teaching is often the best way to learn, so tutors gain in this way as well. Tutoring in reading can obviously be incorporated into English courses or a variety of other courses, while tutoring in computer literacy can be part of science and computer science, and math tutoring part of arithmetic, algebra, or geometry (Stephens, 1995). Of course, tutoring can also be part of an "informal" curriculum coordinated by a community-based organization. As with much Service Learning, it can take place either during the school day or in after-school programs, a crucial gap for many students (Carnegie Council on Adolescent Development, 1992; Inlong, 1998), and may take place on school grounds or elsewhere.

Given that there is an ongoing national literacy campaign involving reading tutors, another involving computer and technology literacy, and a still another initiative in mathematics education, these initiatives can provide a framework for involving large numbers of youth, trained as tutors in Service Learning, to participate in addressing these pressing needs, while reaping benefits for their own education and development as well.

Importantly, Service Learning in the form of tutoring, can be of special value in helping others to learn reading, math, and computers because of the one-to-one attention often needed in learning each of these skills. In learning to read, in particular, evidence suggests that a crucial element is being read to and reading aloud oneself with another person who is a skilled reader (MacIver, Reuman, & Main, 1995)--who helps in pronouncing words, in grasping meaning, and in practicing reading (National Research Council, 1998). Service Learning, informed by this knowledge, thus offers a viable vehicle for these tutoring initiatives.

Peer-mentoring. Peer-mentoring or "buddy" programs, in which older kids are "buddies" to younger ones, provide younger kids with an enhanced sense of connection with another person who can become significant to them, who is available to talk to, learn from, and build a relationship with (Developmental Studies Center, 1996; National Helper's Network, 1995; Switzer, Simmons, Dew, Regalski, & Wang, 1995). Younger children usually feel honored to spend time with older ones, making participation feel like a privilege, so long as the attitude of the buddy is not condescending, and the buddy sees the younger student as being on equal footing. Pairing younger kids with older ones can help younger kids feel less alienated, building a sense of belonging and trust. Older kids, too, often feel honored to be asked to help out with someone younger, which can be empowering and competence-building, and can have a pivotal impact on what older kids come to believe matters to them. There can also be learning components to buddy systems, as in reading play or math play or other games, while retaining the emphasis on connection and caring rather than on teaching. Peer-mentoring can be integrated into social studies, civics, history, and psychology, or into a curriculum at a community-based organization. And to the degree that peer-mentoring involves some tutoring, or vice versa, a dual purpose may be served by either.

Environmental projects. There are numerous examples of Service Learning activities that can take place in the broader community. For example, environmental conservation projects may be undertaken in parks, environmental work sites, animal-protection centers, or recycling centers; and neighborhoods and school grounds can also be beautified with clean-ups, gardens planted, and so on. These activities can be integrated into general science, biology, chemistry, or environmental science courses, or into a curriculum in a community-based organization on principles of conservation, recycling, reducing environmental toxicity, and clean-up.

Social service projects. A variety of social service activities can take place in the broader community, in social service agencies or elsewhere, such as community centers, senior centers, day-care centers, day treatment centers, food distribution centers for the homeless or homebound, and community policing centers. Again, neighborhoods and school grounds can be beautified. These activities can be integrated into social studies, civics, American history, psychology, or sociology courses, or into a variety of curricula in a community-based organization, focusing for example on growing old or on homelessness.

D. What Does Service Learning Accomplish?

Service Learning offers a concrete strategy for youth development, conceived in terms of central elements of both character and civic education. Even though the fields of Service Learning, character education, civic education, and youth development are distinct, Service Learning facilitates character education (Institute for Global Ethics, 1996; see also Berman et al., 1997; Boston, in press-1998) as well as civic education (Boston, 1997; Clark, 1993; Brandell & Hinck, 1997; Youniss & Yates, 1997), and should thus be a prominent part of conversations in these fields, as in youth development, where increasingly it is (National Research Council, 1997).

Persuasive research findings have amassed on Service Learning from three major, national studies (Astin & Sax, in press-1998; Eyler, Giles, & Braxton, 1997; Melchior, 1997; see also previous reviews Alt & Medrich, 1994; Conrad & Hedin, 1982; Scales & Blyth, 1997), which show, along with other studies, that Service Learning is associated with significant pre-test/post-test increases in:

- ◆Civic Engagement
- ◆The Ethic of Service
- ◆Civic Attitudes
- ◆Social Connection
- ◆Acceptance of Diversity
- ◆Competence/Self-Esteem
- ◆Protection against Risky Behavior
- ◆Academic Achievement

Research on the effects of Service Learning, of course, is not about testing individual student achievement to determine course grades or other academic decisions. The research is done at the aggregate level and provides evidence about what impact this teaching and learning strategy tends to have. As in any research, participants are free to choose not to participate (with parental consent required for minors), and participants' responses are confidential or anonymous. The point of reviewing research on the effects of Service Learning, as an educational strategy, is to present the case that it facilitates youth development in ways widely held to be desirable while doing no harm to student achievement. Reports of such findings have no implications for how achievement standards should be set or for how student testing should proceed, nationally or locally. Hence, the argument that policies should be supported that increase Service Learning opportunities for students should not be embroiled in debates about national educational standards, a matter thoroughly enmeshed with national testing (Ravitch, 1995).

Of course, existing research is still fairly new and has its limitations. For example, even though Service Learning clearly involves curriculum and reflection components, and a more sustained and concerted service effort than a one-shot deal of a few hours (Danzig & Stanton, 1983), quality of implementation is not often included as a measure in research designs. For obvious reasons, all research also makes use of self-report instruments because such measures provide the most straightforward way of tapping effects of interest. Continued research is needed, especially focused on well-implemented Service Learning, on experiments that randomly assign students to Service Learning or to other pedagogical approaches within the same (or comparable) courses, and on large-scale longitudinal studies. Nonetheless, the existing evidence is quantitative and impressive.

First, the nature of each of the three national, longitudinal studies is described in brief:

The Brandeis study (Melchior, 1997) focused on middle schools and high schools, and 17 sites chosen because Service Learning at these sites was well-implemented. It had been in operation for more than one year, was integrated into the curriculum, and was accompanied by reflection. The sites were 10 high schools and 7 middle schools representing urban, suburban, and rural communities, while 4 sites featured at-risk youth. Approximately 1,000 Service Learning and comparison students completed both pre-test and post-test measures (with most developed by the Search Institute in Minneapolis), and the service included more than 60 hours of

service per semester. All effects reported held for male and female participants, for white and minority students, and for at-risk, educationally disadvantaged, and economically disadvantaged students, as well as for their more privileged counterparts. The study found no negative impacts and demonstrated positive impacts reflecting nearly every one of the effects of Service Learning just noted, as indicated in the interim report (Melchior, 1997).

There are two national studies in higher education. The Vanderbilt study (Eyler et al., 1997) involved 20 colleges and universities and over 1500 students in a variety of geographical locations in both private and public universities and also small, liberal arts colleges. All Service Learning was directly integrated into a course curriculum in an Arts & Science course rather than being part of an internship, fieldwork, or professional school course (although these forms were also studied). Service Learning students chose this option ($n = 616$) and were compared on pre-test and post-test measures with control students who elected a different option. Effects emerged for what the authors termed citizenship confidence, values, and skills, and perceptions of social justice, all characterized below within the relevant section.

The other national study in higher education, the UCLA study (Astin & Sax, in press-1998; Sax et al., 1996), involved 42 sites and over 2,300 students participating in some kind of community service (including over 470 explicitly identified by their institutions as participating in Service Learning), and a comparison sample of over 1,100 nonparticipants. No procedure was used to gauge how well the Service Learning *per se* was implemented, leaving students doing free-standing community service, rather than curriculum-integrated service, in the Service Learning sample. Hence, this "noise" in the evaluation is compromising, but the advantage is the large number of sites and students.

To provide a sense of the range of all the studies to be reviewed, the table presented next classifies them by their type and scope. The studies are divided into national surveys, smaller scale surveys, and smaller-scale experiments as well as according to the educational level of the students involved--middle/high school and higher education. Certain unique advantages of the smaller-scale surveys and experiments account for their inclusion.

	MIDDLE SCHOOL/HIGH SCHOOL	COLLEGE/UNIVERSITY
LARGE SCALE SURVEYS	➤ Melchior (1997): "<u>Brandeis Study</u>" ➤ Follman & Muldoon (1997): Florida Public Schools ➤ Philliber & Allen (1992): Teen Outreach ➤ Rutter & Newmann (1989) ➤ Conrad & Hedin (1982) ➤ Cohen, Kulik, & Kulik (1982) ➤ Youniss, McLellan, & Yates (1997)	➤ Eyler, Giles, & Braxton (1997): "<u>Vanderbilt Study</u>" ➤ Astin & Sax (in press) and Sax et al. (1996): <u>UCLA Study</u>" ➤ Sax & Alexander (1997)
SINGLE OR MULTIPLE COURSE SURVEYS	➤ Calabrese & Schumer (1986) ➤ Cognition & Sprinthall (1978)	➤ Myers-Lipton (1996) ➤ Myers-Lipton (1996/1997) ➤ Giles & Eyler (1994) ➤ Yates & Youniss (1996) ➤ Batchelder & Root (1994) ➤ Cohen & Kinsey (1994) ➤ Eyler & Halteman (1981)
SINGLE OR MULTIPLE COURSE EXPERIMENTS	➤ Hamilton & Zeldin (1987) ➤ Switzer, Simmons, Dew, Regalski, & Wang (1995)	➤ Markus, Howard, & King (1993) ➤ Boss (1994)

And now, the findings:

Engaging youth with their communities. Civic engagement is of the essence in youth development, as discussed, and if Service Learning is a strategy for youth development, it should enhance civic engagement. It conveys that each student is valued and has something to offer, and should counteract powerlessness (Kennedy, 1991). The oft quoted statement of Martin Luther King, "everyone is great because everyone can serve," is a call to service as civic engagement (Schine & Halsted, 1997).

In the Brandeis study in middle schools and high schools, Service Learning students showed enhanced *civic efficacy* or engagement in terms of their *self-reports of community service leadership* (Melchior, 1997). Compared with students not participating, they showed pre-test/post-test increases in self-reported agreement with items on this measure such as, "I believe that I personally can make a difference in my community," "I enjoy doing something that will benefit others in the community," and "I am aware of needs in my community that I can do something about." Thus, the study shows that Service Learning among middle and high schoolers is associated with increased civic engagement. The strength of the study is its multi-site, national focus. Its weakness is that it is correlational, meaning that the effects of self-selecting into Service Learning courses cannot be fully accounted for or ruled out, thus requiring caution in drawing conclusions. On the other hand, for many student participants, they had little explicit choice about participating because Service Learning was simply the process of teaching and learning their teacher had chosen, a fact that mitigates self-selection problems to an extent, as does taking pre-existing differences between groups into account in analyses.

The Vanderbilt study in higher education (Eyler et al., 1994) provides strong support for increased *civic efficacy*. The study found significant pre-test/post-test increases among Service Learning students, relative to control students, in *ratings of their personal efficacy in influencing community issues*, and *ratings of the community's capacity to solve its own problems*. Relative to control students, they also showed significant increases in their *ratings of the value they placed on trying to influence policy*, and in their *ratings of their belief that societal problems can be changed by public policy*.

Similarly, the UCLA study in higher education (Sax et al., 1996) indicated significant results for *civic*

engagement (Astin & Sax, in press-1998; Sax et al., 1996). Service Learning students, as compared with nonparticipants, showed significant increases in their *reports of commitment to influencing the political structure of society and social values*. They also reported more disagreement with the statement: "Realistically, an individual can do little to change society," and *reported enhanced leadership ability* as well. Both higher education studies again involved self-selection and thus pose interpretational challenges, even with pre-test differences controlled statistically, because this does not rule out all potential causes. Still, the expanse of the studies and their comparable findings make them compelling.

Rectifying self-selection problems, one of the few experimental studies in the field randomly assigned high school students to Service Learning or not, via a placement in a local government office for one semester (Hamilton & Zeldin, 1987). Random assignment allowed definitive conclusions about causal impact, and the results indicated significant increases in their *self-reported competence in doing political work*, their *self-reports of respect for government*, and their *self-reported belief that government is responsive to people's needs*. Analyses controlled for a variety of pre-test differences that may have survived the random assignment, and the data thus make it clear that increases in *political efficacy* did result from this Service Learning. Also, the students permitted to ask questions of their sponsors during legislative sessions in the government settings in which they were placed reported deriving more from their experience, suggesting a special role for being actively engaged in the service experience. Although the "content" of the service in a government setting may in itself have changed attitudes about government, the effects are impressive, and demonstrate enhanced civic engagement.

In another experimental study, this time in higher education (Markus, Howard, & King, 1993; see also Alt & Medrich, 1994), undergraduates in a political science class were randomly assigned to a section of the course in which they participated in 20 hours of community service or not, in one of a variety of settings. Results showed that these students, relative to nonparticipating students in the same class, were more likely to *report crediting the course with increasing their sense of political efficacy and with leading them to believe they can make a difference in the world*. Random assignment again allows the causal conclusion to be drawn that Service Learning produced the effect, and the numerous service options available to students in this study de-couples the

effect of increased *political efficacy* from placement in a government setting.

A related study in higher education required a fieldwork placement as for all students, although all were social-service majors and self-selected in this sense (Giles & Eyler, 1994). The results showed significant pre-test/post-test increases in these students *self-reported belief people can make a difference in society*, that is, in their *civic or political efficacy*. They also showed significantly higher *ratings of the importance of influencing politics* and *ratings of aspiring to become a community leader*. Finally, they showed significant increases in their *self-reported belief that community involvement is important and that all people should get involved*. The study used no control group, nor sophisticated analyses; it did, however, require Service Learning, allowing stronger conclusions in this sense, except for the social-service-major sample.

In a different kind of study, using a quasi-experimental design (Calabrese & Schumer, 1986), 9th graders with behavioral problems were randomly assigned to a condition in which they participated in community service for 10 weeks or not, and then if they did, were allowed to "decide" to continue the service for another 10 weeks (or not). The results showed that students who continued their service showed significant decreases in their *self-reports of social alienation* relative to nonparticipating students, who actually showed slight increases in social alienation. The "choice factor" made the design quasi-experimental and less than ideal because continuing students were this much more committed already. Still, the results are provocative.

A recent literature review examined a set of long-term, longitudinal studies to determine how service involvement is related to civic participation later in life. Although not specific to Service Learning, the study concluded that high school students who took part in community service (or school governance) were more likely than nonparticipants to be *engaged in community organizations and in voting 15 (or more) years later* (Youniss, McLellan, & Yates, 1997). Self-selection effects prevent firm conclusions, but this evidence makes it clear that youth engagement does differentiate adults in terms of civic engagement, a provocative finding indeed.

Inspiring students to take responsibility and to work together in a self-disciplined way to find solutions to social and environmental problems that they are able to identify, helps them to find their "voice" and to become active in their own learning. When youth feel personally invested in this way, it allows them to identify with their

experiences, internalize them (see Deci, 1995; Deci & Ryan, 1986), and achieve positive outcomes in so doing. Indeed, the greatest benefits accrue from Service Learning when a sense of connection with others is balanced with support for individual autonomy (e.g., Allen et al., 1994), making each participant's "voice" crucial (Kielsmeier, 1997; see also Chalk & Phillips, 1996; Pittman, 1991).

Developing the ethic of service. Service Learning also appears to provide a superb vehicle for promoting the ethic of service (Coles, 1993). The ethic of contributing to the common good--one's own community, the broader human community, the global environment--involves caring enough about everyone's survival that it serves others across intergroup boundaries. It involves the ethic of caring about others (Noddings, 1988; see also Benard, 1995), and the basic human need for human connection (Andersen et al., 1997). It also involves a commitment to service and volunteerism that is potentially lifelong (Conrad & Hedin, 1982; Melchior, 1997; Youniss et al., 1997).

The Brandeis study in middle and high schools showed that among Service Learning students *over 90% reported believing students should be encouraged to participate in community service (although not required), and also believing that they had been able to be helpful in their communities* (Melchior, 1997). These students *reported being 30% more likely to do volunteer work over 6 months, providing 2 to 6 times more volunteer hours* than nonparticipants (an average of 100 hours vs. 37.5 hours). Hence, participation in Service Learning appears to encourage voluntary service. In addition, the measure of community service leadership, described previously in discussing civic engagement, included an item that directly assessed the *ethic of service*, "*I am committed to community service both now and later in life.*" The item was not analyzed separately, but the overall measure revealed a significant impact.

An early study in 27 school-based programs also suggested that Service Learning is associated with *increased reports of interest in volunteerism in the future* (Conrad & Hedin, 1982). In addition, the evidence already described showing that voluntary service in high school *predicts actual community involvement 15 years later* (Youniss et al., 1997) suggests that such activities may well engender a service ethic. Although self-selection is again a problem, the results do converge.

The Vanderbilt study in higher education (Eyler et al., 1997) provides similar evidence. Analyses controlling for pre-test measures clearly showed that Service Learning undergraduates were significantly more likely than control students to *report that citizens should volunteer in community service* and even to *report that service should be a requirement in school*. Relative to control students, they also *reported placing increased personal value on volunteering and also on having a career that involves helping others*, covarying out pre-test differences. Hence, although self-selection warrants caution, the data show increases in the ethic of service.

The UCLA study in higher education (Astin & Sax, in press-1998; Sax et al., 1996) also supports this conclusion. At post-test, participating students showed significantly more *reported commitment to helping others in difficulty, to participating in community action programs, and to being involved in environmental clean-up activities*, while controlling pre-test differences.

In a small-scale study (without a control group; Giles & Eyler, 1994), college students engaged in service in a fieldwork requirement for their social-service major and were significantly more likely at post-test than at pre-test to *report the intention to do volunteer work the following semester*.

Importantly, this finding was replicated in a nationwide, long-term, longitudinal study of than 12,000 college freshmen beginning in 1985 (see Sax & Alexander, 1997), following up with them when they were seniors in 1989, and again 5 years later in 1994. The results showed that community service participation as an undergraduate strongly predicted *reports of activism and volunteerism in the 5 years following graduation*, even when statistically controlling freshman-year predispositions toward service. Although self-selection can be problematic even when statistically controlling pre-test indices, the weight of the evidence showing an enhanced *ethic of service* is compelling.

An experimental study (Markus et al., 1993) in which college students were randomly assigned to Service Learning or to a control condition, showed significant pre-test/post-test increases (relative to controls) in *the value students reported placing on pursuing a career that helps others, and on volunteering to help people in need*. It also showed significant increases in their *reported belief that adults should give some time for good of their community or country*, and in their *report of crediting their Service Learning course for strengthening their*

intention to contribute to charities and to serve others in need. The experimental design demonstrates definitively that Service Learning can cause students to develop an *ethic of service*.

Enhancing civic attitudes. Socializing citizenship values is at the basis of civic education (McLeod, Horowitz, & Evaland, 1995), and Service Learning appears to facilitate such values. Service Learning may foster civic values in part because it relies heavily on active learning (Barnett, 1996; Finken, 1996; Morse, 1996; Tyler, 1990). It introduces students to a participatory form of education, in which they learn through experience (Clark, 1993; Gulati-Partee & Finger, 1996; Kendall & Associates, 1990; Kinsley & McPherson, 1995). Students guide their own learning, work cooperatively with others, problem-solve, negotiate mutually acceptable solutions, resolve conflicts peacefully, make joint decisions, and take action, in teamwork--all basic skills needed in democratic affairs (Quigley, 1997; Tyack, 1997; Hart, 1989; MacLeod, Horowitz, & Evaland, 1995; see also Center for Civic Education, 1994). Of course, a social action model of civic education does not provide the only viable definition. But working together in cooperative efforts that are mutually defined by students is part of well-implemented Service Learning and has clear relevance to civic education, even if democratic processes do not appear to students to characterize the school at large. Such cooperative activity also happens to be part of effective functioning in workplaces, and it is of value in this respect as well (on vocational Service Learning, see Gomez, 1996; Silcox, 1995). Of central interest here, a core element of civic attitudes is social responsibility (Banaszak, Hartoonian, Leming, 1997; Brandell & Hinck, 1997; Derringer & Kattf, 1997; Kielsmeier, 1997; Kurtzburg & Fougner, 1997; Youniss et al, 1997), and the data suggest this is facilitated by Service Learning.

The Brandeis study in middle and high schools (Melchior, 1997) clearly shows enhanced civic attitudes in terms of a *self-report measure of personal and social responsibility*. The measure included a variety of items involving helping other people in need, protecting the environment (e.g., recycling), and being aware of and active in school, community, and state issues. Respondents indicated how responsible they felt--and also how everyone should feel--to engage in relevant actions. Participating students showed positive, statistically significant pre-test/post-test increases, relative to nonparticipants, in their *reported perceptions of personal and social responsibility*. This same measure, originally developed and used in research on 27 school-based programs,

yielded the same results in this earlier research (Conrad & Hedin, 1982). The authors of a recent literature review--showing that service in high school continues 15 years into adulthood--have in fact interpreted this evidence as suggesting that the experience promotes *the construction of "civic identity,"* a sense of a duty to take part in civic affairs (Youniss et al., 1997). In another early study of 8 school-based community service initiatives (Rutter & Newmann, 1989), the findings indicated that increases in civic responsibility do not always occur, but when they do, the process of reflection tends to be key. Of course, self-selection effects again warrants caution.

In the Vanderbilt study in higher education (Eyler et al., 1997), the evidence similarly shows increased civic attitudes and values. Students in Service Learning courses showed significant pre-test/post-test increases, relative to nonparticipants, in their *reported skills in political participation and in issue-identification*, even when controlling pre-test indices. These students also became more likely to *report attributing social problems to systemic factors*.

The UCLA higher education study (Astin & Sax, in press-1998; Sax et al., 1996) yielded the same kinds of findings. After serving, students were significantly more likely than nonparticipants to *report changes during college in their understanding of community problems and the nation's problems, in their ability to work cooperatively with others, and in their skills in conflict resolution and in thinking critically*. Thus, increases in civic values have been quite clearly demonstrated, although self-selection effects again argue for caution.

In an experiment with college students (Markus et al., 1993), students randomly assigned to Service Learning were significantly more likely than were control students to *report crediting the course for heightening their sense of social responsibility--e.g., their belief that helping those in need is one's social responsibility*. These students were also significantly more than control students to *report having reconsidered their own values and attitudes during the course, and acquired greater awareness of society's problems*. In an experiment with high school students (Hamilton & Zeldin, 1987), students assigned to Service Learning in a government office, relative to controls, showed significantly higher *reports of impact on their knowledge of local government* (although the explicit content of their placement must be noted). This solid experimental evidence thus demonstrates that the experience can produce enhanced *civic attitudes and civic knowledge*.

