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The Sustaining Factors of Service-Learning at a National Leader School: A Case Study

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BOSTON COLLEGE

The Lynch Graduate School of Education

Department of Educational Administration and Higher Education

**THE SUSTAINING FACTORS OF SERVICE-LEARNING AT A NATIONAL
LEADER SCHOOL**

A CASE STUDY

Dissertation

by

BRUCE J. PONTBRIAND

**submitted in partial fulfillment of the requirements
for the degree of**

Doctor of Philosophy

May 2002

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c/o ETR Associates
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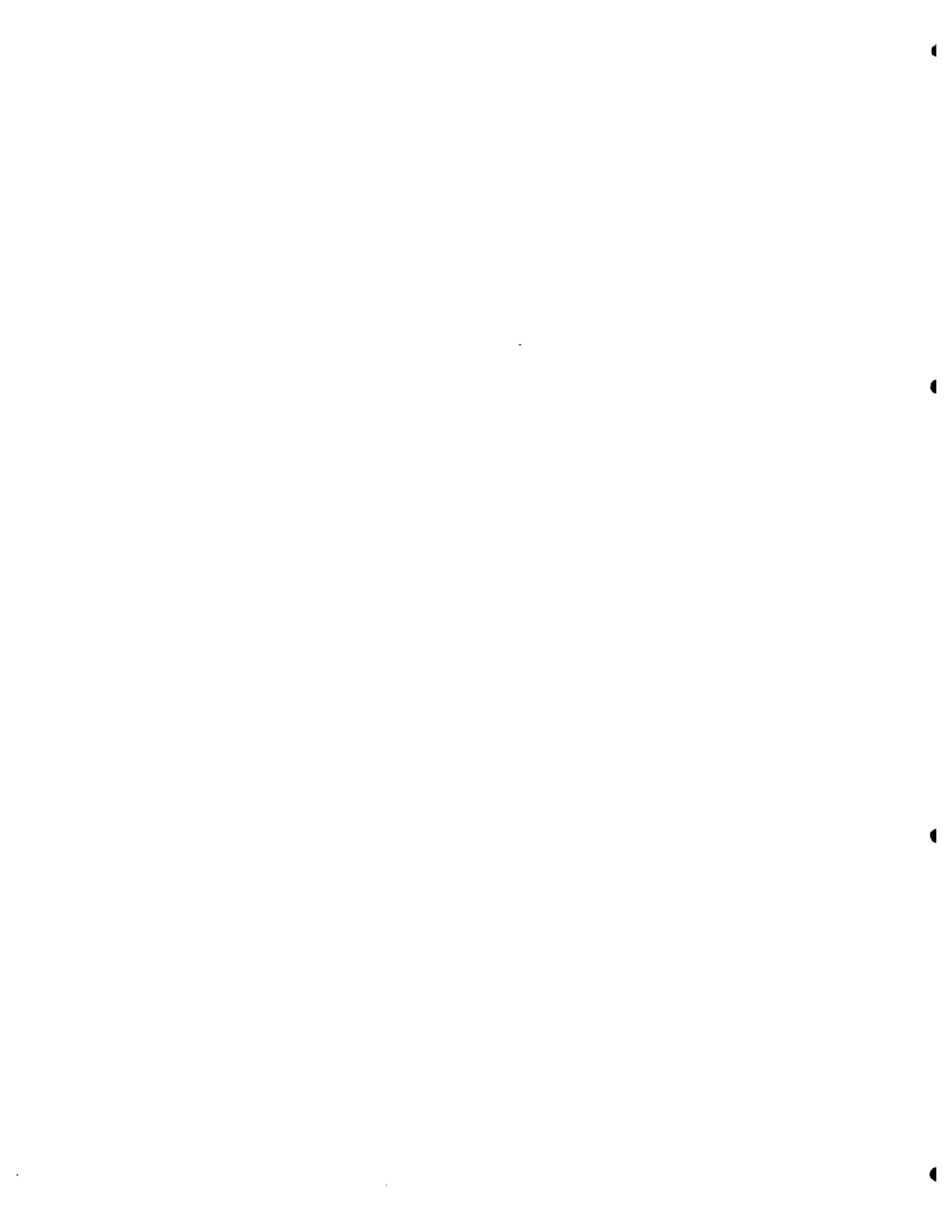
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BOSTON COLLEGE
Lynch Graduate School of Education

The dissertation of

Bruce J. Pontbriand

titled

**THE SUSTAINING FACTORS OF COMMUNITY SERVICE LEARNING AT A
NATIONAL LEADER SCHOOL: A CASE STUDY**

submitted to the Lynch School of Education in partial
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DOCTOR OF PHILOSOPHY

has been read and approved by the Committee:

Robert Stenett

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The Sustaining Factors of Service-Learning at a National Leader School: A Case Study

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ABSTRACT

This case study examines the sustaining factors of a fully implemented and nationally recognized high school service-learning program. More specifically, it investigates why Community Service Learning has sustained itself for nine years at a New England high school recognized as a National Service-Learning Leader School by the Corporation for National Service. The study describes the process of adoption, design, implementation, and paths to institutionalization. It also considers the organizational conditions that promoted institutionalization at this site. The research approach was primarily qualitative. The study exposes the broad narrative of the case from the perspective of four data sources: observations, documents and artifacts, interviews and a faculty survey. Key actors and supports as well as obstacles and coping processes are noted in the findings. Recommendations gleaned from the study are directed at sustaining comprehensive service-learning programs that provide a framework of meaning and higher purpose to academic work.

The findings indicate that Community Service Learning at this site was institutionalized more as a learning process or pedagogy than a separate educational or adjunct program. Its design was wide in focus and application, thus allowing for educational diversity and autonomy in a wide range of users. A combination of high user assistance, administrative pressure and commitment, as well as high system level support were instrumental factors that influenced institutionalization. A theme that ran through the findings was that program leadership was adept at using multiple organizational approaches to implement and sustain this innovation.

A focus on service, understood as promoting community development, was found to be the critical element that enabled overall implementation and enhanced sustainability. Recommendations are presented for future studies involving fundamental issues of quality and community impacts in fully implemented programs.

In Appreciation

I wish to extend my deep thanks and appreciation to all who assisted me on the journey of this research project. I am deeply grateful to Dr. Jerry Starratt, my committee chair, who mentored me throughout all phases of the research process. I would also like to extend my thanks to the rest of my dissertation committee: Fr. Joseph O'Keefe, S.J. who initially convinced me to pursue doctoral studies and Dr. Irwin Blumer, under whose guidance I grew into a reflective educational practitioner.

I especially want to thank my committed friend, John Pacella, who supported and guided me through not only this study, but also through all parts of the doctoral program. I could not have come to this point without him. I am also deeply thankful to Margaret Florentine, Marianne Gallagher, and the rest of my colleagues at Boston College High School who gave me the resources, time, and ongoing daily support that enabled me to complete this dissertation. Finally, I am indebted to the service-learning champions in this case study who welcomed me into their school as a teacher-researcher and treated me as trusted colleague. I look forward to further collaborative efforts with them.

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Chapter I

Overview of the Study

Support for incorporating community service and service-learning into the education of public school students in the United States has now reached the magnitude of a national trend. A survey released by the U.S. Department of Education (1999) has found that a majority (64%) of the nation's public schools has embraced community service. According to this study, about one-third blend such service with the school's academic program. This practice is known as service-learning. In the past decade, service and service-learning have seen dramatic growth. From 1984 through 1997, the number of K-12 students involved in service programs rose from 900,000 to 12,605,740 and the percentage of high school students participating in service nationwide increased from 2% to 25% to over 6,181,797 (National Center for Educational Statistics, 1999). The number of high school students involved in service-learning has changed more dramatically during the same time period from 81,000 to 2,967,262 (Shumer, 1999c).

In 1997, the President's Summit for America's Future in Philadelphia spotlighted volunteerism and sparked a national discussion of service in schools. Given the renewed interest in community service, a well-informed understanding of the dynamics of service in a school's culture enhances the ability of educators to advance it as pedagogy. Research, while still limited, finds that students who help others help themselves both academically and socially.

Billig (2000a) notes that service-learning programs exist in every state in the U.S. States such as California and Maryland have established service-learning goals for all students. In 1992, Maryland became the first state to mandate service as a graduation

requirement. South Carolina, Delaware, Kentucky, and Vermont promote service-learning as a strategy for educational reform. As Superintendent of the Philadelphia Public Schools, David Hornbeck took bold steps to engage all K-12 students in meaningful service activities directly connected to the district's academic standards and learning goals. Hornbeck (2000) notes that teachers say they feel inspired, creative, and passionate when they use service-learning to help their students meet academic standards. Billig (2000a) sees the thrust of the present service-learning movement as two-fold: to create a better society by instilling the value of community service in students as a lifetime philosophy; and to revitalize educational practices by incorporating community service learning into curricula as an effective tool for teaching and learning.

Service-learning is not a new development in public education. The current movement is another phase on a continuum of how to bring service and education together. The concept traces its roots back to university-based extension programs of the 1860's. Its theoretical foundation stems from John Dewey's pragmatic philosophy in the early 1900's. In a series of classic works, Dewey presented the concepts of reflective thinking, community-centered education, and the value of actions directed toward the welfare of others. These principles became intellectual underpinnings for experiential education and youth service (Denton, 1998, p. 14).

Campus and community-based organizing initiatives in the 1960's civil rights movement placed service-learning within the context of higher education. As a result, this association gave it an activist orientation. Interestingly, many of the pioneers and notable researchers in the field trace their roots to the community service movement of the 1960's and 1970's (Stanton, Giles, & Cruz, 1999). Sigmon and Ramsey were first to

articulate the term “service-learning” in 1967 growing out of their work at the Southern Regional Education Board (Eyler & Giles, 1994, p.78).

In the 1980’s, two major national service efforts were launched at the grassroots level. The National Youth Leadership Council was founded in 1982 to promote service among students in K-12. Campus Compact, formed by a cohort of college presidents in 1985, was established to help mobilize service programs in higher education. Campus Compact members began using the term “service-learning” in their publications soon after its inception. The notion of youth service as part of K-12 instruction did not gain much momentum until it became associated with the national school reform movement. Denton (1998) believes the critical event was when Ernest Boyer proposed creating a new Carnegie unit for high school students based on 120 hours of community service to teach social responsibility. In response to Boyer’s proposal, state boards in Washington, Pennsylvania, and Minnesota authorized local programs and funding (Denton, 1998, p. 14).

In 1990, President Bush created the Office of National Service in the White House and the Points of Light Foundation to foster volunteering. That same year, the National Community Service Act was signed into law. This act authorized grants to schools to support service-learning and demonstration grants for national service programs to non-profits, youth corps, and higher education. In 1993, President Clinton’s National and Community Trust Act (P.L. 103-82) created the Corporation for National Service (CNS) to administer and fund federal volunteer programs. CNS funds Learn and Serve America, which in turn provides funding for school and community based service-learning programs for school-aged youth. According to a 1997 University of

Massachusetts study of Eastern U.S. schools, Learn and Serve America grants from the Corporation for National Service were identified as the most effective support structure in moving community service towards service-learning (Molloy and Wohlleb as cited in Shumer, 1999c, p.3).

In the New England state where this case study is based, the “Community Service Commission” was formed in 1991 as a public-private partnership to coordinate National Service Programs funded by the CNS. A foundational document of Educational Reform in this state centers on a “common core of learning” and specifically mentions service-learning in its second chapter as a recommended instructional method to improve teaching and learning. Between 1999 and 2001, five high schools in this state were part of the 200 public, independent, and church-sponsored schools recognized nationally by CNS as “National Service Leader Schools” through a presidential initiative to recognize schools for their excellence in service-learning. As part of their award, National Leader Schools are asked to lead other schools in starting or improving service-learning programs. National Leader Schools have the option to renew their status every two years.

Community service-learning activities have also had long history and pervasive presence in both independent and church-sponsored schools. A 1997 study conducted by the National Association of Independent Schools found 87.5% of responding independent schools (505 of 577, N=963) have a community service or service-learning program. The study indicates that it is standard practice for independent schools to involve their students in service to the community (Genzer, 1997). In 2002, the Community Service Network of Independent Schools, sponsored by the Council for Spiritual and Ethical Education, will hold a national conference exploring how independent schools can move

community service programs from charity to centering more on the roots, causes and issues of social injustice.

American Catholic schools have been influenced by the publication of the American Bishops pastoral letter of 1972, To Teach as Jesus Did, which promoted service as one of the goals of the Catholic school. Carey (2000) reports that many Catholic schools in the U.S. and especially Jesuit high schools have developed community service programs that integrate experiential education in justice as an essential and organic dimension of the formal curriculum. In its literature, the National Catholic Education Association (NCEA) has traditionally considered community service as an integral part of a quality Catholic secondary education. The NCEA is in the midst of a multi-year comprehensive survey of Catholic secondary schools in the U.S called CHS 2000. Survey data about service programs will be analyzed and published in 2002. All U.S. Jesuit high schools have service programs, with 41 out of 45 schools reporting service as a requirement for graduation. Forty-two Jesuit high schools also report having a service program director (JSEA, 1999). To date, seven U.S. Catholic high schools have been chosen as National Service-Learning Leader Schools since 1999.

Focus of the Study

Between 1994 and 1997, the Center for Human Resources at Brandeis University studied service-learning programs at 7 middle schools and 10 high schools around the country as part of an evaluation of Learn and Serve America program grant recipients (Melchior, 2000). The schools studied had a variance of service-learning strategies. Some were school-wide efforts, aimed at involving every student in some form of service-learning over the course of the year. Others integrated service-learning into one

or more core academic classes as a way of connecting mainstream academic subjects to community experiences. A number of schools created stand-alone elective or advisory period programs. At minimum, service-learning was tied to a formal curriculum in each school studied with an average of more than 60 hours of service per student. The Learn and Serve America grants to these schools ranged widely from \$7500 for a single school to \$95,000 for a large district with an average grant of \$34,000.

The experience of the 17 sites highlights some of the difficulties involved in integrating service more broadly into the curriculum and instruction in the schools. According to the Brandeis study, involvement in service-learning was concentrated among a small group of teachers in a majority of the schools revealing a lack of school-wide ownership. Few of the sites had success initiating formal, organized efforts to expand the use of service-learning into the curriculum. The programs also showed "limited success" as vehicles for institutional change and were weakly institutionalized (Melchior, 1999, p. 26). In addition, the results from the follow-up study indicated that positive learning impacts began to dissipate after two years. The study concludes that there is little evidence to support that one-time participation in even high quality service-learning activities is likely to produce long-term benefits.

Two years after receiving their private foundation grant, there was an increase in schoolwide teacher participation in the Community Service Learning Program at Newman High School.¹ The implementation of service-learning at Newman High also sparked a significant restructuring of curriculum and instruction through interdisciplinary projects and co-teaching. In a community in which it is estimated between 1991-2001

¹ The name of the school used in this study is a pseudonym.

that only 20% of the families had students in the schools, service-learning projects and their broad learning impacts have served to increase public support for education through positive connections with the community. Since its fourth year, the superintendent reports that the program has been funded out of the operating budget and to date the school committee has not questioned its role in the continuation of funding for service-learning. The program's successful and effective implementation resulted in its recognition as a National Service-Learning Leader School in 1999 by the Corporation for National Service.

Community Service Learning at Newman High is a unique example of a program that has demonstrated sustainability and has contributed to positive learning and organizational impacts. In a growing field where many schools are struggling with implementation issues, the factors that have contributed to this program's sustainability and supported its institutionalization are a rich source for study. Shumer and Belbas note that many service-learning programs are relatively new and do not have the length or breadth of experience to serve as model sites (as cited in Shumer, 1997, p. 120). Berman and McLaughlin's research on educational innovations indicates further that program start-up is quite frequent whereas program persistence or survival is infrequent (as cited in Levison, 1994). The success of the Newman program stands in contrast to these trends.

Research Questions

This study attempts to determine the factors and processes that sustain service-learning at this National Service-Learning Leader School. The unit of analysis in the

case is institutionalization. The following subsidiary research questions guided the inquiry:

1. What were the key events, decisions and basic features of the process during the periods of planning, initiation, and implementation?
2. What were the supports, obstacles, and coping strategies during the periods of planning, initiation, and implementation?
3. What supports and coping strategies led to overall implementation?
4. How well institutionalized is the program into the ordinary structures and procedures of the school and the district?

Theoretical Rationale

Nearly a decade ago, Conrad and Hedin (1991) wrote a synthesis of the research in service-learning and noted a growing trend toward the adoption of service-learning in K-12 schools because of two perceived needs: the “reform of youth” and the “reform of education” (Billig, 2000b). At that point, little had been proved about the impact of service by educational research. Moreover, they also found the variable of “service” difficult to define making it difficult to determine the appropriate learning variables to study. They concluded that although service-learning was still an “unproven” educational approach, it received provisional support from quantitative and experimental studies and even more consistent affirmation from qualitative data (Conrad & Hedin, 1991).

According to Billig (2000b), advocacy for service-learning has grown in the past decade but many of the issues raised by Conrad and Hedin remain current. She notes further that research in the field has not caught up with the certainty and passion that

educators feel for service-learning. Billig has reviewed 120 sources of service-learning literature from the past decade and finds no research identified with negative impacts on youth development, civic responsibility, academic learning, career aspirations, schools, or communities. She describes only a few studies showing no impact or no sustained impact over time in these areas (Billig, 2000a).

Service-learning is understood in much of the secondary school literature on the subject as an innovation effort aimed at two levels of school improvement: (a) better integration of service activities into the standard curriculum; and (b) a way to motivate educational reform around alternative methods of teaching and learning. Accordingly, this case study looks at what the school and program leadership have done to implement and sustain this innovation, as well as examines the guiding approaches to the process. Connections are made between this school's experience with implementation, service-learning literature, and also research on understanding and sustaining school change.

Billig believes that service-learning needs many of the same supports to sustain it as are needed for other educational innovations. These supports may include active leadership, quality professional development, a vision and action plan of how service is to be implemented, alignment with standards, assessment systems that are aligned with activities and curriculum, a person to help coordinate activities with community agencies as well as sufficient funding and other resources (Billig, 2000b).

Melchior also notes that the lack of a broader impact and integration does not appear to be the result of active opposition to service-learning, but is more likely the result of a host of major and minor barriers to institutional change in schools. These barriers may include lack of funds and available time for professional development,

competing professional development priorities, concerns about meeting new standards and graduation requirements, lack of planning time for teachers, logistical problems, inflexible school schedules, and continued emphasis on community service over service-learning (Melchior, 1999, p. 23).

In an analysis of how his K-12 district used service-learning as a long-term school improvement strategy, Berman (2000) highlights the following systemic indicators that point to institutionalization: presence in all curricular areas and grades, faculty participation in professional development activities, user consistency in service-learning standards (e.g. participation and reflection), connection to curriculum frameworks, percentage of student and teacher participation, endorsement in district policies, public recognition, sustained funding and as a stated value in hiring, mission statements, and the school committee's goals for the district.

Several key studies on educational innovation from the last two decades provide an important knowledge base about initiating, implementing and sustaining service-learning. In their study of 12 elementary and secondary schools, Huberman and Miles (1984) located the degree of institutionalization of an innovation in supporting organizational conditions. They looked for a series of supporting conditions related to current operations (core application, operation on a regular basis, internal/external support, whether competing practices had been eliminated); for the completion of important passages (movement from soft to hard money, standard job description, established organizational status, supply maintenance routines); and for the survival of the innovation through several organizational cycles (survives annual budget cycles,

survives departure/introduction of new personnel, achieves widespread use, survives equipment turnover or loss).

Huberman and Miles found that about half their sites succeeded in institutionalizing their innovative programs. Innovations moved through the “passages” and “cycles” of routinization to stable continuation. It was clear to the researchers that satisfactory current operations and support were not enough. Sites with strong institutionalization had made clear organizational changes- mandating the innovation, building it into the curriculum, and changing working procedures or structures- that were relatively irreversible (p. 221).

Huberman and Miles also believed that administrative pressure, lack of serious local resistance, and at least minimal teacher-administrator harmony were predictors of good institutionalization. Strong institutionalization meant for them organizational transformation accompanied by a reasonable amount of assistance, enough to bring about stabilized use by a large percentage of users. In addition, it also helped if there was personnel stability on the part of both users and administrators. When key personnel leave, innovative programs tend to wither away (p 221). One path to high institutionalization stemmed from administrative mandate; another went was the result of strong user commitment and practice mastery. Low-institutionalizing sites were characterized by either vulnerability where administrators projected the new practice against internal or external resistance or by indifference where administrators did not work hard to supply local assistance and protection and users disbanded (p.277).

Based on the research, Levison (1994) collapses indicators of institutionalization into five inclusive categories: program centrality, allocation of resources, administrative

commitment, program routinization, and astute program leadership (p. 27). Using these indicators to gain understanding of the institutionalization phenomenon, Levison believes it is possible to describe the prospects of a program becoming institutionalized.

More recent studies on school improvement efforts stress specific strategies and commitments needed to sustain educational innovation. In their study of five urban high schools, Louis and Miles (1990) described that evolutionary planning, vision building, resource management, and coping skills were key action motifs to draw conclusions about what works and why in the context of school improvement. This study added to prior research showing that large-scale education innovations are sustained by the amount and quality of assistance that their users receive once the changes are under way (Hargraeves and Fink, 2000). Louis and Miles explain further that adopted changes need both implementation support and pressure. There needs to be a balance. Hargraeves and Fink suggest that pressure without support can lead to resistance and alienation while support without pressure can result in maintaining the status quo.

The coping strategies that lead to overall implementation are an area of concern throughout this investigation. Change theory employed by Fullan (1991) stresses continuous staff development as a resource to deal with implementation challenges. No matter how much advance staff development occurs, Fullan believes that it is when people actually try to implement new approaches and reforms that they have the most specific concerns and doubts. Thus, he feels it is extremely important for people to get support during the early stages of implementation. It is getting over this initial hump that represents a major movement toward sustaining change (p. 85). Early navigation of this

“implementation dip” can mean the difference between success and failure (Joyce & Showers, 1988 in Hargraeves & Fink, 2000).

Service-learning is about context, values, and change (Shumer, 2000a). In order to understand the organizational conditions, supports, and coping strategies that lead to overall institutionalization of service-learning, this study looked at the dimensions of human interaction in this school culture as well as described the story and process of implementation. The inquiry included what assistance was provided and how problems were managed. It also looked for evidence of institutionalization through the research-based indicators mentioned by Billig, Berman, Huberman, and Miles. Guided by the general framework of Louis and Miles, attention was given to the internal values and supports that influenced the Newman High program and the direction it took. Finally, Fullan's themes and issues of change management were used to better understand the relationship between identified variables.

Significance of the Study

The Corporation for National Service has recognized Newman High School for excellence as a “National Leader School” in service-learning. The Leader Schools program “honors schools that fully integrate service into the school's curriculum and give students meaningful opportunities to give back to their communities while improving their academic skills” (Corporation for National Service, 2000). Thus, documenting the program's formal and informal supports can strengthen the emerging practice of service-learning as more schools move from initiation and implementation concerns towards institutionalization and long-term sustainability. A review of the secondary school literature reveals a first-level discussion of getting service-learning in place. With the

field's recent rapid expansion, a deeper discussion about sustainability is needed to help practitioners and school leaders sustain newly emerging programs. This is especially important if funding or public interest shifts. Now in the spotlight, service-learning needs to become more empowered as a legitimate strategy to re-energize American education (Billig, 2000a). This study adds to that deeper discussion.

Service-learning is at a critical juncture. According to Kendall, waves of interest only have a few years to be institutionalized or "they will recede with the tide to the next idea wave that comes along" (Kendall, 1990, p.12). She notes that the current interest in service-learning is similar to "a wave of interest in community and public service in the late 1960's and early 1970's" (1990, p.7). By the time programs enter into their fifth year, they are bumping into similar problems that programs in the 1960's and 1970's confronted. Some of these problems included balancing differing goals of agencies, students and schools, assessment of learning, and gaining institutional support. Another problem Kendall highlights is the creation of a "climate of sustained support for combining service and learning" (1990, p.12). This dissertation specifically examines what was required to make service-learning an enduring part of this high school's educational program.

Research Design

This study investigates the structures and supports that increased motivation and acceptance of service-learning into the educational program at Newman High. The broad narrative of the case includes a general description of school's culture and context, the character of the service-learning program itself, the story of implementation, and a view

of overall institutionalization. A final section of the case presents a discussion about sustainability and recommendations for sustainable practice.

Case study is the study of the particularity and complexity of a single case, coming to understand its activity within important circumstances (Stake, 1995, xi). It is qualitative, naturalistic, and interpretive in nature. It is not a methodological choice, but a choice of the object to be studied (Stake, 1994, p. 236). This research is a case study where qualitative inquiry dominates.

In qualitative research, the researcher uses strategies and methods necessary to gain understanding. Because service-learning is context-driven and idiosyncratic to the site and program, qualitative research methods were chosen that helped focus the research on the details of the people and the process. Thus, I used ethnographic techniques including program observation and interviewing to learn the story of implementation. I also observed both formal and informal staff development sessions, meetings of community stakeholders, community showcase days, and informal get-togethers among staff. These observations resulted in written field notes. Interviews of adult staff were both structured and unstructured. Analysis of documents, artifacts, and a faculty survey were used for further research data triangulation.

The primary population of this study included teachers, instructional support staff, and administrators at Newman High School. Other district faculty and administrators involved in supporting the high school service program in other school buildings were also invited to participate. Sampling was purposive. It attempted to obtain a representative cross-section of administrative and teaching staff involved in service-learning in order to gather sufficient information to answer the research questions. In

order to uncover the level of use, curriculum and area coordinators were asked at a regular coordinator's meeting to provide a short, written overview describing their department's participation. Key interviews included the superintendent, the assistant superintendent, the principal, an assistant principal, the program director, service-learning staff members, the system's service-learning consultant, the former community service director, two curriculum coordinators, six teachers, an agency director, and a school committee member who was also a parent. Table 1 in chapter three provides a complete overview of all those interviewed for this study. For the purpose of confidentiality, pseudonyms are used.

Data was analyzed using inductive content analysis. Patterns, themes, and categories of analysis evolved from the data and were coded accordingly. Theoretical constructs were then created and translated into meaningful variables in order to evaluate the theoretical rationale.

Limitations of the Study

Readers of this dissertation should be aware of certain research limitations. First, Newman High School is unusual among public schools in that it received a major outside grant. In 1992, the district was the recipient of a \$500,000 grant from a regional foundation. According to Melchior (2000), the majority of public schools involved in service-learning receive little or no outside funding. The source of original funding makes the Newman case quite unique.

From preliminary observations, participating staff members and community partners appear most enthusiastic about the program. Service-learning has become a stated system wide goal by the superintendent. However, in light of this fact, some staff

members interviewed who held a minority view might have felt reluctant to discuss their positions. In a 1994 program evaluation at this site, the evaluators noted that these concerns tended to be stronger among teachers of “content-bound subject areas of mathematics and foreign languages.” Thus, this researcher took a special effort to invite and hear minority professional concerns.

In educational research, the researcher’s own personal predispositions and bias may not only affect the portrayal of findings but also the site chosen as well as the methods and focus used. I have been a service practitioner in Catholic high schools for fourteen years. I have worked in this capacity at both Xaverian Brothers’ and Jesuit sponsored schools. I bring a set of previous service roles and commitments to the field relations of this study. With this study’s initial respondents and gatekeepers, I invoked a relationship of common interest and collegial respect about community service in order to build trust and gain acceptance in this culture. The ability to do this at Newman High School with key stakeholders certainly influenced why I chose this site.

The bulk of my professional work in community service has centered on maintaining a school-wide program, implementation /development of an urban immersion program, and creating co-curricular activities that enhance the social justice mission of a Catholic high school. My ideology for service is one of social change and my approach to learning is community centered.

I believe that service should promote learning in reciprocal relationships. My bias is against a traditional definition of service that focuses on charity or “noblesse oblige” and stresses a deficit understanding of the client or group served. I understand “noblesse oblige” to be a private act of kindness performed by the privileged that simply reinforces

the status quo. Programs falling under the category of charity have a strong potential of letting service devolve into paternalism and unequal relationships between parties. This bias makes perspective on service more justice oriented and activist in nature.

Definition of Terms

Interviews, questionnaires, and the survey in this study refer to the national quality standards of service-learning, effective program outcomes as defined in relevant research literature, and a definition of service-learning used by the Department of Education (DOE) of this New England state. However, service-learning is variously defined. Discussion of its definition is often a source of disagreement even for its proponents (Billig, 2000).

Kendall found 147 different terms and definitions related to service-learning in a review of the literature (1990, p.18). She groups these definitions into two categories: as a “type of program” and as an “overall philosophy of education that reflects a particular epistemology and set of values” (1990, p. 20). The diversity of terms and blurry definitions used to describe experiences that combine service and learning make it difficult to speak across programs. Billig calls this the “fruit salad” phenomenon of the movement. Definitional clarity is a very important element in any service-learning discussion.

In this dissertation, I will use the following definitions:

SERVICE-LEARNING is an instructional methodology based on experiential learning. The experiential component is expressed by linking curriculum learning goals to service activities that meet real needs in the community. Activities emphasize both

service and learning outcomes. It is also referred to in the literature as well as in the findings and discussion sections of this study as community service learning (CSL).

COMMUNITY SERVICE is either mandatory or voluntary service done in the community without any formal attachment to planned curriculum outcomes. While the individual may be learning in the community, the focus of the program is on the service dimension (Perkins & Miller, 1994). The difference between service-learning and community service is precisely in service-learning's focus on "learning" and its intentional linkage to the curriculum and its standards.

INSTITUTIONALIZATION is the degree to which the service-learning innovation is "built-in" or incorporated into the ordinary structures and procedures of the school and the district. It is characterized by the presence of indicators that the innovation has become organizationally routine (Huberman & Miles, 1984, p. 188).

IMPACT means the specific educational areas influenced by service-learning. It can be the academic, civic, developmental, or career connections fostered in individual service-learning activities.

OUTCOME of the innovation can be the more general results for either students, teachers, or for the organization. For example, a service-learning outcome could be collegiality for teachers, school climate for students, or institutionalization for the organization.