A quasi-experimental study assessed intensive Service Learning in a small sample of college students, who did 6 hours of community service per week for two semesters over 2 years, integrated into 4 different academic courses, and used international understanding as an index of civic knowledge (Myers-Lipton, 1996/7). The results indicated significantly increased *scores on a self-report measure of international understanding* among Service Learning students relative to controls (engaged in volunteerism but no course work or in no service at all). The small sample and self-selection suggest caution, but there is again a clear association.

Cultivating a sense of social connection. The Brandeis study in middle and high schools (Melchior, 1997) showed that, among Service Learning students, *75% reported having developed at least one positive personal relationship* in their experience, generally with another student or with someone served. Moreover, *82% of the participating community organizations reported that community members developed more positive attitudes toward youth based on their work*. A smaller study involving 8 school-based service initiatives showed significant increases among participating students in their *ratings of the availability of opportunities for productive relationships and for feeling appreciated by others*, such as in being able to earn a child's trust (Rutter & Newmann, 1989). Significantly higher *ratings of perceived social competence* were also found. Overall, these data clearly highlight relationship building in Service Learning (Scales & Blyth, 1997). In fact, when students are asked about what was important to them in their Service Learning experiences, they often *cited particular relationships with people with whom they served* in identifying what had the most impact on them (Conrad & Hedin, 1989).

Importantly, the Vanderbilt study in higher education (Eyler et al., 1994) explicitly demonstrated that Service Learning students scored significant higher at post-test than at pre-test, relative to students not participating, in their *self-reports of having a sense of community connectedness, of their openness to multiple points of view, and of their belief that resolving social injustice in society should be a priority* (on a social justice measure), controlling for pre-test perceptions. They also showed significantly increased *scores on a self-report measure of perspective-taking*, that is, in the ability to place the self in the position of the other, as compared with control students. The UCLA study also showed significant increases in *reported social self-*

confidence (Sax et al., 1996). And, in an experiment in higher education (Markus et al., 1993), students randomly assigned to Service Learning, rather than to another pedagogy, were significantly more likely to *report crediting the class for increasing their orientation toward others and away from the self*. Given random assignment in the latter study, Service Learning can clearly produce enhanced social connectedness.

Indications are that perspective-taking goes hand in hand with empathy (e.g., Batson, 1991; Berman et al., 1997). Hence, the increases in perspective-taking in the Vanderbilt study, and related findings, may be suggestive of increased empathy based on Service Learning as well. And because empathy has been shown to mediate prosocial behavior (Batson, 1991), the results are even suggestive of increased prosocial behavior, although such claims exceed the present data. In one supportive study, however, college students in Service Learning courses were asked to write reflections--in response to hypothetical problems--which were then classified, using content-coding, on a variety of dimensions, and the results showed significant pre-test/post-test increases in *empathic reasoning scores* (Batchelder & Root, 1994). This finding corroborates perspective-taking evidence from the Vanderbilt study, among others, and draws the empathy link in Service Learning. In this study, students' written reflections also showed more *prosocial decision-making*, again based on content-coding. With all due caution as regards self-selection and the lack of a control group, this study provides support for an association between Service Learning and enhanced perspective-taking, empathy, and prosocial values.

Related evidence exists from a study of high school students participating in a course on community justice and working in a soup kitchen (as a requirement), who were also asked to write reflections, this time about their experiences. The essays were coded for the extent to which students linked their specific experiences to something beyond that reality (Yates & Youniss, 1996a). Although there was no control group, nearly 45% of *students' first written reflections dealt with those served as individuals rather than as stereotypes and referred to seeing themselves (and all people) as similar to those served*. In addition, pre-test/post-test changes indicated that students' written reflections dealt increasingly with *awareness of injustice in the other's situation and the need for social change*, leading the authors to conclude that the service involved acquiring a more nuanced (in the authors' terms, transcendent) interpretation of life events and circumstances, and an expanded social identity (or

“civic” identity) including these others. Indeed, one of the experiments in higher education (Markus et al., 1993) showed pre-test/post-test increases in participants, relative to controls, in *reports of the value they placed on working toward equal opportunity*, which provides experimental evidence that this kind of caring about others is enhanced by Service Learning participation.

In terms of perspective-taking, other research has suggested that children with better perspective-taking skills are more likely to have close friendships, as compared with those without such skills (McGuire & Weirs, 1982), implying that caring relationships among young people involve perspective-taking, which may be true in Service Learning as well, a matter worthy of continued research. Indeed, a small study of social-service majors in college--in a required Service Learning course (Giles & Eyler, 1994)--showed that nearly all participants, on an open-ended measure, *reported a personal involvement with a particular person (or various people) they served*. A related, quasi-experimental study, in which undergraduates were randomly assigned to Service Learning and then allowed to choose whether or not to continue it for a longer period (Calabrese & Schumer, 1986), also showed that longer-serving students were more likely to *report having formed new relationships with other students* in the process.

This research highlights relationships developed in Service Learning. It is important because research on character education in schools has shown that when the relationships youth experience in school lead them to perceive the school as a caring community--in which they feel cared for and appreciated--this mediates the increases in prosocial values that may emerge based on character-education interventions (Schaps, Battistich, & Solomon, 1997; Solomon, Watson, Battistich, Schaps, & Delucchi, 1992). This evidence shows the crucial role schools can play in offering caring environments for youth (see also Berman et al., 1997; Dieringer & Kattaf, 1997; Noddings, 1987, 1988), and supports evidence from large-scale longitudinal research showing that adolescents' sense of connectedness within school (and community and family) serves as a significant protective factor against risky behavior and emotional distress (Resnick et al., 1997).

The bulk of this research implies an increased collective identity among youth in Service Learning. Interestingly, basic research in social psychology has shown that forming broader, superordinate, social identities

that include “the other” reduces intergroup bias and facilitates a belief in social justice and the making of just decisions (Gaertner, Dovidio, Anastasio, Bachman, & Rust, 1993; Gaertner, Mann, Murrell, & Dovidio, 1989; Gaertner, Mann, Dovidio, Murrell, & Pomare, 1990; Huo et al, 1996). At its best, Service Learning fosters a caring community and new relationships (e.g., Calabrese & Schumer, 1986; Switzer et al., 1995)--with teachers, service professionals, community members, and other students. It offers youth new models of self-other relationships, likely to be central to character education (Berman et al., 1997; see also Andersen et al., 1997). It also makes use of some of the most powerful learning devices known to the behavioral sciences--learning by observation and learning by doing (Bandura, 1977, 1986), enabling it to be what teacher John Rugeberg refers to as “character education with feet.”

In this vein, an experiment in higher education addressing character education in terms of moral reasoning randomly assigned students to a Service Learning section of a philosophy course on ethics or to a different section taught by the same professor (Boss, 1994). The results showed significantly larger pre-test/post-test *advances in their level of moral reasoning* among participating students relative to comparison students. Among Service Learning students at post-test, *51% showed post-conventional, principled reasoning*, while the figure was 14% at pre-test for everyone. At post-test, the control group remained unchanged at 13%. This measure of post-conventional, principled reasoning taps both social justice and “caring” and is clearly prosocial. Change in moral reasoning among Service Learning students was significantly related to their class participation (reflection), whereas no such relationship emerged among control students. Random assignment in this design enables the definitive conclusion that Service Learning can produce advances in moral reasoning.

Fostering acceptance of diversity. A great deal of research on intergroup relations, prejudice, and stereotyping in social psychology shows that engaging in shared activities toward mutually valued ends breaks down group barriers, promoting shared understanding across racial, ethnic, and other divides (e.g., Brewer & Miller, 1984; Hewstone, 1986; Pettigrew, in press-1998). Research on how to diminish prejudice also indicates that mere “contact” between groups is not sufficient to break down barriers. However, working together on equal footing, cooperatively, toward mutually valued goals, can build respect and trust, as well as friendships and

amicable work relationships (Gaertner et al., 1989, 1990, 1993, 1994).

Working together cooperatively with people of differing faiths, ethnic ties or racial backgrounds can break down barriers (Slavin & Madden, 1979; see Hawley & Jackson, 1995), although this is not always easy because people of different backgrounds may have to work to identify shared values. But there are things all people have in common (minimally, their humanity), and this is especially possible to see in a given community or locale, and even in neighboring communities. Such themes can thus be identified, while differences in perspective are also aired with civility and respect. The reflection component of Service Learning, in particular, offers a prime opportunity for breaking down barriers in this way between students who might otherwise not have or use opportunities to share experiences with each other, and to experience commonalities as well as differences (Roberts-Weah, 1995; Sausjord, 1993; Toole & Toole, 1997). It can thus foster reductions in intergroup tensions (Sausjord, 1993; for related strategies, see Conard, 1988; Gabelko, 1988; Haugsby, 1991; Lynch, 1987; Pate, 1988; Reiken, 1952; Singh, 1991; Slavin & Madden, 1979; Sonnenschein, 1988; Sowell, 1990; Tatum, 1992).

The Brandeis study in middle schools and high schools has, in fact, demonstrated significant pre-test/post-test increases among participating students, relative to controls, in *scores on a self-report measure of acceptance of diversity* (Melchior, 1997). These students became less likely to agree with statements such as, "It bothers me if a teacher or classmate is different from me" and "I would rather not live near people of different races or ethnic groups." They also became more likely to agree with statements like, "I prefer to spend time with different types of people, not just people like me," and "I can learn a lot from people with backgrounds and experiences that are different from mine." Service Learning is thus significantly associated with increased acceptance of diversity, even though the oft-noted self-selection problem must be acknowledged.

The Vanderbilt study of higher education (Eyler et al., 1997) also indicated significant increases in *self reports of tolerance for others*, as part of a citizenship-skills assessment, controlling statistically for pretest differences. Corroborating this, the UCLA study in higher education (Astin & Sax, in press-1998; Sax et al., 1996) showed that participating students, relative to controls, *reported having changed more in college in their knowledge and acceptance of different races/cultures*. In addition, students generally (and inexplicably) showed

pre-test/post-test decreases in commitment to promoting racial understanding. Participating students, however, showed significantly smaller decreases on this measure.

A small-scale study of intensive Service Learning, integrating it into one course per semester for 2 years (for a total of 4 courses) (Myers-Lipton, 1996), showed significant pre-test/post-test declines in *self-reported prejudice on the widely used Modern Racism Scale* relative to control students. Again, an increase in prejudice scores was observed among students in two comparison groups. In conjunction with the UCLA study, these data suggest that higher education may not typically lead to reductions in racial prejudice (see Jackman & Muha, 1984), even though it does when pursued within a Service Learning framework. A smaller study involving a single college course supports this supposition by showing that among the participating students, *75% reported changing their views positively about the individuals they served*, and that many had negative preconceptions at the outset (Giles & Eyler, 1994). In fact, significant pre-test/post-test improvements occurred among participating students in *reported attitudes toward those served*. The study also indicated that these students *reported being less likely to blame those served for misfortunes and reported being more likely to attribute the misfortunes of those served to circumstance*. Although there was no control group in this study, the findings are quite provocative.

Importantly, an experiment that randomly assigned college students to Service Learning (or to an alternative pedagogy in the same class) showed that they were significantly more likely to *report crediting this class with heightening their tolerance for diversity* than were students assigned to the control condition (Markus et al., 1993). With self-selection overcome by random assignment, this study provides solid evidence that Service Learning can produce increased acceptance of diversity. Consistent with this, participating students also showed pre-test/post-test decreases in their *reports of making snap negative judgments about homeless people* (relative to controls), an example of increased understanding/tolerance across socioeconomic divides.

Of course, it may be possible to foster a wider collective spirit, as in service (Stanton, 1990), through other activities, such as theater or school band (e.g., Benning, 1997), or sports when characterized by fair play (Gough, 1997; see also Raspberry, 1997b), or any number of cooperative, team-based activities. Such activities

may foster acceptance of diversity especially when there is diversity among participants, based on the process of working with others cooperatively toward shared goals, a factor known to build bonds (Slavin & Madden, 1979), promote a common in-group identity (Gaertner, 1989, 1990, 1994) and mutual interdependence (Brewer, 1979, 1996; Fiske & Ruscher, 1993; Huo et al., 1996). The fact that Service Learning appears to foster a greater sense of community is relevant here as well (Eyler et al., 1997). For schools or communities that do not have this advantage, diversity in Service Learning can be achieved by partnering with another school or community-based organization that enables diversity in those doing the serving, and where feasible, in those served.

Diversity in work and reflection groups can have positive consequences under the right conditions for other reasons as well that are worth recognizing. It can empower minority youth, by beginning to break the presumed "success taboo" among some African American youth (especially males; Herbert, 1997). Recent evidence in social psychology relevant to this suggests that disadvantaged, stigmatized groups unwittingly internalize stereotyped conceptions of themselves in ways that have an impact on academic performance. They then dis-identify with activities in which they are alleged to be inferior (e.g., academics among African Americans, math among females), choosing not to invest their energies in these areas (Steele, 1997; Steele & Aronson, 1995). The process is not intractable because intergroup differences can be minimized in diverse work groups in which stereotyped individuals equal in talent to "advantaged" others can see "advantaged" others also having to work hard to achieve (Steele, 1992), which then eradicates performance differences. For youth who have dis-identified with school, Service Learning can make it relevant, by helping them to feel they have something to offer in their communities, and by putting them on equal footing with "advantaged" others as well.

On the other hand, studies of Service Learning that show increased acceptance of diversity did not necessarily involve such diversity in participants or in those served, and increased acceptance of diversity thus occurred even without such diversity (Melchior, 1997). This implies that the effect may emerge primarily on the basis of engaging in service, contributing to the common good cooperatively and reflecting on it, a process that may be sufficient to remind students of the common humanity of others and to show that everyone has something to offer. Of course, teachers and staff involved in such courses may make a point of enabling youth to discuss

cultural diversity openly, to honor, respect, and celebrate it, and special benefits may accrue from this as well (Ayers & Ray, 1995; Roberts-Weah, 1995; Sausjord, 1993; Toole & Toole, 1997; see also Tatum, 1992).

Developing competence/self-esteem and protecting against risky behaviors. Using standard measures of self-esteem and self-confidence, studies have suggested that participation in Service Learning is associated with greater increases in *scores on self-report self-esteem measures* (Conrad & Hedin, 1982; King, Walder, & Pavey, 1970; Newmann & Rutter, 1983; Tierney & Branch, 1992). Increased *reports of self-confidence* have also been observed based on service participation in studies of tutors for young children (Cognetta & Sprinthall, 1978; Conrad & Hedin, 1989; Hedin, 1987; although see Cohen, Kulik, & Kulik, 1982).

Supporting this proposition, at least in a limited way, an experimental study (directed by the National Center for Service Learning) randomly assigned junior high school students to Service Learning in which they served as "helpers" for the entire school year or to an alternative condition. Participating students served as tutors, companions at a senior center, or community helpers at a community organization. The results indicated that *participating boys* showed pre-test/post-test improvements *on measures of both self-esteem and depressive affect*, along with significant *reductions in problem behavior in school, such as skipping class, being sent to the principal's office or being suspended*. The authors attribute the *lack of findings for girls* to the high baseline consistency of altruism with girls' gender roles, suggesting that nurturing and helping among boys is not part of their gender socialization, and may thus have a profound (and more profound) impact on their self-esteem. Research is needed to determine if and when girls' self-esteem may benefit from such helper programs.

Importantly, self-esteem is best conceptualized in terms of various kinds of competence, such as perceptions of self-efficacy in a domain (Bandura, 1977, 1986; Mischel, 1973). In this sense, *a number of different types of competence* are associated with Service Learning. As indicated, Service Learning is associated with *community leadership abilities* in middle and high school (Melchior, 1997), and with *competence in doing political work* in high school (Hamilton & Zeldin, 1987). It is also associated with *personal efficacy in community influence* (Eyler et al., 1997) and with *political efficacy* (Markus et al., 1993) in college.

These data are important because interventions that promote competence among young people have been

shown to prevent risky behaviors (Weissberg, Caplan, & Harwood, 1991), defined as drug abuse, unwanted pregnancies, AIDS, delinquency, and school dropout. Of course, not all interventions designed for primary prevention of psychosocial problems among youth are of sufficiently high quality to build competence (Rutter, 1982). Moreover, interventions focusing only on one age range, such as early childhood, will not suffice, because ongoing educational experiences promoting social/behavioral development and competencies are needed throughout development (Zigler & Berman, 1983).

In terms of protecting against risky behavior through Service Learning, the Brandeis study in middle and high schools (Melchior, 1997) collected self-reports of various risky behaviors and obtained some marginally significant findings. Although the effects only approached statistical significance, the study did show a slight decline in *teenage pregnancy* among participating students relative to controls, as well as a slight decline in *delinquent behaviors*. These findings suggest that prevention of risky behavior may occur in Service Learning, but the failure of the effect to reach conventional levels of statistical significance suggests that on its own it may not be sufficient to protect against such risky behavior. Instead, it may contribute to such protection primarily when included in programs that target relevant behaviors and competencies.

Importantly, rapidly amassing findings support this specific conclusion, based on the Teen Outreach Program (sponsored by the Association of Junior Leagues International). Teen Outreach integrates Service Learning into a curriculum explicitly directed toward reduction of risky behavior among students in middle school and high school. The program involves young people in volunteer service in their communities, typically at least 4 hours per week, based on a curriculum dealing with human growth, family conflict, and other relevant issues, with active discussion (reflection) invited and encouraged. Seven years of data involving numerous sites and over 6,000 participating and comparison students have shown pre-test/post-test declines among participants, relative to nonparticipants, in *teenage pregnancy, school failure, and dropout rates* (Philliber & Allen, 1992). Although self-selection into this program poses the usual interpretational difficulties, research controlled statistically for known differences between groups. Moreover, other research has compared sites using random assignment with those allowing self-selection and obtained similar results for both, providing solid evidence that Teen Outreach

does protect against these behaviors (Philliber & Allen, 1993). Indeed, the community service component of the program has been shown to account for statistically significant variance in protecting against these behaviors (Allen, Kuperminc, Philliber, & Herre, 1994; Allen, Philliber, & Hoggson, 1990), so it is not simply the targeted curriculum, but the fact that community service is integrated into it that makes the difference.

Research focusing on site factors that contribute to this program's success has yielded provocative, important findings (Allen et al., 1994). That is, considerably more success in protecting against risky behaviors was found at sites that students perceived as promoting their own autonomy and also their sense of connection with others (that is, with peers and facilitators). Although this effect was limited to middle school sites, it is impressive because all sites focused on enhancing both autonomy and relatedness to some extent, "by placing students in a help-giving (as opposed to help-receiving) role" (Allen et al., 1994, p. 614). The special increment in positive outcomes at middle school sites striking this balance especially well is remarkable given the "restricted range" of this variable, which makes statistically significant effects harder to obtain. Such a balance between autonomy and connectedness has been shown to be crucial in reducing school drop out in other kinds of studies (Vallerand, Fortier, & Guay, 1997), presumably because it facilitates internalization (Deci, 1995; Deci & Ryan, 1986). Indeed, Teen Outreach was a recent award recipient from the National Center for Health Statistics.

Returning to the Brandeis study (Melchior, 1997), an earlier version of it conducted before the one reported here (in 1993-94 versus 1994-95) focused on 13 school-based and community-based sites and used fewer exclusion criteria. The results showed significant pre-test/post-test increases among participating students, relative to controls, in *school attendance* both in middle school and in high school. Although it is not clear why no such effect emerged in the subsequent Brandeis study, there is once again some evidence that improvement in problem behaviors may be associated with Service Learning. In addition, a study in public schools in Florida (Follman & Muldoon, 1997) showed that *62% of Service Learning sites showed an increase in attendance* (with an average increase of 45%), while 20% showed no change and 20% showed decreases in attendance, a pattern that was similar at sites including at-risk youth. Moreover, *68% of Service Learning sites reported a decrease in discipline referrals* (and an average decrease of 68%), with 21% showing no change and 11% reporting an

increase, a pattern more impressive at sites including at-risk youth. Although inconsistencies in reporting from all sites, the absence of a control group, and no reported tests for statistical significance, limit the conclusions possible, the data suggest that Service Learning is associated with decreases in school-related problem behaviors.

As indicated, evidence shows that Service Learning participation is associated with enhanced *community connectedness* among college students (Eyler et al., 1997, and this is suggestive that it may protect against risky behaviors (Blum & Rinehart, 1997). It has been persuasively argued that “what seems to matter most for adolescent health is that schools foster an atmosphere in which students feel fairly treated, close to others, and a part of the school. Our adolescent children, both younger and older, stand a better chance of being protected from health risks when they feel connected to their school” (Blum & Rinehart, 1997, p. 24). Research on social networks in school-age children shows that diverse networks (in race, gender, and age) in which large numbers of people provide physical assistance are associated with child adjustment (Sampson et al., 1997). These facts make Service Learning all the more promising. It targets multiple problem behaviors in a comprehensive way, as well as multiple positive youth outcomes, and thus may have more potential to endure in an educational setting than a discrete or categorical intervention targeting a single behavior (Weissberg et al., 1991, p. 837).

Overall, the relative lack of statistically significant effects indicating that Service Learning protects against risky youth behaviors, with the powerful exception of Teen Outreach, suggests that caution is warranted in making broad claims about Service Learning and risky behavior. On the other hand, when its curriculum-basis targets these behaviors, as Teen Outreach does, the evidence is solid.

Improving/supporting academic achievement. The Brandeis study in middle and high schools has shown that Service Learning is associated with significant improvements in academic achievement (Melchior, 1997). Participating students showed significant improvements in *grade point average (GPA)* across their core courses (math, science, English, social studies) relative to nonparticipants. They also showed significant pre-test/post-test increases, relative to control students, in their scores on a *self-report measure of school engagement*, including how happy they feel at school, how much they pay attention in class, and how hard they work in school, as well as on a *self-report measure of their educational aspiration (wanting to go to a four-year*

college). In addition, among participating students 87% reported having learned a new skill that they believed would be valuable in the future, and 75% reported having learned more in the Service Learning class than in their typical classes. Although self-selection issues remain, a clear association with academic achievement exists.

Using tutoring in K-12 education as a precise example of Service Learning, a meta-analytic review of studies on the effects of tutoring--on the tutors themselves--showed modest learning gains in 33 of 38 studies, based on *the tutor's own exams in the subject matter* (Cohen, Kulik, & Kulik, 1982). Tutoring clearly enabled tutors to gain a better understanding of their subject, and oftentimes, to develop more positive attitudes about it as well. The effects were stronger in math than in reading, and when tutors dealt with younger students rather than peers, but the research is clear: tutors do show academic gains. Of course, those tutored also performed better on exams in 45 of 52 studies assessing this. (For related reviews, see Conrad & Hedin, 1989; Alt & Medrich, 1994).

In higher education, the Vanderbilt study did not include academic indices, but the UCLA study did (Astin & Sax, in press-1998; Sax et al., 1996), and its findings are similar to those of the Brandeis study, although the authors take pains to acknowledge difficulties in data interpretation due to a lack of pre-test measures on many indices. Nonetheless, they report significantly higher *GPA* among participating students than among other students, higher *ratings of degree of faculty contact*, *ratings of aspirations for an advanced degree*, and *overall scores on a self-report measure of academic self-concept*. In addition, in a small-scale study in higher education among students in a mass communication course (Cohen & Kinsey, 1994), participating students showed significantly higher *ratings of how much they learned about mass communication* than did control students in the same course, and significantly higher *ratings of the degree to which they saw class material as relevant to the real world*. Hence, there is an association with academic achievement in higher education, even though self-selection remains an issue.

An experiment on with college students, however, able to rule out self-selection factors, showed clear *academic gains* for students assigned to Service Learning rather than to a control condition, but only when tested on *specific facts concerning their placement as related to their curriculum* (Hamilton & Zeldin, 1987). This finding highlights the importance of assessing knowledge relevant to service activities. A study involving a

legislative internship also showed no greater knowledge as a whole among participating college students, but showed *a more nuanced understanding* of basic issues (Eyler & Halteman, 1981).

In another experiment in higher education (Markus et al., 1993), again able to rule out self-selection factors through the use of random selection, did in fact show significantly higher *grades in the course (in the B+ to A- range)* among participating students than among students assigned to a control condition (in the B to B+ range). These students also showed significantly higher ratings in their *self-reported belief that they were able to apply what they learned in the course to new situations* and in their *reports that they had performed up to their potential in the course*. The experimental design makes it possible to conclude definitively that Service Learning can produce enhanced academic achievement among college students.

Finally, it is worth emphasizing that education reform focused solely on increasing GPA and achievement test scores cannot address some of the most pressing challenges facing youth today. Academic achievement cannot viably be considered the only index of effective education. Advocacy of Service Learning is justified on grounds that extend beyond increases in academic achievement, because even though it clearly supports and may often improve achievement, it is an integrative strategy for achieving *multiple, valued ends in youth development, including basic elements of civic education, and character education*. Simply put, it is a valuable educational tool that makes academic curricula more relevant and engaging, introduces no achievement decrement, and supports growth and development in ways that prepare youth for the 21st century (Rifkin, 1997). The available findings are provocative and compelling, and they warrant public policy action now in the context of private-public partnerships that promote Service Learning.

E. Voluntary or Required?

Voluntary Service Learning opportunities for students. Research strongly suggests the importance of student autonomy in internalizing values and attitudes based on experience (Deci, 1995; Deci & Ryan, 1986; see also Allen et al., 1994; Vallerand et al., 1997). Hence, Service Learning is best promoted as an option and opportunity for students, by inspiring students to choose to participate because attractive opportunities are available. Making such opportunities widely accessible—for all students at every academic level in every

educational institution in the country so that all students can participate throughout development in the context of their education--would be a pervasive change with important, desired consequences.

When Service Learning is voluntary, the onus is on the educational institution and teacher to make the various options exciting enough that students will choose to take part, even students who might not tend to be so inclined, but find the possible activities done with other students compelling. Voluntary Service Learning may make it easier for institutions and educators to fulfill the crucial goal of inviting students to take part in this way. Individual educators and staff provide structure, inspiration, curriculum integration, and reflection opportunities, but it is the students' own motivations that must be engaged, and especially interested educators and staff are best equipped to do this. Hence, there are cogent arguments for making participation voluntary (Wildavsky, 1991; see also Cloud, 1997), although little research exists on differences between voluntary and required Service Learning, and the research that does exist shows few differences (e.g., Allen et al., 1994). Nonetheless, institutionalizing Service Learning--by making available the necessary preparation time and training opportunities for educators and staff, as well as the facilities, vehicles, and so on--is a challenge that may be more feasible when voluntary.

Ideally, educational institutions would make a campus-wide commitment to Service Learning, incorporating it into their overall mission statement, identifying and training interested teachers and professors at each educational level and across fields (subject areas), and thus offering multiple opportunities to students that are viable and appealing. This is pressing enough as a policy challenge without mandatory Service Learning. *The crucial task is to do Service Learning well and in widely expanded ways throughout the nation.*

The best way to implement Service Learning is by promoting it to students and inspiring them to want to participate. It is a teaching and learning strategy that asks students to be active and engaged in shaping the service they do--in the context of a curriculum--with a "voice" that is heard. Ideally, student autonomy is balanced with connectedness with others, as this is a determining factor in the effectiveness of school interventions for various youth outcomes (Allen et al., 1994; Kuperminc, Allen, & Arthur, 1996; Vallerand et al., 1997), and may well override the mandatory/voluntary distinction.

In addition, it is important to emphasize that the voluntary participation *of those served* is also important

in Service Learning. Those served must be free to indicate whether or not they want the service and what, if any, service they believe they might need. If participating students invite those served to describe their needs and resources (and how they might want to partake or contribute), a sense of collaboration can be established. If those served do not value the service, it is not “service.” In some cases, of course, a neighborhood that students themselves live in is being improved, in which case the students are the community served. In any event, no one in Service Learning should feel coerced—either those served or those doing the serving.

Of course, beyond the voluntary/mandatory distinction, there are many venues, such as elementary school classrooms or particular required courses in any educational institution, in which the teacher/professor uses Service Learning as a tool for teaching and learning (given the academic freedom to do so). In such cases, Service Learning may be voluntary in the educational institution, but required in the classroom. There is no reason to believe this to be problematic, and good reason to believe it can have beneficial outcomes.

Mandating Service Learning for all students. Debates are ongoing, of course, about Service Learning requirements (e.g., Klie & Steele, 1990; Levison, 1990). When Service Learning is imposed as a mandate, for example, by instituting a graduation requirement of a certain number of community service hours, Service Learning may often be done superbly well—in the sense of a curriculum integration, opportunities for reflection, and support for student autonomy and connectedness. Mandatory Service Learning also has the *unparalleled advantage of reaching all students*, and thus of having a major transformative impact (Barber, 1991, 1992). Indeed, it has been argued that mandatory Service Learning may have its greatest impact on youth least inclined to participate. A strong case can thus be made for mandatory Service Learning when well-implemented, because civic education, it can be argued, is as necessary as reading, writing, and mathematics in preparing youth to participate in democracy (Barber, 1992). It is a pedagogy that empowers individuals to take responsibility and to work together in ways that make them better able to protect their own liberties, as a lesson in citizenship.

On the other hand, the bare-bones criteria for Service Learning often do not come close to being met when a mere requirement for community service hours for graduation is instituted, even when it is termed “Service Learning” (Cloud, 1997). Little commitment within the institution or among educators to ensure a curriculum

integration and reflection opportunities renders the educational value of service requirements questionable, because they are not Service Learning. In such cases, there may also be limited guidance available to students as to the meaning of their service and few (if any) options for fulfilling the service requirement. Hence, if an institution-wide Service Learning requirement is to be effective in student learning and development, it must involve a thoughtful curriculum and meaningful reflection opportunities, and must invite student participation.

A terminology problem may also be relevant to how students and parents respond to prospective Service Learning experiences. The term "community service," especially "mandated community service," is often seen as pejorative and punitive because the criminal justice system so routinely uses it in sentencing convicted criminals. Sentences of "mandated community service" (which alternatively could be termed mandated "reparations") inadvertently equate community service with "punishment" in the public eye. Hence, public affairs efforts to promote and implement Service Learning in K-12 and higher education--whether mandatory or voluntary--must seek to resolve this confusion and lift the stigma.

Overall, Service Learning requirements are best implemented by offering valuable, meaningful service options, and Service Learning courses of sufficient variety to match varied student interests. In this way, a Service Learning requirement can conceivably leave students with enough of a sense of freedom that they choose their service, internalize their actions, and thus come to care about making a difference (e.g., Bierma, 1998; Hines, 1997). Of course, when Service Learning is an institutional requirement, it may be a lot to ask that all students have such high quality experiences, but this should be the aim. Required or voluntary, poorly implemented Service Learning is not likely to be effective. And even if well-implemented, a potential downside of mandatory Service Learning should be carefully guarded against--that some students still feel "forced" to participate, and show their displeasure enough to taint the experience for other students, or in the worst case, unwittingly even harm those served in some way (e.g., young children, nursing home residents, the homeless).

To guard against any student (or parent) feeling coerced about a Service Learning requirement, students should, of course, be permitted to opt out of a requirement for an alternative assignment (in consultation with his or her parents and teacher). Well-implement Service Learning, however, actively involves students in efforts to

define community needs and engages them in active decision-making relevant to service within their curriculum. Thus, it not likely to evoke an outcry against “government-coerced servitude” or other unwanted interference in students’ lives. When well-implemented, then, the opt-out possibility in a Service Learning requirement, should rarely be chosen, even though it should be available.

In sum, students in K-12 and higher education should be offered the opportunity to participate in Service-Learning throughout their education. The aim of this proposal is to make Service Learning available in every grade or educational level within every K-12 school and institution of higher education in the country. To make Service-Learning an integral part of the curriculum, available as an option, much work needs to be done. The support of school districts and principals, deans and presidents, must be solicited, so that they are sufficiently motivated to do their own solicitation of participation from interested teachers, professors, and staff who can then inspire students to take part. Service Learning emphasizes real-world, hands-on learning that is interesting, challenging, and fun, and when it is presented as such, students *want* to participate.

F. National Campaign to Promote Service Learning

The decision to adopt Service Learning clearly must be made locally. Nonetheless, a national campaign is needed to inspire superintendents, principals/deans, teachers/professors, administrators, and staff to adopt it as part of the overall process of teaching and learning at their institution. A coordinated promotion nationally and regionally is thus needed (including at the grassroots level, Kincely, 1996), along with targeted funding in private-public partnerships (e.g., Sigmon, 1996), especially to enable schools to have equity across socioeconomic divides. Increased funding is clearly needed for such a promotion in K-12 and higher education, so that the qualities and assets of Service Learning become well known. Widespread understanding of the practices of Service Learning and its advantages would both begin an important national conversation on service in education and increase its prevalence--if coupled with increased technical assistance for teachers, professors, and staff. As indicated, distributing definitional guidelines widely does not necessitate entering the national standards debate on this new topic because Service Learning is not linked with national testing. Definitional guidelines should be distributed to schools and school districts, colleges and universities, and even directly to teachers and professors.

In addition, poorer school districts face many pressing challenges that may make Service Learning seem less of a priority, in spite of its value for a variety of outcomes among at-risk students, including academic outcomes. Hence, it must be promoted widely across socioeconomic and other divides, along with increasing the seed funding available to cover the costs of training and technical assistance for professional development for teachers and staff. Such training is usually offered on a fee-for-service basis and is thus less available to poor schools districts.

Service Learning brings students together to work toward shared aims and empowers them to take action in making a difference in their communities--in the context of a curriculum. As school reform, it tends to flourish when fully integrated in a given classroom or even in an educational institution as a whole, rather than as a less well-integrated add-on. The best examples of school reform involve the whole school and its governance, making it important to consider how best to integrate Service Learning into the culture of an entire school and its atmosphere (Braun, 1996; Furco, 1996). In any event, experimenting with block scheduling can also facilitate Service Learning because meaningful service is more feasible with more time during the school day. Of course, such dramatic systemic change is not crucial even if service is done during the school day, and it can certainly be done after school. The present argument is that each educational institution should offer at least one Service Learning opportunity per grade or academic level, for example, one teacher/professor at each level or in each subject/discipline, with some infusion into the atmosphere and spirit of the institution.

Making this a reality in schools, colleges, and universities will require concerted, directed actions--to promote interest in the value of Service Learning in K-12 and higher education, and in community-based organizations as well, to increase seed funding for professional development and technical assistance, and to enhance strategic planning to make ongoing Service Learning self-sustaining. *Partnerships* between K-12 schools and institutions of higher education, in particular, can help enable sustainability--with cycles of Service Learning undergraduates and K-12 students in some of the same service, in cross-age teams, where feasible, supporting each other in collaboration. *Partnerships* are also needed between educational institutions and community-based organizations. Of course, service activities must always be appropriately matched to students' age, developmental abilities, interests, and experience, and the appropriate training and supervision for particular

service tasks is needed, along with logistical, liability, and accountability support.

“Formal” and “informal” Service Learning. The curriculum integration and reflection components of Service Learning can be conducted “formally” within a school and its curriculum (e.g., within a class or classes), or “informally” within a community-based organization, as indicated, and emphasized within existing guidelines (see ASLER, 1993). In “formal” Service Learning, the process is coordinated entirely by the school and integrated into the curriculum of a given classroom, or even into the curriculum and atmosphere of the whole school, thus contributing to education reform efforts beyond simply offering Service Learning. “Informal” Service Learning is coordinated independently of schools, which offer both the curriculum integration and reflection components, along with the service opportunities, monitoring, supervision, and encouragement (Cairns & Kielsmeier, 1995; Furco, 1994). Youth service organizations have great expertise in youth service as compared with teachers/professors who are more familiar with classroom teaching. Capacity-building is needed in encouraging teachers/professors to utilize Service Learning as a tool for teaching and learning. But both “informal” and “formal” Service Learning warrant promotion, support, and assistance.

Partnerships. In making Service Learning possible, both K-12 schools and institutions of higher education can partner with community-based organizations (see Applebome, 1997; Rifkin, 1996; Sigmon, 1994). Because “informal” Service Learning in community-based organizations typically is not connected with educational institutions, except through extracurricular clubs, the full power of youth as engines of community renewal and as people demonstrating civic engagement in action remains untapped. Collaboration between schools and community-based organizations could maximize the number of students offered Service Learning opportunities, because if a school were to guide students “formally” into activities at community-based organizations, and were to “formalize” such experiences for students, far more youth would participate. If community-based organizations can gear up to supervise greater numbers of volunteers, more students can do “informal” Service Learning, based on the guidance of their educational institutions.

Of course, full integration of Service Learning into a curriculum at the school would not be mutually exclusive with partnering with a local community-based organization. Moreover, academic institutions can take

responsibility for the curriculum and reflection components without going so far as integrating service into a traditional course, such as in math or history or psychology. Rather, it can be offered as a "field work" course designed to appeal to students' desire to learn through action in the world, through service. This places less stress on teachers/professors to change ongoing teaching styles, although many argue that teaching styles should change. Still, a "field work" or "internship" course (with curriculum and reflection) may be easier to implement, and it takes the burden off community-based organizations just as well as Service Learning in a traditional course.

Unsurprisingly, there is the worry that this kind of relationship between educational institutions and community-based organizations could lead to a glut of youth volunteers in community-based organizations (Gose, 1997). Planning, monitoring, and a systematic collaboration between the school and the community-based organization can prevent this, however. If schools were to provide much of the relevant orientation for newly serving students to prepare them to enter the site, and perhaps organize other aspects of the partnership (such as its curriculum), this can lift burdens from community-based organizations. Scaling-up programs at community-based organizations so that more cross-age volunteers can effectively participate and more wide-ranging populations can be served is feasible with the right planning (Schorr, 1997). There is little doubt that funding and private-public partnerships would be needed to make it work. But community-based organizations offering Service Learning are plentiful, and schools, colleges, and universities can do more to find systematic ways to collaborate with them, furthering the work of these organizations, and their own educational missions as well.

In another form of partnership, noted briefly, colleges and universities can partner with local K-12 schools to facilitate Service Learning among K-12 students (see Harkavy, in press). In theory, such partnering can help engage K-12 students in Service Learning because established activities that college and university students are doing can be shared with teachers and administrators in K-12 schools, partnering with K-12 teachers to help them to use such activities in their curriculum. College students can be role models for service, help organize activities, and provide adult supervision under some circumstances, making it more feasible for K-12 schools to incorporate Service Learning into their overall educational mission. Of course, expert assistance is needed to help set up the institutional structures to permit K-12 schools to collaborate with higher education. In

particular, supportive principals and dedicated teachers must be identified, and a teacher-specialist in Service Learning as well, to provide credible guidance and professional development (Root, 1994; Silcox, 1998). These are important steps in establishing the infrastructure for Service Learning, and also for collaboration.

Seed funding. The holy grail of community development is seed funding provided to local initiatives--grassroots individuals, groups, and organizations--building on existing capacities so that sustainable development is achieved (Henton et al., 1997; Kretzmann & McKnight, 1993). Within such a model, there is a role for inspiring interest within a community or a school, for example, as capacity-building for an initiative, even when there is little capacity or interest immediately evident. For this reason, a campaign to promote the value of Service Learning, both nationally and locally, is warranted--highlighting its outcomes, its definitions, and how it is done. In support of that, funding will also be needed to respond to increasing demand for professional development in Service Learning based on a successful promotional effort, and for technical assistance as well. Hence, expanded private-public partnerships will thus be needed to promote and implement Service Learning on a more widespread basis nationally. Sensibly, much of what the Corporation for National Service funds is modeled along the lines of private-public partnerships. That is, AmeriCorps members are partnered with existing local community organizations in charge of service activities and fiscally invested in the member. Expanded funding is thus needed for AmeriCorps (and AmeriCorps-VISTA), which can work to facilitate Service Learning. Clearly more funding is needed for Learn and Serve America, which directly supports Service Learning nationally.

Private-public partnerships and seed funding. The best Service Learning--and the best community service of any stripe--focuses on capacity-building in communities for reasons of sustainability (Kretzmann & McKnight, 1993). Sustainability in Service Learning applies not only to the broad effects of the service on the community--to improve the community--but also to the initiative itself, which can and hopefully will become self-sustaining. This way, youth continually have the opportunity to serve, even as (or if) conditions improve in the community, making a particular service no longer needed. Sustainability in both senses can be ensured by strong private-public partnerships and systematic collaborations.

For example, one way to have an effective private-public partnership is to identify existing organizations

that do (or could) sponsor AmeriCorps members in working to facilitate Service Learning in K-12 and higher education. Selecting a set of AmeriCorps members whose express challenge it is to assist in developing and enhancing Service Learning within K-12 schools, colleges, and universities, or within community-based organizations, would be fruitful. AmeriCorps members could then work to develop "formal" and "informal" Service Learning initiatives in a targeted use of federal resources. Special attention is needed to create private-public partnerships--with contributions from community groups--that will develop the necessary infrastructure in educational institutions for Service Learning. The best way to set the stage for AmeriCorps members' presence in an educational institution is to first solicit the support of the principal (or dean or president), who can then solicit/inspire participation from interested teachers/professors at each grade or educational level, and can identify a competent and credible Service-Learning coordinator in the system (e.g., a respected teacher/professor) who has time and salary allotted to this work. It is a process that can cross crucial hurdles for AmeriCorps members in advance of their placement. Soliciting support from principals/deans, teachers/professors, and staff is crucial.

On another level, the national spotlight was turned last year to the Presidents' Summit for America's Future, highlighting youth, youth service, grassroots efforts, and volunteerism. The event provided grist for a national conversation about service and youth. Goal 5 of the Summit is to provide all young people with the opportunity to serve. At this stage, the nonprofit organization, America's Promise, which emerged from the Summit, is dedicated to furthering its five goals, and is committed to Service Learning as one avenue for Goal 5 (Powell, 1997), making America's Promise a potential partner.

Service Learning is a concept whose time has come. Numerous national organizations and coalitions are pursuing initiatives concerned with Service Learning, including Campus Opportunity Outreach League (COOL), Campus Compact, the Education Commission of the States, the K-12 Compact, the Partnering Initiative on Education in Civil Society, and still others, along with America's Promise. At the federal level, the Corporation for National Service supports Learn & Serve America, which funds Service Learning in K-12 and higher educational (and in community-based organizations) nationally. It also supports AmeriCorps and the Senior Service Corps. Both of the latter could be directed in part toward facilitating Service Learning. Also at the

federal level, the Department of Education can support Service Learning through Goal 5 of Goals 2000, which addresses citizenship education, and through the Improving America's Schools Act. The Act enables support for Service Learning under Title I, which connects academic learning to real-world or career education, Title IV for Safe and Drug-Free Schools, Title IC for migrant education, and Title IX for Indian education (in building on local culture). Service Learning can also be supported in the charter school movement. Finally, the Department of Education funds character education efforts, and these efforts can readily involve Service Learning.

Again at the federal level, there are two national mentoring/tutoring initiatives that would flourish with increases in seed funding for Service Learning. America Reads makes funding available for college work study students, AmeriCorps members, and others, to help young children learn to read before the end of the third grade. An initiative in technology literacy has also been proposed to make sure all youth achieve the computer literacy necessary to function effectively in contemporary society. Tutoring reading and tutoring in computer skills can each be Service Learning, at all levels. Prevalent concerns about education in mathematics and a new federal initiative, may make the time ripe for math tutoring as well.

In sum, building on available structures, assistance at the national level can be generated for creating the private-public partnerships necessary in building capacity for Service Learning--in every grade or academic level in every educational institution in the country.

Guidelines for quality. Guidelines for Service Learning in K-12 and higher education exist. Since 1993, the Standards of Quality for School-Based and Community-Based Service-Learning have been the state-of-the-art guidelines, as issued by the Alliance of Service-Learning in Educational Reform (ASLER, 1993). These guidelines build on the Wingspread Special Report, Principles of Good Practice for Combining Service with Learning (Honnet & Poulsen, 1989). Although there are many important elements, both in ASLER and in Wingspread, and also in recent summary-definitions issued by the Council of Chief State School Officers (CCSSO) and the Corporation for National Service (CNS), agreement exists on four basics, as indicated, and beyond this there is much variability. A tentative listing of standards in Service Learning is offered in the next table, highlighting the four basics. Perfect overlap between the entire set of definitions and any initiative is

unnecessary. These guidelines are simply guideposts to strive toward that focus the basics (the first four in the list, which are shared by all), and highlight some others (selectively adapted from the various lists) to be considered as well.

**A Précis of Current Standards of Quality in Service-Learning
in K-12 and Higher Education***

- *meets actual community needs* (with a small or large scope as defined by students' age and experience), that is, needs that the community and those served have identified and agree need to be addressed
- *is integrated into a relevant, thoughtfully organized curriculum*, enhancing that curriculum, whether in a school or in a community-based organization, and involves both academic and skill-learning in preparation for the service
- *is accompanied by structured opportunities for students to reflect* on their experiences—to think write in journals, and talk in small, informal groups characterized by respect and constructive problem-solving, both about the service experience, and about personal feelings, revealing commonalities and differences that are respected among students
- *involves students as active participants* and is shaped by students' "voice," so that students are empowered in decision-making, come up with their own ideas, and organize services, in a framework supported by teachers and staff
- *includes diversity*, where possible, both among Service Learning participants (in their work teams and reflection groups) and in those served, and whether or not such diversity is achieved, highlights sensitivity to and respect for cultural and other differences
- *includes attention to fostering a sense of caring, civic responsibility, respect for human dignity, and the ethic of service—elements of character and civic education*
- *regularly assesses Service Learning impacts* to guide improvement

*For a one-page summary of the ASLER, Wingspread, CCSO, and CNS guidelines, respectively, see Appendix I, where each guideline selected for the present listing is checked [✓].