This chapter has provided an introduction to the context and background of the study. It includes the focus of the study, research questions, a theoretical rationale for conducting the study, a brief description of the design and methodology, the study's significance and limitations, and important definitions. The second chapter is a review of

relevant literature and research on the topic with commentaries on usefulness to the study. The third chapter describes in more depth the study's research design. This chapter discusses sampling, data gathering procedures, a description of the population and sample chosen, the analysis procedure, and frameworks for discussion of the findings. Chapter four explores the broad narrative of the case from the perspective of the data sources. Chapter five organizes the analysis of the data under each of the study's research questions. Chapter five also provides a discussion of the findings in the light of the theoretical rationale and the relevant literature, and makes recommendations for sustainable practice and further research.

Chapter II

Review of the Related Literature

This chapter presents summaries of the literature in four areas. The first section concerns the definitions and supporting rationales of service-learning. The second area deals with research on potential impacts and effectiveness. The third section deals with the supports and challenges involved with the implementation and institutionalization of educational change. The fourth section concerns literature on the study's research methodology.

Service-learning has become an important topic for research and implementation in the educational community. Interest appears to be driven by current availability of funding through Learn and Serve America, the Corporation for National Service, and other sources. The nationwide movement toward educational reform has also sparked interest in service-learning as a reform strategy (Berman, 2000). Research that has been conducted to date on K-12 service-learning is limited, with most sources occurring during the past decade (1990-2000). However, what is available begins to build a case for its power and its potential for instilling the value of community service in students as a lifetime philosophy and for revitalizing the educational process through or by means of its incorporation into the curriculum as an effective tool for teaching and learning.

Definitions and Supporting Rationales

The origins of the term "service-learning" grew out of the work of Robert Sigmon at the Southern Regional Education Board in 1967 (Eyler & Giles, 1994). In 1979 Sigmon developed three fundamental principles, which he believed qualified educational activities to be recognized as service-learning:

- Those being served control the service provided;
- Those being served become better able to serve and be served by their own actions;
- Those who serve are also learners, and have significant control over what is learned. (Sigmon, 1990, p. 57)

In these principles, Sigmon suggests a philosophy of reciprocal learning where all parties in service-learning – those serving and those served – have influence in determining what is to be learned. Reciprocity has been emphasized as an ethical component of service-learning activities since the early days of the movement (Kendall, 1990).

Definitional Variance of Service-Learning in the Literature

Since Sigmon, the definition has been variously defined in the literature. In recognition of a need for some common ground, the Alliance for Service-Learning in Education Reform (ASLER), a nationwide group of service-learning educators developed this widely used definition in 1993:

Service-learning is a method by which young people learn and develop through active participation in thoughtfully organized service experiences: that meet actual community needs, that are coordinated in collaboration with the school and community, that are integrated into each young person's academic curriculum, that provide structured time for a young person to think, talk, and write about what he/she did and saw during the actual service activity, that provide young people with opportunities to use newly acquired academic skills and knowledge in real life situations in their own communities, that enhance what is taught in the school by extending student learning beyond the classroom, and that help to foster

the development of a sense of caring for others. (as cited in Wade, 1997, pp 19-20)

Wade (1997) notes that the ASLER definition is almost the same as the definition presented in the National and Community Service Act of 1990. One important difference is that the ASLER version includes both curriculum integration and reflection as important aspects of service-learning. The Community Service Act specifies that service experiences could be integrated into the academic curriculum or that structured time to think, talk, and write about service experiences (reflection) be included (Wade, 1997, p. 20). The components of curriculum integration and reflection are what distinguish service-learning from community service.

Kraft (1996) states that some agreement has been achieved on the definition of service-learning in recent years, but he observes that practices do not always match the definition. For these reasons, the Corporation for National Service developed specific definitions of service-learning and community service for use in the 1999 National Center for Education Statistics study entitled Service-Learning and Community Service in K-12 Public Schools. They read as follows:

COMMUNITY SERVICE. Student community service is defined as service activities that are non-curriculum based and are recognized and/or arranged by the school. They may be mandatory or voluntary. They generally do not include explicit learning objectives or organized reflection or critical analysis activities. They may include activities that take place off school grounds or happen primarily within the school.

SERVICE-LEARNING. Service-learning is defined as curriculum-based community service that integrates classroom instruction with community service activities. The service must be organized in relation to an academic course or curriculum; have clearly stated learning objectives; and address real community needs in a sustained manner over a period of time. These activities assist students in drawing lessons from the service through regularly scheduled, organized reflection or critical analysis activities such as classroom discussions, presentations, or directed writing. (NCES, 1999)

In its literature, the DOE in this New England state proposes the following definition to identify service-learning as both an instructional and school improvement strategy:

School-based Community Service Learning (CSL) is defined as a method whereby students learn and develop through thoughtfully organized service experiences, which are integrated into the academic curriculum. Community Service Learning places curricular concepts in the context of real-life situations, enabling students to see the meaning and significance of these concepts as they use theory, newly acquired knowledge and skills to address community problems or issues...CSL is a catalyst for school restructuring and improvement efforts, or can further school restructuring/improvement efforts already underway in the State's schools and districts. CSL also serves to further the goals for reform under the Education Reform Act.

In a response to the need for service-learning sites to be able to correctly present service-learning to school staff, parents, and the community, the DOE issued a document

in the spring of 1996 entitled What Community Service Learning is...and is Not. It was first attempt in this state to convey the DOE's definition of service-learning to funded school-based sites. It stressed the following parameters for school practitioners:

Community Service Learning must:

- Be embedded in the curriculum, or must serve as the basis for curriculum development;
- Be designed with a balance of time spent in the classroom studying the issues and in the field addressing or presenting the findings on issues;
- Involve students in service experiences;
- Be based in student interests and must build on student questions, concerns, observations, and feedback; and
- Have clearly defined service outcomes and must engage students in real problem-solving or long-term relationship building.

Community Service Learning is not:

- An extracurricular club activity;
- A one-shot beach clean up following a unit on water pollution.
- Any service activity implemented outside the context of the academic or vocational-technical curricula.

Fundamental Rationales of Service-Learning

In their review of service-learning definitions since Sigmon's work, Eyler and Giles (1994) described a central belief advocated by the movement's pioneers: service and the learning should inform and transform one another. In addition, Kendall's review of the literature revealed 147 different terms and definitions related to service learning

(1990). She contends from her research that “service-learning” is not only a type of program that advances a particular educational method but also an overall philosophy that set of values about education (1990, p. 20). As a philosophy, it represents values that individuals have about the role service plays in human and community development. Besides being value-laden, Shumer (2000a) notes that service-learning is an amorphous concept that resists rigid definitions and universal understanding. Shumer’s review of the literature reveals that service programs exist in all kinds of settings and for all kinds of purposes (2000a, p.79).

Wade (1997) observes that the rationales for service-learning are rooted in a concern for the development of young people socially, psychologically, and intellectually as well as an interest in the transformation of schools and learning. Conrad and Hedin (1989) describe advocates of these rationales as “youth reformers” and “education reformers” respectively. The youth reformers see service learning as an effective and needed means for improving self-esteem and self-confidence of young people while also promoting a more positive portrayal of youth. Conrad and Hedin (1989) note further that education reformers view service-learning as a pedagogical tool for helping young people learn more and retain more of what they learn. Wade (1997) observes that these educators are also concerned with transforming school culture and creating school communities that empower students to be lifelong learners. She also holds that this perspective is grounded in the legacy of experiential education.

Service-learning rationales rest on theories of experiential learning that stress the contextual nature of knowledge and learning outcomes that are more complex than simple knowledge acquisition. Dewey, Kolb, Freire, and Palmer have asserted that direct

experience and reflection are essential to effective learning. Dewey (1916/1985) called for education to be deeply rooted in experience but that experience in and of itself was not always educative (1933/1998). In other words, Dewey believed that “experience” and “learning” were not the same. Although encounter with an experience has the potential to develop key perceptions for further growth and interactions, Dewey held that it was only when the experience is thoughtfully considered and analyzed that generalizations are formed to influence further action (Bringle & Hachter, 1997; Eyler & Giles, 1994). Dewey (1938/1997) set out a six-step process of inquiry to derive learning from experience. This included: 1) encountering a problem, 2) formulating a problem or question to be resolved, 3) gathering information which suggests solutions, 4) making hypotheses, 5) testing hypotheses, and making warranted assertions.

Kolb’s experiential learning theory (1984) built upon the foundational work of Dewey and provides a conceptual framework that is widely used by service-learning educators. He conceptualizes Dewey’s six steps as a four-stage cycle involving concrete experience, reflective observation, abstract conceptualization, and active experimentation. Kolb’s model has helped service-learning educators develop an awareness of the role reflection in relating the world of concrete experiences to abstract theories (Cone & Harris, 1996). It also shows that community-based experiences require additional work in order to be transformed into learning.

Palmer (1990) presents an “epistemology of community” that offers a firm underpinning for service-learning as an emerging pedagogy. He finds that a relational approach to how we know and learn, when used in a creative tension with an objectivist approach, can revitalize the learning process for everyone involved. Palmer holds that

the mode of knowing which dominates traditional education creates disconnections between teachers, their subjects, and their students. This epistemology, called objectivism, “portrays truth as something we can achieve only by disconnecting ourselves, physically and emotionally, from the thing we want to know” (1998, p. 51).

The pedagogy that emerges from objectivism is a top-down approach to learning. The teacher-expert generates and transmits prefabricated subject matter to knowledge-deficient learners. Freire previously described this as a type of “banking method” of education in which teachers and students “treat knowledge like a static commodity to be accumulated like capital” (Deans, 1999, p. 21). Freire called for a more liberationist educational paradigm that redefines the role of teaching through shared praxis and critical reflection. In the pedagogical tradition of Freire, Palmer advocates “subject-centered” learning where both teachers and students enter into complex patterns of communication by sharing observations and interpretations around a common subject.

A relational way of knowing nurtures a “community of truth” in schools that advances knowledge through an interactive, challenging, and supportive network of relationships (Palmer, 1990, p. 103). Learning becomes a reciprocal, shared activity where the teacher is a learner and the learner also becomes a teacher. Education becomes then a mutual endeavor with the community sharing in the role and responsibility of teaching. Palmer’s epistemology of community calls for a paradigm shift from traditional models of teaching and learning. Education moves beyond the assumption that school personnel are the only experts in the learning process. There is a sense of sharing within a larger community of educational identity and mission. More specifically, Palmer believes service-learning programs are a fresh response to traditional,

objectivist-based pedagogies. Service-learning is an important way to “invigorate those connections between (teachers) subjects, students, and souls” which are fundamental to energizing communities of learning (1990, p. 120).

Learning Theory Support for Service-Learning

Current brain-based research gives support to experiential theorists like Dewey, Freire, Kolb, and Palmer who advocate active involvement of the whole person in the learning process. Caine and Caine propose the following theory on brain compatible education based on the research:

Brain research establishes and confirms that multiple complex and concrete experiences are essential for meaningful learning and teaching. Optimizing the use of the human brain means using the brain’s infinite capacity to make connections – and understanding what conditions maximize the process. In essence, students learn from their entire ongoing experience. In many ways, content is inseparable from context. (as cited in Metz, 1995, p. 39)

Metz notes an emphasis in the research on the use of both the left (analytic, logical) and right (spatial, contextual) brain hemispheres in the learning process. His review of the research concludes that by using both hemispheres, the student will learn material more thoroughly and have it more accessible (Metz, 1995, p. 43).

Learning-style research during the last decade has found that learners use three primary learning channels: the visual, the auditory, and the kinesthetic (i.e. physical). The proficient learner is able to use all three channels equally well and will adapt his or her own learning style to the material and way it is presented (Metz, 1995, p. 62). Gardner proposes that learning is accomplished not by a single modality or intelligence

but through a variety of modalities and intelligences. Gardner believes that each person is a composite of seven intelligences: linguistic, logical-mathematical, musical, body-kinesthetic, spatial, interpersonal, and intrapersonal (as cited in Metz, p. 65).

Goleman (1998) has also added “emotional intelligence” to Gardner’s list.

Emotional intelligence is born largely in the brain’s limbic system and governs feelings, impulses, and drives. It increases with individualized attention, extended practice, and feedback (Goleman, 1998, p. 97). Moral inspiration that motivates people to be more collaborative, connected, and giving engages emotional intelligence. Haidt (2000) connects this to the positive emotion of elevation and has embarked on psychological research to support elevation as a distinct emotion and root of charitable or service oriented actions. In his phenomenology of service, Coles describes more specifically such satisfaction in doing service as “the enthusiasm and pleasure, the exhilaration that accompany the action taken, and the consequences of such action: deeds done, people very much touched, and in return, quite eager to return the favor, through dozens of reciprocal gestures, remarks, initiatives” (1993, p. 74).

Current research on both learning styles and multiple intelligences recognize the underdeveloped or unused intelligences that students may possess. It also supports teaching methodologies that promote the active involvement of the whole person in multi-dimensional learning. Such approaches can also help the student gain deeper insights and become more engaged with the learning process.

A Developmental Understanding of Service-Learning in the Literature

Service-learning is premised on the integration of community service with intentional, structured learning. Service, the foundation of service-learning, is a

contested term in the literature. Morton and Saltmarsh (1997) note that relatively little attention has been given to understanding what is meant by community service and that no comprehensive history of community service in America exists. They state:

The absence of this (community service) history is felt in our collective difficulty in articulating what service-learning is about; in sorting out the various often competing expectations of service that students, faculty, and community partners bring to service-learning; and in deepening the discussion about the meaning and potential of our work. (1997, p. 137)

The nature of service and the rationale behind serving is broad and understood in different ways (charity, care, social justice, citizenship). In spite of this difference, it is clear from research, theory, and discussions of best practice that “service” is a central value to a service-learning experience. However, an attempt to identify common values, principles, and language from the literature results in a continuum of meaning with all forms having some value. At one end, the literature points to “less developed” forms of service-learning that understand service more as “charity” with little reflection or developed relationship between the school and the community. At the other end, there is a discussion of “more developed” or “advanced” service learning that understands service as “justice” with a higher degree of reflection and a larger context for learning. Here, the relational dimension is more complex with more emphasis on collaboration and reciprocal learning with the community.

According to Alliance for Service-Learning in Education Reform (1993), service is the cornerstone of a quality service-learning program. Service understood here is not the same as charity; it involves working “with” rather than just “for” others (Wade, 1997,

p.22). Dewey again is considered by service-learning theorists (Hatcher, 1997; Wade, 1997; Saltmarsh, 1996; Eyler & Giles, 1994; Barber, 1992) as a legitimate source to understand the nature of this terminology. Concerned with the possibility that associated conduct across class divisions could perpetuate those divisions; Dewey explored the qualities of justice and charity relationships (Saltmarsh, 1996). In 1908 Dewey wrote:

“Charity” (conceived as conferring benefits upon others, doing things for them)...assumes the continued and necessary existence of a dependent “lower” class to be the recipient of the kindness of their superiors; a class which serves as the passive material for the cultivation in others of the virtues of charity, the higher class acquiring “merit” at the expense of the lower, while the lower has gratitude and respect for authority as its chief virtue. (as cited in Morton and Saltmarsh, 1997)

Dewey offered a justice orientation to service which “looks at the well-being of society as a whole, realizes the interdependence of interests, is fixed upon positive opportunities for growth, and is centered on social rights and possibilities” (as cited in Saltmarsh, 1996).

Barber (1992) cautions that service should not be seen as a form of charity or be completed in a simply obligatory manner. Following Dewey, he believes citizens should work alongside those in need, recognizing our common purpose, and enabling those being served to become more empowered in the process (1992, pp. 248-249). It is in this manner that Wade (1997) believes that service-learning can embody the original mission of public schooling to create active and informed citizens (p.1).

Service-Learning Goals and Frameworks

With the current interest in service-learning comes a need to clarify ideological perspectives that underlie service programs. Kahne and Westheimer (1996) identify charity and change as two models that can characterize school-based service activities. For them, a response to a community need also adds a moral and political dimension to the academic focus of service-learning. According to the Kahne and Westheimer framework, a charity-oriented program emphasizes the moral goal of giving, the political goal of civic duty, and an additive or “add-on” intellectual experience. Moreover, a change-oriented program fosters a moral goal of caring, a political goal of social reconstruction, and a more transformative intellectual experience (see Figure 1).

Kahne and Westheimer’s domains are not discrete and the goals can be intertwined. In addition, their framework is not exhaustive since service-learning can advance other priorities like vocational skills found in more “School to Work” oriented programs.

Figure 1. Service-Learning Goals

	Moral	Political	Intellectual
Charity	<p>GIVING</p> <p>-These activities are characterized as primarily voluntarism with little potential for reciprocity or personal interaction.</p>	<p>CIVIC DUTY</p> <p>-This view holds that to be properly educated in a democracy, students must undergo experiences that demonstrate the value of altruism.</p> <p>-The service is characterized by a sense of obligation. The participant gives back something to what society has given to him or her.</p> <p>-The participant recognizes the responsibility to help others.</p>	<p>ADDITIVE EXPERIENCE</p> <p>-Activities that help the student engage in higher order thinking in contextually varied environments.</p> <p>-The service experience raises self-esteem, impels students to new experiences, and demonstrates the use of knowledge in real-world settings.</p> <p>-Reflection when it is included is descriptive but not combined with critical analysis.</p>
Change	<p>CARING</p> <p>-These relationships forge new connections.</p> <p>-Activities that have opportunities for changing a participant's understanding of the other and the context within which her or she lives.</p> <p>-Activities that diminish the sense of "otherness" between students and those being served. This is evidenced by a change of perspective.</p>	<p>SOCIAL RECONSTRUCTION</p> <p>-Activities that emphasize critical reflection and social consciousness about societal conditions or policies.</p> <p>-Activities that promote acquisition of skills for political participation and the formation of social bonds.</p> <p>-The participant connects the act of service to the setting in which it occurs through critical examination of the situation.</p> <p>-Activities that promote a wider understanding of the connection of individual rights and social responsibility.</p>	<p>TRANSFORMATIVE EXPERIENCE</p> <p>-An additive experience that is carried one step further. Critical inquiry is combined with action.</p> <p>-Transformation happens in both the disciplinary knowledge and particular social issue with which participants are engaged. It can have weak, moderate, or strong levels.</p> <p>-Reflection is combined with critical analysis to produce solutions or new understandings.</p> <p>-Students and teachers consider arguments that justify conclusions as well as conflict with their own predispositions and self-interest.</p>

Source: Kahne & Westheimer (1996).

Eyler and Giles (1999) locate the highly satisfying and invigorating learning dimension of service-learning precisely in a dynamic of care. Given recently summarized their epistemological framework in the following way:

1. Caring leads to the "need to know."
2. When students have a personal stake in the subject matter of the class, they feel a genuine "need to know."

3. Material that might have seemed “cut and dried” when presented as an abstraction is made more problematic when students are immersed in complex situations.
4. Caring about others leads students to want to learn more about them and their situation.
5. Important work generates questions and is strongly motivating.
6. Understanding depends on rich experiential consequences.
7. Until students can use theories to evaluate experience they have trouble making sense of them.
8. Learning occurs in context. (Given, Moyer, DeVries, Embree, & Llewellyn, 2000, p. 72)

Starratt (1994) locates an “ethic of care” as a foundational component in the development of greater connectedness in an educational community.

Coles (1993) conceptualizes a number of motivations that may motivate an act of service. He considers political and social activism, structured community service, personal gestures, charity, as well as religious and patriotic service as some basic categories. Coles notes that any attempt to categorize service experiences must take into account overlap and a “blend of motives and deeds.” He also cautions against “airtight conclusions and formulations” (1993, 33). Coles believes that service can have a transformative influence upon the participant when there is a reciprocity in which the distinctions between the helper and the helped constantly dissolve. Based on his review of the literature, Leeds (1999) collapses the many rationales for service into three more inclusive categories: citizenship, social change, and pragmatic problem solving.

The theme of education for citizenship has been present throughout the history of education in the work of Thomas Jefferson, John Dewey, and contemporary scholars such as Benjamin Barber who asserted, "There are certain things a democracy simply must teach, employing its full authority to do so: citizenship is first among them" (as cited in Wade, 1997; p. 4). Practitioners drawn to the field through this rationale are interested in fundamental questions of democratic participation and the role of education in fostering a more engaged and active citizenry.

The Compact for Learning and Citizenship (CLC) is a national organization of chief state school officers and district superintendents working to connect service precisely to a discussion of citizenship. Through advocacy, policy development, and networking, CLC provides leadership to help schools improve student learning by involving students in service-learning. CLC also works to make service opportunities an integral part an academic curriculum. CLC connects service to the language of participatory citizenship and strongly supports the shaping of character through public life. As civic education, service-learning is understood as a way to give young people a sense of hope, an experience of community, and a belief in their own personal effectiveness,

After studying community service programs, Kahne and Westheimer (2000) found widespread disagreement on what a good citizen does. Their seven-year study of "Serve America" found most programs emphasize altruism, charity, and simple participation. Sandel characterizes these qualities as a neutral or procedural approach to the role of citizen (1996, p. 117). However, Barber believes service programs must stress

the “art of citizenship” (1992, p. 256) if they are going to fulfill education’s primary democratic goal teaching liberty. He states:

Any community service element of civic education must be to teach citizenship, not charity. If education is aimed at creating citizens, then it will be important to let the young see that service is not just about altruism or charity; or a matter of those who are well-off helping those who are not. It is serving the public interest, which is the same thing as serving enlightened self-interest. Young people serve themselves as members of the community by serving a public good that is also their own. The responsible citizen finally serves liberty. (1992, p. 256)

Barber thinks that service in this manner can be a laboratory for participatory citizenship and promote a much-needed sense of local and national mission of schools. The centerpiece of his argument is a call for mandatory service-learning or education-based community service. Barber differs from experiential theorists in that his rationale for service is more content focused and less process based (Leeds, 1997).

Morton (1995) suggests there is a large and vocal group of practitioners who see service as “steps in a larger strategy to bring about change, quite often assessed as the redistribution of resources or social capital (Morton, 1995, p. 20). Stanton, Giles, & Cruz (1999) state that many practitioners are motivated to enter the field by issues related to the relationship between service and social justice in a democracy. Morton states that service-learning as social change focuses on collaboration of stakeholders and “creating a learning environment that continually peels away the layers of the onion called ‘root causes.’” (1995, p. 22). For some practitioners, the goal of service-learning is to move students along the continuum (charity to justice) to this highest level (Leeds, 1999).

The work of Dorothy Day (1897-1980) gives symbolic as well as practical expression to the understanding of service as social change. Day, a twentieth-century Catholic convert, co-founded the Catholic Worker Movement in 1933. For Day, justice was understood as liberation of the marginalized individual from a cycle of oppression set by culture. Service for her was “a way of discovering a life meaning that is essentially spiritual and a principle for constructing a life that was integrated” (Morton & Saltmarsh, 1997). In order to practice this type of service, Catholic Workers started a series of rural farms that attempted to provide the urban poor with an agrarian, communal alternative to industrial capitalism. The words of Dorothy Day figure prominently in the Call to Service by Robert Coles. The title comes from her statement; “There is a call to service - that we join with others to make things better in the world” (1993, *xxiii*).

Stanton, Giles, & Cruz (1999) observe that most pioneers of the service-learning movement entered the field out of a motivation to make education serve social needs. Whether they worked from a school or community base, these pioneers focused on preparation of students for effective social engagement and as service resources for the community (1999, p. 20). Service from this project-based rationale has its roots in progressive ideologies found in the early 1900's. During this era, justice and service were related to economic and political problems of distribution and better social planning (Leeds, 1999; Morton & Saltmarsh, 1997). Cooper (1991) understands progressivism as an organizational ideology that stressed a more effective delivery of a public service rather than promoting empowerment or self-help. With respect to schools, this rationale for service-learning would stress service projects related to strategic community problem-solving (Leeds, 1999).

Project-based community service finds expression in the Settlement House movement established by Jane Addams in Chicago during the 1890's. These were open community centers, oriented towards the poor and immigrants, which focused on local projects and problems. The hope of this movement was to help the under-resourced move up the economic ladder of success and thus contribute to a more vibrant community (Leeds, 1999; Morton & Saltmarsh, 1997). Today, neo-progressive school-community partnerships that result in community projects that solve actual problems are a guiding rationale of service (Leeds, 1999)

Howard (2000) observes that the rapid expansion of service-learning has been accompanied by a fair amount of confusion reflected in its myths and challenges. Some of these assumptions served as obstacles to teacher participation and program growth at the site in this study. He summarizes these as follows:

- 1. THE MYTH OF TERMINOLOGY. Though often used interchangeably, “community service” and “service-learning” are not the same. The challenge with academic service-learning is to ensure that students see that community service has purposes in a course that are different than when performed outside a course.**
- 2. THE MYTH OF CONCEPTUALIZATION. Academic service-learning and internships are not the same. The challenge here is to help faculty see the distinction between teaching-learning models.**
- 3. THE MYTH OF SYNONYMY. “Experience” and “learning” are not the same. The challenge here is to develop assignments that transform the**

community experiences into learning worthy of the academic course with which it is integrated.

4. **THE MYTH OF MARGINALITY.** A traditional course with a community service requirement is not the same as academic service-learning. In the former, the service parallels the course, never intentionally intersecting the learning process. In the latter, the service and the learning inform and transform one another. The challenge here is to help faculty see that academic service-learning pays student learning and faculty teaching dividends.

Service-Learning Resists Rigid Definition and Universal Understanding

A review of literature on the definitions and rationales reveal that service-learning is more complex than just a specific instructional approach or methodology. As a philosophy, it represents numerous rationales and values individuals have about service and its role in human and community development (Coles, 1993, Shumer, 2000a). There is also wide diversity in what may constitute a service-learning activity. The term “service-learning” can be used as a catchall term for a wide range of experiential activities. It is important to note that more “advanced” practices in service-learning such as problem-based learning or experiences that require participatory action in the community involve more complex relationships and require different kinds of institutional support. Observations on the nature of service-learning reveal that effective practitioners need to acknowledge a diversity of settings and forms, be able to conduct programs along a continuum of goals, and adopt models to fit local settings (Shumer, 1997, p. 115).

Impacts and Effectiveness from Research

Public Support for Service-Learning

Research during the past decade (1991-2001) has revealed a growing interest in the adoption of service-learning in K-12 schools. In 2000, Roper Starch Worldwide conducted a poll of 1000 Americans via telephone for the W. K. Kellogg Foundation to determine their views of K-12 education and service-learning. A vast majority (78%) of the respondents expected schools to provide students with the academic skills they need for success in life. Yet, almost all respondents (94%) believed that success requires more than mastering basic academic skills. They agreed that schools have a clear responsibility to link what students study in school to the skills they will need at work and in their communities (Roper Starch Worldwide, 2000). Although many people in the poll were not familiar with the term “service-learning,” they supported this teaching method when they learned more about it and the positive impacts it can potentially have on students.

Research on Academic Impacts

In 1991, Conrad and Hedin wrote a synthesis of research on the impact of service-learning to date and concluded “the case for community service as a legitimate educational practice receives provisional support from quantitative, quasi-experimental studies and even more consistent affirmation from the reports and testimony of participants and practitioners” (p.749). From their synthesis, they presented three arguments for the role of service in an educational program: to stimulate learning and social development, to reform society and preserve democracy, and to halt separation of youth from the wider society. Although advocacy for service-learning has grown in the

past decade, Billig's review of the research since 1991 indicates many of the issues raised by Conrad and Hedin remain current (2000b). She found that service-learning is still considered by many as an "unproven" educational approach and that learning results were mixed depending on what research methodology was used (2000b, p. 658). For service-learning advocates, this was not the good news people wanted to hear.

In a study conducted in 1994, Alt and Medrich reviewed evidence of the effects of community service on young participants, particularly elementary and secondary students. They noted that there was a widespread belief that young people benefit from serving, but there was little firm evidence that students engaged in service learn more, develop in different ways, or learn different things than those who do not participate in service. They concluded that service may in fact influence students profoundly, but methods employed to measure these effects may be flawed or inadequate to the task. They also concluded that some students might change and grow in response to service while others will not. The study showed that the length and intensity of time commitment, interest and skill of program managers, and level of responsibility assigned to participants might each produce differing results. Billig notes that similar studies since the Alt and Medrich piece that used control groups continue to show no significant difference in academic performance (2000b).

A Variety of Supports for School Participation

Research on community service at public, private, and religious schools conducted by the U.S. Department of Education (1997) found that almost half (49 %) of all students in grades 6-12 participated in service (N=8043). These volunteers tended to be 11th and 12th - grade white females who receive high grades. Parents with college

degrees were found to raise children who participate in community service. They were also likely to participate if a parent in the household participated in community service.

The same report (U.S. Department of Education, 1997) notes that more than half (56%) of the students who engaged in school-related service reported that their community service was incorporated into the curriculum in some way. In addition, there was a significant difference in participation depending on which type of school the student attended. Students in private schools were more likely than those in public schools to report that they had participated in community service (66 % versus 47 %). In addition, students in religious schools were more likely to participate in community service than students in any other setting. The difference when comparing students in church-related schools to public schools was 69% versus 47 %. According to Shumer (1998), the data suggests home and community have a strong influence on developing a pattern of service. Parents and religious orientation in addition to school programs influence the formations of values about service. Shumer advises service-learning proponents to be aware that developing an ethic of service is not the sole responsibility nor sole result of educational systems (1998, p. 19).

In 1999, the National Center for Educational Statistics conducted a national-level study of service-learning centering on America's K-12 public schools (N=2000). Analysis of this study reveals that 83% of the public high schools sampled had students participating in community service activities recognized or arranged by the school and 53% of these schools utilized service-learning. The data suggest here that many schools support service-learning to some degree, but it is not clear how deep or extensive such support is.

Research on Sustained Impacts and Outcomes

As mentioned in chapter one, a 1998 Brandeis University study evaluated 17 Learn and Serve America grant recipients from 1994 to 1997. The evaluation centered on four focus points: short-term and long-term participant impacts, services provided to communities, impacts on participating schools, and an analysis of program return on investment. Results showed a positive impact on students immediately after participation, however effects seemed to have dissipated after two years. Melchior (1999) notes that when programs did hold after the two-year mark, impacts were seen in multiple areas (academic, civic/social attitudes, volunteer behavior, social development). For sustained learning and organizational impact, Melchior believes service-learning needs to become part of the educational program as a teaching methodology and not as an “add-on” program with unsequenced or fragmented activities. Shumer and Melchior both acknowledge that research on sustained impacts is difficult since there are very few fully implemented programs to study that have made it past the five-year mark.

Service-learning advocates maintain that there are benefits for students, schools, and communities when they work together on service-learning. The areas of potential student impact are generally presented in the literature as youth personal/social development, civic responsibility, career exploration/aspirations, and academic learning.

Melchior (1999) found that high school and middle school students who were engaged in service-learning were less likely to engage in “risk” behaviors resulting in arrest or teenage parenting and that students who engaged in quality service-learning programs reported greater acceptance of cultural diversity.

With respect to civic responsibility, Youniss and Yates (1997) in their study of an urban Catholic high school found that participants developed more sophisticated understandings of socio-historical contexts, were likely to think about politics and morality in society, and were likely to consider how to effect social change. In a research synthesis of prior longitudinal studies, Youniss and Yates (1998) note that high school students who participated in service activities are more likely to be engaged in community organization and vote 15 years after their participation than those who did not participate. Several studies also demonstrate that service-learning helps students acquire workplace literacy, career skills, communication skills and knowledge of more careers than non-participants (Billig, 2000b).

The limited nature of research on academic impacts makes it difficult to conclude that service-learning has a strong impact on academic achievement. In the 1999 Learn and Serve evaluation, Melchior found that involvement in service-learning did not promote a substantial change in overall school performance during the course of a single year. However, a 1998 California study K-12 service-learning in California showed that students in more than half of the high quality program schools had a moderate to strong positive gain on student achievement tests in language arts and/or reading (Billig, 2000c). A just completed Indiana study (2000) indicates that participating students had higher standardized assessment scores on state assessments in grades three and eight in English and mathematics (Billig, 2000c). The data suggest that service-learning has not harmed students with respect to achievement and has helped them in other ways not traditionally supported in schools. As a result, these student outcomes in multiple areas can be used to legitimize service-learning as a worthwhile pedagogy and educational program.

Impact of Service-Learning on Schools

The areas of potential positive impact for service-learning involvement extend beyond student effects to such organizational impacts as the teacher-student relationship, teachers' collegial relationships, and overall school climate (Billig, 2000b; Wade, 1997). In a recent study, Waldstein (1997) studied staff perceptions of service-learning in six school districts in Iowa, Michigan, and Minnesota. The professional staff interviewed reported that participation in service-learning projects built greater cohesiveness and respect among students and teachers. In his study of teacher professional communities, Westheimer (1998) also observed that participation in service-learning fostered a collective professional culture in which teachers willingly engage in ongoing reflection and analysis about teaching and learning (1998, pp. 121-126). Finally, Billig (2000a) cites research by Weiler, LaGoy, Crane and Rovner where educators and students in schools with strong programs reported a more positive school climate. This occurred through a feeling of greater connectedness to the school and through decreased teacher turnover and increased teacher collegiality.

Impact of Service-Learning on Communities

A review of the service-learning literature reveals that research on community impacts for K-12 schools has not fully arrived. Nationally, most schools with service-learning programs are still dealing with implementation issues (Billig, 2000a, NCES, 1999). As a result, there are too few programs with the longevity needed to study sustained community impact over time. Billig (2000a) highlights the following areas of potential positive community impact: economic (jobs), municipal beautification,

healthcare support, safety concerns as well as interfaith, intergenerational, and intercultural awareness.

Current research on schools, families, and communities indicate that all three are interconnected forces that influence student learning. The theory of overlapping influence investigated by Epstein and her colleagues at Johns Hopkins University conceptualizes the community's impact in service-learning. It demonstrates that "children's development is influenced simultaneously, not sequentially by the forces of family, school, and community" (as cited in Shumer, 1998, p. 19). Shumer understands this to mean that schools cannot be perceived to operate effectively in isolation. He sees that parents and community members hold positions of important influence over values, attitudes, and expectations of youth, and their engagement in community affairs.

Standards of Quality

Melchior concludes from the Learn and Serve study that "quality" makes a difference for service-learning integration and sustainability. Practitioners need to ensure sufficiently intensive activities that are well sequenced, not fragmented, and tied to the academic curriculum. The ASLER (1993) definition lists a series of components for quality service-learning; other widely used guidelines are included in the documents Principles of Good Practice for Combining Service and Learning (Honnet & Poulson, 1989) and Essential Elements of Service Learning (National Service-Learning Cooperative, 1998). Figure 2 presents a common core of essential components for quality service-learning programs developed from the literature. Melchior adds that most quality programs also value the idea of student leadership but vary in actual application. He believes that maximum benefits are achieved in programs that are student driven with

Figure 2. Essential Components of Quality Service-Learning Programs

Component	Elements	Significance to Program
Preparation	Overall plan Staff orientation/professional development Scheduling Transportation Liability	Program leaders, student-participants and their community collaborators choose a service project and develop an overall plan that includes a time line, responsibilities for all participants, and desired outcomes for students, school and community.
Collaboration	Within school School district School committee With local community State department of education Developing networks	Collaboration can be complex and unpredictable. It flows from the value of reciprocity that is at the heart of service-learning. It can also build and sustain more flexible and creative response to other school issues.
Service	<u>Indirect</u> (not with people or environment) <u>Direct</u> (with people and the environment) <u>Advocacy</u> (eliminating cause of community problem or informing public about the problem)	Given the diversity and complexity of practice, service is variously defined in schools resulting in a diversity of what is labeled service-learning.
Curriculum Integration	<u>Academic</u> : integration with specific curriculum content and alignment with standards. <u>Civic Responsibility</u> : explicit connection with social and citizenship issues <u>Career-related</u> : intentional connection to workplace skills, career pathways, or job knowledge	Curriculum initiatives resulting from service-learning can revitalize the teaching and learning process for participating staff; generate multiple paths for academic success; empower students; create a non-threatening venue for changes to be put into practice; and inspire a professional dialogue about reform in a positive way.
Reflection	<u>Descriptive</u> : the concrete experience and reflective observation <u>Causal</u> : abstract conceptualization and active experimentation	The centrality of reflection to learning has been found to have a positive effect on problem-solving, critical thinking, problem analysis and issue understanding for students. It acts as a structured opportunity to promote youth leadership.
Assessment & Evaluation	Setting goals Clarifying expectations Generating evidence of student competency Providing feedback using multiple methods	Assessment refers to feedback to help students learn and to monitor how well students are meeting established standards. Evaluation refers to feedback on program as a whole. Specific learning that occurs through service calls for assessment to ensure quality.
Celebration	For students For teachers and staff For community members For the service-learning program	Celebration is not only a way to publicize and document programmatic outcomes, but is also a means to inspire others to engage in service. Community showcase days that recognize projects are an example. Designed with the goals of the program in mind, celebration can support future recruitment and funding needs.

Sources: Alliance for Service-Learning in Education Reform (1993), Billig (2000a), Eyster & Giles (1999), Honnet & Poulsen (1989), National Service-Learning Cooperative (1998), and Wade (1997).

teachers giving leadership around curriculum and cultural standards (A. Melchior, personal communication, March 17, 2001).

In a national study of 109 different courses and at twenty colleges and universities, Eyler and Giles (1999) also concluded that the benefits of service-learning are enhanced in a “high quality” program. Although oriented towards higher education, their research furthers the discussion of quality in service-learning. They note the following programmatic elements of quality:

1. Arranging for service-learning placements in which the students do varied and important work;
2. Organizing classes in which the course content is closely tied to the service-learning experience;
3. Organizing classes so that there is substantial written and oral reflection on the service-learning experience;
4. Arranging for service-learning placements where students work with diverse groups;
5. Arranging for service learning placements in which students do work that is the community acknowledges as important. (pp. 168-80)

Service-Learning: An Effective Delivery System for a Variety of Goals

To summarize, a broader discussion of learning outcomes has driven studies on the impact of service-learning. Although research on service-learning offers mixed findings, studies show that the quality of program implementation matters (Eyler & Giles, 1999; Melchior, 1999). Quality characteristics produce positive learning outcomes in students, including personal and social development, civic responsibility, academic

achievement, and career exploration as well as sustainable programs. The growing body of evidence also points to service-learning as an effective delivery system of achieving a wide range of important school and community goals.

As mentioned previously, the “service” component of service-learning is found in a wide range of educational programs. What is unique about service-learning is the structured reflection that makes connections to the classroom curriculum. Reflection is a method of critical inquiry that promotes a processing of disciplinary knowledge and experience, analysis, and revision of student work. It also engages students in a larger contextual discussion about the causes, responsibilities, and solutions to community problems. An important question emerges from impact and effectiveness studies about the extent to which service and the anchoring of learning in community experience result in traditional, academic learning outcomes. Billig, Melchior, and Shumer agree that evidenced academic achievement and citizenship outcomes will sustain service-learning programs.

Implementation and Institutionalization of Educational Change

As a case study on the implementation and institutionalization of service-learning, the school community’s readiness, management, and ability to sustain effective change needs to be considered. Fullan (1991) highlights the following factors as important in understanding school change: purpose and passion behind change, professional learning communities, leadership, focus on teaching and learning, links to external standards, as well as parent and community engagement. Service-learning literature also offers a set of what Fullan (1999) describes as “coherence making strategies” that help move the change process from the adoption/initiation phase towards implementation. The successful

results of the process are found in improved academic, personal, civic, and career student learning.

Understanding Educational Change

Change is a complex process that can be best described as more of a journey than a blueprint (Stacey, 1996). Bolman and Deal (1991) suggest thinking of change as a four dimensional process using the following organizational frames:

1. **STRUCTURAL.** Organizations need a sense of rationality. Structures need to be in place that can minimize problems and maximize efficiency. Roles, tasks, and expectations need to be clearly defined for the organization to run smoothly and for expected outcomes to be realized.
2. **HUMAN RESOURCES.** Individual and group needs must be taken into account in order to motivate towards collective goals and outcomes. Change causes people to feel sometimes incompetent, needy, and powerless. Developing new skills, creating opportunities for involvement, and providing psychological support are essential.
3. **POLITICAL.** Organizations are comprised of coalitions that have the potential to have conflicting interests and beliefs. This frame also holds that various powers (positional, coercive, control of rewards, framing the agenda, expertise/information, control of symbols) maybe operating explicitly or implicitly.
4. **SYMBOLIC.** Meanings are constructed out of ordinary events that give shape to the organization and purpose to work. A sense of mission is a key element in understanding and promoting the symbolic frame.

A great deal of thinking about school improvement and about service-learning implementation in particular has been directed at the structural frame. Toole (2000b) observes that service-learning raises unique structural demands on school staff, policies, procedures, and organizational plans because it involves community partnerships and field-based learning. Questions of transportation, liability, scheduling, and inter-agency communication require structural answers. Instead of taking the approach that changes in school structure will change teacher practice, Toole believes that service-learning is a promising practice that will inspire change in school structure. He observes that service-learning has been deemed by some advocates as the “Trojan horse of school reform” with block scheduling, youth leadership, and teachers as coaches as some of the “soldiers” or outcomes that may jump out (Toole, 2000b, p. 10).

Using an historical perspective to comment on purpose, Cuban observes that reforms that have lasted have been those that reflect a deep-rooted social concern for democracy, for equity, or for preparing students to lead fulfilling adult lives (O’Neil, 2000). Reforms that have failed have often attempted to change teaching practice through techniques without being well understood by teachers at the ground level (Tyak & Cuban, 1995). Hargreaves and Fink (2000) advise reformers that they must capture the public imagination and help create a broader external support if the innovations are to live on after the originators’ tenure. Fullan (1999) describes this change strategy as “going wider” to build organizational capacity.

School Culture

Research has shown that schools need to build cultures that support improvement efforts. Sarason (1996) observed that school and district culture need to support the

desired reform for it to succeed and leaders need to consider what elements of the culture, policies, and practices will support or impede innovation. Saphier and King (1985) also note that changes most likely to succeed are those that will have a positive impact on the cultural norms of the school.

In their examination of school cultures, Fullan and Hargeaves (1996) point out four types of teacher cultures – fragmented individualism, balkanization, contrived collegiality, and collaboration. Grimmet and Crehan define strong cultures from the research as “framed around tightly structured professionally oriented beliefs and values, which constitute the basis for normative action, within an appropriately loose bureaucratic structure” (1993, p. 64). A strong school culture also sustains collaborative practices, which lead teachers to raise fundamental questions about the nature of teaching and student learning.

The Intersection of Sustainability, Collaboration, and Trust

Toole believes that collaboration is of particular importance to sustaining service-learning because it invites cross-age teaching and mentoring to happen in the school, something that will occur only if teachers are willing to plan and conduct joint work (2000a, p. 15). However in his analysis of service-learning implementation in seven elementary and middle schools in seven different American states, Toole found that the innovation often fostered a balkanized culture where the faculty was divided into different factions. Although schools can be already balkanized for a variety of reasons (e.g. by departments, length of service at the school, faculty attitudes), Toole saw that service-learning implementation brought new opportunities to create further divisions. He concludes, “To the degree a select group of staff enjoyed the new benefits to the

exclusion of others, there developed not only different factions but in-groups and out-groups” (Toole, 2000a, p. 28).

The challenges of implementing an innovation have the potential of making school staff feel professionally and personally vulnerable. Coupled with the inherent problems of balkanization, these realities highlight the need for educational leaders to develop “cultures of empowerment” (Fullan 1997) in order to build the social trust necessary to sustain collaborative innovations. Creating this type of culture calls for superintendents and principals to empower other instructional leaders to build trust at the local level. This happens by providing the social resources to nurture professional collaboration as well as opportunities to gain technical competence (Toole, 2000a). The deeply social character of service-learning requires particular attention to issues of social trust and different vulnerabilities present in the school’s culture.

Leadership for Positive Change

Research has found that leadership which builds a professional community centered on teaching and learning helps cultivate the organizational capacity in a school’s culture that is needed to sustain positive change (Westheimer, 1998; Newmann & Wehlage, 1995). Teachers pursuing a shared purpose for student learning, engaging in collaborative activity to achieve that purpose, and taking collective responsibility characterize this type of professional community. In short, a strong professional community within the teaching staff sharpens the educational focus and enhances the technical and social support teachers need to be successful. Newmann and Wehlage outlined the following conditions that support professional community: quality school

leadership, hiring mission sensitive staff, interdependent work structure, providing teacher learning time, school autonomy to act, and teacher autonomy over their work.

Leadership has been shown to be critical to school change initiatives and has undergone tremendous rethinking in the past decade. Effective leaders are seen more as facilitating rather than commanding change (Toole, 2000a). Louis and Miles (1990) suggest that effective change leaders understand the context of school improvement, evolutionary planning, vision building, resource management, and coping skills. However, the complexity of implementing and sustaining school or district wide change prevents district and school leaders from successfully doing it alone. Several studies have found that in addition to teacher leadership, external and internal facilitators play an important role in building organizational capacity for change (Fullan, 1999; Newmann and Wehlage, 1995; Miles, 1983).

Studying Implementation of Educational Innovation

Moffett's review of implementation studies (2000) found that the presence of a facilitator contributed to internal capacity building and to a greater sense of personal mastery, confidence, and ownership in school staff. Louis and Miles (1990) write that a school-wide change program may also need at least a half-time person as well as a network of coordinating roles and groups to be successful. Further supports may also include an assigned coordinator, an advisory group, and external and internal appointed change facilitators.

Fullan (1999) describes what external pressures educational leaders might experience in a climate of reform:

With change forces abounding, it is easy to experience overload, fragmentation and incoherence. In fact, in education this is the more typical state. Policies get passed independent of each other. Innovations are introduced before previous ones are adequately implemented; the sheer presence of problems and multiple unconnected solutions are overwhelming. (Fullan 1999, p. 27)

In order to confront the incoherence and confusion in the complex circumstances of change, Fullan (1999) believes that the successful leader will need to work at meaning making and coherence. These leaders create “mechanisms of integration.” Moral purpose, communication, intense interaction, implementation plans, and performance data all serve the purpose of coherence. Fullan notes further that middle managers such as principals are essential integrators in this process.

Sergiovanni (1995) addresses the nature of moral leadership that Fullan correlates with effecting positive change. The moral leader acts fundamentally on deeply felt convictions in addition to particular “strategies for organizational change” (Bolman & Deal, 1991). The moral leader takes advantage of opportunities to promote the core values of the school community and readily accepts the consequences if he or she stumbles. As a result, moral leadership builds what Sergiovanni describes as “followership.” Followership creates constituency and consensus amongst situations of fragmentation and resistance that can characterize change. It also involves using and promoting emotional intelligence (Fullan, 1999; Goleman, 1998). Leadership with moral purpose provides the social capital for teachers to develop shared norms and the trust needed for collaborative work.

Educational change requires ways to anticipate and overcome obstacles to sustain change over time. However, a review by McChesney and Hertling (2000) shows that most literature on educational reform focuses on implementation issues. These researchers also found that most studies of model, innovative programs or schools take snapshots in the early phases and rarely follow change beyond the initial years of creativity and experimentation. They conclude that sustaining school wide reform past the initial stage of enthusiasm is one of the biggest problems schools face.

In a long-term study of two innovative schools, Hargreaves and Fink (2000) noted that teachers at one school were quite “exhilarated” and “excited” about the first seven years of the innovation. Teachers talked about collaboration with colleagues, lively intellectual discussions, an active professional development program, and of personal and professional satisfaction. A little over a decade later, the school found itself overextended as the result of pursuing further change. Under the force of external pressures, the school reverted defensively to conventional structures within which its innovative nature became lost. Hargreaves and Fink locate both schools’ difficulty to sustain innovation to the following areas: leadership succession, staff recruitment and retention, size, district and policy context, and community support. Schaffer, Nesselrodt, and Stringfield also include lack of funding as destabilizing issue and an area that leads to failed implementation of a design (as cited in McChesney & Hertling, 2000).

Fullan (1999) believes that effective change efforts need to be examined in terms of corresponding theories of education. Strategies that are developed to guide and support implementation need to be done in light of the pedagogical assumptions and associated components essential to the model. As an innovation, service-learning

challenges prevailing understandings of the learning and organizational “grammar” that have been associated with traditional American schooling (Toole, 2000b). Toole’s analysis of the research suggests that the closer an innovation gets to the core of teaching and departs from ordinary practice, the less likely it is to produce large scale change. He uses the grammar metaphor to illuminate what some see as a school’s built-in resistance to change and to point out the inherent learning and organizational challenges that come with implementing service-learning.

The implementation of service-learning can become a catalyst for school staff to seriously examine school reform. Berman (2000) finds that program and curriculum initiatives resulting from service-learning promote professional dialogues around reform goals of enhancing teaching, learning, curriculum integration, and school/community partnerships. Berman also found that service-learning is also an opportunity to engage parents and the community with students and staff in developing a systemwide shared vision. As a constructivist strategy, it gives a context to reform-based structural and organizational change (Hornbeck, 2000). Cortes (1996) places structured opportunities for community engagement as the central force behind sustained reform efforts.

Anderson and Witmer (1997) believe that it is precisely service-learning’s helpful connection to school restructuring that is key to its successful implementation. Utilizing both structural and leadership frames, they also outline three basic organizational concerns during the initiation phase of program development: (a) discerning the school’s readiness for service-learning; (b) conceptualizing the types of programs possible; (c) setting up management procedures to ensure continued success (1997, p. 241). Figure 3

presents a more extensive review from the literature of the supports and challenges to consider during the initiation phase.

Figure 3. The Initiation Stage of Service-Learning Program Development

Systemic Approach	Leadership tasks	Challenges
Readiness Assessment	<ul style="list-style-type: none"> ● Assessing relevant knowledge: history of school and community; assumptions of stakeholders. ● Existing resources and needs. ● Gaining support of stakeholders and decisionmakers. ● Assess existing community partnerships and history. ● Survey existing service projects. 	<p>Academic integrity Mandatory volunteer work Cost and staffing Age appropriateness Available placements. Transportation Space Politicization</p>
Conceptualizing	<ul style="list-style-type: none"> ● Identify appropriate purpose (school, goals, improvement plan, mission) ● Identify appropriate approach (mandatory or voluntary) ● Identify appropriate frameworks (curricular, co-curricular, extracurricular) ● Identify appropriate conditions (service-learning office/coordinator, advisory board) ● Identify missions of community agencies that have a “good fit” with school goals 	<p>Staff availability Space availability Class size Organizational conditions (schedules and resources) Accountability Communication and transportation planning</p>
Management	<ul style="list-style-type: none"> ● Documentation ● Curriculum integration ● Funding (internal and external) ● Showcase and celebration ● Conflict resolution/confidentiality ● Networking ● Community partnerships ● Centralizing resources ● Representation on agency advisory boards ● School advisory councils 	<p>Controversial placements Loss of funds Perception as additional work to teachers Agency-specific concerns</p>

Sources: Bender and Brown (1996); Witmer and Anderson (1997); Wright (1997).

Studying Institutionalization

A review of implementation studies involving service-learning reveals limited research in the area of institutionalization. Research on program institutionalization is scarce since most studies of educational innovations frequently concentrate on front-end issues of program design and implementation (Levison, 1994). From its inception in 1994 until 2001, a peer-review journal and a significant outlet for service-learning research called the Michigan Journal of Community Service Learning has printed five notable articles concerning program institutionalization (Holland, 1997; Reardon, 1997; Ward, 1996; Hudson & Trudeau 1995; Zlotkowski, 1995). All of these examined institutionalization within higher education. In a review of dissertations within the U.S. from 1990 until January 1999, Shumer (1999b) found that 110 studies had been completed on service and related topics with only two concerning program implementation and none examining K-12 institutionalization.

Definitions of institutionalization appear to be researcher-specific. Miles (as cited in Levison, 1994, p. 10) asserts that programs are institutionalized when they become “built-in” to the life of the school, into the organizational routine. Meyer and Rowan (as cited in Levison, 1994, p. 10) also state:

...institutionalization involves the processes by which social processes, obligations, or activities come to take on a rule-like status in social thought and action.

Louis and Miles suggest that programs should be “embedded within a variety of leadership levels” in order to be institutionalized. They believe school leaders should “buy into” innovation and possess a high level of ownership (as cited in Levison, 1994, p.

10). Yet, understanding institutionalization may not be an entirely rational endeavor. Using a symbolic heuristic frame, Ritti and Silver argue that “myth-building” is one strategy employed by organizations to give innovative programs legitimacy inside and outside the organization. They claim that myths can sustain perceptions that serve to influence the allocation of resources, the life-blood for all programs (as cited in Levison, 1994, p. 11).

In his research on community service in independent schools, Levison found the link between implementation and institutionalization particularly important. Louis argues, “Conceptually, we need to understand the entire process of adoption, design, implementation as a whole rather than treating institutionalization as separate” (as cited in Levison, 1994, p.10). Levison adds that actions taken to ensure smooth implementation might cause resentment and not always promote institutionalization (e.g. participation by mandate, giving programs special privilege).

Berman advocates that for broad-based implementation and institutionalization to occur in public schools, service-learning needs to be understood as more than just an add-on activity or as the “private interest of one teacher or a group of teachers” (Berman, 2000, p. 21). He believes the challenge is to think of it as a model of teaching and accordingly as a strategy for educational reform.

A summary of findings from higher education supports Berman’s organizational indicators. Holland (1997) illustrates a positive relationship between mission and institutional efforts that can assist institutionalization. Drawing upon data from five case studies, Ward (1997) found that faculty participation in curricular integration of service, administrative support of a public service mission, and funding of service-learning offices

are instrumental to institutionalization. Zlotkowski (1995) connects sustained commitment to strategies and definitions that are appropriate to institutional context. He asserts that if service is to be performed with quality and be sustained, practitioners must come to accept that the form and degree of institutional expression of commitment to service will be variable across and within institutions.

Sustainability and Positive Outcomes Involve a Variety of Mediating Factors

The review of the literature involving the implementation and institutionalizing of educational change points to the depth, supports, and breadth needed to sustain service-learning as long-lasting innovation. It begins to identify the possible connections between service-learning as a systemic reform strategy and its institutionalization into school culture. This area of the review also focuses on the key indicators that evidence service-learning institutionalization as well as sources of resistance and challenge. Almost decade ago Conrad and Hedin questioned how service-learning could coexist with the forces of standards-based reform. They wrote:

Only time will tell whether the current interest among politicians and educators in strengthening the service ethic of our nation's youth will be sustained or whether new priorities of the same old pressures for higher test scores and improved basic skills will keep youth service on the fringes of the political and educational agenda. (Conrad & Hedin, 1991, p. 744)

Now, implementation studies ask practitioners to consider not just how service-learning can become incorporated into standards driven systems, but how systems can be transformed by service-learning to support a the wider dimensions of learning. In any

event, the literature point to variety of mediating factors influencing the sustainability and positive outcomes of service-learning.

Research Methodologies

In order to explore the study's research questions, a case study methodology was used as a way of gathering in-depth descriptions of the environmental, organizational, and individual factors and processes involved with service-learning implementation and institutionalization. Schools are not monolithic. They need to be studied not as an elaborate machine but as an unfolding drama or story that leads to "discovery learning" (Stake, 1994). Inquiries into a school's workings and behavior need to use methodologies that respect its many dimensions (Westheimer, 1998). Accordingly, the theoretical foundation and the nature of the research questions of this study make the use of qualitative inquiry significant. The qualitative researcher emphasizes "episodes of nuance, the sequentiality of happenings in context, (and) the wholeness of the individual" (Stake, 1995, p. 60) in order to develop practical knowledge that is used to understand and interpret the world.

Background to Case Study Research

Qualitative approaches to inquiry represent a community of traditions. Three most commonly found in the literature are ethnographies as well as phenomenological and case studies. Rossman and Rallis (1998) understand the goal of case studies as "seeking to understand a larger phenomenon through the intensive study of one specific instance" (1998, p.68). This instance can be an event, process, organization, group or individual. Rossman and Rallis write:

Case studies are particularly useful for their rich description and heuristic value.

Description illustrates the complexities of a situation, depicts how the passage of time has shaped events, provides vivid material, and presents differing perspectives or opinions. By providing detail and complexity, case studies illuminate the reader's understanding of the setting or event, thereby extending comprehension of some complex set of events or circumstances. (1998, p. 71)

Case studies typically rely on a variety of techniques for data gathering that conducted over a period of time. Although they are often associated with just qualitative methods, case studies can be methodologically diverse (Rossman and Rallis, 1998; Jaegar, 1997; Stake, 1995). They may rely on questionnaires and surveys in addition to interviewing, observing, and reviewing documents. Traditional case studies describe the key actions and processes in the case and explain reasons for their occurrence. More critical case studies are grounded in a critique of social structures and patterns. These assume theoretically that "oppression and domination characterize a setting and that the research seeks to uncover how patterns and actions perpetuate the status quo" (Rossman & Rallis, 1998, p. 71). A growing body of feminist research since the 1970's has greatly contributed to this postmodern hermeneutic (Oleson, 1994).

Case study research also involves an intense interest into personal views and circumstances. Ethical considerations discussed by Punch (1994) remind the researcher that those whose lives and expressions are portrayed risk a degree of exposure and potential embarrassment. This concern was especially important to remember during interviews in this study that asked school personnel to provide personal comment and

critique about a highly visible and publicly respected program. Stake summarizes Punch's concerns by offering the following guidelines:

Qualitative researchers are guests in the private spaces of the world...Issues of observation and reportage should be discussed in advance. Limits of accessibility should be suggested and agreements heeded. It is important but not sufficient for targeted persons to receive drafts of how they are presented, quoted, or interpreted, and for the researcher to listen well for cries of concern. It is imperative that great caution be exercised to minimize risks. (Stake, 1994, p. 244)

The case study design also carries with it certain limitations. To what extent can the findings be generalized to other cases? Do the understandings at the site provide insights that have external validity? Unlike quantitative survey research and statistical procedures that can provide highly generalizable findings, case studies promise no causal links (Westheimer, 1998; Stake, 1995). Maxwell (1992) argues that qualitative studies are not designed to make wider generalizations, but to develop theories that can be used to "make sense" of similar persons or situations. In Maxwell's view, it is not possible for a case study to describe with certainty causal links between certain supports and a high degree of institutionalization at other sites.

According to Merriam (1998), case studies may contribute to broad conceptualizations by providing a "highly contextualized understanding of complex interactions of environmental, organizational, and individual variables and processes at a particular site" (Westheimer, 1988, p. 28). Case study methodology can surface effective individual and organizational characteristics as well as provide rich data to develop theoretical constructs. Meaningful variables can also be produced and compared to

prevailing theories. It is important to note that findings from this study using case study methodology may not necessarily provide the reader with a road map for building sustainable programs at other school sites. However, the findings should help build theory and language around service-learning that offer a meaningful framework to help talk about institutionalization across programs.

Selecting a Research Paradigm for Service-Learning

Billig (2000a) considers the current state of service-learning research as “messy” because of blurry definitions and a lack of cited theoretical approaches from which to understand school programs. In fact, there is disagreement among proponents about the validity of research methods.

Bringle and Hatcher (2000) believe that the quantitative research that collects data using scientific, theory-based methods, and multiple-item measures is the most persuasive way approach to establish the service-learning’s value. Billig also advocates technical methods using mathematical modeling and control groups. However, Shumer (2000a) questions the adequacy of such approaches to study the unique area of service-learning.

Given its character as a “value-laden, dynamic, change oriented, and often idiosyncratic phenomenon,” Shumer characterizes positivist, quantitative approaches as minimalist. He believes they miss the “issues of context, values, change, and personal understanding” as well as broader notions of learning that are inherent in service-learning practice (2000a, p. 81). Shumer selects a qualitative paradigm for research that tells the story of service-learning in a particular context and focuses on the details of the people involved and the process as the most valid approach. He believes this is best achieved

through in-depth case studies and long-term qualitative studies that document the effects over time that service-learning has on individuals, communities, or institutions (2000a, p. 80). Accordingly, it is the belief of this researcher that learning from the broad narrative through multiple data perspectives will best answer the research questions guiding this study.