This summarizes existing standards, as Service Learning continues to evolve, refined by experience. A process for updating existing guidelines, ongoing for some time, will yield a new revision in the Wingspread and

ASLER series (in 1998; Pam Toole, National Youth Leadership Council, personal communication, 1997; see also Dugan, 1997). Nonetheless, the guidelines in Table 1 are likely to survive, with some refinements.

Guidelines for assessing effectiveness. The simplest strategy for determining whether or not Service Learning is effectively implemented is to ask a set of straightforward questions: Does the service address a real need? Is it integrated into a curriculum? Is it accompanied by reflection? And is it shaped in part by student planning and leadership? A “yes” to all of these questions puts the initiative on firm footing (for a similar method, see Melchior, 1997). On the other hand, new implementation guidelines for Service Learning--again to be issued by the National Youth Leadership Council in 1998--will specify a more complex procedure (Toole, 1997). To calibrate exactly how well each standard is implemented a rubric can be used for determining an acceptable, good, or high quality implementation for each standard (see Dugan, 1997; Toole, 1997). An elaborate standards-of-quality assessment of this kind adds precision to a quality-of-implementation assessment based simply on determining dichotomously whether or not the four main components of Service Learning are present.

The importance of effective implementation is indicated by the fact that some of the best research has suggested that positive effects of Service Learning may be more prevalent when it meets minimal standards (Melchior, 1997). Hence, widespread distribution of Service Learning guidelines describing its central elements and how to gauge effective implementation will help practitioners do Service Learning well.

Of course, knowing how well Service Learning is implemented is a far cry from program evaluation for the purposes of accountability and a far cry from meaningful, generalizable research on the effects of Service Learning; it is only a first step. Both in-house evaluation work and more elaborate research studies need to gauge implementation if it is to be clear that it is Service Learning that is being examined (see Bradley, 1996; Cunningham, 1996; Kavaloski, 1997; Purdy, 1996; Stephens, 1995; Toole, 1997; Waterman, 1997). But there is also a world of difference between program evaluation and well-controlled research that seeks to draw general conclusions. Individual teachers, professors, and staff are unlikely to be interested in doing elaborate research studies (or to have the expertise), and yet some evaluation is likely to be necessary and also valuable for students as “action research” to help indicate if a change in practices is needed (e.g., Kavaloski, 1997; Waterman, 1997).

To evaluate Service Learning efforts, schools are likely to need help in establishing low-cost, ongoing evaluation procedures as part of routine monitoring. In addition, engaging students in the evaluation of their own service efforts as "action research" can have special meaning for students, because they can then see the fruits of their labor, better understand the problems addressed, and use the collected information to consider how they might improve upon their work. In this respect, it is crucial that evaluation efforts are not only focused on the impact of Service Learning on students, but also on its impact on the community and on those served.

Unfortunately, community impact is usually assessed largely in terms of "bean counts"--the number of service hours logged. Such measures are relevant, but subtler measures are needed tapping the degree to which services were effective. In addition, capacity-building impacts of any kind in the community, in which those served becoming better empowered to help themselves, are worth assessing (e.g., a learner in a tutoring program who now has a new skill). (For more on evaluation, see Bradley, 1996; Kielsmeier, 1997; Melchior & Bailis, 1996.)

Beyond program evaluation, a large-scale behavioral-science research agenda will also continue to be needed in Service Learning. It is of the essence that we further increase knowledge about when Service Learning is likely to work best when it works well, precisely why these effects occur when they do (based on what mediating mechanisms), and precisely for what outcomes. It is worth noting as well that research is needed both on ongoing initiatives and on basic processes relevant to Service Learning.

Addressing assessment from a different standpoint, neither program evaluation nor more generalizable research speaks to the question of how to assess student achievement in Service Learning courses. In this regard, some have argued that what is learned in such experiences is difficult to evaluate because it does come simply from taking notes on a lecture, reading a book, or studying for an exam. The implication is that the effects for individual students may be subtle and nuanced (e.g., Conrad & Hedin, 1989). New skills learned and concrete competencies gained are likely to be specific, for example, involving the capacity to apply knowledge and also higher-order problem-solving, rather than rote memory (Eyler & Halteman, 1981; Hamilton & Zeldin, 1987; see also Silcox, 1993). This may mean that relevant academic achievements for participating students may be rather more difficult to tap. Hence, support is needed to provide helpful hints for teachers, professors, and staff about

how to develop indices of what is learned in Service Learning that are sensitive to actual learning (such as student portfolios that document learning). Ideally, precise learning objectives are spelled out in preparation for service activities and the academic assessment indices relevant both to the service and to the curriculum are used.

Issues in implementation. Because Service Learning can catalyze pivotal changes related to both character and civic education, educators may be inclined to gear their curriculum explicitly toward these issues, such as respect for others and social responsibility, a sense of caring and connection, community engagement, and so on, within a wide range of possible curricula.

To take a particular example, the aim of civic education is to foster competent and responsible citizenship based on an understanding of rights and responsibilities, privacy and social values, and history, public affairs, and intellectual skills to think critically about civic and political life (e.g., Etzioni, 1993; Quigley, 1997). Hence, the overall impact of Service Learning on civic attitudes might be maximized by incorporating service directly into a civic education curriculum, involving formal instruction in political affairs and government (although a social action model of civic education is not the only possible model). In addition, it is in fact possible to increase such citizenship values as social responsibility by integrating service into English or math or other courses (Fellows, 1995; Jacoby et al., 1996; Stephens, 1995). Service Learning courses foster civic values by encouraging students to take direct social action on social problems they have helped to identify and define, engaging with their communities enough to be able to do this, and in so doing, gaining direct experience with participatory democracy.

Of course, if a school does not embody basic “civic values such as civility, respect for the rights of others, recognition of human dignity, and constitutional processes, like adherence to due process of law,” these values are not likely to be internalized by students (Quigley, 1997, p. 6). The implicit curriculum of a school can either support or undermine the explicit curriculum into which service and reflection are integrated. Schools teach democracy best by modeling democracy (Becker & Couto, 1996; Gerson, 1997), and Service Learning is best implemented when it emphasizes open communication, mutual respect, civility, a search for shared values, and collaboration between students, teachers, staff, and those served. If such a democratic atmosphere does not exist in the school, then teachers will need to take up the challenge on their own, one classroom at a time.

Similarly, it could be argued that Service Learning should best facilitate character education--such as social connectedness and perspective-taking--when the service is integrated into an explicit character education curriculum that highlights virtuous character traits, such as respect and responsibility (e.g., Lickona, 1991), or still others, such as kindness and compassion, honesty, loyalty, fairness, justice, and human rights (Moody & McKay, 1993; see also Lewis, 1998). Discussing particular values people might manifest in action before participating in a relevant service would exemplify this approach, whether or not the curriculum is focused explicitly on character education. When preparing students in this way in advance of the service, what is likely to matter most is that students have enough autonomy in deciding possible values to address and observe that the values make sense to them (and their families) and they are able to internalize the experience (e.g., Deci, 1995).

Virtues are best "discovered" by students for themselves in serving and reflecting. And again, the discovery process can take place in any number of courses, and can focus on any number of virtues, in for example, talking about how it feels to work toward social justice, to be of service and to care, advancing the ethic of service and the ethic of caring. Reflection after the service experience might also include discussion of broader "virtues" such as empathy and perspective-taking, as well as acceptance and honoring of diversity, respect for human dignity, and so on. Again, it is likely to matter less whether particular virtues are explicitly raised in advance of service, and more exactly how these virtues or ethics are raised, so that students freely participate. Of course, students' academic preparation for the service must be substantive and sufficient, and should include specific learning objectives (LaPlante & Kinsley, 1994; Stephens, 1995), even while open discourse is encouraged and students feel they are thinking about and grasping things for themselves.

Overall, Service Learning is best integrated fully into how a teacher or professor teaches or even into an entire school atmosphere, so that it becomes intimately a part of education. In the absence of this, of course, it is once again one classroom and one teacher at a time.

G. Conclusion

Service Learning brings youth together to make a difference by working toward shared goals, along with teachers, staff, community members, and those served, across various racial, ethnic, and socioeconomic divides.

An extensive review of the research demonstrates that it is associated with civic engagement, the ethic of service, civic attitudes, social connectedness, acceptance of diversity, academic achievement, and in some cases, even reduction of risky behavior. These outcomes imply a stronger “sense of community” and thus heightened social capital among youth--matters of demonstrable significance in adolescent development, based on large-scale behavioral science research (Blum & Rinehart, 1997) and of great value in communitarian thought as well (e.g., Bellah et al., 1985; Etzioni, 1993). Overall, Service Learning fosters youth development, in terms of important aspects of character and civic education (see also Berman et al., 1997).

Service Learning fosters civic education as thoroughly as character education, and can even provide education for democracy (Barber & Battistoni, 1993; Barber, 1984, 1992). It offers teachable moments for citizenship, such as respecting the rights of others, showing social responsibility, negotiating, and resolving conflicts (Berman, 1990; Brandell & Hinck, 1997; Clark, 1993; Coles, 1993; Schine & Halsted). When students work together democratically to reach decisions about how to assess the needs and resources of the community, then do the assessment, decide on an action plan, and follow through with it, they learn the value of teamwork directed toward a common good (see Cairn & Kielsmeier, 1995; Lewis, 1991). They learn how to be active, to reach beyond themselves, and to take action. They have a “voice” in the process, collaborate with others who also have “voice,” are engaged, and experience the workings of civil society and participatory democracy first hand.

Service Learning is also a strategy that addresses the opportunities available to youth, in this case, the opportunity to serve, as well as the relationships (both instrumental and caring) available to them--their social capital (e.g., Briggs, 1997). It has its impact on youth by changing the opportunity structures available to them in their schools and communities--in terms of relationships with adults and peers, and is thus an integrative strategy for youth development in communitarian form (cf. Etzioni, 1983).

Of course, youth development, character education, and civic education are complicated and challenging, especially when considered in the context of prejudice, hatred, and violence, and other antisocial behavior, that plague many American communities. None of these ills will be solved with a magic bullet. Socioeconomic factors, neighborhood resources, housing, and family relations, are all part of the complex social ecology that

youth must navigate daily (e.g., Connell et al., 1995) and will be the context in which Service Learning is experienced when implemented in neighborhoods and schools. Nonetheless, it can help build community, and bring youth together with each other and with adults in collaboration, in relationships across the boundaries.

Importantly, there is now growing evidence that Service Learning can serve as an integrative strategy for achieving multiple, valued aims in youth development in the context of education. This position paper characterizes the need for Service Learning, its definitions, and its various forms, and presents an extensive review of the empirical literature. It considers the voluntary/mandatory debate and suggests a coordinated national strategy for promoting and funding Service Learning more widely in private-public partnerships.

There are Service Learning initiatives around that country that have been shown to work, and we can learn from these "best practices" so as to replicate them elsewhere (Schorr, 1997). The pitfalls to be avoided in attempting to "replicate" excellent practices from one setting to another, and even in expanding the reach of the practices in a given setting, are well-captured by the watch words of flexibility and sensitivity to context differences. When carefully honored, these challenges can be overcome in scaling-up best practices, given sufficient time and fiscal investment. Although the "bible" of best practice examples in Service Learning has yet to be fully compiled, such efforts are ongoing for K-12 education by the National Youth Leadership Council (Toole, 1997; although see Urke & Wegner, 1993) and for colleges and universities by the American Association of Higher Education. In the meantime, numerous curriculum examples are available, as noted. In the end, support is needed for distributing definitional guidelines and best-practice examples widely--to teachers, professors, principals, deans, schools, school districts, colleges, and universities.

The evidence suggests that it is time to take action at the national level to promote Service Learning and make it available to more young people throughout their development--for their good, for the good of their education, and for the good of our communities. The time is now.

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Appendix I (a)

The ASLER Guidelines

Adapted from the Standards of Quality for Service Learning
Alliance for Service-Learning in Educational Reform, 1995

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- ✓ 1. Integrates Service with Academic Learning
 2. Teaches New Skills and New Thinking so as to Build New Competencies
 - ✓✓ 3. Involves a Reflection Component as well as Sufficient Preparation
 4. Takes Place in an Atmosphere in which Service is Recognized
 - ✓ 5. Incorporates the "Voice" of Students in Planning/Organizing
 - ✓ 6. Makes a Real Contribution to the Community
 7. Assesses this Real Contribution in the Community along with Other Effects
 8. Connects the School and Sponsoring Organization in New Ways
 9. Is Supported as Integral to the School and to the Community Organization
 10. Involves Skilled Adult Guidance/Mentoring
 11. Involves Relevant Pre-Service Training and Staff Development
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Appendix I (b)

The Wingspread Guidelines

Principles of Good Practice for Combining Service and Learning:

A Wingspread Report

Honnet & Poulsen, 1989

Racine, WI: Johnson Foundation

-
- ✓ 1. Engages people in responsible and challenging actions for the common good
 - ✓ 2. Provides structured opportunities for reflecting critically on service experiences
 - 3. Articulates clear service and learning goals for everyone involved
 - ✓ 4. Allows for those with needs to define those needs
 - 5. Clarifies the responsibilities of each person and organization involved
 - 6. Matches service providers and service needs (recognizing changing circumstances)
 - 7. Expects genuine, active, and sustained organizational commitment
 - ✓ 8. Includes training, supervision, monitoring, support, recognition, and evaluation
 - 9. Ensures flexible, appropriate time commitments in the best interests of all
 - ✓ 10. Is committed to participation by and with diverse populations
-

Appendix I (c)

The CCSSO Guidelines

Provided by the National and Community Service Trust Act of 1993

Boston, 1997

Service Learning: What it offers to students, schools, and communities

Washington, DC: Council of Chief State School Officers

- ✓ 1. Enables participants to learn and develop through active participation in thoughtfully organized service conducted to meet community needs
 - ✓ 2. Is coordinated within K-12 or higher education or within a community-based organization
 - ✓ 3. Helps to foster civic responsibility
 - ✓ 4. Is integrated into and enhances curriculum or educational component
 - ✓ 5. Provides structured time for reflection on the service experience
-

Appendix I (d)

The CNS Guidelines

Provided for School-Coordinated Service Learning
Corporation for National Service
Prepared by RMC Research Corporation, 1997
Denver, Colorado

- ✓ 1. Enables participants to learn and develop through active participation in thoughtfully organized service conducted to meet community needs in collaboration with the school and community
 - ✓ 2. Is integrated into the academic curriculum and provides structured time for reflection (thinking, talking, writing about the service experience)
 - 3. Provides opportunities to use newly acquired skills and knowledge in real-life situations in the community
 - ✓ 4. Enhances what is taught in school by extending student learning beyond the classroom and thereby helping to foster the development of a sense of caring for others
 - ✓ 5. Is supported by regular assessment to provide feedback and guide improvement
-



Children's Defense Fund

Facsimile Transmittal Sheet

TO: Shirley Nagawa / Melanne Verveer
Organization: Office of the First Lady
Fax Number: 456-6244

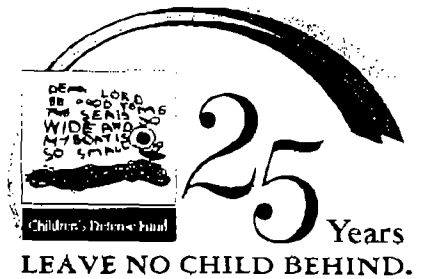
FROM: **Grace Reef, Director**
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FOR IMMEDIATE RELEASE

Contact: Sarah Howe, 202-662-3609

CHILDREN'S DEFENSE FUND WELCOMES CLINTON INITIATIVES FOR CHILDREN

Urges Lawmakers to Invest in Children's Programs

WASHINGTON, DC – The Children's Defense Fund (CDF) today praised the initiatives in the new Clinton budget that would invest new federal resources in key children's programs, and urged Congress to make these initiatives a priority in budget negotiations.

The Administration's proposals to invest more than \$20 billion in child care and early education programs were lauded by Helen Blank, CDF's director of child care and development. "This is an important commitment to helping families and making sure that children get the kind of preparation for school that they need to succeed."

CDF noted that the new budget includes a major increase for the Head Start program. The Administration would add \$607 million in funding, allowing enrollment to reach 877,000 children, double the number enrolled when Clinton took office in 1993. The Administration's goal is to serve one million children each year in Head Start by the year 2002. "This increase in funding will help keep the program on track to reach these children," said Blank.

Blank also praised the Administration's proposal to triple funding for after-school programs which help keep older children involved in constructive activities during the hours they are not in school and give them the academic boost they need to succeed in school. The proposed budget would increase these programs from the current funding level of \$200 million to \$600 million.

"We know that these after school programs help keep children from getting into trouble with drug, alcohol, tobacco, and other risky activities. This is a good investment in children and in safety for communities and is a modest step given that nearly 5 million children are left home alone after school each week," Blank concluded.

The Children's Defense Fund also praised new budget proposals which would allocate \$1 billion to "welfare to work" programs that help remove barriers for welfare parents trying to make the transition to work, \$68 million for a campaign to address childhood asthma which has a particularly heavy impact on low-income children and is a major factor in missed school days,

-more-

and \$280 million to help older children who leave foster care at age 18 without families to care for them. The new funds will give them the education, employment and other skills they need to make the transition, and also make Medicaid available to them to age 21.

"At a time of growing budget surpluses, there is no reason why Congress shouldn't act swiftly to approve these new investments in children's programs," said Susanne Martinez, CDF's director of programs and policy. "With the economy continuing to grow and ample resources available, there is no better time to address these kinds of initiatives that will help children get the services they need to thrive," said Martinez.

A detailed summary of highlights of budget proposals affecting children will be posted on CDF's website, www.childrensdefense.org.

Discussion Paper: S. 749, The Early Learning Trust Fund

May 19, 1999

Sponsors: Kennedy (lead), Stevens, Dodd, Jeffords, Kerry

Purpose: The bill would establish a program that provides flexible funds to States and localities to establish, maintain or strengthen full day, full calendar year early learning programs.

Federal Funding: The bill would provide \$2 billion annually (entitlement funding) for five years (FY 2000 – FY 2004). Funds would be distributed to States on the basis of a formula tied to the number of children under the age of 6. Ninety (90) percent of the funds received by the State would be passed through to localities. Funds would be required to supplement, not supplant existing Federal, State or local public funds for early childhood programs.

State Match: The States would be required to provide a match of \$1 for every \$4 in Federal funds. The match could be in cash or in in-kind contributions

Federal Administration of the Program: The program would be administered by the Department of Health and Human Services, in consultation with the Department of Education.

State Eligibility Requirements: To be eligible to receive funds, the Governor of each State would be required to designate a Lead State Agency to administer the program and to appoint a State Council.

- The Lead State Agency would develop a State application and a State plan, evaluate and approve applications for funding from localities, and prepare and submit an annual report.

The State plan would need to describe performance goals to be achieved and performance measures to assess progress toward goals. The State plan would need to address how the State would improve child development through improved access to health care services, increased access to enhanced early learning environments, increased rates of accreditation of providers, and expansion of full day/full year services.

The annual report would describe how funds are expended and document increases in the number of children in 1) full day/full year Head Start, 2) Early Head Start, 3) pre-kindergarten, and 4) child care programs that receive enhanced educational and comprehensive services and supports. The Lead Agency would also be responsible for conducting evaluations of early learning programs, ensuring that training and research is made available to localities, and improving coordination between early learning programs and early intervention services under Part C of the Individuals with Disabilities Act.

- The State Council would be comprised of representatives from the office of the Governor, the State Education Agency, the State agency administering the Child Care Development Block

Grant, the State social services agency, the State Head Start association, organizations representing parents, and resource and referral agencies. At State option, the State Council could also include representatives from the State Board of Education, the State health agency, the State employment agency, teachers' organizations, business groups and labor unions. The State Council would be required to conduct a needs and resources assessment; to identify all existing State-funded early learning programs and other programs serving prekindergarten children (including parenting education programs); and to determine which programs might be expanded or upgraded with the use of the Early Learning Trust Funds. The State Council would also determine funding priorities and approve the State application.

Local Eligibility Requirements: To be eligible for funds, localities (including counties, cities, Indian tribes, etc.) would need to establish a Local Council and apply to their State Lead Agency for funding. Local requirements would largely mirror the State requirements (e.g. conducting a needs and resources assessment, addressing how performance goals will be achieved, submitting an annual report, etc.)

Local service providers would apply to the locality for funding. The locality would be required to give preference to programs that serve children of working parents, programs for low-income families, and programs that make referrals to CHIP or Medicaid for health coverage.

Use of Funds: Localities could use funds to 1) increase the number of children in Early Head Start, 2) increase the number of children in State pre-K programs, 3) increase the number of children in full day/full year Head Start, and 4) enhance education and comprehensive services provided to and through child care programs, including health screening and diagnosis, parent involvement and education, staff training in early childhood development, upgrading salaries, etc.

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COMMENTS:

Before recess, Senators Kennedy and Stevens introduced the

Early Learning



Trust Fund (S. 741)

Senators Dobb,

STEPHANIE ROBINSON
Democratic General Counsel

Jeffords, and

Kerry are

Senator Edward M. Kennedy
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and Human Resources
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sponsors.

Senator Kennedy is very excited about this
budget bill. We look forward to working
with you. Please call me if you have any
questions or concerns.

March 25, 1999

CONGRESSIONAL RECORD — SENATE

S3487

Legislation already exists for contracting with and hiring Alaska Natives. Sections 1307 and 1308 of the Alaska National Interest Lands Conservation Act and section 638 of the Indian Self-Determination and Education Assistance Act are clear on these matters. The problem is that the law have been largely ignored.

Outside of a few studies that were contracted to Native Associations during the past two years, the record of the Department in contracting and local hiring is abysmal.

I have been told by representatives of this Administration that there are obstacles in both contracting with and hiring local Natives. When pressed, the obstacles are not well explained, if at all.

Mr. President, if there are valid obstacles, we should know specifically what they are so that Congress can address them. If there are not obstacles, then the Administration should begin to implement the law. My legislation requires a complete explanation of the "Obstacles" and a plan for implementing the law in accordance with the Alaska National Interest Lands Conservation Act and the Indian Self-Determination and Education Assistance Act.

In addition to the report required by this legislation, the Secretary is also directed to initiate a pilot program to contract various National Park Service functions, operations and programs in northwest Alaska to local Native entities.

Mr. President, the National Park Service, the Bureau of Land Management, the Fish and Wildlife Service, and the other agencies within the Department have an opportunity to hire and contract with local Alaska Natives who were born, raised and live near and in our parks, refuges and public lands in Alaska. These individuals are more familiar with the area than persons hired from outside Alaska. They know the history, they know the hazards, they know about living and working in arctic conditions. Given the levels of unemployment in the area, it makes absolutely no sense not to hire these individuals.

I do not understand why any of one of these agencies or bureaus keep filing positions with persons from the lower 48—individuals who have little experience in Alaska—when they have a qualified individuals in the immediate area.