A Dialectic Approach for Research Discussion

A case study that has a theoretical grounding for research and uses qualitative methods (e.g. interviews, site-observations, document review) to identify relative constructs and map conceptual domains is a way to respect current concerns in service-learning research (Bringle & Hatcher, 2000, p. 74). A dialectic approach allows for naturalistic descriptions, provides the reader with a unique service-learning story, and also allows for developing or revising theoretical frameworks based on the data. The present climate of service-learning research calls for case studies that are carefully designed. They need to be more than just program evaluations and also adhere to a sense of rigor in order to assure validity. Whatever the approach, the proponents of service-learning research do agree that future studies need to establish for researchers, practitioners, and funding sources what service-learning can and cannot do effectively over the long-term. The next chapter gives a more in-depth presentation of the research design chosen for this study.

Chapter III

Design of the Study

The purpose of this case study is to identify key factors and processes in the internal and external school community that have sustained the CSL program at Newman High School. The degree of institutionalization present at this site is the unit of analysis. Chapter one presented the research-based indicators of institutionalization that appear to influence the process and in some cases signify when institutionalization has occurred. The study also explores the interaction between systemic variables in order to build theory about this program's sustainability.

The study tells the story of the development of service-learning from the perspective of program institutionalization. It does this by focusing on the details of the key events, people and processes involved in the implementation. I was aware in the writing process of my own research story of building social trust and gaining access to the school's deeper culture.

The research was guided by qualitative methods as defined by Merriam (1998), Stake (1995), and Miles and Huberman (1984). The approach consisted of structured and semi-structured interviews, on-site observations, and analyzing objective data sources (artifacts, documents, reports). A structured survey of the high school faculty and questionnaire for curriculum coordinators was also used. A broad narrative was created from the perspective of these data sources. These multiple methods also allowed the research questions to be considered from different sources and for the data to be triangulated to minimize bias and error (Jaegar, 1997). This chapter describes in greater

detail this study's design, the research methods that were employed, and methods of analysis of the data collected.

This study is a case study based on multiple sources of data. When the goal of research is to explain processes and interpret contexts of complex actions, Merriam (1998) holds that case study methods are most effective. Case studies seek to understand a larger phenomenon through the close examination of a specific case and therefore focus on the particular (Rossman & Rallis, 1998, p.70). As a prominent service-learning researcher, Billig (2000a) argues that more and better qualitative research is needed to provide deeper understandings and texture to our knowledge of how service-learning produces its outcomes. She notes that most of the studies in the field are simply program evaluations and descriptions of best practice and subsequently calls for more multiple methods research.

With its "National-Leader" status and program longevity, this site is unique. A case study methodology using the ethnographic techniques of interviewing, observing, and analyzing documents illuminated the complexities and dynamics at work in this situation. However, Stake (1995) notes that case study research is not sampling research. He argues that we do not study a case primarily to understand other cases. Here, case study methodology was used to create a broad conceptualization of sustainability in order to identify features that may be explored in other settings. The study took place in two parts (see Figure 4).

Key components of the research design drew from the theory-based model suggested Bringle and Hatcher (2000). This included having a conceptual research framework situated in theory, framing data into constructs, developing theories that

articulate the relationships between constructs, and deductively translating constructs into meaningful variables that could be used to evaluate theory.

Figure 4. Design of Study

Research Question	What are the sustaining factors and processes of service-learning at this National-Leader school?		
	Focus	Data Collection Procedures	Data Analysis Procedures
Part I	-Program framework & characteristics	-Documents/artifacts -Field notes -Observation -Informal interviews	-Written review -Charts/tables -Narrative text
Part II	-Institutionalization scenario/paths -Sustainability themes/factors	-Semi-structured & informal interviews -Structured survey of teacher population	-Analytic memo -Content analysis -Descriptive statistics -Chronology -Causal network

Population and Sampling

Primary consideration for selection of this site was the longevity and widespread use of service-learning across academic disciplines. The formal initiation of service-learning began in September 1992. During the 1997-1998 Accreditation Review, the Visiting Committee reported that the school staff recognized the Community Service Learning Program as being “outstanding...one of the top ten strengths of the school.” The Committee specifically commended the service-learning program in its final report.

The primary population for the study included the 98 professional staff members at the high school and the two administrators in the Central Office. Ninety-five members of the high school population were teachers, instructional support staff, counselors, curriculum coordinators, and CSL staff. The remaining three were the school’s administrators.

The samples chosen for structured or semi-structured interviews from this population were purposive. They included those adults who had either participated in a service-learning activity, had demonstrated public support, or those who had the longest institutional memory of the program. Two community stakeholders were also interviewed to identify external factors and conditions. All interview participants sampled were either identified through conversations with the CSL director, district CSL consultant, the superintendent, or spoke to me on their own initiative during a site visit. Table 1 is an overview of the study's interviews.

Table 1.

Structured and Semi-Structured Interviews

Position	Number interviewed
School Site Interviews	
Building principal	1
Assistant principal	1
Curriculum Coordinator	2
CSL Director	1
CSL district consultant	1
CSL staff assistant	1
High school teacher	6
CSL internship coordinator	1
The retired community service advisor (present resource room instructor)	1
	Subtotal = 15
Other Interviews	
The Superintendent of Schools	1
Assistant superintendent	1
School committee member/parent	1
Council on Aging Director	1
	Subtotal = 4
Total number of interviews = 19	

The following source questions (Waldstein, 1997) guided the structured interviews. The data from these questions helped construct the story of CSL as it played out during its implementation:

1. Let's assume I know nothing about community service learning. How would you explain:
 - a. The concept of community service learning in your own words?
 - b. How CSL has been developed at Newman High School?
 - c. Why do you think it is useful
 - d. How do you think it may be improved?
2. What have students learned from CSL activities?
3. How do you compare CSL with other types of learning?
4. What is it that you want told about your CSL experience?
5. What do you think of the concept of mandatory service?
6. How has it been integrated into academic studies?

In addition to the interviews, sampling also involved a structured survey of the teacher population on the perceived benefits of service-learning and implementation issues. The survey was anonymous and had a sample size of 33 (N=93). The CSL director and program consultant were not surveyed. The results of the survey, triangulated with other data sources, helped highlight meaningful variables related to institutionalization and narrowed down integral factors that contributed to sustainability.

Curriculum coordinators also filled out an open-ended questionnaire during a regular meeting. They were asked, "How is community service learning being used in your department or area?" Formal permission to recruit on-site participants for this study

was obtained from the school's principal. The survey instrument, and consent forms are presented in the appendices to this study.

Certain participants were key actors involved in the story of planning and implementation of CSL at Newman High School. To get a true sense of the operative factors involved in this process, the following questions were used in these interviews. These questions are based on the work of Louis and Miles (1990) concerning high school innovation:

Planning

1. What was the initial rationale to implement CSL? What was the initial process like? Who was involved? Where was the push from (internal or external)?
2. What were the problems during the planning process?
3. Describe key events in the funding cycle since the program's 1992 initiation?
4. What was the time period for initial planning?

Implementation

1. What positive early outcomes were communicated? When? By whom?
2. Was there another outside program or school that was used as a model?
3. Was there a national definition of service-learning replicated and made the centerpiece of the school's CSL efforts? (If yes, is this the operative definition at work now?)
4. In its early stages, what projects were visible and to whom? What approach was used if there was visibility?

5. Was there a program evaluation done? When? What early evaluation was released to the public?
6. What were some of the early setbacks? How were they handled?

Follow-up interviews were an important component of this study and were ongoing with the CSL director, consultant, and the superintendent. These target participants helped me reflect on my interpretations of the data and gave me deeper understanding about key variables and their relationship to institutionalization. Results from the survey were also used as a source of discussion in the follow-up interviews. Data from the “follow-ups” helped isolate key pieces of data relating specifically to the program’s overall development and factors related to its sustainability. This dialectic approach follows Shumer’s suggestion for quality service-learning research. He believes that the most promising research approach for service-learning is “a dialectic process that engages researchers in ongoing discussion and formulation of designs and strategies (that embodies) the same principles of service-learning programs themselves” (2000a, p. 81).

With all the interview participants, I explained the purpose of the study, the methods to be used, and respondents’ rights. This study only includes interview participants who gave their voluntary and written consent. I informed those who were interviewed several times that they could withdraw their consent at any time in accordance with the written consent forms included in Appendix D. Subjects’ identities were kept anonymous and confidential. At the local level, I took into account that some participants may still be identifiable by their peers. The issues and limitations of reportage were discussed with these participants in advance and this researcher was sensitive to their concerns.

Collection of Data

Ten site visits were conducted over a year's time (June 2000 to May 2001) that included the individual interviews, survey instruments, as well as limited observations of the high school and its professional life. Preliminary observations of the district's annual service-learning "Marketplace Day" were done from 1998-2001. Teachers, students, and community members share program models and reflect on their integration of service and learning at this annual public event.

During the formal phase of this study, on-site observations included meetings of the CSL staff, a half-day workshop involving students, teachers and community agencies involved in the "CSL Internship Program," a district professional day on CSL, and a meeting of community stakeholders involved in the "Youth Coalition." Collecting unobtrusive data such as physical evidence of the service-learning program (office space and location, visibility on bulletin boards, prominence of awards and citations) was also part of the on-site observations.

Documents were also used as a data source to give a contextualized scenario of institutionalization. These included local and state program evaluations, grant applications, service program brochures, service project descriptions, the teaching contract, the school catalog, internal memoranda, school press releases, and newspaper articles. Artifacts distributed at Marketplace Days were also included in this data source. As part of the data analysis process, detailed chronologies of program development and descriptions of service activities were reviewed with CSL personnel.

There were no formal student interviews in this study. Data from students concerning their service-learning projects and experiences were collected from school

press releases, local newspaper articles from 1999-2001, and information available to the public at the annual Marketplace Day. This data was used to gain some sense of the character and orientation of service in school-based activities.

CSL is part of the regular operating budget of the building and the district. As a result, it was necessary to collect administrative data from the Central Office about the funding cycles and sources that have may have influenced sustainability. In addition, this site and the school system as a whole began to infuse CSL into the academic curricula in 1992. The adoption and implementation of the program also parallels the implementation of this New England state's Educational Reform Act and its assessment exams.

Therefore, it was important to gather Scholastic Aptitude Test (SAT) scores and state assessment exam results from the Guidance Department in order to examine any correlation with the development of CSL over the past nine years and academic impacts.

Methods of Data Analysis

Formative data analysis took place throughout the data collection process. Miles and Huberman (1994) suggest that analysis start early in the data gathering process and that it be recursive. They argue that early analysis helps the researcher cycle back and forth between thinking about existing data and generating strategies for collecting better data. They hold that this approach can be a healthy corrective for any blind spots in the study (1994, p. 50). Accordingly, memos were written during data collection and emerging themes were given as titles to these memos. The memos and their titles allowed me to examine and refine in greater detail suspected patterns from the data. As I proceeded in data collection, significant observations or explanations led to new memo categories and titles.

When a critical mass of data was compiled, analysis involved transcribing observations and interviews. The transcriptions were read and descriptive codes were applied. The qualitative analysis software HyperRESEARCH™ was then used to “code” or assign more categorical units of meaning to the qualitative data compiled during the study. Categories were then collapsed into overall patterns or themes keeping in mind the research questions driving this study. Document and artifact data were coded by hand rather than electronically, but followed a similar analytical process.

According to Toole (2000a), implementation is one of the best examples of multi-tasking. He observes that educators wanting to innovate inevitably face a wide and divergent set of issues. In order to capture significant patterns in the implementation of service-learning, study of the codes relied heavily on Bolman and Deal's (1991) organizational frame analysis. Bolman and Deal's approach emphasizes using multiple frames to generate multiple perspectives on a single organizational phenomenon. They also suggest studying the interrelationships between frames.

As major patterns were identified from the data, “member checking” (Rossman and Rallis, 1998) was then done with the CSL director and district consultant to ensure validity. My thematic interpretations were shared and tested with them before integrating data into an explanatory framework. The operative code list for this study is presented in Appendix B.

For summative purposes, I used the Shumer Self-Assessment for Service-Learning (Shumer, 2000b) as a method of organizing the codes and analyzing the large amount of interview data. This instrument was tested for three years with service-learning practitioners in eight states. It is designed as a self-reflective system for

professionals in the service-learning and experiential fields to summarize the many facets of an implemented program. The instrument's 23 statements are organized in five sections recommended by practitioners and researchers. It also aided me in exposing the broad narrative of the overall case, as well presenting the context of the program and its distinctive features. The full instrument is included in Appendix E. The five sections of the instrument include:

1. **CULTURE and CONTEXT:** The social and personal climate, as well as the larger setting, in which service-learning is planned and implemented.
2. **PHILOSOPHY and PURPOSE:** The ideas, reasons, intentions, and rationale that guide the service-learning program.
3. **POLICY and PARAMETERS:** Formal, organizational elements that define service-learning through administrative policies and support, state and district mandates, board of education policies, school structures, etc.
4. **PRACTICE and PEDAGOGY:** What teachers, students, community partners, and administrators do to implement service-learning.
5. **ASSESSMENT and ACCOUNTABILITY:** Evidence that the service-learning initiative is meeting its goals and the processes and results that are being reported.

Format for Reporting the Data

A format of charts, tables, and narrative text is used to frame collected data in order to draw conclusions about sustainability. In addition, descriptive statistical tables present the survey data.

An event-listing matrix is used to present the program's chronology and highlight key events of a 9-year period related to the story of implementation and

institutionalization of service-learning. Events that proved barometric to the growth of the program are highlighted. In order to establish an event-listing, coded data were consulted. Miles and Huberman (1994) suggest that this framework is a helpful step in understanding the causal dynamics of a particular case.

A causal network display is also used to present variables related to institutionalization. It gives readers of this study an opportunity to make theoretical generalizations from the research about sustainability. The conceptualization underlying this format is drawn from Miles (1983) and his work on institutionalization.

In order to analyze the character and purpose of actual CSL activities, the Kahne and Westheimer (1996) ideological framework presented in chapter two is used. Based on the data, departmental initiatives and student community service activities are categorized as activities with either a charity or change orientation across moral, political, and intellectual domains. The CSL director worked with me in reviewing and revising activity descriptions and in the categorization process of each specific CSL activity.

Framework for Discussion of Findings

It is not the intent of this study to generalize about sustainability in other service-learning programs. Service programs exist in all kinds of settings and for a variety of purposes (Kendall & Associates, 1990). The goal was to expose the narrative of implementation, conceptualize the paths to institutionalization, and highlight the corresponding supports, conditions, and processes. The findings in the next chapter provide some understanding of the organizational factors, areas of commitment, and dynamics of conditions that are related to sustainability. The event chronology and causal network display located at the end of chapter four are specifically designed to give

these areas greater definition as well as point out the barometric events and supporting conditions that influenced sustainability.

The multiple methods approach to gathering data here can help other sites develop more specific descriptors and indicators of service-learning activities that lead to programmatic institutionalization. The findings in chapter four and discussion/analysis in chapter five point to the key factors that sustained CSL and promoted it as a “way of life” at Newman High School. The resulting schemes provide deep principles and language to aid in the discussion of sustainability across programs and work against the “fruit salad” (Billig, 2000a) phenomenon of current service-learning research.

Chapter IV

Findings

This case study examines the sustaining factors of a fully implemented and nationally recognized high school service-learning program. This chapter will expose the broad narrative from the perspective of four data sources: observations, documents and artifacts, interviews, and a faculty survey. Chapter five will organize the analysis of the data under each of the study's research questions. Data were coded and the themes that emerged from the coding relevant to sustainability are presented as sub-headings in each division of the chapter. A complete list of the codes employed is found in Appendix B.

Because service-learning is about context, about values, and involves change, Shumer (2000a) believes that service-learning research should be reported in a way that captures these dimensions of human interaction. Accordingly, Shumer holds that "learning from the story" of a particular site is a highly appropriate research paradigm for service-learning. He states:

While adhering to a sense of rigor that will ensure validity, we need to be able to tell, in detail, the story of service-learning as it plays out in the lives of students, community sponsors, administrators, faculty and other notable contributors to the process. If we assume that service-learning is context-driven, and idiosyncratic to the student, site, and the program, then we need data and analysis that focuses on people and the process.

(Shumer, 2000a, p. 79)

Given Shumer's perspective on quality service-learning research, this chapter is presented as more of a narrative. Chapter five contains a focused analysis of the

supports, obstacles, and strategies that were present in the implementation process and an examination of the degree of institutionalization that has also occurred. The major divisions of the chapter are as follows:

1. *Introduction to the Case.* This section presents a brief history of the program and highlights barometric events.
2. *Structure of the Program.* The basic components and scope of CSL are outlined.
3. *Observations.* Findings from this data source begin to surface factors of sustainability and evidence of institutionalization. The subdivisions report findings with respect to the centrality of CSL in school and system cultures, the highly individualized user assistance that promotes CSL as a pedagogy, and the community acceptance of CSL rooted in its wide market appeal. This section concludes with a summary of observation findings.
4. *Document and Artifact Review.* This division of the chapter contains subdivisions which report findings with respect to the external network collaboration and mini-grant process as supports for user effort, how the foundation grant allows early supports for strong program/user fit, examples and sources of system level support for CSL, and how program leadership widens CSL purpose and orientation. This section concludes with a summary of findings from this data source.
5. *Interviews.* This division is organized into five subdivisions. Each subdivision reports findings related to sustainability gleaned from the interviews. It concludes with an overall summary of interview findings:

- a. Culture and Context.* Findings considered from this perspective are the high cultural readiness for CSL, and student impact as it relates to community development.
 - b. Philosophy and Purpose.* Curriculum connections that include CSL as pedagogy are reported as sustainability factors.
 - c. Organizational Elements.* Central administrative commitment and pressure builds system support for CSL. Also scheduling, time and additional state requirements are considered as threats to sustainability.
 - d. Components of Practice.* The implementation of CSL as pedagogy has high student impact and contributes to building support. In addition, program leadership uses multiple approaches to implement and sustain CSL.
 - e. Notable Outcomes.* Community development as an outcome fosters multiple areas of program support.
 - f. Key Events and Implementation Strategies.* Culture building, student leadership, and high program visibility support fiscal program adoption. Also, system level support and program sequencing sustains CSL at the high school.
- 6. Survey and Questionnaire.* Subdivisions in this part of the chapter are organized sequentially according to the questions asked respondents. The subdivisions present survey findings as they relate to each question and report themes connected to sustainability that emerged. This section concludes with a descriptive summary of group statistics for each survey question.

7. *Summary and Displays of Overall Findings.* Overall findings from this chapter are summarized and presented in both chronological and causal network displays. These figures illustrate the story of implementation and highlight the program's sustaining factors.

Introduction to the Case

As mentioned earlier in this study, this particular site was chosen because of the longevity of its program, its accessibility, and its recognition as a "National Service-Learning Leader School" for the full implementation of service-learning. It was also chosen because of the willingness of the school superintendent, the principal, the CSL director and the district's CSL consultant to share data about the program

My connection to the site was developed through a three-year learning relationship with the program as an interested observer and fellow practitioner. This professional relationship helped negotiate my entry into this culture before I began my formal research. I brought a set of previous service roles and commitments to the field relations of this study. This invoked a relationship of common interest and collegial respect about service-learning with respondents who were supporters of the program.

Throughout the study, data collection and review were a collaborative effort between the CSL director, the CSL consultant, and myself. The emerging findings were the focus of ongoing personal and electronic conversations between us during the six months of the study. These conversations not only enriched the direction of this study, but also provided insights for further improvement of the program and for our collective growth as service-learning practitioners.

The school is a suburban, public high school located in a metropolitan area in New England. It includes grades 9 through 12 and has a preschool operating in the building. For the purpose of this study, it is referred to as Newman High School. According to the principal, there are 1030 students enrolled with a staff of 98. This includes 95 professional staff members, one building principal, and two assistant principals. The high school population is 89.7% white, 0.4% limited English proficient, and has 95% of the graduates attending college. The annual dropout rate is 0.3%. Newman High School scores on the State's comprehensive assessment exam have been consistently strong from 1998 to 2001 and have remained within the top 10% scoring high schools in the State during this time period.

Newman High School is located in a growing suburban town of 16,000. The number of residents with children in the system has increased from 20% to 30% over the past ten years. The 2000 Census reported that married couples occupy 75% of the town's households with 41% of these households occupied by married couples with children under 18. This is well above the state average of 49% and 22 % respectively. The number of households in the town with children under 18 has increased 18% since 1990. Outpacing the statewide average, the median age of the town has increased from 36.1 in 1990 to 39.9 in 2000. The state average increased from 33.6 to 36.5 during the same time period. According to the superintendent, the town is known in the outer suburbs to be "family-friendly" and as a place that strongly values education. He also noted the town has a significant Jewish population. The median sales price for a single family home in this community for the year to date (2001) was \$320,000. The director of the town's Council on Aging noted that with a growing number of families with parents in the

workforce, there are “very few people in the town who have time and flexibility to provide volunteer services or care giving to seniors.”

Historically, the town has been known for its liberal democratic tradition and interest in social causes. In the 1920’s, it was one of the first towns in the area to establish a fair housing committee. In the early 1970’s, a prominent local rabbi and his temple were a driving force behind the town’s welcome of an Islamic center that another local community had rejected. The town has also sustained an alternative elementary school since the early 1970’s. In 2001, it was among 16 “No Place for Hate” communities in this state recognized by the Anti-Defamation League.

The faculty at Newman High School has changed dramatically over the past six years with 75 of 95 staff members hired since 1995. The school has also seen five different principals since 1992. Yet the superintendent, curriculum coordinators, and elementary school principals have been a stable force for the past decade. There have been two CSL directors since 1992.

The system’s CSL consultant reported that “community service” has existed at Newman High since the 1970’s in the form of fund-raising events to support local charities and collections for food banks and for the homeless. She also noted that cross-school mentoring programs have also existed since 1970, when a formal program was established that took middle school students to the elementary buildings to tutor first graders in reading. In general, these community service activities were mainly extracurricular and usually occurred outside of the regular school-day schedule.

In 1992, the superintendent wrote a foundation grant to create a systemwide, service-learning initiative. A \$500,000, three-year grant was awarded from a private

philanthropist and the formal implementation of the CSL initiative began in September of that year. The goal was to build on earlier efforts at Newman High to instill in students the values of public service, compassion, initiative, and leadership, while at the same time making learning deeper and more meaningful. The introduction to the grant proposed four major goals:

...to develop a curriculum and series of experiences in grades kindergarten through twelve that instill in students the values of public service, compassion, initiative and leadership.

...to develop curriculum components for those areas of the K-12 sequence where gaps exist and provide staff training to assure full implementation of CSL the curriculum.

...to develop a series of public service experience. This goal will build on the successful voluntary community service program that exists at the High School.

...to develop a demonstration and dissemination institute to interest other school districts with their planning and implementation through the provision of materials and advice.

During the first two years, the CSL consultant explained that several key steps were taken with the aid of the grant. First, a director and secretary were hired. Staff development was also implemented for staff members and administrators. This included the development of a "mini-grant" process for teachers to support the use of service-learning as an instructional pedagogy. Two vans were also purchased for transporting students to and from service sites. Systemwide implementation during this time period

also saw CSL become part of the mission statement of the school committee and part of each school's improvement plan. Since the foundation grant, the CSL program has been the recipient of grants from the DOE, the Corporation for National Service, and has also been supported through town funds. The superintendent reports that school funding has been approximately 2% of the overall operating budget since 1998.

A decision made by the superintendent, the school committee, and high school administration to make service-learning a "way of life" at Newman High School led to the revision of the school's mission statement in 1995. The present CSL director reported that the motivation for this change was to shift the school's focus from pure academics to "academics linked to real life through service to the community." The mission statement now states:

...resources and the support of the community are vital to education...Newman High School further believes that learning is an active process of discovery in which the student, motivated by the teacher, is the main agent; that students should be encouraged to learn for themselves.

With respect to academic performance goals, the revised mission statement calls for students to "demonstrate an involvement in community service."

A funding evaluation done by the DOE, during the 1995-1996 school year, noted 200 CSL projects implemented across the system. It found that approximately 2,700 students and 71 teachers in five schools participated in CSL activities. The evaluation reported specifically that these numbers "depict one of the broadest system wide CSL implementations within a school district, engaging approximately 85% of the student

body and 25% of the teaching staff.” It further acknowledged the superintendent for providing a supportive environment that included supporting the CSL director, curriculum coordinators, and the participation of teachers at DOE workshops and at other CSL school-based grant sites.

In 1999, the Corporation for National Service selected Newman High School as a “National Service-Learning Leader School” and has recently extended this recognition until 2003. In 2000, an elementary school in the town was also recognized as a state “Service-Learning Leader School” and the high school was also awarded a three-year, \$150,000 grant from the Corporation for National Service to develop service-learning partnerships and activities with schools of higher education. At major entry points to the town, the public works department has posted signs proclaiming “Newman High School, National Service-Learning Leader School, 1999-2001” alongside signs touting state championships in basketball and tennis. Figure 10 in the summary of this chapter presents a more detailed listing of important internal, external, and barometric events in the life of the CSL program from its formal inception in 1992 to 2001. In the next section, the basic components and scope of CSL are outlined.

Structure of the Program

Service-learning is an essential part of the regular district and high school operating budget. Newman High School has a full-time CSL director with a support staff of three people based in the building. This includes a (.8) staff assistant and two (.5) advisors to the “CSL Internship Program.” The director also oversees four other schools in this systemwide initiative. The three elementary schools as well as the town’s middle school have CSL liaisons based in their buildings. Each liaison has weekly meetings

with the CSL director. The director attends all system administrative meetings as well as high school curriculum coordinator meetings.

For the past two years, the current CSL office has occupied a former classroom in close proximity to the cafeteria. From the program's inception in 1992 until 1998, CSL was located in the main office. The CSL staff assistant noted that when the CSL office was centrally located, it helped the staff get more easily in touch with students about service opportunities and responsibilities. These personal connections were made during the homeroom period that was curtailed in the 1996-97 school year. Now, the staff assistant leaves messages at students' homes for important communications.

There are five main components to the present CSL program: connecting service to the academic curriculum, an internship program, promoting co-curricular service opportunities; facilitating traditional community service activities (i.e. collections, fundraising), as well as the demonstration and dissemination of service-learning methods to the outside community and other practitioners.

In his address at the opening faculty meeting of the 1999-2000 school year, the superintendent made CSL an explicit professional development goal for all teachers in the system. He called for all instructional personnel to develop competencies in infusing the principles of community service learning into the curriculum. The superintendent reported in one interview that staff members were encouraged by curriculum coordinators and administrators to consider writing CSL goals into their professional development plans. The school system provides funds in the form of "mini-grants" to pay for teacher planning time, supplies, and speakers to promote the use of CSL as an instructional pedagogy. These mini-grants have averaged around \$250 each.

The CSL staff works with curriculum coordinators as well as individual teachers to link service-learning with curriculum revision. The CSL staff also supports the alignment of these efforts with educational reform goals as outlined in the State's "Curriculum Frameworks." As mentioned previously, a Newman High School CSL project called the "American Dream Quilt," is incorporated into a foundational document of the State's educational reform initiative. It is mentioned in an opening chapter of this document as "an instructional model for achieving educational reform goals through service-learning." A more detailed overview of all CSL activities tied to the formal, academic curriculum at Newman High School is found in Appendix A. In reviewing this display, the CSL director observed that although the projects ranged from the simple to complex, "service and learning outcomes are clearly defined and meet real community needs."

The CSL program also offers a yearlong internship course for high school seniors that connects service-learning with "School to Work" efforts. This course is a pass/fail elective tailored to individual student interests and the needs of local non-profit and business organizations. According to one of the coordinators, students are "placed in locations where there is as much of a service component as possible...service comes first in placement." The internship program was selected as a model program by a regional school-to-career consortium.

The CSL staff coordinates co-curricular activities that promote social action and the integration of classroom learning with real world applications. They also organize events to support local charities. According to the CSL director, these co-curricular opportunities "support the concept of student empowerment through community

involvement.” She noted also that student leadership through service activities “provide a model for trusting student decision-making concerning their own learning and encourage teachers to see students in a different role – as partners in learning and instruction.”

The CSL director reported that over 60 high school students are engaged in tutoring programs at all grade levels in the system through a CSL co-curricular program that addresses literacy issues. In another co-curricular example, members of the Spanish Club visit “La Casa Nueva Vida,” which is a shelter for homeless, Spanish speaking mothers and their children. Students conduct activities they have devised in Spanish and English to play with the children and their mothers. They also collect clothing, books, and toys for donation to “La Casa.” The 1998 application for the National Service-Learning Leader School program reported that staff and students were engaged in over forty different collaborations with community organizations both within and outside the town.

Every year since 1996, the CSL office has sponsored an annual “Marketplace Day” which has included professional workshops and exhibitions of student and faculty work. It is the main component of the program’s initiative to support the demonstration and sharing of service-learning methods. In May of 2001, all system personnel were requested to attend this public event and three in-service workshops. Presenters included K-12 students and teachers from both within and outside the system who came to share their learning. Other service-learning practitioners, consultants, and representatives from the DOE offered workshops on CSL skills and project design. The next division of this

chapter begins to expose the broad narrative from the perspective of the study's data sources.

Observations

Six significant observations were made during the preliminary and formal research phases of this study. These included observations from an annual Marketplace Day, a year-end social for district administrators to which I was invited, a general site visit to the high school, a routine meeting between the CSL director and an elementary school CSL liaison, a public presentation of the CSL internship program, and a meeting of the town's Community Youth Coalition. The observations give insight into the culture and context in which CSL was planned and implemented. They also provide an indication of the degree CSL has been integrated into the routine life of the high school, the school system, and the local community.

The Centrality of CSL in the High School and System Cultures

The centrality of CSL emerges from the observations in this section through evidence of high system endorsement and strong administrative commitment. Explicit examples of school cultural acceptance are also evident. However overt administrative endorsement at the high school, as a sustainable factor of CSL, is dubious.

In May 2000, I attended the annual Marketplace Day. It was attended by the system's elementary and middle school teachers as well as service-learning practitioners from other districts around the State and from Rhode Island. It occurred at the town's middle school from 12:30 to 3:00 p.m. and was also open to the general public. It was an early release day for all schools except those at Newman High School, although teachers with CSL exhibits were allowed to participate.