If we can just get the Federal agencies in the State of Alaska to read sections 1307 and 1308 of ANILCA and section 638 of ISEAA it would be a major step in the right direction. If Alaska Natives are given the opportunity to contract with and be employed by the Federal agencies in my State, everyone wins, no one loses, and the American public will be better served.■

By Mr. KENNEDY (for himself, Mr. STEVENS, Mr. DODD, Mr. JEFFORDS, and Mr. KERRY:)

S. 749. A bill to establish a program to provide financial assistance to States and local entities to support early learning programs for prekindergarten children, and for other purposes, to the Committee on Health, Education, Labor, and Pensions.

Mr. KENNEDY. Mr. President, today Senators STEVENS, DODD, JEFFORDS, KERRY and I are introducing legislation to create an Early Learning Trust Fund. With this legislation, we intend to improve the availability and quality of early learning programs so that all children can begin school ready to learn.

This is a truly bipartisan bill, and it is a privilege to be working closely with Senators of both parties on this issue that is so critical to the nation's future—the education of our children. Senator STEVENS' knowledge of childhood development and brain research is outstanding, and his commitment to this issue is impressive. He understands the impact that early education can have on a child's development. Senator KERRY shares this interest as well. His work on the importance of brain development during the early childhood years has helped educate the Senate on this issue. Senator JEFFORDS' long standing interest in education and school readiness is exemplary. I have great respect for his leadership as Chairman of the Health, Education, Labor, and Pensions Committee on education and many other issues to improve the well-being of children. Senator DODD's leadership on the Subcommittee for Children and Families has been outstanding. He has always been a champion for children's issues and we are proud to have him as a cosponsor of this legislation.

Over 23 million children under 6 live in the United States, and all of these children deserve the opportunity to start school ready to learn. In order for them to do so, we must make significant investments in children, long before they ever walk through the schoolhouse door.

Recent brain research documents the importance of the first few years of life for child development. During this time, children develop essential learning and social skills that they will need and use throughout their lives.

For children to reach their full potential, they must begin school ready to learn. Ten years ago, the nation's governors developed a set of educational goals to improve the quality of education in the United States. The number one goal was that by the year 2000, all children should enter school "ready to learn." While it is no longer possible to meet this objective by the year 2000, we must do all we can. We cannot afford to let another decade pass without investing more effectively in children's educational development.

Quality early education programs help children in a number of ways, and have a particularly strong impact on low-income children, who are at the greatest risk of school failure. Children

who attend high quality preschool classes have stronger language, math, and social skills than children who attended classes of inferior quality.

These early skills translate into greater school readiness. First graders who begin school with strong language and learning skills are more motivated to learn to read well, and they benefit more from classroom instruction. Quality early education programs also have important long range consequences, and are closely associated with increased academic achievement, higher adult earnings, and far less involvement with the criminal justice system.

Research consistently demonstrates that early education programs improve school readiness. But too many children have no access to these programs. Sixty-one percent of children age 3-5 whose parents earn \$50,000 or more a year are enrolled in pre-kindergarten classes. But, only 36% of children in the same age group in families earning less than \$15,000 are enrolled in such classes. Clearly, many children are not receiving the educational boost they need to begin school "ready to read, ready to learn, and ready to succeed."

Our bill provides 10 billion dollars over five years to states to strengthen and expand early education programs for children under 6. By increasing the number of children who have early learning opportunities, we will ensure that many more children begin school ready to learn.

The "Early Learning Trust Fund" will provide each state with funds to strengthen and improve early education. Governors will receive the grants, and communities, along with parents, will decide how these funds can best be used. The aid will be distributed based on a formula which takes into account the total number of young children in each state, and the Department of Health and Human Services will allocate funds to the states. To assist in this process, governors will appoint a state council of representatives from the office of the governor, relevant state agencies, Head Start, parental organizations, and resource and referral agencies—all experts in the field of early education. The state councils will be responsible for setting priorities, approving and implementing state plans to improve early education.

States will have the flexibility to invest in an array of strategies that give young children the building blocks to become good readers and good students. States may use their funds to support a wide range of activities including: (1) strengthening pre-kindergarten services and helping communities obtain the resources necessary to offer children a good start; (2) helping communities make the best use of early learning programs to ensure that their resources are used most effectively; (3) ensuring that special needs children have access to the early learning services they need to reach their full potential; (4) strengthening Early

S3488

CONGRESSIONAL RECORD—SENATE

March 25, 1999

Head Start to meet the learning needs of very young children; and (5) expanding Head Start to include full-day, year-round services to help children of working parents begin school ready to learn. The specific strategy that States decide to adopt is not the central issue—improving school readiness is the central issue. And this bill will give States the flexibility and funding they need to achieve this goal.

Children and families across the country will benefit from the Early Learning Trust Fund. Massachusetts has more than 180,000 children under the age of 6, and a significant number will be helped by this legislation. Far too many children are currently on waiting lists today for assistance like this. We cannot toll these children, "Wait until you grow up to receive the education you deserve."

Those on the front lines trying to meet these needs in their communities will receive reinforcements. For example, in Massachusetts, the Community Partnerships for Children provide full-day early care and education to 15,300 three- and four-year-olds from low-income families. The Early Learning Trust Fund will expand and strengthen exemplary initiatives such as this.

Investment in early education is strongly supported by organizations across the country, including the Children's Defense Fund, the National Governors' Association, Flight Crime: Invest in Kids, the National Association of Child Care Resource and Referral Services, the National Association for State Legislatures, and the National Association for the Education of Young Children. These organizations agree that investments in children in the early years not only make sense, but make an enormous difference.

Our nation's greatest resource is its children. We must do all we can to ensure that they reach their full potential. Improving school readiness is an essential first step. I urge my colleagues to support this important initiative. I look forward to its enactment, and I ask unanimous consent that the text of the bill may be printed in the RECORD.

There being no objection, the bill was ordered to be printed in the RECORD, as follows:

S. 749

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Early Learning Trust Fund Act".

SEC. 2. FINDINGS AND PURPOSE.

(a) FINDINGS.—Congress finds that—

(1) brain development research shows that the first 3 years of a child's life are critical to a child's brain development and the child's future success;

(2) high quality early learning programs can increase the literacy rate, the high school graduation rate, the employment rate, and the college enrollment rate for prekindergarten children who participate in the programs;

(3) high quality early learning programs can decrease the incidence of teenage preg-

nancy, welfare dependency, arrest, and juvenile delinquency for children who participate in these programs;

(4) high quality early learning programs can provide a strong base for prekindergarten children in language and cognitive skills and can motivate the children to learn to read in order to benefit from classroom instruction;

(5) many working families cannot afford early learning programs for their prekindergarten children;

(6) only 38 percent of children who are between the ages of 3 and 5, not enrolled in kindergarten, and living in families in which the parents earn less than \$15,000, are enrolled in prekindergarten, while 61 percent of children of a similar age who live in families in which the parents earn \$50,000 or more are enrolled in prekindergarten;

(7) because of the growing number of prekindergarten children in single-parent families or families in which both parents work, there is a great need for affordable high quality, full day, full calendar year early learning programs;

(8) many children who could benefit from a strong early learning experience are enrolled in child care programs that could use additional resources to prepare the children to enter school ready to succeed; and

(9) the low salaries paid to staff in early learning programs, the lack of career progression for such staff, and the lack of child development specialists involved in the early learning programs makes it difficult to attract and retain trained staff to help the children enter school ready to read.

(b) PURPOSE.—The purposes of this Act are—

(1) to make widely available to prekindergarten children a high quality, child-centered, developmentally appropriate early learning program;

(2) to make widely available to parents of prekindergarten children who desire the services, a full day, full calendar year program in which they can enroll their prekindergarten children;

(3) to make efficient use of Federal, State, and local resources for early learning programs by promoting collaboration and coordination of such programs and supports at the Federal, State, and local levels;

(4) to assist State and local governments in expanding or improving early learning programs that use existing facilities that meet State and local safety code requirements;

(5) to provide resources to ensure that all children enter elementary school ready to learn how to read; and

(6) to assist State and local governments in providing training for teachers and staff of early learning programs, and to promote the use of salary scales that take into account training and experience.

SEC. 3. DEFINITIONS.

In this Act:

(1) **EARLY LEARNING PROGRAMS.**—The term "early learning programs" means programs that provide the services described in section 9 that are for children who have not attended kindergarten or elementary school.

(2) **FULL CALENDAR YEAR.**—The term "full calendar year" means all days of operation of businesses in the locality, excluding—

(A) legal public holidays, as defined in section 6103 of title 5, United States Code; and

(B) a single period of 14 consecutive days during the summer.

(3) **FULL DAY.**—The term "full day" means the hours of normal operation of businesses in the locality.

(4) **LOCAL EDUCATIONAL AGENCY; STATE EDUCATIONAL AGENCY.**—The terms "local educational agency" and "State educational agency" have the meanings given the terms

in section 14101 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 8801).

(5) **LOCALITY.**—The term "locality" means a city, county, borough, township, or other general purpose unit of local government, or an Indian reservation or Indian Tribe. For purposes of this Act, 2 or more localities acting together may be considered a locality.

(6) **PARENT.**—The term "parent" means a biological parent, an adoptive parent, a step-parent, or a foster parent of a child, including a legal guardian or other person standing in loco parentis.

(7) **SECRETARY.**—The term "Secretary" means the Secretary of Health and Human Services.

(8) **SERVICE PROVIDER.**—The term "service provider" means any public or private early learning program, including a local educational agency, a Head Start agency under the Head Start Act (42 U.S.C. 9831 et seq.), or a community-based organization that receives funds under this Act.

(9) **TRAINING.**—The term "training" means instruction in early childhood development that—

(A) is required for certification by existing State and local laws, regulations, and policies;

(B) is required to receive a nationally recognized credential or its equivalent, such as the child development associate credential, in a State with no certification procedure; and

(C) is received in a postsecondary education program in which the individual has accomplished significant course work in early childhood education or early childhood development.

SEC. 4. EARLY LEARNING PROGRAM.

The Secretary shall establish and maintain an early learning program that provides full day, full calendar year early learning services.

SEC. 5. STATE ALLOTMENTS.

(a) **IN GENERAL.**—The Secretary shall make allotments to eligible States to pay for the cost of enabling the States and localities to establish full day, full calendar year early learning programs.

(b) **ALLOTMENTS.**—From the amount appropriated under section 12 for each fiscal year, the Secretary shall allot, to each eligible State, an amount that bears the same relationship to the amount appropriated as the total number of individuals under age 6 in the State bears to the total number of such individuals in all States.

(c) **MATCHING REQUIREMENT.**—The Secretary may not make a grant to a State under subsection (a) unless that State agrees that, with respect to the costs to be incurred by the State in carrying out the program for which the grant was awarded, the State will make available (directly or through donations from public or private entities) non-Federal contributions in an amount equal to not less than \$1 dollar for every \$4 dollars of Federal funds provided under the grant. The State share of the cost may be provided in cash or in kind, fairly evaluated, including plant, equipment, or services.

(d) **ANNUAL REVIEW.**—The allotments provided under subsection (b) shall be subject to annual review by the Secretary.

SEC. 6. STATE APPLICATIONS.

(a) **IN GENERAL.**—To be eligible to receive an allotment under section 5, the Governor of a State shall submit an application to the Secretary at such time, in such manner, and containing such information as the Secretary may reasonably require.

(b) **CONTENTS.**—Each application submitted pursuant to subsection (a) shall include—

(1) a statement ensuring that the Governor of the State has established or designated a State Council that complies with section

March 25, 1999

CONGRESSIONAL RECORD — SENATE

S3489

7(c), including a list of the members of the State Council in order to demonstrate such compliance;

(2) a statement ensuring that the State Council as described in section 7(c) has developed and approved the application submitted under this section;

(3) a statement describing the manner in which the State will allocate funds made available through the allotment to localities; and

(4) a State plan that describes the performance goals to be achieved, and the performance measures to be used to assess progress toward such goals, under the plan which—

(A) shall be developed pursuant to guidance provided by the State and local government authorities, and experts in early childhood development; and

(B) shall be designed to improve child development through—

(i) improved access to and increased coordination with health care services;

(ii) increased access to enhanced early learning environments;

(iii) increased parental involvement;

(iv) increased rates of accreditation by nationally recognized accreditation organizations; and

(v) expansion of full day, full year services.

SEC. 7. STATE ADMINISTRATION.

(a) **IN GENERAL.**—To be eligible to receive assistance under section 6, the Governor of a State shall appoint a Lead State Agency as described in subsection (b) and, after consultation with the leadership of the State legislature, a State Council as described in subsection (c).

(b) **LEAD STATE AGENCY.**—

(i) **IN GENERAL.**—The Lead State Agency as described in subsection (a) shall allocate funds received under section 6 to localities.

(2) **LIMITATION.**—The Lead State Agency shall allocate not less than 80 percent of such funds that have been provided to the State for a fiscal year to 1 or more localities.

(3) **FUNCTIONS OF AGENCY.**—In addition to allocating funds under paragraph (1), the Lead State Agency shall—

(A) advise and assist localities in the performance of their duties;

(B) develop and submit the State application and the State plan required under section 6;

(C) evaluate and approve applications submitted by localities;

(D) prepare and submit to the Secretary an annual report, after approval by the State Council, which shall include a statement describing the manner in which funds received under section 6 are expended and documentation of the increased number of—

(i) children in full day, full year Head Start programs, as provided under the Head Start Act (42 U.S.C. 9831 et seq.);

(ii) infants and toddlers in programs that provide comprehensive Early Head Start services, as provided under the Head Start Act (42 U.S.C. 9831 et seq.);

(iii) prekindergarten children, including those with special needs, in early learning programs; and

(iv) children in child care that receive enhanced educational and comprehensive services and supports, including parent involvement and education;

(E) conduct evaluations of early learning programs;

(F) ensure that training and research is made available to localities and that such training and research reflects the latest available brain development and early childhood research related to early learning; and

(G) improve coordination between localities carrying out early learning programs and persons providing early intervention services under part C of the Individuals with

Disabilities Education Act (20 U.S.C. 1431 et seq.).

(4) LOCAL APPLICATION.—

(A) **IN GENERAL.**—To be eligible to receive assistance under paragraph (1), a locality, in cooperation with the Local Council described in paragraph (5), shall submit an application to the Lead State Agency at such time, in such manner, and containing such information as the Lead State Agency may require.

(B) **CONTENTS.**—Each application submitted pursuant to paragraph (1) shall include a statement ensuring that the locality has established a Local Council, as described in paragraph (6) and a local plan that includes—

(i) a needs and resources assessment of early learning services and a statement describing how programs will be financed to reflect the assessment; and

(ii) a statement of performance goals to be achieved in adherence to the State plan and a statement of how localities will ensure that programs will meet the performance measures in the State plan.

(5) LOCAL COUNCIL.—

(A) **IN GENERAL.**—To be eligible to receive assistance under paragraph (1), a locality shall establish a Local Council as described in subsection (c), which shall be composed of local agencies responsible for carrying out the programs under this Act and parents and other individuals concerned with early childhood development issues in the locality. The Local Council shall be responsible for assisting localities in preparing and submitting the application described in paragraph (4).

(B) **DESIGNATING EXISTING ENTITY.**—To the extent that a State has a Local Council or an entity that functions as such before the date of enactment of this Act that is comparable to the Local Council described in subparagraph (A), the locality shall be considered to be in compliance with this paragraph.

(c) STATE COUNCIL.—

(i) **IN GENERAL.**—The State Council as described in subsection (a) shall be composed of a group of representatives of agencies, institutions, and other entities, as described in paragraphs (2) and (3), that provide child care or early learning services in the State.

(2) **MEMBERSHIP.**—Except as provided in paragraph (6), the Governor shall appoint to the State Council at least 1 representative from—

(A) the office of the Governor;

(B) the State educational agency;

(C) the State agency administering funds received under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.);

(D) the State social services agency;

(E) the State Head Start association;

(F) organizations representing parents within the State; and

(G) resource and referral agencies within the State.

(3) **ADDITIONAL MEMBERS.**—In addition to representatives appointed under subparagraph (2), the Governor may appoint to the State Council additional representatives from—

(A) the State Board of Education;

(B) the State health agency;

(C) the State labor or employment agency;

(D) organizations representing teachers;

(E) organizations representing business;

and

(F) organizations representing labor.

(4) **REPRESENTATION.**—To the extent practicable, the Governor shall appoint representatives under subparagraphs (2) and (3) in a manner that is diverse or balanced according to the race, ethnicity, and gender of its members.

(5) **FUNCTIONS OF THE COUNCIL.**—The State Council shall—

(A) conduct a needs and resources assessment, or use such an assessment if conducted not later than 2 years prior to the date of enactment of this Act, to—

(i) determine where early learning programs are lacking or are inadequate within the State, with particular attention to poor urban and rural areas, and what special services are needed within the State, such as services for children whose native language is a language other than English; and

(ii) identify all existing State-funded early learning programs, and, to the extent practical, other programs serving prekindergarten children in the State, including parent education programs, and to specify which programs might be expanded or upgraded with the use of funds received under section 5; and

(B) based on the assessment described in subparagraph (A), determine funding priorities for amounts received under section 5 for the State.

(6) **DESIGNATING AN EXISTING ENTITY AS STATE COUNCIL.**—To the extent that a State has a State Council or an entity that functions as such before the date of enactment of this Act that is comparable to the State Council described in this subsection, the State shall be considered to be in compliance with this subsection.

SEC. 8. LOCAL ALLOCATIONS.

(a) **IN GENERAL.**—Each locality that receives funds under section 6 shall, in accordance with the needs and resource assessment described in section 8(c)(5), provide funds to service providers to—

(1) increase the number of children served in Early Head Start programs carried out under section 645A of the Head Start Act (42 U.S.C. 9840a);

(2) increase the number of children served in State prekindergarten education programs;

(3) increase the number of Head Start programs providing full working day, full calendar year Head Start services; and

(4) enhance the education and comprehensive services and support services provided through the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq.) to child care programs and providers, including health screening and diagnosis of children, parent involvement and parent education, nutrition services and education, staff and personnel training in early childhood development, and upgrading the salaries of early childhood development professional staff, and the development of salary schedules for staff with varying levels of experience, expertise, and training, distribute such funds to service providers.

(b) **PREFERENCE.**—In making allocations under subsection (a), a locality shall give preference to—

(1) programs that meet the needs of children in households in which each parent is employed;

(2) programs assisting low-income families; and

(3) programs that make referrals for enrollment under the State Children's Health Insurance Program established under title XXI of the Social Security Act (42 U.S.C. 1397aa et seq.), or referrals for enrollment of children under the Medicaid program established under title XIX of the Social Security Act (42 U.S.C. 1396 et seq.).

(c) **APPLICATION.**—Each service provider desiring to receive funds under subsection (a) shall submit an application to a locality at such time, in such manner, and containing such information as the locality may reasonably require.

(d) **ANNUAL REPORT.**—Each locality that receives funds under section 6 shall submit an annual report to the State Council that

S3490

CONGRESSIONAL RECORD — SENATE

March 25, 1999

contains the information described in section 7(b)(3)(C) and a description of the manner in which programs receiving assistance under this Act will be coordinated with other early learning programs in the locality.

(e) **ADMINISTRATIVE COSTS.**—Not more than 5 percent of the amounts received by a locality under section 8 shall be used to pay for administrative expenses for the locality or Local Council.

SEC. 10. SUPPLEMENT NOT SUPPLANT.

Funds appropriated pursuant to this Act shall be used to supplement and not supplant other Federal, State, and local public funds expended to provide services for early learning childhood development programs.

SEC. 11. FEDERAL ADMINISTRATION.

The Secretary, in consultation with the Secretary of Education, shall develop and issue program guidance instructions for carrying out the programs authorized under this Act.

SEC. 12. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated and there is appropriated to carry out this Act, \$2,000,000,000 for each of the fiscal years 2000 through 2004.

By Mr. LEAHY (for himself, Mr. DASCHLE, Mr. KENNEDY, and Mr. TORRICELLI):

S. 751. A bill to combat nursing home fraud and abuse, increase protections for victims of telemarketing fraud, enhance safeguards for pension plans and health care benefit programs, and enhance penalties for crimes against seniors, and for other purposes; to the Committee on the Judiciary.

THE SENIORS SAFETY ACT OF 1999

Mr. LEAHY. Mr. President, today I am introducing the Seniors Safety Act of 1999, a bill to protect older Americans from crime.

The Seniors Safety Act contains a comprehensive package of proposals developed with the assistance of the Department of Justice that address the most prevalent crimes perpetrated against seniors, including proposals to reduce health care fraud and abuse, combat nursing home fraud and abuse, prevent telemarketing fraud, safeguard pension and employee benefit plans from fraud, bribery and graft. In addition, this legislation would help seniors whose pension plans are defrauded to obtain restitution. Finally, the bill authorizes the collection of appropriate data and examination by the Attorney General to develop new strategies to fight crime against seniors.

Seniors over the age of 55 make up the most rapidly growing sector of our society. In Vermont alone, the number of seniors grew by more than nine percent between 1990 and 1997, now comprising almost twelve percent of Vermont's total population. According to recent census estimates, the number of seniors over 65 will more than double by the year 2050.

It is an ugly fact that criminal activity against seniors that causes them physical harm and economic damage is a significant problem. While the violent and property crime rates have been falling generally, according to the Justice Department's Bureau of Justice Statistics, in 1997 the violent vic-

timization rates for persons over 50 years of age were no lower than they had been in 1993. In 1997, these older Americans experienced approximately 680 thousand incidents of violent crime, including rape, robbery, and general assault.

We need to do better job at protecting seniors and ensuring that they enjoy the same decreasing violent and property crime rate as other segments of our society. The Seniors Safety Act contains provisions to enhance penalties for criminal offenses that target seniors and fraudulent acts that result in physical or economic harm to seniors. In addition, to assist Congress and law enforcement authorities in developing new and effective strategies to deter crimes against seniors, the Act authorizes comprehensive examination of the factors associated with crimes against seniors and the inclusion of data on seniors in the National Crime Victims Survey.

One particular form of criminal activity—telemarketing fraud—disproportionately impacts Americans over the age of 50, who account for over a third of the estimated \$40 billion lost to telemarketing fraud each year. The Seniors Safety Act continues the progress we made last year on passage of the Telemarketing Fraud Prevention Act to address the problem of telemarketing fraud schemes that too often succeed in swindling seniors of their life savings. Some of these schemes are directed from outside the United States, making criminal prosecution more difficult.

The Act would provide the Attorney General with a new, significant crime fighting tool to deal with telemarketing fraud. Specifically, the Act would authorize the Attorney General to block or terminate telephone service to telephone facilities that are being used to conduct such fraudulent activities. This authority may be used to shut-down telemarketing fraud schemes directed from foreign sources by cutting off their telephone service and, once discovered, would protect victims from that particular telemarketing scheme. Of course, committed swindlers may just get another telephone number, but even relatively brief interruptions in their fraudulent activities may save some seniors from falling victim to the scheme.