The observation of the Marketplace Day was an opportunity to develop an understanding of the larger culture of the school system and the general spirit of the CSL program. It also allowed for informal questioning about the nature of the projects and the impacts they had on teachers, students, and the community. It was a preliminary attempt to surface the program's characteristics and the nature of commitment by CSL participants. The following is a description of my observations:

On May 3, 2000, the Community Service Learning Program held a showcase, workshop, and celebration day for elementary and middle school teachers, other CSL practitioners, and the local community from 12:30 until 3:00 p.m. I received an invitation as a CSL practitioner from another high school. I also attended to gain a feeling and understanding for the teacher professional community and to learn about the general nature of the service-learning projects before I began my formal research.

The initial impressions of the event were that the CSL staff and teacher presenters were very welcoming and friendly. The CSL director received both visitors and teachers who arrived at 12:30. More technical workshops were conducted for interested visitors in the morning session. Teachers were in an upbeat mood upon arrival with many discussing the previous night's override vote to increase teacher salaries. Newman High School was in session although presenters and one assistant principal were allowed to attend. Most of the teachers were female and white. I did not see any teachers of color. The CSL director introduced me to a high school math teacher who was quite willing to explain a statistics project

her juniors did with a local elementary school called "Tasty Math." She shared a story of risk and professional growth she experienced during the implementation of this project.

Before entering the foyer, I noticed a large banner attached to the outside of the school saying, "Welcome to CSL Day." I learned that a high school student who was recently chosen as "CSL Student of the Month" produced this. The foyer was filled with 16 display boards with general information sheets relevant to each project available for those interested. I was told by a CSL elementary school liaison that there were even more display boards but they were with the workshop presenters. The following projects were displayed in the foyer: Spanish Partnership, Elementary Tutoring, Tasty Math, Sharing Math with Elders, Type-a-Thon for Leukemia, Parking Lot Project, Hispanic Outreach, Special Olympics, Children's Center at Newman High, Storm Drains, Natural Disasters, French Tutoring, Veterans Remembered, Earth Day, Hope for Older People, and the Million Penny Collection.

There were 12 workshops held from 1:00 until 2:30 with teacher presenters from within the system. Teachers walked from display to display, collecting information sheets and sharing anecdotes about projects they had been involved in. The willingness of teachers to speak to one another about projects was very evident.

A few displays had student presenters. Two high school girls at one table welcomed each teacher who passed by their display. High

school students who were presenters interacted in a very comfortable way with teachers. An energized and animated conversation about projects amongst teachers lasted until the first workshop began at 1:00. I felt somewhat overwhelmed by the many CSL oriented discussions around me and the many engaging display boards in the short amount of time before the first workshop. I attended a workshop on a World War II documentary produced by a sophomore history class and another with high school and elementary foreign language teachers who discussed their cross-age, content-based language instruction projects.

At 2:45, the CSL director was in the foyer as teachers departed. I noticed three “veteran” teachers who were inspired by workshops approach the director. They asked her how they could implement their own projects. She then spent about five minutes with each teacher setting some foundation and offered the opportunity for further discussion before each teacher left.

The observations of the Marketplace Day revealed a strong example of teacher collaboration and communication across grades and buildings. There was life, energy, and excitement in the conversations amongst teachers about learning, service, and their own initiatives. With the provided refreshments, the afternoon had a celebratory atmosphere. A frequent question I heard teachers ask the CSL director concerned quality: “What am I going to do to improve the project next year?” Although the workshops were primarily teachers presenting to one another, I was told that students created all the project boards. It was evident, however, that the high school faculty as a

contingent was missing from the event. One high school administrator told me she left “on her own” to catch some of the workshops but had to return before the end of the day.

At the event, I asked the CSL director why she thought the teachers were so upbeat about CSL. She responded, “CSL is about spreading good news and that’s why teachers like us!” The widespread and natural communication between teachers about the CSL projects was a strong indicator of the acceptance of the CSL program across the school system. Teachers found it easy to talk about their personal insights and learning strategies in the climate of the Marketplace. It not only promoted a higher level of professional communication between participants, but also nurtured relationships around educational topics that were positive and personally fulfilling.

My formal request to study the Newman High School CSL program as the topic of this dissertation was accepted by the superintendent and the CSL director in June 2000. A few weeks later the CSL consultant, Joan Blake (a close, personal friend of both the superintendent and Elizabeth Berkeley, the CSL director), invited me to attend a year-end social for all system administrators at her home. Besides consulting for the program since its inception, Joan worked in the system as both teacher and administrator and has been a town resident since 1967. She is now retired and does special projects for the superintendent. At the conclusion of the evening, I recorded the following observations:

The social was also an occasion for colleagues to bid farewell to four administrators leaving the system. Three of the departing administrators were the principal and assistant principal of Newman High School as well as the principal of the town’s middle school. Another person honored was an elementary school principal with 23 years in the system that had

mandated CSL at her school. Joan Blake thought it would be a good idea for me to meet administrative personnel so they could have more of a personal connection to me during the research phase of this study. She formally introduced me to the group early on as a veteran teacher and doctoral student who would be studying CSL at Newman High School.

According to the Elizabeth Berkeley, this was the first informal get-together for administrators she had witnessed in her 21 years in the system. Twenty people were in attendance at the gathering including all the building principals. I mingled, observed, and listened to conversations amongst the attendees. Most of the conversations were about school related incidents, rumors, and new appointees. The retiring elementary school principal and the superintendent spoke to me at some length about CSL. The administrators who approached me were very supportive and offered whatever help I might need during my research.

I was intrigued by comments made by another program director to the CSL director while I was in attendance. He complained to her that "the school system is comprised mostly of insiders" and that it was difficult for "outsiders to enter and have an impact." I questioned the CSL director privately afterwards about why she thought I was invited and welcomed at a gathering where I could be easily considered such an "outsider." She told me that although on the surface that could be true, my interest and demonstrated commitment to CSL matched a deeper belief

among the administrators of how the schools build community connections and that my work would advance this value.

After some reflection about the social, it appeared to me that the positive image of the program throughout the system, as well as the superintendent's commitment to CSL, could have also enabled my quick acceptance by the group. Regardless, the connections made at this one event strengthened my field relations and opened up rich opportunities for gaining administrative interviews, documents, and artifacts. The event also gave evidence to the widespread understanding of the importance CSL by system administrators.

The first thing the visitor sees when he or she walks through the front door of Newman High School is a "National Service-Learning Leader School" banner proudly displayed in the foyer. Underneath it is a framed citation from the Congressional Record signed by the State's senator in Washington, D.C. honoring the school's national recognition for service. Next to this is a certificate of excellence from the Corporation for National Service. The first school bulletin board one sees when heading to the main office belongs to the CSL program. During this visit, it featured an article written in a town newspaper about the superintendent's commitment to CSL during his tenure and some photographs of a student's CSL project. Trophies and awards for sports and other school activities were located down an adjoining hall from the foyer. With these very prominent symbols, the importance of the CSL program to this school culture is made clear to anyone who enters the building.

Highly Individualized User Assistance Promotes CSL as a Pedagogy

The observations in this section are examples of highly individualized user assistance from program staff. This assistance promotes a pedagogy with both curriculum and community connections. There is also a strong emphasis on the outcome of community development. Combined with adept program leadership and consulting support, user assistance also nurtures teacher autonomy and collaboration as factors of sustainability.

An observation of the professional culture of the CSL Office took place during a general site visit in November 2000. As stated previously, the CSL office is located in a newly converted classroom a short distance from the cafeteria and on a corridor with heavy foot traffic. There are four desks that belong to the director, a staff assistant, and the two internship coordinators respectively. There is also a meeting table close to the door where I noticed on every visit had a bountiful bowl of candy. I observed during my repeated visits to the school a steady stream of students who would take advantage of the hospitality, say "hi" to the CSL staff, and take a piece of candy. I also observed that both the CSL director and staff assistant were welcoming and knew many of these students on a first name basis.

At another time when the director was not present, a first-year English teacher entered the CSL office to talk to someone about family biography projects he wanted his freshmen to complete over the upcoming holiday vacation. The staff assistant gave him the general guidelines, basic pedagogical principles, and a time line for a successful service-learning project. She also edited his written proposal. The teacher acknowledged that his original plan was a bit too ambitious and promised to return with a reworked

proposal in a few days. The confident and informed style of the staff assistant put the teacher at ease and it appeared he left comfortable and satisfied. It was also apparent that she was well versed and conversant with a specific service-learning pedagogy.

On another visit in January 2001, an observation was conducted of a routine meeting of the CSL director with an elementary school CSL liaison. I was interested in gaining a deeper understanding of service-learning practice as well as the goals and strategies used in its implementation. The following is a description of my observations:

This meeting was a regular weekly meeting between the CSL director, Elizabeth Berkeley, and Donna Smith, a liaison for two elementary schools, to talk about CSL projects. Donna has been a liaison at both schools for two years. Today, they were talking about an Afghan blanket project that would create special bags in which to place blankets for foster children. The project would combine art and social studies skills.

Elizabeth was in touch with a social worker about the distribution of the blankets and with the Council on Aging about elders knitting the blankets.

Real-time planning happened in the discussion with a calendar in front of Elizabeth and posted on the wall. She helped Donna make curriculum connections with the project. Elizabeth has also met with the Council on Aging. She is on the board of directors so she is in constant connection with the Council. Elizabeth reviewed a timetable for the project and e-mails she has received from interested teachers. As she discussed pieces of the project with Donna, she placed the project on the official office calendar and asked, "Are we starting with March or April?"

Donna was going to approach the elementary student councils to get student involvement. Elizabeth will approach another staff person at Donna's school to help her with resources. From her work with the Council on Aging, Elizabeth has found that "only appropriate yarn and needles must be used to create an Afghan. Being sensitive to their wishes, she will provide the necessary resources so the seniors can begin. Both Elizabeth and Donna spoke about how to make the bags more meaningful. Elizabeth asks the secretary about her input into the bags. They then discussed what grade level was most appropriate for the project.

At this point of the meeting, it was evident that this service-learning project started with a community need identified by an outside agency. The CSL director then moved it to the community partner, the Council on Aging, and then to the elementary schools. She built upon an equitable partnership with a community agency, began planning the project with a community rather than the school's needs in mind, and matched resources of the school to those needs. The meeting then turned to other previously implemented projects:

Elizabeth and Donna then discussed the visit by a member of the Water Department about the possibility of using student data for a state water research project. They also talked about, Bob, an elementary science teacher they believed would be interested in doing the project if he "knew his work would be a contribution to a larger state project." They were both in agreement that the relevancy of the project for outside professional use would peak this teacher's interest.

The “Water Project” developed from a collaborative grant writing initiative between a high school science teacher and the CSL consultant. The teacher alerted the consultant about the project and the need for funding. The consultant in turn connected her with Bob, and both teachers eventually went on an “environmental walk” to discuss the project. The teacher communication and inter-school collaboration sparked by this project was directly facilitated by the grant writing process and the personal involvement of the CSL consultant.

The pedagogy and purpose of CSL were revealed later in this meeting. Donna reviewed an article she had written for an elementary school newsletter and discussed an issue she had with charity events and their connection to CSL. Parents compose the newsletter and occasionally ask the liaison for an article on CSL:

Donna outlined for Elizabeth how she composes her media articles. She told Elizabeth that teachers at her elementary schools ask students to write down what they had learned soon after a service-learning activity. Donna takes these student reflections and uses them to describe the projects. She then integrates the teacher’s statement about the learning goal into the final draft. Elizabeth added that student evaluations at the end of a project are part of the documentation stage of the service-learning process. They both agreed that the celebration at the end of a service-learning project where the elementary students meet those who they have served also helped give public evidence to the learning impacts.

The discussion then moves to a memo Donna intercepted about a coat drive sponsored by some teachers in her school. She was worried that

there didn't seem to be any curriculum connection and that it didn't fit the definition of CSL. She asked Elizabeth, "Is this just a collection or community service and does it warrant a whole article for the parent-teacher newsletter?" She suggested to Donna that she offer her help with the coat project. She can get publicity and resources for them and, through this collaboration, she can help them make a connection to the curriculum. Elizabeth explained to Donna that her goal was to integrate the projects with academics in order to make learning more relevant and a more important activity. The connection was an important goal.

Donna also found out about a charity bake sale that some teachers were undertaking themselves. She asked Elizabeth's advice about how to go about approaching the teachers. Elizabeth stressed again, "You need to present yourself to them as a helper. You can get recognition for them and help them with resources." She pointed out to Donna that some connections to the curriculum could be economics and how someone goes about finding out the profit made. Elizabeth ended the meeting questioning if the elementary students had any input into the project.

The CSL director demonstrated during this observation that quality service-learning was a pedagogy. It has its greatest impact when it becomes part of a teacher's methodology, thus affecting the school's way of life. In a later interview, the director noted that the definition of service-learning had become broader as the definition of the funding sources became less precise. She cited an example of how the Alliance for Service, a state appointed service commission, was now funding after-school community

service projects as “service-learning” leading to a blurring of definitions. Consequently, the director admitted to also becoming more flexible over the past few years with her own professional definition of service-learning.

The CSL director also demonstrated to the liaison that traditional community service could be easily transformed into service-learning. First, teachers need to know about the CSL program and the resources available. Next, there has to be a willingness to participate in a service activity. In assisting teachers with community service projects like coat drives or bake sales, the CSL staff sees an opportunity to extend the project to curriculum frameworks and service-learning pedagogy. Accordingly, the director provides user assistance by promoting these curriculum connections and integrating reflection into the service activity. The next subdivision reports more on the community connections of the program.

Community Acceptance of CSL Rooted in its Wide Market Appeal

The observations in this section reflect a dimension of the CSL program that meets the tangible needs of both students and community stakeholders, which could be understood as the “market.” There is also clear evidence of community acceptance of the program. Community development surfaces as a programmatic orientation that enhances its sustainability and characterizes a path toward institutionalization.

The CSL internship course held a roundtable community discussion as part of the Marketplace Day in May 2000. Students, a community partner, and the two program coordinators shared their insights and learning with the public. This observation provided an understanding into student and community stakeholder perspectives about this aspect of the CSL program.

The coordinators described the CSL internship in their introduction as a full-year elective where students learn about “values clarification, professional priorities, and problem resolution through placements in the local community.” Eighty seniors participated in the program this year. The first presenter, a clinical psychologist with a new practice in the town, spoke about his motivation to get involved with the program. He discussed three reasons why he involved CSL internships with his practice: (a) It helped him build a practice in the town by getting his name out and for future referrals, (b) as a parent, he enjoys adolescents, and (c) he had a personal connection to the program through his daughter at Newman High School.

Four female and four male seniors from Newman High School were also presenters. The four young women were all in the same Advanced Placement psychology course and worked together at the same clinical placement. They began the student portion of the discussion. One student said that her internship experience in psychology went along with what she was learning. “We were studying post-traumatic stress and we saw it in real life,” she explained. Another said she became involved with the program because she wanted to “help” and “care” for others. “I wanted to get experience in what I wanted to do in the future,” she also admitted. Another student observed that all four came from different groups of friends and that the shared internship “created more of a bond for us.” One of the coordinators added at the end of this segment that most of the seniors were “finished with high school in their mind early on” but it was amazing how much work these students put into their internship. “This work with people continued to motivate them,” the coordinator stated.

During the second segment of the discussion, the four male students talked about their individualized internship projects. One student described his work at a local law firm and how it “gave him exposure to certain legal procedures.” Another worked at a bank in another town. He described how he gained exposure to banking procedures and began his experience with “no expectations.” His project was to assess the bank’s functions and to compare this data with data from the Federal Reserve. He said he learned about overall bank functions and its role in assets and liabilities. Another student had an internship in the central office of the Boston Red Sox. He became quickly disappointed with his disinterested supervisor, when all he ended up doing was cleaning closets. With the help of the coordinators, he changed his internship to the Special Olympics and his job was to now “befriend a little boy.” “I learned a lot because I am no longer afraid of someone with a disability,” he shared with the audience. One of the coordinators admitted, “All is not perfect in the program.” When faced with a problem, she added that students are taught not to quit but how to cope.

In the question and answer part of the program, a CSL practitioner from another town asked about the service dimension in what appeared to her to be a “very professionally oriented program.” One of the coordinators replied that they try to place students in locations where there is as much of a service component as possible. “Service comes first in placement when we make the site connections,” she said. She also described how through a formal reflection component, the coordinators try to keep the internships service-oriented. “We help the students focus in the reflection groups on helping other people,” she added. It was further noted that the reflection component was way to help students prioritize school and career choices as well as how to instruct them

in dealing with everyday professional challenges. Some other important structural observations were that the course is scheduled as the last class of the day, internships are unpaid but students can be paid for "extra time," and that the program has an end of the year celebration where all students and site supervisors are given a chance to connect.

Previous observations demonstrated both user and administrative commitment, and assistance as factors that supported CSL. However, the internship presentation revealed more "market-based" support for the overall CSL program. CSL internships had market appeal by meeting the resource needs of local businesses as well as the developmental needs and wants of the students. Reflection and celebration, though, continue to be part of the program's service-learning pedagogy.

On a site visit in February 2001, the CSL director invited me to observe a meeting of the Community Youth Coalition. This was a community organization that has monthly one to two-hour meetings to discuss projects that increase the quality of life for youth in the town. This observation provided an example of how outside constituencies interact with the director and the program. Although the noon meeting took place in the high school library, the coalition is independent of the schools. The following are observations from that meeting:

As I entered the room with Elizabeth Berkeley, I counted eleven women and one man seated around a long table. She told me they included teachers, parents, selectmen, clergy, and member of the recreation department. The Town Manager and Chief of Police arrived at 12:45 p.m. Elizabeth introduced me as a doctoral candidate from Boston College who

was observing as part of a study on CSL. The meeting was open to the public.

The topic on the agenda was a youth "Speak Out" day. It would be an opportunity for high school students and adults to speak about issues of mutual concern. I noticed the willingness of all members to participate in the planning. The meeting was highly organized and a subcommittee for grant writing was quickly formed. The group discussed the possibility of making a documentary about the day. The participants were very well spoken, sometimes forceful, but definitely spirited.

The concerns were mostly structural in nature. The group talked about the possibility of students doing the videotaping. Elizabeth Berkeley was brought into the conversation by the committee and asked for her opinion. She was spirited with her suggestions and was listened to very attentively by the group, more so than any previous speaker. Elizabeth offered CSL support to ease any transportation problems.

At the conclusion of the meeting, a minister shared a newspaper article about an interfaith day her church sponsored. The minister thanked Elizabeth and CSL for the middle school students she referred to the interfaith group that made the day a success. The meeting ended at 1:30 p.m. As the members departed, Elizabeth introduced herself to a new member, a former reporter from another state and asked her about some public relations help for CSL.

Although members of this group were very diverse with respect to professional background, they demonstrated a shared value and concern for the developmental needs of teenagers. In fact, it was also evident that the group had a shared respect for the CSL director. Consequently, she also appeared to have some leverage with these community stakeholders. She was seen as a true community partner in helping the Coalition meet the developmental needs of the town's teenage population. It appeared that her role as an active member of an advisory board for creating a "Teen Center" in the town also engendered this respect. In addition, the director readily supported the needs of the interfaith group without the project having any formal connection to CSL or the school curriculum. Although CSL was not mentioned in the newspaper article the minister shared, she acknowledged publicly that CSL resources and its student network were crucial to the event's success.

Similar to the previous internship observation, a factor in the community acceptance of CSL was located in its wider, market appeal. The director was recognized as a rich resource for meeting both the needs of youth and the community. She was also valued as an effective community organizer. The Youth Coalition observation provided some indication that a cross-section of community members accepted CSL and its director as important factors in community development issues.

Summary of Observation Findings

As a data source, the observations give some initial understanding into the cultural acceptance of CSL. First, the cultural importance of CSL at Newman High School was extremely clear through the centrally placed CSL honors, department office, and student work. In observations of teacher interaction, there was also a strong

relationship between professional values of communication, collaborative participation, and documentation of learning impacts with characteristics of the CSL program. There also appeared to be a good philosophical fit between CSL meeting developmental student needs and positive student development as an important value for the community.

A number of indicators from the observations also begin to signify a degree of actual CSL institutionalization or mediating factors in the process. For example, at the annual Marketplace Day, the centrality of CSL was seen in a significant professional development effort. The administrative social also provided a first glimpse of strong, system level support for CSL. This was shown especially by the personal commitment of the superintendent and the retiring, 23-year elementary school principal who mandated CSL at her school. Finally, the CSL director demonstrated skillful program leadership. Community support for CSL was strengthened through the program's flexible allocation of resources for a range of school and youth service projects contributing to wider market appeal. User assistance was multi-faceted. It appeared to happen through the integration of service-learning as a pedagogy through specific curriculum connections, reflection, documentation, and celebration; and through being sensitive to each individual teacher's capacity for professional growth. Together, these approaches contributed to a good program, user fit. The next division of the chapter will continue the case narrative from the perspective of document and artifact data.

Document and Artifact Review

During the formal course of the study, documents and artifacts were collected from two Marketplace Days and numerous site visits to Newman High as well as the CSL office. The superintendent, assistant superintendent, CSL director, and the system's CSL

consultant also readily provided documents that spoke more specifically to implementation process of CSL during individual interviews. Five categories of data emerged from this part of the research: CSL evaluations by the system and the DOE, applications for grants and honors, official school documents and fact sheets, program literature distributed outside the system, and publicity clippings. The CSL office also supplied samples of letters of appreciation and support from community members. The subdivisions in this section present emerging themes from the data relevant to sustainability.

External Network Collaboration and Mini-Grant Process Support User Effort

Document data in this section show that developing an external network of support was key to effective program leadership and sustainability. The examples demonstrate that user assistance through the mini-grant process was an important structural support. An initial program evaluation gives some early evidence of definitional confusion and perception of CSL as an “add-on” by some in the school system.

In 1994, the school system completed its first systemwide program evaluation of CSL. The superintendent and original CSL director commissioned it for the private foundation that initially funded the program. It found that the implementation of the program “dramatically increased the amount and type of community service programs, initiating a major restructuring of curriculum and instruction.” It also reported that the teaching and learning environment had been improved because of “the success of particular classroom programs, the support of staff and administration, the effective work of the coordinator, and student and community response.”

The evaluators emphasized the director's active role in the development and dissemination of information during the implementation of CSL:

The connections established with CSL programs on the state and national level raise the sophistication of the local educational environment with regard to both philosophy and practice. This professional activity has also had an impact upon outside groups. The director's involvement in the development of CSL guidelines for the Core Curriculum effort of the DOE is a fine example of the sort of effort that has a clear two-way benefit.

Staff and students have also benefited from these outside collaborations by having access to a wider range of professional activities and workshops in which many have participated.

Later in the report, the evaluators discussed the concerns of certain staff concerning CSL. They noted that a "minority but professional view was expressed by a few staff members (4 or 53 interviewed)." Their main concerns were for a clearer definition of "community service learning" as opposed to "community service," a clearer understanding of what constituted a CSL project, and agreement as to what falls within the purview of the CSL program. A few expressed in more detail a concern that CSL might be touted as the "new religion" in education when many of its goals are accomplished in teaching methodologies without CSL. These staff members believed that it did not make sense to have as a goal the infusion of CSL in every class and every grade level and hoped for a more "rational plan" of curriculum development for CSL throughout the school system. This initial program evaluation provided some insight into

the supports as well as obstacles during the initiation period and at an early stage of implementation.

Two more evaluations of the program were done in 1996. One was done as part of statewide evaluation of all CSL programs by the same previous evaluators for the DOE. The other was a DOE evaluation for a 1995-96 grant allocation of \$16,275.

The statewide evaluation of CSL mentioned the confusion, in practice, between “community service” and “community service learning” at many school-based sites. It offered the DOE document “What CSL Is and What It Is Not” as a very clear guideline for successful implementation. Specifically, the evaluation noted the participation of CSL schools in an external collaborative network and the expansion of CSL through the teacher “mini-grant” process as supports for growth and sustainability. It also made specific mention of Newman High School and its district’s effective use of these strategies in CSL implementation. At Newman High School, mini-grants are written applications by teachers using an application form designed by the CSL staff. Approved mini-grants result in payment to staff for resources and their time in designing CSL projects.

The DOE grant evaluation highlighted several important supports and implementation strategies that were “instrumental in developing a CSL program which serves as a model throughout the State.” Among them were the use of CSL to “support the inclusionary philosophy and practice of the system’s schools.” It also noted that service and learning outcomes were clearly defined, connections to standards in the Curriculum Frameworks were clearly stated, and services met “real community needs.”

It again echoed the importance of the mini-grant process and observed how its evaluation component was used “to effectively improve projects in the process of implementation.”

In the application for National Service-Learning Leader Schools, it was reported that 100% of students at Newman High School participate in at least one service-learning experience. All freshmen participate in service-learning through the “Issues for Youth” course taught by guidance, health, and CSL. This course meets once per cycle. In addition, the application highlighted service-learning work done by the Foreign Language Department. It noted specifically that a majority of teachers and students in this department developed their own projects involving collaborations with elementary grades. Strong external collaboration was another theme evident in the application. It noted that the CSL staff and teachers participate in training sessions sponsored by the DOE, attended and presented at professional conferences, and visited other school districts upon request. Later interviews with CSL staff revealed that these external connections not only provided outside recognition for the program, but also enhanced the further development of professional skills and resources for CSL.

According to the CSL consultant, outside recognition has been a significant factor in enabling the system to obtain outside annual funding since the program’s inception. In 2000-2001, the CSL program received a \$150,000 three-year grant to develop higher education partnerships that would further develop learning opportunities for students and staff. According to the grant application, the school is called to have an impact on one or more of the State’s identified priority areas, which are the environment, community health, and job preparedness. This particular case study was mentioned in the grant

application as an example of the CSL program's desire to advance service-learning research.

The CSL program plans on entering into a partnership with a regional medical school where high school students will be matched with residents of a specialized Alzheimer's unit. Students will be provided eight hours of classroom preparation by medical professionals and then spend time with mentally intact and demented patients. The medical school will measure in a quantifiable way the impact the program has on both the patients and student volunteers. This project continues the inter-generational thrust of CSL activities since the formalized program began.

The recognition of a significant higher-education partnership grant as well as the interest of a local medical school in a project are indicators of the continuing growth and credibility of the CSL program. Recognized leadership in the field, an identifiable high school service culture, and the organizational capacity to administer and coordinate numerous curricular and co-curricular programs are qualities that continue to attract outside funding and high profile community partnerships.

The superintendent, both CSL directors, and the consultant have been connected with local, state, and national service-learning networks since the beginning of the program. The CSL director and consultant have written three reports and one article for outside publication. At the present time, the superintendent is a member of the board of directors for the Compact for Learning and Citizenship, which is a sub-group of the Education Commission of the States, as well as a member of the State's CSL advisory board. He has presented CSL at professional organizations like the American Association for Superintendents and Administrators (AASA) and the National

Community Education Association. Both the CSL director and consultant are members of the State's secondary CSL advisory board and are peer reviewers for both the DOE's "Service-Learning Leader School" and CSL grant programs. The first CSL director also participated in commissions at the state and national level, acted as a CSL coach for five other school districts, and worked during her tenure with a university's public service center to train educational personnel in service-learning. The invitation for the system's CSL champions to participate in these external roles is an indicator of the positive value that outside constituencies have for the program. The next subdivision focuses on an early but important structural support.

Foundation Grant Allows Early Supports for Strong Program/System Fit

The document findings in this section reveal how private foundation monies provided for transportation and consulting services, resources that are restricted by federal and state service-learning grants. The foundation grant gave early leverage to the program leadership to design and implement a program with the system's unique needs and educational vision in mind. The strong program/system fit that characterized its early design appears to have had a positive influence on sustainability.

Two grant proposals were reviewed. The first was the final, funded version of the proposal to develop the "Public Service Program and Public Service Institute" submitted to the private funding foundation on March 12, 1992. Written by the superintendent, the largest amount of the grant in the first year (\$55,793) went to the CSL director's salary that was paid on the vice-principal salary scale. A significant amount of the grant (\$47,520) also went to the purchase of two eight-passenger student vans and other transportation expenses. Transportation was a foreseen obstacle to implementation in the

grant. Moreover, federal grants distributed through Learn and Serve America and awarded by state education departments to CSL programs cannot be used for transportation. Since this was a grant from a private foundation, vans were purchased in the first year and the transportation problem was solved at an early stage.

Other significant funding items in the grant were a salary for a (.8) staff assistant and consistent funding for faculty “public service advisors” for the first three years of the program. Out of these advisory funds, a CSL consultant was hired by the superintendent to set up a mini-grant process and manage documentation procedures of individual CSL projects and of the overall program. This role also came to include searching for outside funds through aggressive grant writing near the third year. In a discussion about the original grant proposal, the consultant explained that the program’s design differed from the funding philanthropist’s vision. “It was the good deed approach,” she described. “It was his (the philanthropist’s) belief that each student in school should keep a journal and record each day one good deed they had done.” Neither he nor his foundation required an integration of service into the curriculum. She noted that the present design, to include service in academic work, evolved from a “grassroots movement” that had been present at the high school since the 1970’s.

Examples and Sources of System Level Support for CSL

Certain documents give tangible evidence of system support and endorsement of CSL, as well as a degree of organizational change at the high school. SAT data has been used by the Central Office to legitimate the educational use of CSL and to support and sustain user participation. The data presented in this section expands on these findings.

Documents from the professional community such as the contract and its teacher evaluation procedures, as well as the Internet “Acceptable Use Policy” provided some evidence institutional adaptation and support for CSL. The school system has two types of teacher evaluations. The first is for teachers with less than three years experience who have not achieved professional status. This evaluation is based on standards established by the State through the Educational Reform initiative and employs its language. Teachers who have professional status can opt for either this evaluation or a professional growth plan. With the later option, the teacher develops a goal he or she wants to work on for the year, the principal chooses a goal, and both the teacher and principal agree on a goal for the evaluation. Thus, there are three goals and the teacher needs to outline how he or she will achieve them.

Although these evaluations do not explicitly mention CSL, they provide structured opportunities for administrators to integrate elements of service-learning pedagogy into their ongoing professional development. The more standard evaluation has a section on “civic responsibility” where teachers are called to explain how they will prepare their students to be responsible and participatory citizens. According to the superintendent, this section reflects CSL values by focusing on local community development. The superintendent has also asked the system’s principals to use the professional growth plan to advance specifically the use of technology and/or service-learning in the classroom. He cited in one interview the practice of the 23-year elementary school principal who included service-learning in every professional growth plan at her school over the past two years. He also mentioned an English teacher at the

high school who, as part of his professional growth plan, designed a service-learning workshop on his "Ordinary Heroes" project for elementary school teachers.

The Teachers Association, as a collective bargaining agreement in September 1998, ratified the present teacher evaluation procedures. With the support and pressure of the superintendent and certain building principals, these evaluations have been used strategically as a way to embed CSL into the deep culture of the system and to integrate it into routine teaching methodologies.

The Acceptable Use Policy (AUP) that provides the terms and conditions of teacher and student use of the Internet, is another example of the centrality of CSL and its perceived importance by school constituencies. On its opening page, it credits a CSL grant of \$2500 towards an independent student project and software that provided the town's first "School and Community Internet Bulletin Board" in 1995. As stated in the present policy, the school system now operates its own "full-time, self-supporting Internet connection that is used by teachers, students, administration, and available to all members of the community for the purpose of research and communication."

Throughout the 12-page document, the establishment of a "connected community" is stressed as the central purpose of the Internet service. The school system provides technology as a service to enhance home and community interactivity with the schools. Here, service and learning appear to be linked because of the ability of technology to connect students with all levels of the community. The AUP document supports individualized, inclusive, and interactive learning between all members of the community.

The SAT and the State's standardized assessment data found on a high school fact sheet both showed consistent and in some years improving scores since the early stages of program implementation (see Tables 2 and 3). SAT data revealed a three-year increase of test scores from 1995-1997. In fact, scores over the past seven years met or improved upon scores at the two-year mark of the CSL program. State standardized assessment test scores showed little difference in performance over three years but remained as one of the top 10% performing districts in the State.

Together, these scores do not provide strong evidence of a correlation between academic performance and the implementation of CSL. Yet, scores have not gone backwards since the program began. The only other data the system has that speaks specifically to student impact areas was the 1994 program evaluation. That evaluation also concluded from the observations of teachers that student participation in CSL did not harm them with respect to grades but helped them in other developmental areas such as personal efficacy and community building, areas that have not been traditionally supported by schools (Toole, 2000a; Tyak & Cuban, 1995).

Finally, a review of a sample of official student transcripts showed an early indication of institutional change. Since the inception of the internship program in 1994, CSL internships and service hours have been recorded on student transcripts.

Table 2.

Scholastic Aptitude Test Mean Scores

Year	Verbal	Math
1994	548	547
1995	556	567
1996	563	569
1997	551	572
1998	548	559
1999	557	567
2000	562	581

Table 3.

State Comprehensive Assessment Test Average Scaled Scores (Grade 10)

Year	English/Language Arts	Math	Science
1998	246	242	237
1999	244	242	238
2000	243	245	237
2001	251	252	n/a

Program Leadership Widens CSL Purpose and Orientation

This section considers data that shows the current orientation of the program as having both strong curriculum and community connections. Teacher autonomy and collaboration have been consistently stressed by both program directors. However, the first director followed a tighter definition of CSL in its early implementation that focused on explicit connections to the school curriculum and state frameworks. Letters of support from community stakeholders highlight community development as an important

outcome. A flexible approach to program leadership appears here to be a relevant factor in building sustainability. The section concludes with a review of newspaper articles and activity descriptions that point to “caring” as a CSL goal.

A review of CSL literature distributed by the first director to interested educators outside the system showed that she was familiar with a wider professional field of service-learning that used a specific definition, terminology, and benchmarks for quality practice. Handouts distributed by this director in press kits, workshops, and for general public during her tenure reveal a consistent and strict definition of CSL that separated “one-shot” activities from the field. For her, the central tenet of CSL was that it was linked primarily to the framework and standards of the academic curriculum. It was also grounded in a specific pedagogy that was student centered, project based, and involved critical reflection. The stress in these documents was more on CSL’s formal “learning” connections. The service experience blended into the components of the curriculum, thus providing the student a framework of meaning and higher purpose to academic work. The definitions and terminology used in this program literature parallel the language used in the DOE document, “What CSL Is and What It Is Not,” which is specifically outlined in chapter two.

Literature from state-sponsored workshops this director led during her tenure also touted CSL as a vehicle of “whole school change.” The superintendent echoed this impact theme in a 1994 press release:

The implementation of Community Service Learning has become a catalyst for the staff to seriously examine school reform. Program and curriculum initiatives resulting from Community Service Learning

projects at all grade levels have included thoughtful dialogues on enhancing teaching, learning, curriculum integration, school and community partnerships, and the need for systemwide shared vision among staff, parents, and the community.

The program literature revealed that both the superintendent and first CSL director were strong advocates for instructional change. They were in strong agreement that CSL deepened the impact of student learning through better ways of teaching. This theme was repeated in the revised 1995 high school and system mission statement as well as in the system's professional development goals of 1999.

Program literature released since 1998, since the present director began, has been directed more towards the system, town, and surrounding communities rather than outside professional workshops and conferences. In the spring of 1999, the CSL office produced and mailed to all members of the town a "service-learning newsletter" that contained articles written by students, teachers, and CSL staff describing notable projects. Monies from both the town and the State funded the newsletter. The articles throughout the 16-page newsletter consistently mentioned curriculum connections and learning impacts. However, this publication demonstrated more flexibility with the purpose of CSL than earlier literature. The articles pointed to community development as a root of successful service-learning projects. Student club activities as well as classroom projects were shown as having impacted various parts of the community through satisfying and invigorating learning. Attention to various projects was also evenly distributed between all schools in the system.

In May 2001, the CSL director and consultant conducted a required professional development workshop for teachers in the system. The following definition of CSL was used in the literature distributed to the participants: "CSL is an active and experiential teaching methodology which incorporates service to the community with the academic curriculum." The literature also described the term "community" broadly:

Community can be the school community, local, state, national or international. Community partners have included younger or older school children, local elders, the Conservation Commission, various homeless shelters, foster children throughout the State, and worldwide environmental and social organizations.

Furthermore, in a handout explaining the benefits of CSL, community development was stressed as a characteristic of "high quality service learning programs." It stated that students who participated in CSL "showed an increase in the degree they felt aware of community needs, believed that they could make a difference, and were committed to service now and later in life." Again, the definition and frameworks used here represent a shift from an earlier program focus on aspects of school reform. CSL was portrayed in this context as a wider opportunity to build caring community connections that, accordingly, infuse more relevance and meaning to academic learning.

An overall review of both school documents and program literature from 1992 also revealed a change of approach to program implementation. Initially, the CSL program appeared to be mostly staff- and student-driven from the high school level. The mini-grant model was used as a structural support for the interest of any teacher in developing a curriculum-based service experience. By 1999, CSL became a systemwide

goal for professional development from the superintendent. There was also the mandatory professional development workshop on CSL given to all staff in May 2001. The data suggest here that the integration of continued pressure from the superintendent, structural adaptation of the evaluation process, and program leadership that stressed community development was used to promote the program during the last three years.

Over 80 articles concerning CSL from town, local, and regional newspapers were also reviewed as part of this study. The articles were studied in order to gain an understanding of the character and nature of CSL at Newman High School. Combined with artifacts of CSL projects collected at the Marketplace Day, an overview of all CSL activities at Newman High School for 2000-2001 was created. Activities were categorized as either departmental initiatives or student community service activities facilitated by the CSL office. Descriptions of the activities as well as reflections from students, teachers, and staff were gleaned from the articles and artifacts. The CSL director reviewed and revised the overview for accuracy. The complete overview of CSL activities is found in Appendix A.

In the review, certain characteristics became evident. First, there was project variance with the levels of time commitment. Some projects like the English Department's "Ordinary Heroes" project or the Spanish Club's "La Casa Nueva Vida" were yearlong and have been ongoing for many years. Others lasted several months or a few weeks. Some traditional community service collection activities took shorter periods of time. In addition, projects evolved. Some projects started out in a limited way. As teachers incorporated certain projects into their curriculum, they found ways to expand

their projects based on changing student interest and leadership. One notable example was the English Department's "American Dream Quilt" project.

The American Dream Quilt is an 11th grade project that was initiated to address the needs of multi-level English classes. In this project students explore the subject of the "American Dream" through literature and interviewing family members to elicit their own family's history and background. Students then create a quilt square that represents their family's story. Over the past eight years, this project has expanded from one junior class to the entire 11th grade. Quilts are exhibited in local museums and the project is documented in the DOE's "Promising Practices Guide." As a culminating celebration, completed quilts are displayed in the high school gymnasium and 11th grade parents are invited. Students present ethnic food from their family's heritage.

In 1999, students added ethnic celebrations and the American Dream Quilt became a "Diversity Day" for the whole school. In a 2001 article in a local newspaper entitled "Diversity Day: Fabric of the Community is Shown through Newman High School Project," the student organizer of the project commented about how she "gladly accepted the challenge of organizing this gargantuan project." The English curriculum coordinator added, "It is an intriguing project that creates community within the classroom." The history of this particular CSL project demonstrates that both the power of student leadership and a community focus are factors that contribute to sustainability and growth.

Using the Kahne and Westheimer (1996) framework presented in chapter two (Figure 1), the orientations of the CSL activities in the overview were categorized as either "charity" or "change." The activities were further described according to the

moral, political, and intellectual goals which Kahne and Westheimer believe motivate service-learning. Their indicators provided a good fit with the cultural values connected with service-learning found at the site. The CSL director helped categorize each activity according to the orientations and goals provided by the Kahne and Westheimer framework.

As mentioned in chapter two, Kahne and Westheimer's ideological categories are not discrete. In some CSL activities, charity and change goals were intertwined. The data revealed that more than 50% of the CSL activities at the high school reflected the moral goal of "caring" while almost 33% reflected an "additive intellectual experience." Change qualities were noted in 31 activities while charity qualities were noted in 16. Table 4 provides a summary of the results.

The activity summary was shared with the CSL consultant for further analysis and discussion. She believed that the high percentage of activities that demonstrated "caring" gave some insight into why CSL has been so successful. She commented that CSL "addresses the heart as well as the mind of students, teachers, and community participants and therefore contributes to emotional intelligence." She further believed that CSL tapped this "eighth domain of intelligence" and within it, an elevation factor that developed in community. This dynamic infuses the learning process with meaning.

Table 4.

Activity Summary of Service-Learning Goals for Newman High School**Departmental Initiatives (N=20)**

	Moral	Political	Intellectual
Charity	Giving (0)	Civic duty (2)	Additive experience (11)
Change	Caring (12)	Social reconstruction (4)	Transformative experience (6)

Student Community Service Activities through CSL Office (N=17)

	Moral	Political	Intellectual
Charity	Giving (8)	Civic duty (4)	Additive experience (1)
Change	Caring (7)	Social reconstruction (0)	Transformative experience (11)

Combined Totals (N=37)

	Moral	Political	Intellectual
Charity 70% (26)	Giving 23% (8)	Civic duty 16% (6)	Additive experience 32% (12)
Change 83% (31)	Caring 51% (19)	Social reconstruction 11% (4)	Transformative experience 22% (8)

There also appeared to be a developmental relationship between the categories of “charity” and “change.” According to both the director and consultant, many service activities in the high school began as one-shot, add-on projects by clubs or classroom teachers. Through the assistance of the CSL director and staff, curriculum connections were made and some of these activities developed into more classroom based service-learning. This dynamic indicates a possible routinized growth pattern within the program. It may have also influenced program institutionalization as activities were guided from charity to change orientations.

Finally, letters of support from community agencies were also examined as part of the review. These letters gave some understanding of how CSL has impacted the local

community. The themes of community development and connectedness were again acknowledged as outcomes of CSL. In a 1994 letter of endorsement to the DOE, the town clerk stated that the CSL had “opened up avenues of communication between the schools and town government, and between youngsters and town officials.” That same year, the director of the Council on Aging wrote that CSL was “an opportunity to promote togetherness in the community and to promote awareness of the needs of all generations.” The Community Youth Coalition described CSL projects as “sterling examples of activities that enhance the well-being of youth by creating climates where participants feel connected to the community.”

Summary of Document and Artifact Findings

The review of documents and artifacts in this division of the chapter provided more data concerning mediating factors and outcomes in the institutionalization process. The findings also showed some important transformations within the program over time.

Early documents stressed an external collaborative network and structural supports like the mini-grant process as mediating factors effecting early growth and continued sustainability. Also, student transcripts, the teacher evaluation process, and systemwide professional development gave some indication of the degree of CSL integration and organizational change. However, these structural adaptations appeared to be more at the system level than at Newman High School. The organizational capacity of the CSL office to administer a higher education partnership though was recognized by a high profile, external stakeholder. The document review findings also revealed a shift of program focus and a widening of purpose. There was movement from earlier implementation goals of school change to a later emphasis on wider community

development. Community development was also emphasized as a cultural standard of quality CSL projects as well as an element of sustainable project growth. The next chapter division continues the case narrative from the perspective of interview data.

Interviews

Interviews were conducted throughout the study with such stakeholders as teachers, administrators, and community members. Data collected from these interviews provide a deep picture of CSL and the implementation scenario at Newman High School and also surface key factors in its sustainability. The interviews provided a significant amount of data concerning the culture and context of the site, philosophy and purpose of the program, organizational elements and parameters, components of practice, evidence of impacts, as well as key events and transitions. Interview findings in this section are organized according to these categories, in order to present the many dynamics and idiosyncratic elements to this case. Direct quotations from these interviews held during the formal research phase of the study are used to give insight into these areas. The first subdivision of this section considers interview data from the perspective of the culture and context of the site.

CULTURE AND CONTEXT

High Cultural Readiness Exists for a Value-Based CSL Program

The interview findings in this section show that the design of the CSL program overlaps core values and the educational vision of the school system. Both the CSL program and school system value cooperative educative connections between the schools and the wider community. This strong cultural readiness for such a value-based program has enhanced its overall sustainability. Adding to this cultural support, program

leadership has also understood the community connection to include interaction between the schools. The involvement of the elementary schools with the high school CSL program has also added to its sustainability through program sequencing.

The role of service in improving individual and community quality of life has been a longstanding value at Newman High School. The school's first community service coordinator shared her memories about the origin of the program:

In 1975-76, a few of my students came to me and were really interested in doing something along a community service nature and they asked me if I would be willing to be their coordinator. We had clubs in those times and I said it was great. I went down to the assistant principal of the time and I asked for his support. He said to go ahead as it sounded like a good idea. It started from that little nuclear student group. It was all-voluntary and in a couple of years 33% of the student body volunteered as community service workers. At that time, we reached out to any places in town that had a need for help. We started with community organizations, churches, and synagogues; that's how we did it. And at food pantries, we collected food. So, it was here. We had already started this type of thing but it wasn't spelled out as clearly as it probably is now.

The original community service coordinator, a former member of the social studies department, is now retired and a part-time member of the school's instructional support staff. She said her service-learning philosophy was both "spiritual and political." "We are all part of the human race and have to help one another," she explained. Her

commitment to service was tied to her thinking about education. She tried to instill this value in her students:

It was just my own philosophy that if we are not for others then who are we? The first thing I used to do in my social studies classes was to quote Hillel. He stated, "If I am only for myself then what am I? If I am not for others, what then? If not now, when?"

She understood CSL as a teaching process that had the potential "to profoundly affect our physical and spiritual being at the same time."

The superintendent believed the foundation grant made service a "real" part of the school's culture. Before the grant, he noted that service was an after-school activity run by a volunteer coordinator and an assistant principal: "They were sustaining it." He explained that the early initiative was "community service" but not "community service learning." He felt further that the grant helped the school system blend CSL into a larger structure. "When service is integrated into the curriculum," the superintendent stated, "it has wider impact for the total school population versus co-curriculars which are aimed at only a few." The current high school principal echoed the superintendent's view: "We had a history of students giving themselves through various types of community, religious and secular activities, but I think CSL was a kind of melding of the concept that they could do more and service could be more meaningful for students." The present CSL director agreed. She felt that before the grant, the town already had "a culture grounded in service." The consultant added that the grassroots movement for CSL and the timing of the grant "happily coincided."

The viewpoints of these stakeholders pointed to a strong consistency between community and school values. The CSL director described how there was a service ethic in both the school and the community before the formal program. She also made the point that since the program's fiscal adoption in 1995-96, there had been no noted public questioning of the purpose of CSL. The English curriculum coordinator observed how CSL was now a "school value" but it had also been "personal value" of many teachers and community members before the formal program. The veteran English teacher who organized the "Ordinary Heroes Project" described the community in this way: "The town is very socially conscious to begin with. Any kind of program that has a tendency to bring people together and show another side of things has fertile ground for support."

Interviews with two curriculum coordinators and an agency director highlighted the shared value of cooperative educative connections between school and community. The English coordinator said there was "an outside connection and understanding of community" with CSL projects in her department. She explained:

You see it in English III honors and in the American literature project connecting the Grapes of Wrath with the recent floods in North Carolina.

CSL is about connection. It contributes to an understanding of being human that is more than just "me." It promotes larger picture thinking.

The consultant observed further that CSL projects came from different community sources both inside and outside the school system: "In this system, teachers are already connected to the community because of their own commitments and ideologies."

The director at the Council on Aging cited the presence of the CSL director on her advisory board as an important factor that sustained routine communication and a

connection with the schools: “Her presence on the board makes it easier for us to touch base and keep communication going (with the schools). Ideas don’t get lost when you see someone on a regular basis.” There is history with this relationship. The first community service coordinator at the high school was also on this board in the early 1980’s and helped build an early relationship between the Council on Aging and the high school. The Council’s director expressed how it was important to have “generational contact for all members of the town” and that the CSL was an important vehicle for those connections.

The foreign language curriculum coordinator also valued the cooperative educative connection between the schools in her remarks. She described how her department’s program where high school students teach parts of the Monarch butterfly in Spanish to elementary students built positive relationships among students, among teachers, and between students and teachers:

I’ve been a teacher for 25 years. I think it’s been energizing and revitalizing for me to work with a colleague at a different level. Here I am a high school teacher working with a first grade teacher. It’s also been very beneficial for the kids for them to go and share their knowledge with little first graders. It fulfills a community need to provide foreign language instruction at the elementary school level where it is not funded. The kids are also more excited about learning Spanish in my classroom because of it.

***CSL Impacts a Wide Variety of Students: Promotes Community Development
and Program Acceptance***

The findings in this section reveal that CSL impacts a wide variety of students in different ways and, thus, engenders the support of many in both the school system and the community who value inclusive education. In this section, student leadership begins to emerge as an important programmatic outcome and sustainability factor that not only fosters community development, but also leads to community recognition and overall acceptance of CSL. While the previous section showed culture as a medium through which CSL was sustained, this section also shows cultural outcomes of CSL that contribute to sustainability.

The superintendent expressed that student involvement had been an important factor in the overall development of the CSL program. In fact, he believes that because many teachers recognized and valued student involvement in CSL projects, they were themselves motivated to get involved. The principal, who was an assistant principal from 1993-95 and returned in 2001 as principal, described this dynamic as the “turning point” of the program:

The turning point was in 1995 when the students involved became ambassadors of the program. They were enthusiastic. It was their willingness to speak to the staff about their experiences that really made a difference. It gave CSL validity by showing teachers that they were both learning academic content as well understanding its applicability in various situations. At the same time, the teachers of these students began to talk about it with their colleagues. Keeping the content of the

curriculum with the added student enthusiasm from their involvement was important for the staff.

A former parent and present school committee member also recognized the value of student involvement in program development. In 1994, her son started a “buddy program” at the high school for elementary school students. “CSL spread primarily through the kids during the first few years of the program,” she said. This former parent remembered that when students with “no ability to communicate” spoke to large audiences about their CSL experiences with confidence, it convinced many stakeholders about the value of the program: “Student involvement in developing these projects empowered them. It gave them the ability to speak to other students and the public about the importance of giving back and people gave notice.”

A significant cultural impression from the interviews was that learning from real-world experience was a shared value and consistent with the present CSL philosophy. The assistant superintendent, a life-long resident of the town and 23-year veteran in the system, valued strongly the relevance of learning experiences tied to the individual lives of students. She touted the educational value of CSL in its ability to reach out to all levels of students:

It is not something that becomes tracked as gifted, talented, or remedial like what typically happens with any subject of curriculum issue that comes in. And for that reason, you have great support from the community because everybody’s child can succeed at some point in and in some place with CSL. There is much to be gained from it for all children

because it supports every type of learner. It allows the kid to succeed and that is a huge strength factor for our schools.

The superintendent held a similar inclusive belief. "CSL is integral to the school and community because it gives kids who otherwise would not get recognition, get recognition," he explained. The superintendent mentioned that since the town was a highly competitive and above average community, it was difficult for "average" kids to get recognized. CSL provided a wide variety of students a chance to be recognized for successes in learning. He also gave an example of how CSL had become part of the "fabric" of school culture. At the annual high school awards night, students who have gone "beyond the call of duty" in service-learning are given CSL awards alongside academic, athletic, and drama awards. He added, "It is not a question of whether we invite them (CSL), it is a matter of who we are."

The perspectives of both administrators from the Central Office represent a shift from a traditional grammar of schooling to one that is more constructivist in nature. The assistant superintendent believed that nurturing a more progressive educational vision led to greater acceptance of CSL. She believed it was the direct result of a professional retreat for administrators and coordinators in 1994, sponsored by CSL. "The retreat centered on the idea of a paradigm shift in education," she recalled. The assistant superintendent also remembered that it was the first organized attempt by the school system to begin rethinking educational paradigms. Organized by the first CSL director (who left the system in 1997), all system administrators and curriculum coordinators spent three days at a conference center on the New England coast.

The assistant superintendent described how the present superintendent “trucked us all out to this beautiful resort and we sat and talked about educational issues and what good teaching and learning should look like.” She felt that it was an important early contribution the first director made to CSL to promote teacher autonomy and creativity in the system: “The retreat got educators to think outside of the box because everyone was in that box.” Concerning the conference’s impact, the assistant superintendent felt that it led to increased commitment and support for CSL as an effective educational method across the system. The following subdivision considers interview data from the perspective of the philosophy and purpose of the CSL program.

PHILOSOPHY AND PURPOSE

Interviews with stakeholders surfaced ideas, reasons, and rationales that guided the CSL program during its development. The next two sections consider those findings as they relate to sustainability.

Curriculum Connections that Include CSL as Pedagogy are Key to Sustainability

The following findings describe CSL as a pedagogy that integrates classroom and experiential learning, social responsibility, and care with the goal of developing community through inclusive relationships. At the high school, these connections translated into high user commitment. The findings in this section also reveal that later program leadership promoted both curriculum as well as community connections in CSL activities. This led to increased support within and outside the high school. Through the presentation of CSL as pedagogy, program leadership created a rich opportunity for users to incorporate a variety of educational goals through CSL. This section reports how this

approach extended the impact of learning, thus increasing stakeholder commitment and building sustainability.

The consultant believed that the most basic and common rationale for service was “to be perceived as a good person.” Yet, for her CSL was more than just charity: “It is an effective learning strategy that links service to the community with the academic curriculum and its standards and frameworks.” The consultant said that this was a departure from the vision of the grant philanthropist who had a narrow model of community service based on charity that was rejected by program planners early on.

The present director understood CSL as “a learning strategy that moves learning from isolation.” “It is a wonderful way of teaching that applies knowledge and uses experience,” she added. The director also considered it “a thematic approach to experiential learning.” Although quality CSL is connected to the academic standards, she acknowledged variance in the methodology amongst teachers in the system: “How CSL works for you may not be how it works for me.” With respect to its purpose, she felt that CSL should not be looked at as an isolated program:

CSL defined, as a structured entity, is a stage. The goal is to have it as a methodology used in each course. Instead of CSL conferences as separate events, it should be part of conferences on science and language with CSL being part of successful courses.

The director admitted that there were a wide array of understandings of CSL in the high school and many things fit under the service-learning umbrella, but ultimately it was more “a way of teaching than just project-based activities.”

The superintendent echoed the director's philosophy. He used as an example a conflict he had with the DOE when the State was developing the social studies curriculum frameworks. The DOE saw CSL as primarily a social studies responsibility. The superintendent felt that CSL was a way of teaching and learning that transcended all disciplines. He went on to explain: "We have never looked at it in this system as the job of just the social studies teachers; it is everybody's responsibility." The superintendent stressed that the original philosophers of education generated data that showed that CSL as pedagogy was appropriate: "Dewey is the most important. Application of learning to the outside community has a natural connection to educational philosophy." He felt that using CSL in the classroom also had an "important positive impact" on the high school's standardized test scores.

Other stakeholders continued with the same philosophical theme as the superintendent. The assistant superintendent understood CSL as a comprehensive learning process. "It creates an interactivity of students with all levels of community through a teaching process that uses left and right brain learning modalities," she explained. The principal described CSL as a "constructivist teaching methodology." The foreign language curriculum coordinator highlighted its relational dimension: "In our department CSL is taking a part of the curriculum and applying it in a real-life situation. In some departments it can be solving a community problem, but for us it involves students going into classrooms and sharing their knowledge and expertise with others."

When asked to describe service-learning in his own words, the assistant principal described it as "a program that gives kids authentic job shadowing experiences." He went on to say in the interview that CSL "creates a tremendous amount of networking

into the occupations students want to explore later on or maybe don't want to explore." His response focused only on the internship component of CSL. Nevertheless, he was the only exception in the interviews to the general understanding of CSL as more pedagogy than a distinct program.

There was some variance about the perceived purpose of CSL between school personnel and outside stakeholders. Teachers, administrators, and CSL staff saw an integrative purpose of service and learning while the community respondents stressed the benefits of service. A second-year social studies teacher shared his view of how school-based users understand CSL:

The reason for the support is because it promotes better teaching and learning. It is another way to get kids to learn and help motivation. It also promotes better teaching. It's a motivation to learn because it gets students engaged, active, and gets them to believe they are capable of doing great things

The principal made a connection to academic and learning objectives in defining its official purpose: "CSL's specific goals are to support the fundamental academic learning goals and to expand those learning goals into broader areas." Having been at the high school only two years, the social studies teacher interviewed also saw this connection:

The goal of Newman High is to teach students how to think. I think CSL helps students think and reflect more from projects. It helps them prepare to attack problems from different angles. In this way, it could have some positive effect on preparation for the State's standardized assessment.

The director saw her role specifically as assisting teachers to tie CSL into the curriculum frameworks used in the classroom. For her, the curriculum connection served several purposes:

CSL ties to the academic curriculum as set out in the Curriculum Frameworks and can be as rigorously demanding as you make it. It is especially conducive to higher order thinking skills. However, applied learning or using what students are learning in the real world allows all children to achieve.

On a systemic level, the superintendent reported that curriculum initiatives resulting from CSL have included “thoughtful dialogues on enhancing teaching and learning as well as community partnerships and a systemwide shared vision.” Overall, most of the interviews painted a picture of CSL as an activity dynamic. The initiative was considered important to improving teaching and learning, yet had several complementary purposes that made it attractive to a wide range of participants.

Speaking from the perspective of a life-long town resident, the assistant superintendent felt that the community accepted CSL more as a program that gives back something tangible: “You’ll have a senior citizens group in town say they’ll support CSL if we’ll get kids to shovel their walk. We get right down to the base of what are we going to get back from this.” The school committee member followed in the same way: “Kids need to understand the importance of giving back to the community.” The director at the Council on Aging outlined the tangible needs met by CSL in her context: “Community service is more than just providing an opportunity for the giver. It provides meaningful information and access to available resources for my senior citizens.”

Teacher Autonomy and Collaboration Promote Commitment through Self-Renewal

Findings in this section reveal that teacher autonomy and collaboration, promoted by such supports as the mini-grant process and flexibility with user design, increased user effort and commitment to CSL. Local pressure from positively impacted parents and student enthusiasm surface as factors that positively influenced teacher participation and program sustainability.

The assistant superintendent was technology coordinator at the high school during the time of initiation and implementation of CSL. She moved to central administration in September 2000. She remembered the mini-grant process as a key factor in early and continued teacher involvement:

The mini-grants (for stipends and resources) got teachers interested and excited. We had a large turnout for those grants because it made teachers feel that they could make a difference. That's what CSL did for teachers. It began with Judy Bryant the first director and Elizabeth Berkeley is continuing it. Giving these mini-grants empowers the teacher.

The assistant superintendent believed that teachers essentially go into teaching "to do something creative and to share themselves." She added, however, that when resources disappear, "education becomes stagnate." In her view, mini-grants are a structural way to rekindle a spirit of teacher empowerment.

In her discussions with teachers, the consultant reported that self-renewal was a common reason for involvement with CSL:

CSL projects can take on a life of their own. They require a certain amount of flexibility and desire for growth. They have the potential to

close the generational gap amongst teachers. Veteran teachers feel like they are in their first year again. Teachers can grow in ways that are accidental or intentional. Self-renewal is a motivating factor.

A second-year mathematics teacher at the high school also spoke about self-renewal in her “Tasty Math” statistics project with an elementary school: “CSL helped me see learning from a different perspective. At first it is overwhelming but definitely exciting, I will do it again.” When asked why she thought teachers participated in CSL, the consultant said it had to do with the “autonomy” that the projects generate. She added that leadership style of the director and CSL resources were also factors: “Teachers don’t feel threatened by Elizabeth, and they also have support if they participate.”

Local pressure placed upon them by students and parents was another noted reason for teacher involvement. The superintendent explained a dynamic of how two of three elementary schools that were heavily involved in CSL were feeding into the middle school. Parents of students who earlier had good experiences with CSL were asking: “Where are the opportunities for CSL at the middle school?” He said the same thing had happened at the high school. The foreign language coordinator gave a specific example of local pressure to participate in CSL:

We have the Marketplace Day at the end of the year where we showcase all the projects and the kids are very excited about it. When kids come into my Spanish III class in September they say, “Oh, Mrs. Morris are we going to do that project down at the elementary school because we’ve heard it’s great.” Parents ask me when we do the Parents Night in October and talk about our goals for the year, so the enthusiasm is contagious.

The CSL director pointed out that student enthusiasm placed pressure on teachers: "Students ask teachers about what was done in previous years and this motivates teachers to consider or continue projects." The foreign language coordinator agreed. She explained, "Teachers get interested in it by hearing about the projects from the kids or from other teachers rather than coming in with previous interest." She also believed that student enthusiasm was tied to the power of student ownership that the projects fostered: "The projects that I have been involved in have been student designed and student led and that is an important piece of the program's success."