Another crime prevention provision in the Seniors Safety Act is the establishment by the Federal Trade Commission of a "Better Business Bureau"-type clearinghouse. This would provide seniors, their families, or others who may be concerned about the legitimacy of a telemarketer with information about prior complaints made about the particular company and any prior convictions for telemarketing fraud. In addition, seniors and other consumers who believe they have been swindled would be provided with information for referral to the appropriate law enforcement authorities.

Criminal activity that undermines the safety and integrity of pension

plans and health benefit programs pose threats to all of us, but the damage is felt most acutely by seniors who have planned their retirements in reliance on the benefits promised by those programs. Seniors who have worked faithfully and honestly for years should not reach their retirement years only to find that the funds which they were relying upon have been stolen. This is a significant problem. According to the Attorney General's 1997 Annual Report, an interagency working group on pension abuse brought 70 criminal cases representing more than \$60 million in losses to pension plans in 29 districts around the country in that year alone.

The Seniors Safety Act would add to the arsenal of authority that federal prosecutors have to prevent and punish the defrauding of retirement arrangements. Specifically, the Act would create new criminal and civil penalties for defrauding pension plans or obtaining money or property from such plans by means of false or fraudulent pretenses. In addition, the Act would enhance penalties for bribery and graft in connection with employee benefit plans. The only people enjoying the benefits of pension plans should be the people who have worked hard to fund those plans, not crooks who get the money by fraud.

Spending on health care in this country amounts to roughly 15 percent of the gross national product, or more than \$1 trillion each year. Estimated losses due to fraud and abuse are astronomical. A December 1998 report by the National Institute of Justice (NIJ) states that those losses "may exceed 10 percent of annual health care spending, or \$100 billion per year." By contrast to health care fraud, which covers deliberate criminal efforts to steal money, the term "abuse" describes billing errors or manipulation of billing codes that can result in billing for a more highly reimbursed service or product than the one provided.

As electronic claims processing—with no human involvement—becomes more prevalent to save administrative costs, more sophisticated computer-generated fraud schemes are surfacing. Some of these schemes generate thousands of false claims designed to pass through automated claims processing to payment, and result in the theft of millions of dollars from federal and private health care programs. Defrauding Medicare, Medicaid and private health plans harms taxpayers and increases the financial burden on the beneficiaries. Beneficiaries pay the price for health care fraud in their copayments and contributions. In addition, some forms of fraud may result in inadequate medical care and be dangerous for patients. Unfortunately, the NIJ reports that many health care fraud schemes "deliberately target vulnerable populations, such as the elderly or Alzheimer's patients, who are less willing or able to complain or alert law enforcement."

Fighting health care fraud has been a top priority of this Administration and

**KENNEDY-STEVENSON
(DODD-JEFFORDS-KERRY)
THE EARLY LEARNING TRUST FUND (S. 749)
[\$10 billion over 5 years]**

PROMOTING EARLY EDUCATIONAL DEVELOPMENT AND SCHOOL READINESS:

The Early Learning Trust Fund will promote school readiness and improve the accessibility and quality of early childhood education by providing states with additional funds to invest in early education services.

PURPOSE: For children to reach their full potential, they must begin school ready to learn. Scientific research demonstrates that the first three years of life are critical to strong, healthy development. First graders who begin school with strong language and cognitive skill are more motivated to learn to read and benefit more from classroom instruction.

Quality early education improves school readiness by laying a solid foundation for success. The nation's governors realized this a decade ago when they said the country's #1 goal should be to prepare all children to enter school "ready to learn." While it is no longer possible to meet this objective by the year 2000, we must do all we can to meet this first step in education reform, so that remaining elementary and secondary school improvements can have their maximum impact.

THE EARLY LEARNING TRUST FUND: The "Early Learning Trust Fund" improves school readiness by providing states with funding to strengthen and expand their early childhood education programs for children under age six and make the best use of their resources. The Trust Fund provides states with the flexibility to invest in an array of strategies that give young children the building blocks they need in the early years to become good readers and good students. To help young children begin school ready to learn, states may use their funds to support a wide range of activities including:

- strengthening pre-k services and communities so they have the resources necessary to offer children a good start;
- strengthening Early Head Start to address the learning needs of very young children;
- ensuring that all special needs children have access to the early learning services they need to reach their full potential;
- expanding Head Start activities to include full-day, year-round services to help the children of working parents begin school ready to learn;
- enhancing the educational and comprehensive services provided by other programs for young children.

ALLOCATION OF FUNDS: Funds will be dispensed by the Department of Health and Human Services to states based on a formula which takes into account the relative number of children under age six in the state. Governors will receive the grants, and communities, along with parents, will decide how these funds will best be used in the context of their own initiatives and priorities.

PROGRAM OVERSIGHT: The Department of Health and Human Services will oversee the Early Learning Trust Fund in consultation with the Department of Education.

FAX TRANSMISSION

DEMOCRATIC OFFICE OF
THE UNITED STATES SENATE
COMMITTEE ON HEALTH, EDUCATION, LABOR, AND PENSIONS

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FROM:

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COMMENTS:

Before recess, Senators Kennedy and Stevens introduced the

Early Learning



Trust Fund (S. 741)

Senators Dodd,

STEPHANIE ROBINSON
Democratic General Counsel

Jeffords, and

Kerry are

Senator Edward M. Kennedy
Committee on Labor
and Human Resources
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Washington, DC 20510
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sponsors.

Senator Kennedy is very excited about this
apprenticeship bill. We look forward to working
with you. Please call me if you have any
questions or concerns.

March 25, 1999

CONGRESSIONAL RECORD — SENATE

S3487

Legislation already exists for contracting with and hiring Alaska Natives. Sections 1307 and 1308 of the Alaska National Interest Lands Conservation Act and section 638 of the Indian Self-Determination and Education Assistance Act are clear on these matters. The problem is that the law have been largely ignored.

Outside of a few studios that were contracted to Native Associations during the past two years, the record of the Department in contracting and local hiring is abysmal.

I have been told by representatives of this Administration that there are obstacles in both contracting with and hiring local Natives. When pressed, the obstacles are not well explained, if at all.

Mr. President, if there are valid obstacles, we should know specifically what they are so that Congress can address them. If there are not obstacles, then the Administration should begin to implement the law. My legislation requires a complete explanation of the "Obstacles" and a plan for implementing the law in accordance with the Alaska National Interest Lands Conservation Act and the Indian Self-Determination and Education Assistance Act.

In addition to the report required by this legislation, the Secretary is also directed to initiate a pilot program to contract various National Park Service functions, operations and programs in northwest Alaska to local Native entities.

Mr. President, the National Park Service, the Bureau of Land Management, the Fish and Wildlife Service, and the other agencies within the Department have an opportunity to hire and contract with local Alaska Natives who were born, raised and live near and in our parks, refuges and public lands in Alaska. These individuals are more familiar with the area than persons hired from outside Alaska. They know the history, they know the hazards, they know about living and working in arctic conditions. Given the levels of unemployment in the area, it makes absolutely no sense not to hire these individuals.

I do not understand why any of one of these agencies or bureau keep filling positions with persons from the lower 48—individuals who have little experience in Alaska—when they have a qualified individuals in the immediate area.

If we can just get the Federal agencies in the State of Alaska to read sections 1307 and 1308 of ANILCA and section 638 of ISEAA it would be a major step in the right direction. If Alaska Natives are given the opportunity to contract with and be employed by the Federal agencies in my State, everyone wins, no one loses, and the American public will be better served.

By Mr. KENNEDY (for himself, Mr. STEVENS, Mr. DODD, Mr. JEFFORDS, and Mr. KERRY:)

S. 749. A bill to establish a program to provide financial assistance to States and local entities to support early learning programs for prekindergarten children, and for other purposes to the Committee on Health, Education, Labor, and Pensions.

Mr. KENNEDY. Mr. President, today Senators STEVENS, DODD, JEFFORDS, KERRY and I are introducing legislation to create an Early Learning Trust Fund. With this legislation, we intend to improve the availability and quality of early learning programs so that all children can begin school ready to learn.

This is a truly bipartisan bill, and it is a privilege to be working closely with Senators of both parties on this issue that is so critical to the nation's future—the education of our children. Senator STEVENS' knowledge of childhood development and brain research is outstanding, and his commitment to this issue is impressive. He understands the impact that early education can have on a child's development. Senator KERRY shares this interest as well. His work on the importance of brain development during the early childhood years has helped educate the Senate on this issue. Senator JEFFORDS' long standing interest in education and school readiness is exemplary. I have great respect for his leadership as Chairman of the Health, Education, Labor, and Pensions Committee on education and many other issues to improve the well-being of children. Senator DODD's leadership on the Subcommittee for Children and Families has been outstanding. He has always been a champion for children's issues and we are proud to have him as a cosponsor of this legislation.

Over 23 million children under 6 live in the United States, and all of these children deserve the opportunity to start school ready to learn. In order for them to do so, we must make significant investments in children, long before they ever walk through the schoolhouse door.

Recent brain research documents the importance of the first few years of life for child development. During this time, children develop essential learning and social skills that they will need and use throughout their lives.

For children to reach their full potential, they must begin school ready to learn. Ten years ago, the nation's governors developed a set of educational goals to improve the quality of education in the United States. The number one goal was that by the year 2000, all children should enter school "ready to learn." While it is no longer possible to meet this objective by the year 2000, we must do all we can. We cannot afford to let another decade pass without investing more effectively in children's educational development.

Quality early education programs help children in a number of ways, and have a particularly strong impact on low-income children, who are at the greatest risk of school failure. Children

who attend high quality preschool classes have stronger language, math, and social skills than children who attended classes of inferior quality.

Those early skills translate into greater school readiness. First graders who begin school with strong language and learning skills are more motivated to learn to read well, and they benefit more from classroom instruction. Quality early education programs also have important long range consequences, and are closely associated with increased academic achievement, higher adult earnings, and far less involvement with the criminal justice system.

Research consistently demonstrates that early education programs improve school readiness. But too many children have no access to these programs. Sixty-one percent of children age 3-5 whose parents earn \$50,000 or more a year are enrolled in pre-kindergarten classes. But, only 36% of children in the same age group in families earning less than \$15,000 are enrolled in such classes. Clearly, many children are not receiving the educational boost they need to begin school "ready to read, ready to learn, and ready to succeed."

Our bill provides 10 billion dollars over five years to states to strengthen and expand early education programs for children under 6. By increasing the number of children who have early learning opportunities, we will ensure that many more children begin school ready to learn.

The "Early Learning Trust Fund" will provide each state with funds to strengthen and improve early education. Governors will receive the grants, and communities, along with parents, will decide how these funds can best be used. The aid will be distributed based on a formula which takes into account the total number of young children in each state, and the Department of Health and Human Services will allocate funds to the states. To assist in this process, governors will appoint a state council of representatives from the office of the governor, relevant state agencies, Head Start, parental organizations, and resource and referral agencies—all experts in the field of early education. The state councils will be responsible for setting priorities, approving and implementing state plans to improve early education.

States will have the flexibility to invest in an array of strategies that give young children the building blocks to become good readers and good students. States may use their funds to support a wide range of activities including: (1) strengthening pre-kindergarten services and helping communities obtain the resources necessary to offer children a good start; (2) helping communities make the best use of early learning programs to ensure that their resources are used most effectively; (3) ensuring that special needs children have access to the early learning services they need to reach their full potential; (4) strengthening Early

S3488

CONGRESSIONAL RECORD — SENATE

March 25, 1999

Head Start to meet the learning needs of very young children; and (5) expanding Head Start to include full-day, year-round services to help children of working parents begin school ready to learn. The specific strategy that states decide to adopt is not the central issue—improving school readiness is the central issue. And this bill will give states the flexibility and funding they need to achieve this goal.

Children and families across the country will benefit from the Early Learning Trust Fund. Massachusetts has more than 480,000 children under the age of 6, and a significant number will be helped by this legislation. Far too many children are currently on waiting lists today for assistance like this. We cannot tell these children, "Wait until you grow up to receive the education you deserve."

Those on the front lines trying to meet these needs in their communities will receive reinforcements. For example, in Massachusetts, the Community Partnerships for Children provide full-day early care and education to 15,300 three- and four-year-olds from low-income families. The Early Learning Trust Fund will expand and strengthen exemplary initiatives such as this.

Investment in early education is strongly supported by organizations across the country, including the Children's Defense Fund, the National Governors' Association, Fight Crime: Invest in Kids, the National Association of Child Care Resource and Referral Services, the National Association for State Legislatures, and the National Association for the Education of Young Children. These organizations agree that investments in children in the early years not only make sense, but make an enormous difference.

Our nation's greatest resource is its children. We must do all we can to ensure that they reach their full potential. Improving school readiness is an essential first step. I urge my colleagues to support this important initiative. I look forward to its enactment, and I ask unanimous consent that the text of the bill may be printed in the RECORD.

There being no objection, the bill was ordered to be printed in the RECORD, as follows:

S. 749

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Early Learning Trust Fund Act".

SEC. 2. FINDINGS AND PURPOSE.

(a) FINDINGS.—Congress finds that—

(1) brain development research shows that the first 3 years of a child's life are critical to a child's brain development and the child's future success;

(2) high quality early learning programs can increase the literacy rate, the high school graduation rate, the employment rate, and the college enrollment rate for prekindergarten children who participate in the programs;

(3) high quality early learning programs can decrease the incidence of teenage preg-

nancy, welfare dependency, arrest, and juvenile delinquency for children who participate in these programs;

(4) high quality early learning programs can provide a strong base for prekindergarten children in language and cognitive skills and can motivate the children to learn to read in order to benefit from classroom instruction;

(5) many working families cannot afford early learning programs for their prekindergarten children;

(6) only 38 percent of children who are between the ages of 3 and 5, not enrolled in kindergarten, and living in families in which the parents earn less than \$15,000, are enrolled in prekindergarten, while 61 percent of children of a similar age who live in families in which the parents earn \$50,000 or more are enrolled in prekindergarten;

(7) because of the growing number of prekindergarten children in single-parent families or families in which both parents work, there is a great need for affordable high quality, full day, full calendar year early learning programs;

(8) many children who could benefit from a strong early learning experience are enrolled in child care programs that could use additional resources to prepare the children to enter school ready to succeed; and

(9) the low salaries paid to staff in early learning programs, the lack of career progression for such staff, and the lack of child development specialists involved in the early learning programs makes it difficult to attract and retain trained staff to help the children enter school ready to read.

(b) PURPOSE.—The purposes of this Act are—

(1) to make widely available to prekindergarten children a high quality, child-centered, developmentally appropriate early learning program;

(2) to make widely available to parents of prekindergarten children who desire the services, a full day, full calendar year program in which they can enroll their prekindergarten children;

(3) to make efficient use of Federal, State, and local resources for early learning programs by promoting collaboration and coordination of such programs and supports at the Federal, State, and local levels;

(4) to assist State and local governments in expanding or improving early learning programs that use existing facilities that meet State and local safety code requirements;

(5) to provide resources to ensure that all children enter elementary school ready to learn how to read; and

(6) to assist State and local governments in providing training for teachers and staff of early learning programs, and to promote the use of salary scales that take into account training and experience.

SEC. 3. DEFINITIONS.

In this Act:

(1) EARLY LEARNING PROGRAMS.—The term "early learning programs" means programs that provide the services described in section 9 that are for children who have not attended kindergarten or elementary school.

(2) FULL CALENDAR YEAR.—The term "full calendar year" means all days of operation of businesses in the locality, excluding—

(A) legal public holidays, as defined in section 6103 of title 5, United States Code; and

(B) a single period of 14 consecutive days during the summer.

(3) FULL DAY.—The term "full day" means the hours of normal operation of businesses in the locality.

(4) LOCAL EDUCATIONAL AGENCY; STATE EDUCATIONAL AGENCY.—The terms "local educational agency" and "State educational agency" have the meanings given the terms

in section 1401 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 8801).

(5) LOCALITY.—The term "locality" means a city, county, borough, township, or other general purpose unit of local government, or an Indian reservation or Indian Tribe. For purposes of this Act, 2 or more localities acting together may be considered a locality.

(6) PARENT.—The term "parent" means a biological parent, an adoptive parent, a step-parent, or a foster parent of a child, including a legal guardian or other person standing in loco parentis.

(7) SECRETARY.—The term "Secretary" means the Secretary of Health and Human Services.

(8) SERVICE PROVIDER.—The term "service provider" means any public or private early learning program, including a local educational agency, a Head Start agency under the Head Start Act (42 U.S.C. 8631 et seq.), or a community-based organization that receives funds under this Act.

(9) TRAINING.—The term "training" means instruction in early childhood development that—

(A) is required for certification by existing State and local laws, regulations, and policies;

(B) is required to receive a nationally recognized credential or its equivalent, such as the child development association credential, in a State with no certification procedure; and

(C) is received in a postsecondary education program in which the individual has accomplished significant course work in early childhood education or early childhood development.

SEC. 4. EARLY LEARNING PROGRAM.

The Secretary shall establish and maintain an early learning program that provides full day, full calendar year early learning services.

SEC. 5. STATE ALLOTMENTS.

(a) IN GENERAL.—The Secretary shall make allotments to eligible States to pay for the cost of enabling the States and localities to establish full day, full calendar year early learning programs.

(b) ALLOTMENTS.—From the amount appropriated under section 12 for each fiscal year, the Secretary shall allot, to each eligible State, an amount that bears the same relationship to the amount appropriated as the total number of individuals under age 6 in the State bears to the total number of such individuals in all States.

(c) MATCHING REQUIREMENT.—The Secretary may not make a grant to a State under subsection (a) unless that State agrees that, with respect to the costs to be incurred by the State in carrying out the program for which the grant was awarded, the State will make available (directly or through donations from public or private entities) non-Federal contributions in an amount equal to not less than \$1 dollar for every \$4 dollars of Federal funds provided under the grant. The State share of the cost may be provided in cash or in kind, fairly evaluated, including plant, equipment, or services.

(d) ANNUAL REVIEW.—The allotments provided under subsection (b) shall be subject to annual review by the Secretary.

SEC. 6. STATE APPLICATIONS.

(a) IN GENERAL.—To be eligible to receive an allotment under section 5, the Governor of a State shall submit an application to the Secretary at such time, in such manner, and containing such information as the Secretary may reasonably require.

(b) CONTENTS.—Each application submitted pursuant to subsection (a) shall include—

(1) a statement ensuring that the Governor of the State has established or designated a State Council that complies with section

7(c), including a list of the members of the State Council in order to demonstrate such compliance;

(2) a statement ensuring that the State Council as described in section 7(c) has developed and approved the application submitted under this section;

(3) a statement describing the manner in which the State will allocate funds made available through the allotment to localities; and

(4) a State plan that describes the performance goals to be achieved, and the performance measures to be used to assess progress toward such goals, under the plan which—

(A) shall be developed pursuant to guidance provided by the State and local government authorities, and experts in early childhood development; and

(B) shall be designed to improve child development through—

(i) improved access to and increased coordination with health care services;

(ii) increased access to enhanced early learning environments;

(iii) increased parental involvement;

(iv) increased rates of accreditation by nationally recognized accreditation organizations; and

(v) expansion of full day, full year services.

SEC. 7. STATE ADMINISTRATION.

(a) **IN GENERAL.**—To be eligible to receive assistance under section 5, the Governor of a State shall appoint a Lead State Agency as described in subsection (b) and, after consultation with the leadership of the State legislature, a State Council as described in subsection (c).

(b) **LEAD STATE AGENCY.**—

(1) **IN GENERAL.**—The Lead State Agency as described in subsection (a) shall allocate funds received under section 5 to localities.

(2) **LIMITATION.**—The Lead State Agency shall allocate not less than 80 percent of such funds that have been provided to the State for a fiscal year to 1 or more localities.

(3) **FUNCTIONS OF AGENCY.**—In addition to allocating funds under paragraph (1), the Lead State agency shall—

(A) advise and assist localities in the performance of their duties;

(B) develop and submit the State application and the State plan required under section 6;

(C) evaluate and approve applications submitted by localities;

(D) prepare and submit to the Secretary an annual report, after approval by the State Council, which shall include a statement describing the manner in which funds received under section 5 are expended and documentation of the increased number of—

(i) children in full day, full year Head Start programs, as provided under the Head Start Act (42 U.S.C. 8831 et seq.);

(ii) infants and toddlers in programs that provide comprehensive Early Head Start services, as provided under the Head Start Act (42 U.S.C. 8831 et seq.);

(iii) prekindergarten children, including those with special needs, in early learning programs; and

(iv) children in child care that receive enhanced educational and comprehensive services and supports, including parent involvement and education;

(E) conduct evaluations of early learning programs;

(F) ensure that training and research is made available to localities and that such training and research reflects the latest available brain development and early childhood research related to early learning; and

(G) improve coordination between localities carrying out early learning programs and persons providing early intervention services under part C of the Individuals with

Disabilities Education Act (20 U.S.C. 1431 et seq.).

(d) **LOCAL APPLICATION.**—

(A) **IN GENERAL.**—To be eligible to receive assistance under paragraph (1), a locality, in cooperation with the Local Council described in paragraph (5), shall submit an application to the Lead State Agency at such time, in such manner, and containing such information as the Lead State Agency may require.

(B) **CONTENTS.**—Each application submitted pursuant to paragraph (1) shall include a statement ensuring that the locality has established a Local Council, as described in paragraph (5) and a local plan that includes—

(i) a needs and resources assessment of early learning services and a statement describing how programs will be financed to reflect the assessment; and

(ii) a statement of performance goals to be achieved in adherence to the State plan and a statement of how localities will ensure that programs will meet the performance measures in the State plan.

(5) **LOCAL COUNCIL.**—

(A) **IN GENERAL.**—To be eligible to receive assistance under paragraph (1), a locality shall establish a Local Council as described in subsection (c), which shall be composed of local agencies responsible for carrying out the programs under this Act and parents and other individuals concerned with early childhood development issues in the locality. The Local Council shall be responsible for assisting localities in preparing and submitting the application described in paragraph (4).

(B) **DESIGNATING EXISTING ENTITY.**—To the extent that a State has a Local Council or an entity that functions as such before the date of enactment of this Act that is comparable to the Local Council described in subparagraph (A), the locality shall be considered to be in compliance with this paragraph.

(c) **STATE COUNCIL.**—

(1) **IN GENERAL.**—The State Council as described in subsection (a) shall be composed of a group of representatives of agencies, institutions, and other entities, as described in paragraphs (2) and (3), that provide child care or early learning services in the State.

(2) **MEMBERSHIP.**—Except as provided in paragraph (4), the Governor shall appoint to the State Council at least 1 representative from—

(A) the office of the Governor;

(B) the State educational agency;

(C) the State agency administering funds received under the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 8858 et seq.);

(D) the State social services agency;

(E) the State Head Start association;

(F) organizations representing parents within the State; and

(G) resource and referral agencies within the State.