Interview questions concerning philosophy and purpose revealed several key indicators that CSL was considered a core value of the school system. One example the superintendent gave came from the school funding cycle. He explained that every year the town was faced with not being able to get what they need, so it had to prioritize. The priorities for the school system were mandated programs and "enrollment driven additions like teachers and guidance counselors." CSL has fallen within these priorities. As the superintendent stated, "It is an accepted part of the operating budget and has not been challenged for six years." The assistant superintendent also noted an important example of organizational adaptation. CSL has been included by the school committee in the official job description used in the search for a new superintendent. She added, "CSL is a calling card to prospective candidates for superintendent, so you know that whoever we choose will be a supporter of CSL." The next subdivision considers interview data from an organizational perspective.

ORGANIZATIONAL ELEMENTS***Central Administrative Commitment and Pressure Builds System Level Support for CSL***

This section presents data that show that system level support, advanced by central administrative commitment, pressure, and advocacy, has been an important factor in sustaining CSL. On a structural level it was discovered that hiring policies, external funding, publicity, documentation as well as staff stability in CSL and the Central Office have contributed to system support. In this section, we also begin to see important evidence of high attrition in the high school administration and teaching staff as threats to the program's durability.

Interview questions surfaced information about the levels of administrative commitment, organizational and external factors, as well as policies that influenced the development of CSL. It should be noted that other than the principal, administrators and coordinators interviewed had been involved with the program since its inception. The teachers interviewed in this section had no more than two years of experience at Newman High School.

More specifically, interview findings revealed strong administrative CSL support and commitment by the central school administration, curriculum coordinators, elementary school principals, and the school committee. Comments concerning the high school and middle school principals during the last nine years showed less overt support and commitment to the CSL program. The stakeholders interviewed consistently identified the superintendent as the champion of CSL in the school system. As the director stated: "He has been our one constant support throughout the initiation and

implementation process.” Both the director and the social studies teacher described his support as “very top down.” The assistant superintendent agreed: “Well, I would have to say good things about the superintendent because he is the one who would fight to the ground and say this is something we need to have.” She also considered strong support from central administration as extremely important for sustainability: “If we were to get a superintendent who believes this is nice but just another program, we would have problems.”

The superintendent himself pointed to the school committee as important source of external support. When private funding for CSL ran out in 1995, he believed they were a major reason for the program’s fiscal adoption and consequent continuation. He also felt that the involvement of certain members as parents with CSL engendered this support: “At that time, a number of school committee members had kids involved with CSL. We were able to grab them because they could see the benefit in their kids and the benefit to the community.” The former school committee chair during that transitional year talked about the political leverage they used for CSL:

The selectman and finance committee asked us why we should spend so much money on this? We made a commitment to the philanthropist that we would make CSL viable after 1995. We made this public commitment and I said to them that there was “no way in hell” we were going to lose it.

Service makes us truly a community.

When asked if she thought CSL would ever be eliminated to do budget pressures, the assistant superintendent said she did not think so because the school committee has been “way too far behind it.”

The superintendent acknowledged that there had been many administrative and staff changeovers since the initiation of CSL. Yet, he located the constants of support for the program with the curriculum coordinators, elementary principals, the two directors, and himself. He has been the leader of this system for the past 11 years. Concerning the curriculum coordinators he said: "They were pretty stable during these troubled times as for as positions." Since the system does not have an assistant superintendent for curriculum and instruction, all coordinators and directors report directly to the superintendent. He mentioned that throughout the implementation years, all the system's coordinators were charged with two service-learning goals: to infuse CSL into their respective departments and to increase teacher participation. The superintendent writes these standards into the annual goals of all coordinators and directors.

The foreign language curriculum coordinator joined the high school staff in 1992, the first year of the formalized program. When asked where she thought support came for CSL, she responded:

I think it is a combination of support. The superintendent has certainly been at the forefront with CSL. We were fortunate at the high school to have Judy Bryant, the first coordinator, who was a very dynamic leader and promoted CSL. In the eight years I have been here, we have had three or four different principals so with leadership I haven't seen it coming from there, but in the end they support it.

The consultant observed that the principals over the past eight years have neither been "overt obstacles" nor "overt supports." She stated, "There has been a leadership gap in the high school throughout all phases of implementation." As an assistant principal

during the program's first two years, the present principal said he supported the development CSL by facilitating conversation amongst coordinators and the director. This included scheduling time for the director to meet with them and structuring time for departments to talk about CSL.

Comments showed that building endorsement of CSL has been inconsistent. The school committee member interviewed cited as an example a conflict she had with the high school principal as chair in the program's fifth year. It concerned an all-school CSL project. The project was a social awareness activity and involved all students in the high school playing various class roles in a "mock society." "Some of the poorer kids bused in from the city were playing the most wealthy kids," she explained. "The CSL activity involved the role playing for a week and structured classroom reflection about the feelings of power and being part of a certain economic class." She further explained that the principal at the time did not support this all-school activity because it would "take time away from the 990 hours of time in learning the State required." She complained to the superintendent about the principal's lack of support for this CSL project:

I went to the superintendent and he mediated the conversation between me, as the chair of the school committee, and the principal who did not want this project in the school. I had heard from parents and students that it was important to them. All the kids were going to be involved with it and had worked very hard. I basically said to the principal, "As chair, I am your boss and if I think what you are doing is wrong I will tell you." I reminded the principal that this CSL project was about the kids and she

was wrong. It ended up being a great CSL project essentially for everyone.

Interviews pointed to system level support as an important factor in program development and implementation. The superintendent considered system level support, specifically from the elementary schools, as strong throughout all phases of implementation. Two of the three elementary school principals were credited for their strong support and high commitment. The director reported that one of them mandated CSL at her school after a critical mass of teachers was doing it: "She verbalized the commitment." The foreign language coordinator also pointed to "top down" pressure from building principals to implement CSL at the elementary level. The consultant saw the loss of one veteran elementary school principal and the potential retirement of the other two as a potential threat to this important base of support.

The superintendent reported that the middle school was "the last school in the system to get on board with CSL." He felt that was because of the principal. The assistant superintendent thought that there was "some feeling with the administration that the middle school was an island unto itself." She explained, "They didn't do a lot of communication with the rest of the system on a range of things, not just CSL."

System level support at the earlier grades was reported to have contributed to program sequencing and sustainability. The English coordinator said, "Kids see further opportunities for CSL in the curriculum because they have been exposed to it in earlier grades." The assistant superintendent observed that elementary school staff has consistently raised CSL issues at the high school level: "It is very easy to get into the

high school through elementary school partnerships.” She provided the following systemic overview:

The elementary schools were very willing to run with a CSL. Yet, the high school is very departmentalized and was more difficult to convince. When the mini-grants came along and the CSL office was placed in the high school, they were easy to draw into CSL through elementary partnerships. From the general structure of the middle school, it’s a tough place for the coordinators to get a foothold in or for anybody from the outside to do anything.

System level support for CSL also came from hiring policies advanced by the superintendent. One of the interview questions that building principals and curriculum coordinators are expected to ask is about the candidate’s level of understanding and willingness to become involved in CSL. The high school mathematics teacher described how CSL impacted her interview experience:

I already enjoyed service. I was involved in community service at my last high school. When I moved here and was shopping for jobs, I was looking for a school that had that kind of atmosphere. Both the math department head and the principal interviewed me. CSL was mentioned in the interview. It was a selling point for me.

The superintendent added that CSL is also part of the interview protocol for principals and assistant principals. He stated, “Those that supported it were the ones that got hired.”

Results from the interviews highlighted certain internal and external organizational factors that influenced the development of CSL. Funding was mentioned

as both an outside support and internal obstacle. The director and consultant considered knowledge of the program's funding cycle as an important context for understanding ongoing fiscal supports and threats. This is how they described it:

The private grant was used to cover costs for the first three years. Local funds were needed in the fourth year. The director, two internship coordinators, and the secretary are funded fully from the school department budget. The four middle and elementary school liaisons are funded by state funds. Two CSL internship positions for teachers are funded by town mini-grants. The program has received an implementation grant of \$16,000, an expansion grant of \$50,000, two supplemental grants of \$10,000, and a three-year partnership grant of \$150,000 from the DOE since 1996. The Department receives and distributes these federal funds from Learn and Serve America.

The consultant attributed "aggressive grant writing" for outside funds as a sustaining factor of the program. However, the advocacy and intervention of the superintendent during internal funding struggles has enabled the program to cope with certain financial threats. The assistant superintendent shared a story that serves as an example:

We are looking at hard times in right now. The town will give the school department a budget of 5% when we need 7.6% just to survive. You then start looking at what you can cut. I had a meeting with Elizabeth yesterday because she has a state grant that hasn't materialized yet but needs funds. The superintendent gave her the money up-front and told

here to pay him back when the grant comes in. Not many school systems will do that. I think you'll always need that fiscal advocacy at the superintendent's level to sustain programs like this.

She remembered fiscal planning meetings over the years where CSL would come up on the "chopping block" and the superintendent would "defend it to the death" saying: "This is what the schools and the community needs."

The high school principal believed future funding issues could be a threat to CSL. He felt the high school was under "strong financial pressures" because of the town's growing population, facilities issues, and the costs of special education. The school committee member agreed with the principal's financial forecast and also mentioned the selectmen as past fiscal obstacles to CSL. However, parental involvement with the program has changed the attitude of some on the Board:

Money and the selectman have been traditional obstacles, but now the chair of the selectmen has a child that has been involved with CSL and he is now a supporter. People begin to support it when it affects them and their children. What's true about the program becomes evident from the kids.

The CSL staff assistant has been with the program from its inception and provided helpful institutional memory. She also cited a developing "parent-family network" as a factor that has helped the program. The consultant felt that there was a personal connection to service-learning that engenders continued support: "Those who have watched their children blossom like school committee member Barbara Fitzgerald become committed to the program."

Developing connections to outside organizations and networks that champion CSL was mentioned as a consistent external support. This tradition goes back to the first community service coordinator. She participated in forums with both higher education and high school practitioners through a local university. The superintendent said this former coordinator was able to both contribute many ideas and learn from the advise of others. He also spoke about how, during the early years of the program, the first CSL director and the consultant worked with local school systems, while he worked with professional organizations and the State expanding the CSL concept. Teachers and students often accompanied the director to speak about their projects. As a result, the program was getting "a lot of recognition both inside and outside the school system."

In 1996, the first director organized a statewide conference for teachers and students about CSL at the high school. According to the English coordinator, that conference "enabled our kids to talk to kids from other schools about their projects." In addition, the consultant reported that the CSL staff has developed an ongoing relationship with the DOE. The staff has helped the State with program evaluations of other systems, and members have been presenters at DOE sponsored professional conferences. According to her these external relationships have "kept global connections, provided perspective, and helped further develop our skills and resources."

The foreign language coordinator took great pride in her role as an ambassador of the program. She spoke about presenting at the local Marketplace Day, the state Foreign Language Conference, and being the teacher representative at the Congressional Reception for National Service-Learning Schools. She said, "We've been spreading the good news and I think that's part of the program, to publicize the good work." The

superintendent stressed “public relations” as a key factor in the program’s success: “CSL is about feel good concepts, so if you keep a public relations perspective you will succeed.”

Program documentation was mentioned as both a strategy and as a routine practice to legitimize and communicate the importance of CSL throughout the school system and the town. The director said it was the CSL staff’s role to encourage and help out with program documentation. This was done through liaisons working with students to write newspaper articles, contacting local newspapers to do articles, or working with local cable to tape a segment of a project. She explained, “We have worked with teachers to do write-ups of their projects for themselves and for dissemination to other teachers.” The director stressed that a routine part of project documentation includes making clear connections to the Curriculum Frameworks.

The assistant principal identified program documentation as one of the program’s strengths: “Elizabeth and the program do a fantastic job with public relations work, shows, and letters.” The veteran English teacher agreed by saying that there were “a lot of very good public relations coming out of CSL.” As an indicator of its community acceptance, the superintendent pointed out that there are no other mini-grants in the town except for CSL: “The town has deemed it as important.”

The CSL office encourages and supports teachers and students in presenting projects at local and national conferences as part of the program documentation process. The superintendent remembered how a wide approach to program documentation was used as an early implementation strategy:

Presenting and demonstrating the projects not only benefited other systems, but it peaked the interest in our own system. It recognized teachers who were using CSL. As a result, the snowball started to accumulate and more teachers became involved.

The superintendent felt that a combination of extensive documentation and publicity within the school system and town resulted in a good deal of positive recognition by the community: "People were reading a lot about us in the beginning and looking at the students. When we wrote about CSL, people began making positive comments about us." He added that this approach was part of a preconceived implementation strategy: "It was to show kids in a different light and to make the town feel proud about these wonderful kids."

Scheduling, Time, and Additional State Requirements are Threats to Sustainability

This section highlights the ongoing obstacles to teacher participation in CSL. High user assistance from the program director, supported through state professional development funds made available by the superintendent, have enabled users to navigate these obstacles and threats to sustainability.

The structural issues of time and scheduling were initial problems for the CSL initiative. Time was a problem in introducing and planning CSL with teachers. The principal remembered that there was an early concern from teachers that CSL was an "add-on" and this assumption required some planned capacity building by the first director:

At the beginning, we had mechanical issues like scheduling kids and kids missing classes because of CSL. How do we have a regular school program and have this service component? CSL was not seen as an integral part initially but I think as kind of an add-on concept. I think Judy worked hard to show a way that this could happen and make provisions for it.

He considered that most of the problems confronted during the initiation phase were not “anything unique to CSL but common to any change happening over a period of time.”

The English teacher interviewed, a 24-year veteran in the system, agreed with the superintendent’s view:

People here are strapped for time. This is a school where people have high expectations for excellence and accountability. Community service was thought of as an add-on that took from a teacher’s time. Judy showed how it could be brought into the classroom and become a good use of instructional time. It enhanced a classroom routine that you are already bound to follow.

The English curriculum coordinator believed that extensive professional development between 1992-95 was key to coping with the problem of time. During this period, she reported that frequent workshops were offered and time was given at faculty and department meetings to explain the program, offer planning, outline support, and provide mini-grant opportunities. In 1996, a block schedule was introduced which teachers felt was a structural help for student release time and organization.

Additional requirements from the Educational Reform movement in this state have rekindled the problem of time. The English coordinator observed, "There have been no more in-service workshops given because of the 990 instructional hour concern and other time restraints." The high school also returned to a more traditional schedule in September 2001. The CSL staff assistant agreed with the English coordinator. She pointed out that with 22 new teachers hired this year, it has been difficult to introduce them to CSL: "More and more people don't know what CSL is. Many are doing it implicitly but we need to point it out for others to see." The CSL workshops in May 2001 were the first for teachers at the high school since 1996. They were organized by the CSL staff and the system was given release time by the superintendent as a response to this concern.

The assistant superintendent also believed that present teacher support of the program has been again compromised by lack of time. She thought that with increasing structural pressures like "time in learning" from Educational Reform, CSL is being pushed to more after-school venues. The principal agreed. He discussed how teachers felt about reform pressures and how they would not give up valuable time unless it had other learning possibilities. However, the English teacher explained how he had learned to cope with the time obstacle in his freshmen Ordinary Heroes Project:

This year it's back to the traditional schedule. We don't have time now to put everything together when the person is being interviewed with the fifth graders. There's not enough time for that so you just get around it. What I've been doing is having the kids write up the interviews for homework and tape their findings the next day in class. I send copies of the tape to

the fifth grade so they can add to it. Once CSL is set-up there is actually less time involved. Many teachers don't seem to understand that. They see time as some kind of roadblock, if they only walked past that wall...

When asked how she coped with the problem of time, the CSL director said she advised teachers to start small: "They should try something that they have to do, and use us." She added that there has also been outside support from instructional assistants and parents who have done book talks with students.

Student time away from traditional classroom activities because of CSL activities has also been the source of an ongoing debate between users and non-users since the program's inception. The foreign language coordinator remembered how this debate was dealt with early on in her department:

We've had that debate. We had people ask how you can take time out of the curriculum for CSL? We do a six-week program for elementary students on the butterfly. I said it is certainly valuable time because the kids are learning and it is experiential, and they get more out of that six-week program than they do reading a short story or conjugating verbs in Spanish.

The consultant, however, reported that a different culture existed in the Science Department. She mentioned that the coordinator recently cautioned a teacher that her CSL project involving natural science should not take up too much classroom time. The consultant has found that there is generally "big statement" support in most of the Curriculum Frameworks provided by the State. With respect to this CSL/science project, the general high school frameworks support this kind of learning but do not specifically

include links to natural science. She theorized that when there is no linkage to the Curriculum Frameworks, cultural obstacles and assumptions in the department take over. In this case, it was an “add-on mentality” in this traditionally content-bound subject area. The consultant felt that the Curriculum Frameworks for grades were another level of justification that helped with sustainability: “Certain departments that are more vision challenged than others need this legitimation to support CSL.”

The Educational Reform initiative of this state began in 1993, one year after the formal inception of the CSL program. Educational Reform was noted in the interviews as not only a constraint to CSL through time and other demands, but also as a source of support in theory and resources. The foreign language coordinator found support in the Curriculum Frameworks as way to teach affectively: “Active learning is in the early Curriculum Frameworks and there are foreign language strands like communication, culture, and community which support service-learning.” The superintendent felt that Educational Reform brought the question of “consistency and standards” to the curriculum: “It provides an opportunity for CSL to be a vehicle to help teachers meet those standards and step out of the classroom and collaborate with others.” He described the consultant as being instrumental in helping coordinators use CSL activities to meet state standards. From the perspective of resources and staff development, the superintendent, also explained how Educational Reform had also been a support:

We have started using state required professional development funds for a lot of our CSL professional development. The State has earmarked in the budget \$411,000 for professional development this year so you have to

find some creative way to spend those funds. We have used a lot of that for mini-grants and for staff to present and attend CSL conferences.

The next subdivision considers interview data from the perspective of instruction and actual CSL practice.

COMPONENTS OF PRACTICE

The Implementation of CSL as Pedagogy has High Student Impact and Contributes to Building Support

This section outlines the specific components of CSL pedagogy. Four distinct steps were mentioned as involved in implementing a service-learning project: preparation, action, reflection, as well as the celebration and/or demonstration of student work. The elements of this process have had positive impacts on cognitive and civic learning, student leadership, as well as community development. Teacher enthusiasm about these results contributed to building support and sustainability of CSL. It was also observed that CSL projects inspired self-reflection and professional dialogue about teaching and learning, qualities that sustained user interest and participation.

The director described the preparation component of CSL as “content based.” She explained, for example, that students might prepare for a CSL activity through reading a short story in language arts about a homeless child in literature and then discuss how they could respond to a similar, real-life need. In her experience with the American Dream Quilt Project, the English coordinator felt that both the preparation and action components of CSL are precisely where it becomes an ownership activity for the students. She saw that it was here that students began to ask such questions as: “What should be on the Quilt? What should it be about? Should it just be about me?” For her,

the Quilt was a vehicle to raise the essential questions that were at the heart of the literature the students read in class.

The director stated that she also tried to encourage student choice and ownership in the projects. She explained that it usually came in the range and depth of the project: “Service and community are understood in a broad way. We work with what students want to do and facilitate that with the teacher.” However, this does not always come easy for teachers. The young mathematics teacher interviewed found that giving students opportunities for ownership in her “Tasty Math” activity was hard because it involved “risk.” “I never thought I could do it,” she explained. “It gave kids control to learn on their own. But when you hear how they explain things, it changes the way you teach and explain concepts.”

The consultant also pointed out that the CSL staff tries to promote a reciprocal understanding of service as teachers design CSL projects with their students: “The CSL office tries to get the students engaged with the service recipients and sees if the project design is on target with their needs.” She recounted a story where a class wanted to help homeless veterans through buying them socks and underwear. What the veterans really wanted was to help the students learn rather than be helped themselves. The director tried to work the needs of both the students and the veterans into the design of the CSL project.

The consultant stated that the reflection component kept the reciprocal dimension of service alive. She stated, “The reciprocity of service-learning comes through the integrated reflection of the relational dynamics of the activity. This can happen through discussion, journal writing, or answering a teacher-designed questionnaire.” The

consultant stressed that critical reflection also happens when service is done in within-school settings: "It's a service for high school students to help younger children understand the usefulness of Spanish in growing Hispanic areas of the United States through their cross-school projects." The CSL internship coordinators mentioned reflection as an important component of their course: "It is where they learn what their thoughts are and connect the discussion to future career decisions."

The celebration/demonstration component can take multiple forms. The director said that this has been done in the past through a culminating event like a party, awards ceremony, or public display. For example, the director explained how the local nursing home held a barbecue and hired a musician to celebrate one class' contribution. One of internship coordinators said the end of the year celebration in that program was "an opportunity for students and site visitors to connect." The CSL director felt that the celebration piece was a powerful opportunity to foster student leadership that in turn led to project evolution:

First we displayed the American Dream Quilt. Then the next year students wanted to bring in ethnic food. Then they added a community component the next year. Now we have a performance piece and a Diversity Day. This year, two students sang "We Shall Overcome" in Hindi and in English with many students joining in. With the development of the project, they did what they wanted to do and it grew.

The social studies teacher stressed student leadership as a thread throughout the implementation of his CSL project. He described the creation of his class' "World War II Video Project" as follows:

I did a documentary video with my sophomores on World War II. First, veterans came to class. Students sat, talked, and heard stories. They had to make the information manageable. I stressed a team effort. Students did interviewing, taping, and editing. Task groups developed the pieces and an outside consultant who lives in the town helped us put it together. The kids will never forget the importance of World War II. The look on their faces after the screening and absorbing all the accolades and seeing them interact with the vets made it all worth it.

The veteran English teacher noted the cognitive and civic impacts of his CSL project. He believed that CSL was “a way of picking up skills” in a way that was “more interesting and engaging than just traditional classroom learning.” He felt that it was not a replacement of the way all things should be done, but that it helped build a climate of excitement and interest around learning that he called his classroom’s “esprit de coeur.” He observed, “Kids are working together a lot outside the classroom and meeting people. They feel like they are part of special program and that creates a good spirit in the classroom that carries us through the year.” He also highlighted the civic impacts of the project. The conversations with community members required the students to acknowledge “an awful lot of people doing volunteer work around the town just to get things done.” The school committee member and former parent remembered the following affective impact with her son:

His participation in CSL gave him a feeling of self-confidence. It gave him a feeling in school that you can do something and make a difference. It increased his self-worth and gave him the opportunity to go forward.

The foreign language coordinator said that teacher enthusiasm about student cognitive and affective impacts contributed to early CSL participation in her department as well as wider professional growth:

At first, one person did it and we were all sort of watching to see how it would pan out. Then we were impressed with the affect on her and the students and we thought that was great. The next year there were two projects, then four then six. I think teachers and students sharing their enthusiasm, convinced people to learn about CSL and try it.

Program Leadership Uses Multiple Approaches to Implement and Sustain CSL

The findings in this section consider the different leadership strategies of the two program directors in promoting the use, endorsement, and institutionalization of CSL. The first director legitimated CSL through curriculum connections and empowered individual teachers and students to be ambassadors of the program. The second director went to a wider pool of potential users and supported teacher participation through highly individualized assistance and coordination. Both approaches appear to be a good fit for each time period and are significant factors in the program's development and sustainability.

The CSL program at Newman High School has had two full-time directors since 1992. Judy Bryant was director from 1992-1997 and Elizabeth Berkeley has continued in that role. According to the superintendent, Judy Bryant was hired from the business sector and had experience in human resources and community development. Elizabeth Berkeley had been an elementary school teacher in the system for over 20 years and most

recently had been her school's CSL liaison. Findings from the interviews revealed that both had effective but different leadership styles and approaches during the implementation and development of CSL.

Interviews with personnel who were present during the program's initial years consistently spoke about the first director's "dynamic" and "energized" approach towards CSL. Building coalitions of support and appealing to professional esteem needs of teachers, the first director was able to empower a core group of teachers to implement quality CSL activities. She also provided strong public relations both outside and within the schools to communicate positive cognitive, civic, and affective impacts with students.

When asked to describe the initiation process of CSL, the foreign language coordinator considered the "dynamic leadership" of the first director as a reason for CSL's "quick" implementation. The veteran English teacher agreed. He said, "Ninety percent of the impetus came from Judy Bryant." He described her as the "prime mover" and noted that her personality and energy appealed to him and others to get things started:

It was her energy that got things started. I was looking to get a service project started for a number of years. Then all of a sudden we have this CSL director in the school and she was likeable and effervescent and I started to learn something about CSL and said to myself it might not be a bad thing to try. I had no idea what CSL was before Judy. The thrust of implementation came out of the CSL office and through her personality.

The consultant agreed with the English teacher. She said that the first director "lit the fire" by using CSL as a vehicle to nurture as she described "an intellectual discussion to a highly intellectual staff." The consultant remembered the first director approaching

teachers and coordinators who were the “real leaders” of the school: “She framed CSL in an intellectually stimulating way by tying it into the curriculum and cognitive impacts.” The consultant understood this strategy as way to defuse myths and assumptions that service was not academic or rigorous. However, the consultant noted that this approach was also a “turn-off” to some: “Judy was the intellectual fire, but some lower level risk takers stayed away because they thought the standards were too high and they would fail.”

As a high school parent during the program’s first two years, the school committee member also recalled the affective side to the first director’s leadership that engendered student support and participation. The students, who she said many called “borderline,” were able to negotiate early structural and cultural obstacles that the program faced: “They heard from others about why they shouldn’t or couldn’t do it (CSL), but they were committed to Judy and the program.” She remembered how the CSL director “pushed” her son and his friends into doing CSL by building their self-confidence: “I was amazed. My son, this shy kid, started talking to large audiences about CSL.” She described the early student dynamic more specifically in this way:

The kids worked very closely with Judy and she had a special way with kids. If somebody had a problem, these kids went directly to her. She was there support and ally. They cherished her. Judy got these kids so involved that they would go into schools here and outside the system to talk about CSL. It made such a difference in their lives. The program was spread and was powered by the kids during those first few years. It was about student empowerment.

In 1997, the original director left for a community development position at a local university. The present director's leadership style was described in interviews as centering more on individual teacher needs and as a provider of structural support and resources for activities. Where the previous director had focused on developing a deep commitment to CSL among those who had the capacity, the present director's approach was wider. Comments showed a willingness to be flexible with a definition of CSL and attentiveness to each teacher's individual capacity for professional growth. The English coordinator called this director "the point person who gets the support." The consultant said she was a "nurturer." The consultant also observed that as a former classroom teacher, this director understood the perceived burden of CSL as an "add-on." The superintendent felt that the present director has a different leadership style from the past director, but that it was also very effective:

Elizabeth is the person for the times. She is visible and she expands the concept of CSL. She is willing to listen to what teachers want to do.

Elizabeth just has a nice way about her and she inspires confidence. She is a catalogue of ideas for teachers. She has great listening skills and I think that it is very helpful in this kind of job.

When asked about the present approach of the program, the director stressed the flexibility of the CSL office, its wide support staff, and the importance of relationships as important factors to program growth and sustainability: "We don't want to be perceived as pushy. If someone is interested you can do just about anything with them, but they have to be interested first." She found that the former CSL Advisory Council model, which included teachers, parents, and community groups, was not an effective way to

sustain wider program growth. She ended it in her second year as director. Consequently the director now attends high school department meetings, the Community Youth Coalition, and meetings at the Council on Aging as a way of sustaining community connections and relationships: "CSL meetings are done on a more informal basis in a variety of settings. Communication is based on relationships and I want to be present, open, and responsive." The mathematics teacher interviewed found this style appealing: "Elizabeth came to a department meeting and explained CSL options. She left the door open and I felt comfortable about getting involved."

Finally, both the director and superintendent highlighted the structural supports the CSL office provides as important factors in program development and sustainability. According to the director, the office assists users in developing quality projects mainly through coordination. She stated, "This includes making phone calls to make connections with potential partners like the Garden Club or to schedule a visit at a nursing home, providing an extra set of hands to cover class or to go on small group visits, or to brainstorm with teachers to flesh out ideas for projects." The director also mentioned the coordination of transportation, the purchase of materials, and help in the mini-grant process as part of CSL support practices. The superintendent related the director's adeptness with facilitating resources with her commitment to the program:

Her support of CSL is endless. If transportation is a problem, she says to the teacher "O.K." and she'll call the coordinator of transportation and get a bus so the teacher can get to the senior center. If a teacher says, "I need certain materials for my classroom," Boom! They are there. Nothing is an issue with Elizabeth because she is so darn committed.

The next subdivision considers interview data from the perspective of programmatic outcomes valued by stakeholders.

NOTABLE OUTCOMES

In the course of the interviews, stakeholders shared evidence of notable CSL outcomes with respect to students, teachers, parents, and the community. The interviews surfaced certain tangible qualities the stakeholders saw and valued about the CSL program, qualities which may have contributed to its sustainability.

Community Development Outcome Fosters Multiple Areas of Program Support

The findings in this section reveal that central administrative and user commitment, as well as the support of community stakeholders, share community development goals as an educational value. Accordingly the values of greater community inclusion, care, and connectedness, which characterize the program's orientation, are sources of its widespread acceptance and factors in its sustainability. There is some anecdotal evidence in this section of a social justice outcome with the mention of a few student CSL leaders who participate in such initiatives in college. Some comments also provide an indication of the degree of CSL institutionalization by mentioning a significant percentage of users and giving evidence of routinized use.

The interviews mentioned certain civic and professional outcomes that were connected to CSL. The school committee member recounted the affect CSL had on her son with respect to social responsibility:

My son had started the "Buddy Program" at Newman High. When he went to college in the Mid-West, he majored in drama. He started a program through his own university to help students interested in drama

find educational and professional opportunities to develop their craft. He visited high schools and colleges across the Mid-West. It was something that was a giveback. It was his way of saying that I can contribute. Judy taught them to remember it was always important to give back.

The director provided names of four other graduates from 1995 and 1996 who were very involved with CSL and had become actively involved in social justice initiatives in college. She reported that one of these graduates had also just recently joined the Peace Corps.