(3) **ADDITIONAL MEMBERS.**—In addition to representatives appointed under subparagraph (2), the Governor may appoint to the State Council additional representatives from—

(A) the State Board of Education;

(B) the State health agency;

(C) the State labor or employment agency;

(D) organizations representing teachers;

(E) organizations representing business; and

(F) organizations representing labor.

(4) **REPRESENTATION.**—To the extent practicable, the Governor shall appoint representatives under subparagraphs (2) and (3) in a manner that is diverse or balanced according to the race, ethnicity, and gender of its members.

(5) **FUNCTIONS OF THE COUNCIL.**—The State Council shall—

(A) conduct a needs and resources assessment, or use such an assessment if conducted not later than 2 years prior to the date of enactment of this Act, to—

(i) determine where early learning programs are lacking or are inadequate within the State, with particular attention to poor urban and rural areas, and what special services are needed within the State, such as services for children whose native language is a language other than English; and

(ii) identify all existing State-funded early learning programs, and, to the extent practical, other programs serving prekindergarten children in the State, including parent education programs, and to specify which programs might be expanded or upgraded with the use of funds received under section 5; and

(B) based on the assessment described in subparagraph (A), determine funding priorities for amounts received under section 5 for the State.

(6) **DESIGNATING AN EXISTING ENTITY AS STATE COUNCIL.**—To the extent that a State has a State Council or an entity that functions as such before the date of enactment of this Act that is comparable to the State Council described in this subsection, the State shall be considered to be in compliance with this subsection.

SEC. 8. LOCAL ALLOCATIONS.

(a) **IN GENERAL.**—Each locality that receives funds under section 5 shall, in accordance with the needs and resource assessment described in section 8(c)(5), provide funds to service providers to—

(1) increase the number of children served in Early Head Start programs carried out under section 645A of the Head Start Act (42 U.S.C. 9840a);

(2) increase the number of children served in State prekindergarten education programs;

(3) increase the number of Head Start programs providing full working day, full calendar year Head Start services; and

(4) enhance the education and comprehensive services and support services provided through the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 8858 et seq.) to child care programs and providers, including health screening and diagnosis of children, parent involvement and parent education, nutrition services and education, staff and personnel training in early childhood development, and upgrading the salaries of early childhood development professional staff, and the development of salary schedules for staff with varying levels of experience, expertise, and training distributed such funds to service providers.

(b) **PREFERENCE.**—In making allocations under subsection (a), a locality shall give preference to—

(1) programs that meet the needs of children in households in which each parent is employed;

(2) programs assisting low-income families; and

(3) programs that make referrals for enrollment under the State Children's Health Insurance Program established under title XXI of the Social Security Act (42 U.S.C. 1397aa et seq.), or referrals for enrollment of children under the medical program established under title XIX of the Social Security Act (42 U.S.C. 1396 et seq.).

(c) **APPLICATION.**—Each service provider desiring to receive funds under subsection (a) shall submit an application to a locality at such time, in such manner, and containing such information as the locality may reasonably require.

(d) **ANNUAL REPORT.**—Each locality that receives funds under section 5 shall submit an annual report to the State Council that

contains the information described in section 7(b)(3)(C) and a description of the manner in which programs receiving assistance under this Act will be coordinated with other early learning programs in the locality.

(e) **ADMINISTRATIVE COSTS.**—Not more than 1 percent of the amounts received by a locality under section 8 shall be used to pay for administrative expenses for the locality or Local Council.

SEC. 10. SUPPLEMENT NOT SUPPLANT.

Funds appropriated pursuant to this Act shall be used to supplement and not supplant other Federal, State, and local public funds expended to provide services for early learning childhood development programs.

SEC. 11. FEDERAL ADMINISTRATION.

The Secretary, in consultation with the Secretary of Education, shall develop and issue program guidance instructions for carrying out the programs authorized under this Act.

SEC. 12. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated and there is appropriated to carry out this Act, \$2,000,000,000 for each of the fiscal years 2000 through 2004.

By Mr. LEAHY (for himself, Mr. DASCHE, Mr. KENNEDY, and Mr. TORRICELLI):

S. 751. A bill to combat nursing home fraud and abuse, increase protections for victims of telemarketing fraud, enhance safeguards for pension plans and health care benefit programs, and enhance penalties for crimes against seniors, and for other purposes: to the Committee on the Judiciary.

THE SENIORS SAFETY ACT OF 1999

Mr. LEAHY. Mr. President, today I am introducing the Seniors Safety Act of 1999, a bill to protect older Americans from crime.

The Seniors Safety Act contains a comprehensive package of proposals developed with the assistance of the Department of Justice that address the most prevalent crimes perpetrated against seniors, including proposals to reduce health care fraud and abuse, combat nursing home fraud and abuse, prevent telemarketing fraud, safeguard pension and employee benefit plans from fraud, bribery and graft. In addition, this legislation would help seniors whose pension plans are defrauded to obtain restitution. Finally, the bill authorizes the collection of appropriate data and examination by the Attorney General to develop new strategies to fight crime against seniors.

Seniors over the age of 55 make up the most rapidly growing sector of our society. In Vermont alone, the number of seniors grew by more than nine percent between 1980 and 1997, now comprising almost twelve percent of Vermont's total population. According to recent census estimates, the number of seniors over 65 will more than double by the year 2050.

It is an ugly fact that criminal activity against seniors that causes them physical harm and economic damage is a significant problem. While the violent and property crime rates have been falling generally, according to the Justice Department's Bureau of Justice Statistics, in 1997 the violent vic-

timization rates for persons over 50 years of age were no lower than they had been in 1983. In 1997, these older Americans experienced approximately 680 thousand incidents of violent crime, including rape, robbery, and general assault.

We need to do better job at protecting seniors and ensuring that they enjoy the same decreasing violent and property crime rate as other segments of our society. The Seniors Safety Act contains provisions to enhance penalties for criminal offenses that target seniors and fraudulent acts that result in physical or economic harm to seniors. In addition, to assist Congress and law enforcement authorities in developing new and effective strategies to deter crimes against seniors, the Act authorizes comprehensive examination of the factors associated with crimes against seniors and the inclusion of data on seniors in the National Crime Victims Survey.

One particular form of criminal activity—telemarketing fraud—disproportionately impacts Americans over the age of 50, who account for over a third of the estimated \$40 billion lost to telemarketing fraud each year. The Seniors Safety Act continues the progress we made last year on passage of the Telemarketing Fraud Prevention Act to address the problem of telemarketing fraud schemes that too often succeed in swindling seniors of their life savings. Some of these schemes are directed from outside the United States, making criminal prosecution more difficult.

The Act would provide the Attorney General with a new, significant crime fighting tool to deal with telemarketing fraud. Specifically, the Act would authorize the Attorney General to block or terminate telephone service to telephone facilities that are being used to conduct such fraudulent activities. This authority may be used to shut-down telemarketing fraud schemes directed from foreign sources by cutting off their telephone service and, once discovered, would protect victims from that particular telemarketing scheme. Of course, committed swindlers may just get another telephone number, but even relatively brief interruptions in their fraudulent activities may save some seniors from falling victim to the scheme.

Another crime prevention provision in the Seniors Safety Act is the establishment by the Federal Trade Commission of a "Better Business Bureau"-type clearinghouse. This would provide seniors, their families, or others who may be concerned about the legitimacy of a telemarketer with information about prior complaints made about the particular company and any prior convictions for telemarketing fraud. In addition, seniors and other consumers who believe they have been swindled would be provided with information for referral to the appropriate law enforcement authorities.

Criminal activity that undermines the safety and integrity of pension

plans and health benefit programs pose threats to all of us, but the damage is felt most acutely by seniors who have planned their retirements in reliance on the benefits promised by those programs. Seniors who have worked faithfully and honestly for years should not reach their retirement years only to find that the funds which they were relying upon have been stolen. This is a significant problem. According to the Attorney General's 1997 Annual Report, an interagency working group on pension abuse brought 70 criminal cases representing more than \$90 million in losses to pension plans in 29 districts around the country in that year alone.

The Seniors Safety Act would add to the arsenal of authority that federal prosecutors have to prevent and punish the defrauding of retirement arrangements. Specifically, the Act would create new criminal and civil penalties for defrauding pension plans or obtaining money or property from such plans by means of false or fraudulent pretenses. In addition, the Act would enhance penalties for bribery and graft in connection with employee benefit plans. The only people enjoying the benefits of pension plans should be the people who have worked hard to fund those plans, not crooks who get the money by fraud.

Spending on health care in this country amounts to roughly 15 percent of the gross national product, or more than \$1 trillion each year. Estimated losses due to fraud and abuse are astronomical. A December 1998 report by the National Institute of Justice (NIJ) states that these losses "may exceed 10 percent of annual health care spending, or \$100 billion per year." By contrast to health care fraud, which covers deliberate criminal efforts to steal money, the term "abuse" describes billing errors or manipulation of billing codes that can result in billing for a more highly reimbursed service or product than the one provided.

As electronic claims processing—with no human involvement—becomes more prevalent to save administrative costs, more sophisticated computer-generated fraud schemes are surfacing. Some of these schemes generate thousands of false claims designed to pass through automated claims processing to payment, and result in the theft of millions of dollars from federal and private health care programs. Defrauding Medicare, Medicaid and private health plans harms taxpayers and increases the financial burden on the beneficiaries. Beneficiaries pay the price for health care fraud in their copayments and contributions. In addition, some forms of fraud may result in inadequate medical care and be dangerous for patients. Unfortunately, the NIJ reports that many health care fraud schemes "deliberately target vulnerable populations, such as the elderly or Alzheimer's patients, who are less willing or able to complain or alert law enforcement."

Fighting health care fraud has been a top priority of this Administration and

**KENNEDY-STEVENSON
(DODD-JEFFORDS-KERRY)
THE EARLY LEARNING TRUST FUND (S. 749)
[\$10 billion over 5 years]**

PROMOTING EARLY EDUCATIONAL DEVELOPMENT AND SCHOOL READINESS:

The Early Learning Trust Fund will promote school readiness and improve the accessibility and quality of early childhood education by providing states with additional funds to invest in early education services.

PURPOSE: For children to reach their full potential, they must begin school ready to learn. Scientific research demonstrates that the first three years of life are critical to strong, healthy development. First graders who begin school with strong language and cognitive skill are more motivated to learn to read and benefit more from classroom instruction.

Quality early education improves school readiness by laying a solid foundation for success. The nation's governors realized this a decade ago when they said the country's #1 goal should be to prepare all children to enter school "ready to learn." While it is no longer possible to meet this objective by the year 2000, we must do all we can to meet this first step in education reform, so that remaining elementary and secondary school improvements can have their maximum impact.

THE EARLY LEARNING TRUST FUND: The "Early Learning Trust Fund" improves school readiness by providing states with funding to strengthen and expand their early childhood education programs for children under age six and make the best use of their resources. The Trust Fund provides states with the flexibility to invest in an array of strategies that give young children the building blocks they need in the early years to become good readers and good students. To help young children begin school ready to learn, states may use their funds to support a wide range of activities including:

- strengthening pre-k services and communities so they have the resources necessary to offer children a good start;
- strengthening Early Head Start to address the learning needs of very young children;
- ensuring that all special needs children have access to the early learning services they need to reach their full potential;
- expanding Head Start activities to include full-day, year-round services to help the children of working parents begin school ready to learn;
- enhancing the educational and comprehensive services provided by other programs for young children.

ALLOCATION OF FUNDS: Funds will be dispensed by the Department of Health and Human Services to states based on a formula which takes into account the relative number of children under age six in the state. Governors will receive the grants, and communities, along with parents, will decide how these funds will best be used in the context of their own initiatives and priorities.

PROGRAM OVERSIGHT: The Department of Health and Human Services will oversee the Early Learning Trust Fund in consultation with the Department of Education.



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE SECRETARY

FACSIMILE TRANSMITTAL SHEET

TO: *Mary Ellen McGuire*FROM: SUSAN FROST, SENIOR ADVISOR
TRISH BRENNAN, SPECIAL ASSISTANT
JEN ROLNICK, SCHEDULER

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UNITED STATES
DEPARTMENT OF EDUCATION

NEWS

****ADVISORY********ADVISORY********ADVISORY****

WHO: U.S. Secretary of Education Richard W. Riley
Judith E. Heumann, assistant secretary for special education and rehabilitative services
Researchers, school administrators and parents

WHAT: National Summit on Children's Behavior and Safe Learning Environments, featuring discussion of two promising approaches to positive parenting and safe schools

WHEN: 9:15 a.m.-5 p.m. Wednesday, Feb. 2 (see highlights below)

WHERE: Conference Center, Academy for Educational Development, 1825 Connecticut Ave., N.W., Washington

Secretary Riley and Assistant Secretary Heumann will open a daylong conference of researchers, school administrators and parents, focusing on a pair of promising approaches funded by the Education Department to improve children's behavior and promote safe learning environments.

In one approach, a 25-year study followed troubled toddlers into adulthood, observing how the children responded to the **Regional Intervention Program**. The program suggests how parents can respond when confronted with misbehavior in young children and will be discussed in a panel session from 10-11 a.m. entitled, "Families Can Make a Difference."

From 11:15-12:45 a.m., another approach targeted at older students schoolwide will be examined during a panel on "Ensuring Positive Learning Environment." That session will analyze an approach known as **Positive Behavioral Supports** and will feature among others, Susan Taylor Greene, principal of Fern Ridge, Ore., Middle School, who credits the program with a 70 percent drop in discipline referrals.

More details on the two strategies are available at <http://www.pbis.org/> for the Positive Behavioral Supports program and <http://members.aol.com/RIPNASHTN/RIP.htm> for the Regional Intervention Program.

CONTACT: Jim Bradshaw (202) 401-2310

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**UNITED STATES
DEPARTMENT OF EDUCATION****NEWS**

FOR RELEASE
February 2, 2000

Contact: Jim Bradshaw
(202) 401-2310

**EDUCATION DEPARTMENT SHOWCASES PROMISING APPROACHES
TO POSITIVE PARENTING AND SAFE SCHOOLS**

The U.S. Department of Education today showcased two promising approaches to promote better student behavior and safer schools, emphasizing early intervention and positive support to help all children, especially those most at risk of getting into trouble.

At a daylong summit of researchers and school administrators in Washington, the Education Department presented details of the projects -- one of which involved a 25-year study following a group of troubled toddlers from their preschool years into adulthood.

Known as the Regional Intervention Program, researchers found that appropriate early intervention strategies by parents were crucial in getting the children back on track toward a successful life. The program encourages parents who confront misbehavior in young children to:

- o State expectations in advance -- tell your children directly how you expect them to behave;
- o Catch your children being good -- and go out of your way to acknowledge this behavior;
- o Present limited, reasonable choices and show the rewards and consequences of those choices;
- o Get used to saying, "when," so you're stating the behavior you expect, and the privilege that will be earned when completed -- avoid begging, bribing or threatening; and
- o Stay in control -- rash and automatic reactions to bad behavior will usually just reinforce it. Remember that disciplined children need disciplined parents to set the example.

"The research we've supported makes it very clear -- early intervention and positive behavior support are the most effective ways for creating sustained safe learning environments," said Judith E. Heumann, assistant secretary for special education and rehabilitative services.

-MORE-

-2-

For toddlers especially, Heumann said, "We know that simply reprimanding children for bad behavior is a scattershot approach. That's why we support programs that offer early intervention based on positive support. In doing so, we help families and educators set kids on the right course for school and for life."

The other strategy spotlighted at the conference -- Positive Behavioral Support -- advocates entire school communities working together to create safe learning environments. It does so by setting expectations for behavior that are understood by the principal all the way to the bus driver and janitor.

Susan Taylor Greene, principal of Fern Ridge, Ore., Middle School, credited the program with a 70 percent drop in discipline referrals. Nationwide, the approach has been used in more than 400 schools, some showing not only improvements in discipline but in achievement too.

The program instills behavioral principles uniformly within the whole school. Students are grounded in values and expected to know what good behavior means, so that they develop a foundation intended to serve them not only in their school years, but for a lifetime of good citizenship.

"This research demonstrates that when these strategies are used appropriately, children face fewer problems, referrals to the principal drop, and the overall learning environment is improved," Heumann said.

The studies were presented during a conference, sponsored by the department's Office of Special Education Programs, entitled, "Better Behavior, Better Schools: A National Summit on Children's Behavior and Safe Learning Environments."

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NOTE TO EDITORS: Families and educators seeking more information on early intervention and positive behavioral support may call the department's National Information Center for Children and Youth with Disabilities at 1-800-695-0285.

Information on the Regional Intervention Program is available on the Web at <http://members.aol.com/RIPNASHTN/contacts.htm>. For details on Positive Behavioral Support, visit: <http://www.pbis.org/>.

will
use

POSITIVE BEHAVIOR SUPPORT AS AN APPROACH FOR DEALING WITH PROBLEM BEHAVIOR IN PEOPLE WITH DEVELOPMENTAL DISABILITIES:

A RESEARCH SYNTHESIS

Authors: Edward G. Carr, *State University of New York at Stony Brook*
Robert H. Horner, *University of Oregon*
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Janet G. Marquis, *University of Kansas*
Darlene Magito-McLaughlin, *State University of New York at Stony Brook*
Michelle L. McAtee, *State University of New York at Stony Brook*
Christopher E. Smith, *State University of New York at Stony Brook*
Kaarin Anderson Ryan, *State University of New York at Stony Brook*
Michael B. Ruef, *Cal Poly at San Luis Obispo*
Ajit Doolabh, *State University of New York at Stony Brook*

EXECUTIVE SUMMARY

Background and Purpose

Problem behaviors (aggression, self-injury, tantrums, property destruction, etc..) have long been barriers to successful education, socialization, employment, and community adaptation. Positive behavior support (PBS) involves applying behavioral principles within community norms to reduce problem behaviors and build appropriate behaviors that result in durable behavioral changes and, just as important, an improved lifestyle. The key to PBS is that, to remedy problem behavior, it is necessary first to remedy deficient contexts.

There are two kinds of deficient contexts: environmental conditions and behavior repertoires. Deficient environmental conditions include lack of choice, inadequate teaching strategies, poorly selected daily routines, among others. Deficient behavior repertoires include inadequate or absent skills in communication, self-management, socialization, and other

*Positive Behavior Support as an Approach for Dealing With
Problem Behavior in People with Developmental Disabilities:
A Research Synthesis*

functional skills. There has been much recent discussion of the strong association between these two types of deficiencies, leading to the conclusion that problem behavior can be effectively addressed by focusing on the assessment and remedying of contexts.

Since all strategies for remedying deficient environmental conditions involve manipulating stimuli (e.g., curriculum materials and daily living routines), they are referred to as stimulus-based interventions. Likewise, since all strategies for improving deficient behavior repertoires involve a systematic and targeted application of reinforcement, they are referred to as reinforcement-based interventions.

The purpose of this report is to synthesize the research on PBS between 1985 and 1996. The research synthesis provides an analysis of the existing PBS research database (109 published articles, with data on 230 participants, met the criteria for inclusion); compares that database with current clinical needs in the field; and suggests future directions for research, practice, and policy. The focus is on the application of behavior support for people with developmental disabilities and autism from early childhood to adulthood.

FINDINGS

There were five research questions posed as the core of this review of the literature on PBS research. Those questions, and the key findings associated with each, follow.

How widely applicable is PBS?

- The approach is widely applicable to people with severe disabilities (e.g., mental retardation and autism) who exhibit severe behavior problems (e.g., aggression and self-injury) as well as those with mild to moderate disabilities.
- The approach can be applied by typical intervention agents (those persons who would normally be the primary support people or caregivers in a community, such as parents, teachers, and job coaches) in typical settings (homes, community, and integrated schools). Its use is not restricted to involvement of highly trained

professionals, such as psychologists and researchers (atypical intervention agents), even though that is often still the case.

In what ways is the field evolving?

- PBS is not merely a passing fad. It has been showing steady and dramatic growth, especially during the 12-year period reviewed.
- Outcomes involving the most severe problem behavior (e.g., self-injury and multiple problem behaviors) have become more numerous.
- Generally, typical and atypical intervention agents are about equally likely to conduct PBS intervention. Also, although atypical intervention settings (e.g., segregated schools and medical clinics) are more likely to be the venue for intervention, the trend toward the use of typical settings is on the upswing.
- There has been a dramatic upward trend in the use of functional assessment prior to planning intervention.
- Both formal functional analysis and informal functional assessments have become more numerous.
- There is an increasing focus on escape-motivated problem behavior as well as on problem behaviors with multiple motivations.
- Repeated assessments have remained uncommon; however, when they do occur, they are more likely to be carried out by typical intervention agents in typical settings.
- Stimulus-based intervention has gradually become more common than reinforcement-based intervention.
- Interventions combining stimulus-based and reinforcement-based strategies do not show an increasing trend; however, when they do occur, they are more likely to be carried out by typical intervention agents in typical settings.
- With respect to systems change, significant others (parents, teachers, job coaches, etc.) are increasingly likely to alter their behavior as part of the intervention. No trend is seen, however, for environmental reorganization, a critical aspect of systems change.
- Intervention in all relevant contexts does not show a trend; however, when it does occur, it is most likely to be done by typical intervention agents in typical settings.
- There is an upward trend in outcomes associated with short-term maintenance (five months or less) but none for longer-term maintenance.

- Outcomes associated with generalization (the degree to which intervention effects transfer to other situations), life-long change, and social validity (determined by parents, teachers, and job coaches) show no trends and are few.

How effective is PBS?

- Modest to substantial increases in positive behavior are typically observed following the application of PBS intervention.
- With respect to reduction in problem behavior, about one-half to two-thirds of the outcomes are successes (using a criterion of 90 percent or more versus 80 percent or more decrease, respectively, in problem behavior from baseline).
- Typically, the success rate does not change as a function of whether stimulus-based intervention and reinforcement-based intervention are used alone or in combination with one another, nor does it change when non-PBS interventions are added.
- With respect to the degree that intervention effects were documented to last over time (maintenance), about two-thirds of the outcomes are successes (using a 90 percent reduction criterion). However, the database is small and gets smaller as the duration of follow-up is lengthened.
- There are demonstrations of successful lifestyle change and good social validity (where parents, teachers, and job coaches perceive the intervention and its effects to be worthwhile). However, these data are reported only for a small minority of outcomes.
- PBS works just as effectively with individuals with multiple disabilities as compared to those with a single disability.
- PBS is just as effective for individuals with complex disabilities as compared to those with less complicated disabilities.

What factors modulate the effectiveness of PBS?

- Intervention for combinations of problem behavior produces lower success rates than intervention for single types of problem behavior.
- The success rate (using a 90 percent reduction criterion) for interventions based on a prior functional assessment was almost twice that obtained for when this type of assessment was not conducted.
- The success rate (90 percent criterion) was greater following interventions that involved systems change such as environmental reorganization and change in the behavior of those typically involved with the individual with a disability.

- The success rate (90 percent criterion) associated with those typically involved with the individual with a disability was higher than that obtained with those who do not have ongoing relations with the individual.

How responsive is the PBS literature to the needs of consumers (nonresearchers)?

- Comprehensive lifetime support is a major goal of families, but the database rarely addressed this issue.
- Families are most concerned with long-term behavior change. The database, in a minority of cases, demonstrated such change. However, no outcomes involved follow-up of longer than two years, whereas most families think of maintenance in terms of decades rather than months.
- Consumers (e.g., parents and teachers) judge interventions in terms of their practicality and relevance, and are concerned with how well intervention plans mesh with the realities of the complex social systems in which the consumers must function.
- Consumers are concerned with obtaining support for themselves in addition to support for people with disabilities. This topic was not a focus of systematic research in the studies included in the database.

RECOMMENDATIONS

Below are brief recommendations for advancing the field of PBS, looking at the areas of research priorities, service provision, social policy, and government action.

Researchers: Researchers need a new applied science. For a truly applied science to develop, researchers should address consumer needs more systematically and frequently. A robust applied science will require changes in assessment and intervention practices, a redefinition of what constitutes a significant outcome, and measurement procedures that address these new priorities.

Service providers: Service providers must fix problem contexts, not problem behavior. That is, whenever problem behavior is identified, service providers should structure intervention to reflect a knowledge (from functional assessment) of what is wrong with the individual's

*Positive Behavior Support as an Approach for Dealing With
Problem Behavior in People with Development Disabilities:
A Research Synthesis*

environment and skill repertoire. Then, redesigning the environment and enhancing the individual's adaptive skill repertoire will strengthen positive behavior while decreasing problem behavior.

Social policy: Regulations that define quality of services need to mandate standards of best practice. These standards include repeated functional assessments that identify the environmental and behavioral deficiencies; linkage between functional assessments and the design of interventions; consideration of the long-term perspectives of consumers; and definition of outcome goals in terms of comprehensive lifestyle change and support, not just reduction of problem behavior.

Government: Resources should be invested to ensure the continued development and evaluation of a truly applied science of PBS that is sensitive to consumer needs. Also, government can develop grant competitions, create a nationally accessible database on PBS, and convene periodic conferences on PBS.

→ Synthesis research funded by OSEP. Opinions herein are not author's.
Text of full text was published --- and is available ---

Regional Intervention Program (RIP)

Introduction

Aggressive and problem behavior in children can cause great distress on the part of parents, caregivers, teachers, and other adults who live and work with such children. Physical aggression, destruction of property, lying and defiance evoke frustration and anguish. Left untreated, symptoms of problem and aggressive behaviors appearing in early childhood are often associated with later juvenile delinquency, gang membership and adult incarceration.

Children with severe problem behavior are not only the perpetrators but also the victims of their own behavior. Such children may be rejected by their peers, receive frequent punishment by the adults in their lives, suffer from unpleasant and dysfunctional family relationships, and experience failure in school. Moreover, if such behaviors continue into adolescence, these children are much more likely than others to drop out of school, to abuse drugs and alcohol, and to become involved in juvenile delinquency. When they reach adulthood, they are at higher risk of fatal accidents, alcoholism, drug addiction, unemployment, divorce, incarceration, psychiatric illness, and early death.

Research shows that aggression in young children tends to persist strongly over time unless successful intervention takes place before the end of third grade. Early intervention, focused on changing parent-child interaction patterns, has been found to be an effective strategy for resolving these early behavioral problems.

The Regional Intervention Program

The Regional Intervention Program (RIP) is a parent-implemented program for families with concerns about their young child's behavior. The program trains family members to work directly with their own children.

Parents are taught to:

- Carefully monitor their child's activities
- Ignore problem behavior and reward desired behaviors
- Help their child to set self-management goals
- Work with other meaningful adults in the child's life to reinforce new styles of interaction
- Enlist support from family and community for the child and themselves

Strategies for Parents:

- State expectations in advance
- Catch your child being good
- Present limited, reasonable choices
- Say "when" (state the behavior the child is expected to complete and the privilege that will be earned when completed – avoid begging, bribing or threatening)
- Stay in control (of yourself)
- Wait for neutral time

- Parents learn through repeated direct practice and feedback. They also participate by supporting new parents as they join the program.
- A classroom component teaches children appropriate behavior for success in school.
- A social skills component teaches children to get along with others.
- Childcare and preschool staff may also receive consultation for dealing with problem behaviors.

The RIP Adult Follow-up Study

Researchers are in the final stages of a long-term study to evaluate the effects of the strategies used in the RIP program. Findings to date indicate that these strategies are effective and enduring in altering the behavior of children with problem and aggressive behavior as well as in changing the nature of interactions between parents and children.

As preschoolers, the children in this study had exhibited severe and prolonged tantrums, continual opposition to adults' requests and commands, and physical aggression toward their parents. Many of the parents were at a loss as to what to do; nothing in their ordinary repertoires of discipline seemed to work.

After completing the intervention program through RIP, these children and their families have been transformed. Now adults in their mid-twenties and early thirties, these children have by and large gone on to lead full and productive lives. All but one completed high school and a large fraction went on to college and graduate school. All but one (the same one who dropped out of high school) are currently employed. During their adolescence, one experimented with illegal drugs (marijuana) and one (the high school dropout) was involved in the justice system for theft. None of them was identified for special education or as emotionally disturbed. There were no reports of any of these children ever engaging in aggression toward parents, peers or teachers after completing the program. After 25 years, most parents reported that the program had helped improve parent-child interactions; that they had learned to use the strategies at home and in public places; that they had been able to teach them to other meaningful adults in the child's life; and that their family's needs had effectively been addressed.

The parents of most of these adult children describe them as caring, loving, and sensitive in their relationships. Many of them also report their children's increased self-confidence, lower family stress, and fewer feelings of guilt and hopelessness. They now express optimism and a positive outlook for the future.

Earlier Findings on RIP Clients

When these same adults were only 3 to 9 years away from intervention, home observations indicated that as children they:

- complied with parental requests 82 percent of the time
- interacted positively with their parents 97 percent of the time

In-school observations, grades 2-8, showed that former RIP participants:

- were appropriately engaged an average of 90 percent of unstructured time
- were appropriately engaged in class work an average of 85 percent of structured time
- responded positively to teachers' requests 89 percent of the time

- behaved in a fashion that could not be distinguished from class peers with no problem history.

In general, the earlier children enrolled in RIP, the more positive was the impact on behavior, both in school and at home. Results did not seem to be influenced by the child's sex, race, birth order, number of siblings, family income, mother's education, or years away from RIP.

Regional Intervention Program (RIP)

3411 Belmont Blvd.

Nashville, TN 37215

615-963-1177 phone

615-963-1178 fax

RIPExp@aol.com email

<http://members.aol.com/RIPNASHTN/RIP.htm> web site

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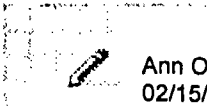
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- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



Ann O'Leary
02/15/2000 12:08:26 PM

Record Type: Record

To: Shirley S. Sagawa/WHO/EOP@EOP

cc:

Subject: Early Learning Fund

Also for the meeting this afternoon....

----- Forwarded by Ann O'Leary/OPD/EOP on 02/15/2000 12:08 PM -----



"Rasco, Carol" <Carol_Rasco@ed.gov>
02/11/2000 12:29:37 PM

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To: "cbrantley@acf.dhhs.gov" <cbrantley@acf.dhhs.gov>

cc: See the distribution list at the bottom of this message

Subject: Early Learning Fund

Charlotte: I apologize for the delay which is my fault;

P6/(b)(6)

20017

P6/(b)(6) I have both pasted and attached our comments below. Please do not hesitate to call or email us if we need to discuss this further!

> <<Rascomemo.doc>>

February 11, 2000

To : Charlotte Brantley

From : Carol Rasco

Subject: ED comments on proposed changes to the Early Learning Fund authorization language

Thank you very much for sharing your edits to the Early Learning Fund proposal. The following are the Department of Education's (ED) comments on the revisions you are recommending in the draft Early Learning Fund authorization language:

* In general, it appears that the changes increase the emphasis on

factors other than cognitive development.

* The most significant change appears to be in the first paragraph of Section 658T(b)(2)(E) -Performance Measure and Goals--where the requirement that children participating in early learning programs must progress toward specific literacy readiness goals is replaced with a more general requirement that early learning programs must support pre-literacy skill and other factors. It is also not clear if this language would require literacy-based performance measures or outcomes for programs or children. A possible alternative might be to revise the provision to read something like-

"States participating in early learning programs funded under section 658T of the CCDBG Act will be held accountable for increasing the availability of high quality early learning programs that provide an environment that supports young children's emerging communications, literacy, and numeracy skills and social, emotional and physical development through activities and materials appropriate to the ages and developmental needs of the children enrolled.

"The Secretary, in collaboration with the Secretary of Education and in consultation with the States, shall develop performance goals and indicators for quality factors associated with improved developmental outcomes for children. Such quality factors shall include parent education, enhanced provider training (particularly in language and literacy development as described in XXXX), increased ratios of child care staff to children, retention of child care providers, licensing and accreditation of child care providers and programs, and strengthened standards enforcement.

"The Secretary, in consultation with the Secretary of Education and the States, shall provide guidance to the States on the specific performance goals and indicators and acceptable methodologies for assessing the progress of States in meeting such goals and indicators.

Page 2

The Plan shall specify . . . (pick up existing language)

XXXX-Quality factors for enhanced provider training in language and literacy development shall include developmentally appropriate activities that promote understanding and using language to communicate for various purposes; understanding and the use of increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language.

* A third issue is the relationship between The Early Learning Fund and the Department of Education's Early Childhood Educator Professional Development proposal. The basic difference between the two proposals are

(1) that the Professional Development proposal provides

seed money to provide professional development opportunities for early childhood educators, particularly in developing language and literacy skills;

(2) while the Early Learning Fund provides resources to improve the quality of early childhood programs generally. Early Learning Funds could be used for professional development in literacy, but it is not likely that it would be used for that purpose to as great an extent given the competing uses of the funds.

One way to further differentiate the two proposals might be to have the early learning fund target exclusively child care providers since the majority of the allowable uses of funds refer specifically to child care.



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SEC. __. EARLY LEARNING PROGRAM.

(a) FUNDING.—Section 418 of the Social Security Act (42 U.S.C. 618) is amended by adding after subsection (b) (as added by section __) the following new subsection:

“(c) APPROPRIATIONS FOR EARLY LEARNING PROGRAM.—

“(1) IN GENERAL.—There are appropriated out of any funds in the Treasury not otherwise appropriated, for carrying out activities related to early learning programs in accordance with this section and section 658T of the CCDBG Act, \$600,000,000 for each of fiscal years ~~2000~~ 2001 through ~~2004~~ 2005, which shall be allocated in accordance with this subsection.

“(2) ALLOCATION OF APPROPRIATIONS.—Amounts appropriated for each fiscal year pursuant to paragraph (1) shall be allocated as follows:

“(A) AMOUNT FOR INDIAN TRIBES.—Up to two percent of the total amount appropriated shall be allocated to Indian tribes in proportional shares equal to the shares received by such tribes for such fiscal year under section 658O(c) of that Act.

“(B) AMOUNTS FOR TERRITORIES.—An amount shall be allotted to each territory that bears the same ratio to one-half of one percent of the total amount appropriated as the amount allotted to such territory for such fiscal year under section 658O(a)(1) of that Act bears to the total amount received by all territories for such fiscal year under such section.

“(C) SECRETARY’S ACTIVITIES.—~~\$6,000,000~~ \$x,xxx,xxx is reserved

to the Secretary and shall be available to conduct a national evaluation of the effect of State, local, and tribal early learning programs carried out under section 658T on ~~cognitive development and educational achievement~~ early childhood development and school readiness, including child development and educational outcomes measures specified in section 658T(b)(2)(E), \$xxx,xxx of which may be used for costs of providing technical assistance to, ~~and conducting national evaluations of,~~ State, local, and tribal early learning programs under such section 658T.

“(D) AMOUNTS FOR STATES.—From the total amount appropriated remaining after application of subparagraphs (A), (B), and (C), an amount shall be allocated among the States based on the formula used for determining the amount of Federal payments to the State under section 658O of the CCDBG Act.

“(3) MATCHING PAYMENTS TO STATES AND TERRITORIES.—

“(A) FEDERAL PAYMENTS.—The Secretary shall pay to each State and territory for a fiscal year an amount equal to the lesser of its allotment under paragraph (2) or 80 percent of expenditures by the State or territory for an early learning program under a plan approved under section 658T of the CCDBG Act.

“(B) REDISTRIBUTION.—The Secretary shall, to the extent necessary, determine the need for redistribution of, and redistribute, amounts allotted under this subsection to States, in accordance with the procedures and formula set forth in subsection (a)(2)(D).

“(4) PAYMENTS TO INDIAN TRIBES.—The Secretary shall pay to each Indian

tribe for a fiscal year an amount equal to the lesser of its allotment under paragraph (2)(A) or the total amount of expenditures by the tribe for an early learning program under section 658T of the CCDBG Act.”.

(b) ESTABLISHMENT OF EARLY LEARNING PROGRAM.—

(1) STATE PLAN REQUIREMENT.—Section 658E(c) of the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858c(c)) is amended by adding at the end the following new paragraph:

“(6) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—In the case of a State electing to implement an early learning program under section 658T, the State plan shall meet the requirements specified in section 658T(b)(2).”.

(2) EARLY LEARNING PROGRAM.—That Act is amended by adding at the end the following new section:

“SEC. 658T. EARLY LEARNING PROGRAM.

“(a) PROGRAM PURPOSE.—The purpose of the program under this section is to enable States, through grants to communities, to support activities that—

“(1) promote children's ~~healthy~~ cognitive, social, behavioral and physical development during the earliest years of life;

“(2) improve child care and other early childhood education programs ~~the quality of child care~~ for children aged five and under, including those with disabilities and those with limited English proficiency; and

“(3) encourage and facilitate emerging literacy, ~~and~~ language development,

numeracy, and school readiness; and

~~“(4) enhance programs designed to achieve these goals.~~

“(b) REQUIREMENTS FOR STATE PARTICIPATION.—

“(1) IN GENERAL.—In order to be eligible for Federal matching funds under section 418(c) of the Social Security Act, the State shall have in effect under its plan under section 658E an early learning program plan meeting the requirements specified in paragraph (2).

“(2) EARLY LEARNING PROGRAM PLAN REQUIREMENTS.—The early learning program plan shall meet the following requirements:

“(A) LEAD AGENCY.—The plan shall provide that the program will be administered by the lead agency designated under 658D.

“(B) COMMUNITY GRANT PROCEDURES.—The plan shall describe the standards and procedures to be applied in the review and approval of community applications, and in setting amounts, terms, and conditions of community grants, including the methods to be used to ensure that no less than 70 percent of grant funds are awarded to low-income communities, funded programs are designed to promote the child development and educational outcomes specified in section subsection (b)(2)(E)(i), and funded programs reflect scientifically based research findings on emerging literacy, language development, numeracy, and school readiness of children birth to 5 years of age.

“(C) COMMUNITY PARTICIPATION IN PLANNING AND

MONITORING.—The plan shall describe the methods to be used to ensure participation, in planning and monitoring activities under the community plan, of representatives of concerned elements of the community, including parents of young children, child care providers, child development and mental health professionals, early intervention specialists, health care providers, public school representatives, local interagency coordinating councils for children with disabilities, local government, and business leaders.

“(D) PROGRAM ACTIVITIES.—The plan shall specify which of the allowable activities enumerated in subsection (c) may be carried out under community grants under the plan.

“(E) PERFORMANCE GOALS AND MEASURES.—~~Children participating in early learning programs funded under section 658T of the CCDBG Act will be expected to progress toward, at a minimum, understanding and using language to communicate for various purposes; understanding and using use of increasingly complex and varied vocabulary; developing and demonstrating an appreciation of books; developing phonemic, print, and numeracy awareness; and in the case of children with limited English proficiency, acquiring the English language.~~ provide an environment that supports the young child’s emerging communication, literacy, and numeracy skills; and social, emotional and physical development through activities and materials appropriate to the ages and developmental levels of the infants, toddlers or preschool children

enrolled.

States participating in early learning programs funded under section 658T of the CCDBG Act will be expected to make progress with regard to quality factors associated with improved developmental outcomes for young children, including parent education, enhanced provider training, increased ratios of child care staff to children, retention of child care providers, support for family child care providers, licensing and accreditation of child care providers and programs, and strengthened standards enforcement. The Secretary shall provide guidance, developed in conjunction with the Secretary of Education and the states, regarding specific performance goals, performance indicators, and acceptable methodologies for assessing progress, and states will be held accountable for progress toward performance indicators. The plan shall specify

(i) how the State will make progress toward the performance goals and indicators provided in guidance by the Secretary;

(ii) the methodology the State will use to assess progress toward the performance goals and indicators provided in guidance by the Secretary; and

~~(i) performance goals to be achieved and the interim and long term performance measures and timetables, as appropriate, to be used to assess progress toward each goal under the plan, which~~

~~(I) shall be developed pursuant to guidance provided by the Secretary and in consultation with local government authorities in accordance with section 658D(b)(2); and~~

~~(II) shall be designed to improve child development~~

~~through coordination with health care and mental health services; enhanced early learning environments, especially those that promote language skills and literacy growth of children; quality of infant and toddler care; parental involvement; consumer education; reduced staff turnover; and increased rates of accreditation by nationally recognized accreditation organizations;~~

~~(ii iii)~~ the steps to be taken by the State or grantees in accordance with guidance provided by the Secretary if the specified performance indicators ~~benchmarks~~ are not achieved.

~~"(F) COORDINATION WITH ACTIVITIES TO IMPROVE THE QUALITY OF CHILD CARE.—~~The State plan shall specify the methods to be used to coordinate activities under this section and section 658G(a), including coordination of planning and of performance goals and measures, ~~in order to maximize the effectiveness of both programs~~ and coordination with local

educational agencies to ensure a smooth transition from child care programs receiving early learning program funds under section 658T to kindergarten and early elementary education. Funds provided for early learning programs under section 658T shall be used to supplement rather than supplant existing programs.

“(c) ALLOWABLE ACTIVITIES.—An early learning program under a State plan under this section may provide for any or all of the following activities to promote cognitive, social, emotional, and physical development in order to enhance emerging literacy and language development, and school readiness:

“(1) PARENTING EDUCATION TO PROMOTE LEARNING AT HOME
INFORMATION AND RESOURCES.—

“(A) PARENTING EDUCATION.—Provision of parenting education, including use of or collaboration with Even Start or similar programs, for parents of young children by means including use of community-based resource centers, family literacy programs with parenting education components, collaboration with early intervention and preschool providers of services for children, public elementary schools, centers that serve children with special health care needs or disabilities and their families, and home visiting programs.

“(B) INFORMATION AND REFERRAL.—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

~~"(C) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."~~

"(2) ACTIVITIES TO PROMOTE QUALITY TEACHING IN CHILD CARE SETTINGS QUALITY AND AVAILABILITY.—

"(A) PROVIDER TRAINING.—Training of child care personnel, which may include training in early childhood development, early literacy, ~~health, nutrition, hygiene, first aid and safety,~~ best practices for serving children with disabilities in child care and those with limited English proficiency, health and safety, and other appropriate matters.

"(B) IMPROVED STAFFING RATIOS.—Initiatives to increase ratios of child care staff to children in care and to reduce child care group sizes.

"(C) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.

"(D) FAMILY CHILD CARE NETWORKS.—Development of support networks, information and referral services, and other supportive services addressing needs of family child care providers for access to such resources as education, training, and community support services."

"(3) ACTIVITIES TO PROMOTE QUALITY CHILD CARE—

"(~~C~~ A) LICENSING AND ACCREDITATION

ASSISTANCE.—Assistance to entities and individuals in meeting applicable child care accreditation and licensing requirements and in obtaining licensing or accreditation.

"(~~D~~ B) STANDARDS ENFORCEMENT.—Initiatives to increase the numbers of qualified child care licensing and standards enforcement staff and activities to increase monitoring and enforcement of State and local health and safety standards.

"(C) INFORMATION AND REFERRAL.—Initiatives to develop or increase the availability of consumer education information and referral services and other resources to assist parents to locate and assess the quality of available child care services.

"(~~E~~ D) HEALTH SERVICES.—Improving coordination of child care with appropriate health services including health and mental health consultations, hearing and vision testing, and immunizations, by methods such as co-location of health and child care services, referrals of children in child care to health care providers or screening services, and transfer of child health records to public school at school entry. Services under this subparagraph shall not include direct provision of or payment for health care services.

"(~~F~~ E) CARE FOR CHILDREN WITH SPECIAL NEEDS.—Increasing

the availability and quality of child care for young children with special health care needs, developmental delays, and disabilities and those with limited English proficiency; and coordinating with early intervention and preschool special education services.

~~"(G) SALARY AND BENEFIT ENHANCEMENT.—Assistance to child care programs to increase the quality and continuity of care by attracting or retaining highly qualified child care staff working directly with children through enhanced compensation.~~

"(H F) MONITORING AND TECHNICAL ASSISTANCE.—Technical assistance to grantees, and monitoring of programs, assisted under this section. State expenditures under this subparagraph shall not exceed a percentage of total State expenditures for the program under this section equal to 10 percent for each of fiscal years ~~2000~~ 2001 through ~~2002~~ 2003, and 5 percent for fiscal year ~~2003~~ 2004 and each succeeding fiscal year.”.

(c) ANNUAL REPORT.—Section 658K(a)(2) of the Act (42 U.S.C. 9858i(a)(2)) is amended—

(1) by striking "and" at the end of subparagraph (D);

(2) by striking the period at the end of subparagraph (E) and inserting a semicolon; and

(3) by inserting after and below subparagraph (E) the following new subparagraphs:

"(F) the early learning program under section 658T, including—

"(i) the number and average dollar amount of grants awarded;

"(ii) the number, average dollar amount, and percentage of the total State award of such grants made to low-income communities;

"(iii) the number of early learning programs;

"(iv) the number of children served with special health care needs, disabilities or developmental delays, and those with limited English proficiency;

"(v) the number of early learning programs that assist children with special needs;

"(vi) progress toward the educational outcomes and quality enhancements specified in section 658T(b)(2)(E), including specific and quantifiable measures of achievement of progress toward each performance goal and indicator provided in guidance by the Secretary, for each specific, quantifiable and measurable objective;

"(vii) expenditures for each allowable activity listed in section 658T(c), total expenditures and, to the extent feasible, the

volume or frequency of such activity and the average expenditure per unit of such activity; and

"(viii) with respect to any allowable activity listed in section 658T(c) for which expenditures are made by the State both under section

658G(a) and under section 658T, the amount expended under each such section; and

“(ix) such other data as the Secretary may require.