The assistant superintendent spoke about the outcome CSL had on the professional life of a student who started the town's first "School and Community Internet Bulletin Board" through a CSL mini-grant. She recalled how he was "a very quiet kid who reached out to the community through his computer ability." She also remembered how in 1995 the high school had no course that could have captured or prompted that ability. So, the Internet Bulletin Board became an independent study for him that started because of CSL support. She provided this update about the student's professional life:

He became highly recognized for what he did in the town and I would say it molded his future. He headed off into technology after Brown University and will probably earn five times what I make today. That's the idea of a school system.

The superintendent believed CSL contributed to a greater sense of cohesiveness and belonging within the high school. He believed that it nurtures a better school climate because, through CSL, students across the curriculum work for a common cause. As a

result, he felt that it could be one of the key contributing factors to the high school's very small dropout rate and an important institutional outcome. The superintendent could not make a direct correlation, but since the beginning of CSL in 1992, the dropout rate has been consistent at less than 1%: "I can't prove that CSL has been the cause of the low dropout rate but I can say it hasn't increased during its time."

Because 75 of the 95 staff members have been hired since 1995, it was difficult to surface long-lasting teacher outcomes. However, the consultant was able to discuss the outcome the Ordinary Heroes Project has had on its two teacher coordinators since 1994. She highlighted greater and sustained teacher collaboration as two notable outcomes:

Mike was always a teacher interested in relevant teaching. His first CSL project however was a disaster. Now, after the success of Ordinary Heroes, he is looking for another project to do with his other freshman class. He was originally a loner. Sue, the fifth grade teacher, sought out his collaboration. It was a safe collaboration for him. Now, he is a collaborator with others.

Both the superintendent and the assistant superintendent spoke candidly about the deep personal affect CSL has had on them. The superintendent felt that the inclusive nature of the program made CSL a priority for him. He recalled a moment at a high school awards ceremony when a learning-disabled student he had known since kindergarten received a CSL award. He said the moment brought "tears to his eyes." He explained further: "This why we do CSL. It's for the disaffected youth of the town, those 5% who we don't serve well and we give them the opportunity to excel at something and get recognized for it." The assistant superintendent spoke about her own granddaughter

who was deeply affected by a nursing home visit with her third grade class. "She went in and told me how scared she was and about a lady who had asked her to help her." Her granddaughter left with "a new respect and understanding about old age." She shared that when she was eight, she had no idea what senior citizens did or what they were like: "I think what these little kids are getting as young as they are is invaluable, you just can't buy it."

Data concerning parents revealed a sense of greater community connectedness as well as provided evidence that CSL has been institutionalized to some degree in the routine life of the town. Because young students involved them in their projects, the school committee member felt that many parents have "bought into CSL" and its sense of community development. She described how younger kids needed parents to do some of the tasks like driving and bringing them to CSL events: "Now, you have a lot of people involved in all aspects of CSL and have a very strong sense of giving in the community." Through their involvement with their children, she believed many young parents in this growing community "understand the giving back that is going on." This school committee member also pointed to the routine presence of certain CSL projects in the community as the result of family involvement:

I think that most parents have strong feelings about CSL when their children benefit from it. But, it's not just about the kids who started the programs. Take the community coat collection. A student started this a number of years ago and it is still here. When you think about the activity, students started it but now there is an expectation in the community that it will continue. It contributes to a community sense of pride. The coat

collection is now a community thing and the issues have become community issues.

The English coordinator supported the school committee member's observations. She stated, "CSL is so integrated into the culture that there is less of a reason to validate it amongst parents." She mentioned that in the past teachers needed to pass out information about the Quilt Project in junior English: "Now, parents know and ask about it. No information needs to be given out about the Quilt."

Comments about community outcomes revealed a wide understanding of "community." CSL projects have impacted the school and local community as well as a community partnership with an urban, Hispanic, outreach center. Community outcomes that were discussed centered on tangible products that engendered pride and fostered new relationships amongst the participants. "I think the programs are solid," said the veteran English teacher. "They are good, not just academically, but in terms of public relationships with the community." He added that the programs impacted the community by bringing people together "who would never get together." The assistant superintendent agreed. She mentioned how the CSL supported Community Bulletin Board now has 200 community members who share e-mails and information with each other. "Through it, the community saw outcome and dividend on their CSL investment," she said.

The director at the Council on Aging also stressed the outcome of a relational network. She explained, "CSL supports an intergenerational network that provides meaningful information and experience." The director mentioned two projects in particular that helped senior citizens by providing contact and meaningful relationships:

the Community Bulletin Board and its new web pages and a "Memories Project," where students and teachers listen and write life stories with the seniors providing help in editing them. The assistant principal saw more of what he described as "market-based" relationships developing through the CSL internship program: "The students are in the real world and there is a great deal of networking going on with local businesses. It's valuable to them and the students."

A number of indicators surfaced in the interviews that show CSL was part of the overall, routine life at Newman High School. The superintendent spoke about the director's efforts to recognize outstanding CSL students at the annual Senior Awards Night. This has been done as a regular part of the program over the last four years. The director also noted that CSL presentations are made before the school committee like any other academic department. At full faculty meetings, the CSL director also has the opportunity to speak to the entire faculty. The mathematics teacher recalled that it was at a full faculty meeting that she first found out about CSL opportunities.

Comments from the interviews provided some outcome evidence of actual program institutionalization. With respect to the high school, interviews with both the English and foreign language coordinators showed a moderate to high percentage of use. Coordinators stated that 7 out of 13 English teachers and "at least half" of the foreign language teachers participated in some form of CSL. The mathematics teacher gave some insight into routine expectations in the system: "In the school system it is almost a given that everyone will do something (with CSL) at every level." The consultant also pointed out that after awhile, projects become self-sustained and routinized on their own: "Some teachers stop asking for mini-grants and some even have student write them."

Moreover, the director at the Council on Aging spoke about the “Lakeside Ball” project becoming institutionalized at her agency. She felt that CSL worked well when there were regular, routine programs in place that you did not have to think about. “The Lakeside Ball has been a going on for the past five years,” she explained. “Although this is a one-time event, it is a regular program and sets other possibilities in motion because we don’t forget about CSL.” The final subdivision of interview findings considers the data from a chronological perspective on program development.

KEY EVENTS AND IMPLEMENTATION STRATEGIES

School personnel who had been present during the planning, initiation, and implementation stages of the CSL program were asked about key events and strategies that were used in its development. Comments from these interviews describe a general course of events and contribute to a better understanding of an institutionalization scenario. From this scenario, key factors and strategies relating to the sustainability of CSL are highlighted.

Culture Building, Student Leadership, and High Program Visibility Lead to Acceptance

This section relates how early program leadership built cultural acceptance of CSL within the system by highlighting its educational value. It happened through making explicit curriculum connections and creating opportunities for structured, meaningful adult dialogue. Combined with enthusiastic student leadership and high program visibility, these factors engendered the widespread community acceptance needed for fiscal program adoption and long-term sustainability.

During the planning stage of the program in 1991, key stakeholders discussed the issue of mandatory service. The school committee member observed that some other local systems were giving credit for service at that time: "We didn't want to take that approach," she explained. "We wanted the kids to believe it was a good thing to do." She felt that service was "a terrible thing to mandate" and questioned what lesson mandatory service taught: "If they don't complete the requirement, they have to be reprimanded and that's awful." The superintendent believed that mandating service compromised the learning outcomes that service-learning as a pedagogy promoted. He said there was a concern amongst the planners that mandating students to perform a certain number of hours could compromise the goal of total infusion. He also felt this was because "people's attention would be more concentrated on fulfilling the requirement than on encountering the values behind CSL."

The principal recalled that it took one year after the grant until projects began to take shape. After the first year, he explained that there were "smaller examples" that were internal displays, then the program moved outward. He also recalled that it was in the second year when the director began to take teachers and students to talk about the program to outside audiences. He thought that a milestone for the program was when the high school hosted a major conference in 1995 where there were many displays: "It was the interaction of not only demonstrating what we were doing but finding out what other folks were doing that cemented CSL." The principal also pointed out an important transition in 1992 that involved competition for funding: "When people started to realize that it would not supplant other activities, CSL started to broaden its base."

The assistant superintendent reported that the first director arrived in 1992 aware of a wider, professional service-learning field and its literature. She recalled how this director stressed in her explanations that CSL was “not just volunteerism” but rather “a curriculum and learning experience.” Trying to get people to understand this more academic definition, she felt, was an early obstacle to implementation:

I think there were a few people who could understand her vision at the time. I think that it is an extremely difficult undertaking when you come into a program and nobody has a clue, and try to build from that point.

That’s what Judy did in the first year.

The assistant superintendent described how the director tried to give teachers a “new value to education” through CSL. This approach subsequently built acceptance for the program. She considered the 1994 retreat for administrators and coordinators that the director facilitated as a turning point for system level support: “Judy brought educational discussion to a higher level through CSL at that retreat.” This administrator also thought that the approach to program development in the early years was somewhat political: “Relating service with academics was a way of dealing with the opposition.”

The superintendent explained that the 1994 retreat was directly followed by a number of early release days so teachers could hear and learn more about CSL. He considered structured professional time an important factor in gaining teacher acceptance and early participation. This structural approach also worked against a cultural assumption that service was a peripheral activity:

You don’t get change unless you plan it into adult time. You need to make adult talk around the innovation a significant priority. You need to

value adult talk. Acceptance of an innovation starts with staff talking to staff. By valuing adult talk and giving it time, we communicated a value about the importance of CSL in teaching and learning.

The English coordinator thought that these structured workshops were “key to educating teachers.” She felt that the CSL director made them “a positive environment for people to grow and encouraged what teachers were already doing.”

The superintendent noted that another early strategy for implementation was to “market the program” to the entire community. He described how the first director got involved with as many boards and town organizations as possible. “You obviously have to target parents and students,” he said, “but you also have to target the general population as people who are receiving the benefit of CSL.” An important factor in this approach was connecting local businesses with the internship component. He called this strategy “political.” He said that the CSL program intentionally used internship sites that had a connection to community members who had “the ability to make things happen.” He recalled that marketing of the program to external constituencies began “the day after we got the grant.” The superintendent explained further that it was motivated by a shared expectation with the funding organization that CSL would continue after the grant at a similar level of funding which the school system had received.

Although CSL was formally implemented by the third year, the school committee member considered the 1995-96 year a crucial turning point in life of the program. She spoke specifically about an implementation dip in the fourth year when the grant money ran out and her response as chair:

Judy worked so hard to keep it going through the three years of the grant but we almost lost it in the fourth year. The budget was slim. It provided for Judy, a liaison, and a part time secretary. At that point, I was school committee chair so I had a voice. I worked my butt off to keep it going because it was that important.

The assistant superintendent also thought that the 1995-96 year was a significant challenge for the program. However, she believed it was also towards the end of that academic year that the program became more “deeply implemented.” She thought that this occurred through the power and leadership of students supported structurally through CSL mini-grants. She recalled how certain students in particular became very visible with projects that showed care for the community:

People in the town accepted these kids as a source of pride. We were proud of these kids and what they were doing. They became known as service-learning people and representative our what we are truly about.

Teachers and others who were critics became more accepting as a result.

The superintendent also considered the fourth year as a significant point in the implementation process. He felt that this was when student enthusiasm peaked the interest of both teachers and the community: “People were willing to risk participating and funding starting in 1995 because positive outcomes from CSL and communication about it really started to surface and the add-on assumption started to erode.”

The principal also considered the fourth year a “turning point.” He spoke about a student that year who was extremely involved doing things with the town’s train station concerning handicapped issues.” For him, this student’s enthusiasm and willingness to

speaking to staff about his experiences “really made a difference” for the acceptance of the program in the high school.

System Level Support, Pressure, and Program Sequencing Sustain High School CSL

This section relates how the program leadership after fiscal adoption of CSL stressed a flexible definition, rolling mini-grant applications, and highly individualized user assistance to increase awareness and participation in the earlier grades. The result was activity sequencing from the early grades and strong connections between the high school and elementary schools. System level support, outside pressure, and program sequencing are seen as factors sustaining the high school program.

After the town adopted fiscal funding of the program, the superintendent said his goal was then to increase participation in CSL across the school system. This happened in different ways. First, he pointed out the sequencing dynamic that the English and foreign language curriculum coordinators had also mentioned in their interviews.

He described how CSL was strong at two of the three elementary schools and students from these schools were feeding into the middle school. Parents, who had children with good experiences, were asking for more opportunities in the middle school for CSL: “I started asking why we couldn’t get more teachers involved so pressure was coming from two directions.” The superintendent then attributed success for wider participation of CSL amongst teachers to the new CSL director, who rose from the position of elementary liaison in 1997: “Elizabeth and her staff have been very good in giving teachers new ideas. She has a great facility for doing that.” He described how the current director’s approach was extremely flexible: “She uses a wide definition of CSL and works from whatever idea or activity a teacher brings to her.”

The consultant credited the present director with a wide-based, structural approach to increasing participation and awareness of CSL: "Elizabeth has expanded the liaison program with the elementary schools and the middle school, and mini-grants are now done more than once a year." She also noted how the numerous opportunities created throughout the year for mini-grants "keep the conversation about CSL going and the relationships alive."

The consultant also pointed to a recent change in the system's drug abuse policy as evidence of a wider, more accurate understanding in the community of the educational purpose of CSL. For many years, community service was a punishment for drug use and possession in the schools. She thought that this contributed to confusion in the environment about the meaning and purpose of the innovation. In 2000, the superintendent successfully argued against using service as a punishment before the school committee. The consultant thought that the school committee's removal of community service from this policy showed both school and community understanding, and acceptance, of CSL as a legitimate program area.

The director was asked in a final interview what advice she would give a school just starting CSL. She said it was important to remember that the Newman program evolved not over six months but nine years. She added, "If you start small, you're more able to feel successful and are therefore more comfortable to grow." It was clear from the overall comments in the interviews that the two CSL directors used different strategies to implement and develop the program. The consultant, who had worked closely with both directors, described the difference in the following way: "Judy lit the fire but Elizabeth made it work." She felt that the current director's likable personality

“pulled in those lower risk takers.” Coupled with a support staff and liaisons at the other schools, she believed that this was precisely the reason CSL “spread widely” through the district.

Summary of Interview Findings

Findings from the interviews provide significant information about the overall development, implementation, and sustainability of CSL. Comments showed that cultural readiness for a service-oriented innovation was rather high, leading to a strong program/district fit early in the process. The role of service in improving individual and community quality of life was a strong ethical value mentioned by many of the respondents. It was also a strong understanding that CSL was more of a learning process or pedagogy than a distinct program. The interviews painted CSL as a dynamic that empowered both teachers and students. Notable outcomes were teacher self-renewal and student enthusiasm.

Significant causes and obstacles to fiscal adoption and continued program sustainability were also evident. System level support was and has been a strong force throughout the implementation process. External collaborative relationships supported user growth and further commitment to the program. However, funding was also found to be an ongoing threat. It was found that the program was still vulnerable to ongoing internal competition of funds, but this has been balanced by an ongoing search for additional external funding through aggressive grant writing. Time and scheduling, compounded by additional state requirements, were fairly significant obstacles to continued program growth. Activity sequencing was both program characteristic and strategy related to sustainability.

High user latitude and reciprocal relationships were characteristic of overall CSL practice. Although positive academic impacts were difficult to prove from the data, a community development outcome was highly recognized by those interviewed. Program documentation was a deeply implemented strategy used to give evidence to more specific educational impacts and community connections. With respect to barometric events, two were highly significant to the institutionalization scenario. The 1994 administrative retreat contributed to system level acceptance. In addition, the fiscal adoption of CSL in 1995 was strong evidence of organizational change. Finally, multiple approaches to program leadership also began to emerge. Interview participants pointed to a more political or market-based approach of the first director, especially before fiscal program adoption. This was followed by an emphasis on structural and human resource concerns by the second director. The next division of the chapter considers the case from the perspective of survey and questionnaire data.

Survey and Questionnaire

In February 2001, a survey was given to 93 teaching and non-load bearing instructional support staff in order to provide data about the level of participation, motivational factors, and the general understanding of CSL at Newman High School. It was also used to gain additional data from the general site population about the perceived supports and obstacles to the innovation. There were 33 (35.5%) responses out of the population of professional staff, not including CSL personnel. Out of these, 18 respondents reported more than five years experience at Newman High School. It is important to mention again that 75 teachers have been hired since 1996. Thus, it follows that 18 members of the current teaching force were present in the fourth year of program

implementation. All of these staff participated in the survey. A copy of this survey is found in Appendix C.

The following sections present survey findings as they relate to each question and the themes connected to sustainability that emerged:

Have you participated in a service-learning project?

Users Surveyed Reflect Some Degree of Pedagogical CSL Use

Findings about the frequency of CSL amongst staff revealed that 20 (60.6%) out of 33 respondents had participated in an activity. Table 5 shows the frequency of use amongst survey participants. Twelve out of the 20 users participated in CSL projects lasting two weeks or longer, reflecting some degree of pedagogical use. Twelve out of 20 users also saw CSL as curriculum based. The survey gave some insight into the level of participation amongst individual departments. The highest usage amongst survey respondents came in the English, Foreign Language and Science Departments with each reporting four participants. English and Foreign Language all reported projects lasting more than two weeks while Science reported projects reported lasting one week or less.

Significant Number of Users Present During Foundation Grant and Early CSL

Professional Development Efforts

Table 6 provides an analysis of the users through a crosstabulation of years at Newman High School and frequency of CSL use. The data show that a significant number of users, (15 or 75%), had seven or more years experience teaching at the high school. These findings show that those who were present during the early and more concentrated efforts of CSL professional development during the foundation grant years demonstrated a greater capacity for use. This could also indicate that as comfort level

Table 5.

Frequency of CSL Use at Newman High School

Level of use	Number of staff	Percentage
No use	13	39.4%
One week	6	18.2%
2-3 weeks	4	12.1%
3-4 weeks	1	3.0%
4-6 weeks	5	15.2%
More than 4-6 weeks	2	6.1%
Varies with project	2	6.1%
Total	33	100%

Table 6

Teacher Years of Service Crosstabulation with Frequency of CSL Use

	Frequency of CSL Use						Varies	%
	1 week	2-3 weeks	3-4 weeks	4-6 weeks	6+ weeks			
Years								
1-3	1	--	1	1	--	--	--	(15)
4-6	1	--	--	1	--	--	--	(10)
7-9	1	3	--	3	--	--	--	(35)
10+	3	1	--	--	2	2	2	(40)
							N=20	(100)

with demands of teaching increases, so does the probability of CSL use. The veteran English teacher observed in an interview that the school was “a tough place to start” for new teachers. “A couple of young teachers in my department like the idea (CSL) and may do it in the future,” he said, “but they’re swamped and need breathing room for now.”

How do you understand service-learning?

Respondents Show Variance in Definition of CSL

Receptive to Community Outcomes

Figure 5 presents the group statistics for this question. Respondents were aware of the value of CSL to both students and the community. However, users and non-users were in disagreement about whether it strengthens academic learning. Though non-users did not see a strong academic connection, they were receptive to its affective and civic value towards students. The perceptions of non-users pointed more towards CSL as volunteerism. Users and non-users together did not see “community need” as a strong reason for CSL, but valued how it helps the outside community. In a discussion with the CSL director about this finding, she believed that many teachers at the high school did not see the town as a “needy community.” She felt that a motivation of care rather than a concern for social justice was the reason for community connections.

How has service-learning been developed?

Foundation Grant Instrumental to Program Development

The group statistics for this question are presented in Figure 6. Both users and non-users were in strong agreement about the foundation grant as an important factor in

the development of CSL at Newman High School. Yet, structural reasons for both sets of respondents outside of the grant were not as strong.

Administrative Commitment to Integrate CSL into School Mission Factor in Development

School mission was the next significant support reported by both groups. This could point to the superintendent's role in publicly integrating CSL with the educational mission of the school in both 1995 and 1999. In both groups, both the principal and curriculum coordinators were not recognized as strong supports for the development of CSL. There were also significantly differing perceptions regarding teacher collegiality as a support. Users who worked with others recognized this as a strong value but those who chose not to participate did not see this.

Rank order why you think service-learning is useful.

Positive Affects Recognized in Student Behavior and on the Community

Academic Impacts Unclear

Figure 7 shows strong agreement between users and non-users that CSL affects student behavior in a positive way, but there was still disagreement with respect to academic learning. Non-users, however, did recognize a positive affect on the community as a result of CSL. Contrary to some perceptions in the interviews, CSL's affect on teacher collaboration and renewal was ranked rather low. In addition, both sets of respondents did not see the move towards a changed school climate that the superintendent spoke about as a CSL outcome.

What supports have been helpful for your participation in service-learning?

Highly Individualized User Assistance from Program Staff Sustains Program

The results for this question are displayed in Figure 8. Users recognized the migrant program and CSL personnel as strong supports for their participation. Non-users also agreed that the director and staff supported participation. This may indicate that even if teachers do not participate, the culture has been educated about the presence and practice of CSL and considers the support staff credible. Both groups also noted a lack of structured time to discuss and plan CSL activities. This represents a change from the early implementation years when the staff experienced a number of structured opportunities for conversation about CSL, mission, and authentic learning.

High School Administrative Support Dubious

Consistent with interview findings, the high school administration was not seen by both groups as an overt support to this innovation. One teacher wrote at the end of the survey, "More people would participate if it (CSL) was a direct initiative from the principal." Another teacher wrote "students" as an additional support variable on the survey. This teacher explained, "Students are really my support because they plan the lessons."

What are obstacles to participating in service-learning?

Peripheral Understanding of CSL as "Add-On" Obstacle to Participation

Figure 9 contains the results for this question. Non-users perceived time and the addition of extra work as obstacles to participation. However, users did not agree with this "add-on" perception. This may indicate that CSL for users is an integrated part of their classroom pedagogy. Both sets of respondents, though, trust their teaching skills

enough to be able to consider a CSL activity. A written response to this question highlighted increasing class size as another variable. "I have four sections of a required course, Earth Science, with large numbers of students," wrote one teacher, "This makes it difficult for me to coordinate.

How could service-learning be improved?

Building Endorsement and Ownership Considered Areas for Program Growth

Fourteen respondents provided written responses for this last open-ended question. A number of staff called for a more flexible school schedule for student participation and, again, for more structured planning time. However, two respondents directed their comments to developing a better high school community. One person wrote, "I think the CSL philosophy emphasizes interaction with the outside community but our high school desperately needs programs to help it develop." Another called for the internship program to support the high school by having students "intern in guidance and athletic offices." These particular comments surfaced the issue of ownership. Various findings of the study of have shown evidence of wider system and community ownership of the program, but these comments in particular point to some variance in the sense of ownership at the high school level.

How is Community Service Learning used in your department or area?

Six out of eight curriculum coordinators at the high school responded to a questionnaire regarding the level of CSL participation in their department or area. They were asked to provide a written response to one question: "How is Community Service Learning used in your department or area?" The responses in the next section showed some variance in the understanding, use, and goals of CSL.

Curriculum and Community Connections Valued

The most extensive and in-depth response came from the foreign language coordinator. Similar to the previous interview, the coordinator stressed “many CSL projects” were done in the department that were cross-school, had curricular links, and viewed youth as resources. The coordinator also wrote about a filling an educational gap in providing “content-based language instruction to elementary schools which the school department will not fund.” The science coordinator also pointed out cross-school collaboration through CSL. CSL in that department was “being used to inform community members about such things as lead testing of paint and water quality.” Meeting community needs was also stressed by Technology. The coordinator wrote about computer training at the Council on Aging and students working to create web pages for the town.

CSL Understood by Some School Coordinators as “Add-On” Activity

Guidance and Fine Arts described CSL participation as less integrated to instructional practice and more of an isolated activity. “We encourage students to get involved and add some depth and sparkle for their activities resume through CSL,” wrote the guidance coordinator. The fine arts coordinator listed a series of performances and art projects students had done for elementary and pre-school students, and senior citizens as “part of the community service department.” The special education coordinator did not see CSL being utilized anywhere in that department.

Figure 5. Mean Scores, Standard Deviations, and Standard Error of Means for Both Groups in their Understanding of Service-Learning

	Participates in CSL project	N	Mean	Std. Deviation	Std. Error Mean
A teaching method that strenghtens academic learning.	User	20	4.1000	1.1192	.2503
	Non-user	13	3.4615	1.0500	.2912
A teaching method that makes learning more meaningful.	User	20	4.4000	.9947	.2224
	Non-user	13	4.0000	1.0801	.2996
A way that helps the outside community.	User	20	4.3500	.9333	.2087
	Non-user	13	4.4615	.5189	.1439
A teaching method that applies knowledge to solving community problems.	User	20	4.0500	.9987	.2233
	Non-user	13	3.9231	1.2558	.3483
A teaching method that responds to a community defined need and addresses learning in the process.	User	20	3.9000	1.0712	.2395
	Non-user	13	3.7692	1.3634	.3782

Note. Five point scale: 1=strongly disagree, 2=somewhat disagree, 3=neutral, 4=somewhat agree, 5=strongly agree

Figure 6. Mean Scores, Standard Deviations, and Standard Error of Means for Both Groups in the Implementation of Service-Learning

	Participates in CSL project	N	Mean	Std. Deviation	Std. Error Mean
As a goal of the school's educational mission.	User	19	3.7368	.9335	.2142
	Non-User	13	3.9231	.7596	.2107
Through education reform initiatives.	User	19	3.0526	1.2681	.2909
	Non-User	13	3.0000	1.0801	.2996
As a result of the Foundation Grant	User	19	4.5263	.6967	.1598
	Non-User	13	4.0769	.7596	.2107
As a professional development goal from the school principal.	User	19	3.3684	.9551	.2191
	Non-User	13	2.9231	.6405	.1776
As a goal of your specific department or area.	User	19	3.4737	1.0733	.2462
	Non-User	13	2.4615	.6602	.1831
Through Newman teachers working together.	User	19	3.9474	.9703	.2226
	Non-User	13	2.8462	.8987	.2493

Note. Five point scale: 1=strongly disagree, 2=somewhat disagree, 3=neutral, 4=somewhat agree, 5=strongly agree

Figure 7. Mean Scores, Standard Deviations, and Standard Error of Means for Both Groups on Perceived Usefulness of Service-Learning

	Participates in CSL project	N	Mean	Std. Deviation	Std. Error Mean
Teacher collaboration	User	20	3.7000	1.4179	.3171
	Non-User	13	5.0769	.9541	.2646
Effect on student learning	User	20	2.2000	1.3219	.2956
	Non-User	13	3.0769	1.4412	.3997
Effect on student behavior	User	20	2.8500	1.6944	.3789
	Non-User	13	2.7692	1.5892	.4408
Service impact on the community	User	20	3.1000	1.3727	.3069
	Non-User	13	2.6923	1.8879	.5236
Teacher effectiveness/renewal	User	20	3.9500	1.7006	.3803
	Non-User	13	4.6923	1.1821	.3279
School climate	User	20	3.6000	1.8750	.4193
	Non-User	13	3.9231	1.3621	.3633

Note. Six point scale: 1=most useful, 6=least useful

Figure 8. Mean Scores, Standard Deviations, and Standard Errors of Means for Both Groups in Supports for Participation in Service-Learning

	Participates in CSL project	N	Mean	Std. Deviation	Std. Error Mean
Mini-grant program as a support.	User	20	4.0000	.9177	.2052
	Non-user	12	3.0833	.2887	8.333E-02
High school administration as a support.	User	20	3.5500	.6863	.1535
	Non-user	12	3.0833	.5149	.1486
Service-learning coordinator and staff as a support.	User	20	4.1500	1.1367	.2542
	Non-user	12	3.8333	.8348	.2410
Structured time for discussion and planning.	User	20	2.7500	.9665	.2161
	Non-user	12	2.9167	.7930	.2289
Other teachers and coordinators as a support.	User	20	3.7000	.9234	.2065
	Non-user	12	3.2500	.7538	.2176

Note. Five point scale: 1=strongly disagree, 2=somewhat disagree, 3=neutral, 4=somewhat agree, 5=strongly agree

Figure 9. Mean Scores, Standard Deviations, and Standard Error of Means for Both Groups in Obstacles to Participation in Service-Learning

	Participates in CSL project	N	Mean	Std. Deviation	Std. Error Mean
It takes too much time to develop and implement.	User	20	3.5500	1.1459	.2562
	Non-user	13	3.6923	.7511	.2083
It sounds good but it requires too much additional work with present responsibilities.	User	20	3.6500	1.2258	.2741
	Non-user	13	4.0769	.8623	.2392
I am skeptical about how much learning it actually provides for students.	User	20	2.1500	1.1821	.2643
	Non-user	13	3.0769	1.2558	.3483
I am unsure whether the project will be successful.	User	20	1.9500	.9445	.2112
	Non-user	13	2.8462	.8006	.2221
I don't have enough teaching experience.	User	20	1.5000	.8885	.1987
	Non-user	13	2.1538	1.0682	.2963

Note. Five point scale: 1=strongly disagree, 2=somewhat disagree, 3=neutral, 4=somewhat agree, 5=strongly agree

Summary and Displays of Overall Findings

A comparison of findings from observations, document and artifact analysis, interviews, and the survey show agreement with certain factors and processes that have helped develop and sustain CSL at this site. In addition, the overall findings were analyzed and transformed into a chronological display that shows the flow, location, and connection of events in the history of the program (see Figure 10). A data-grounded path to institutionalization presented as a causal network display was also created to describe the connection of variables in this particular scenario. This is presented in Figure 11.

All sets of data were in strong agreement that CSL was more of a learning process or pedagogy rather than a distinct program. Observational and interview data gave deeper insight into the cultural readiness and commitment to a service approach to learning that enabled a strong fit with the philosophy of the school system. High system level support was also consistently mentioned in the data sets as a factor that led to implementation and sustainability of CSL at the high school. This appeared to offset the lack of strong, administrative endorsement for CSL at the high school as reported in the survey results. A theme that ran through the findings was that program leadership for CSL has been adept at using multiple approaches to implement and sustain CSL. Overall findings pointed to a strong integration of CSL with curriculum standards and frameworks as well as a market-based approach to meeting the individual needs of students, local businesses and the community at large. Both CSL champions and non-users were in agreement that a primary CSL outcome was community development.

There was also some disagreement between the data sets about certain supports in the development of CSL. Interview findings stressed teacher collaboration as a

mediating factor to CSL growth. It also stressed that the school reform goals of professional collegiality and school climate as noted outcomes. However, there was high variance in the survey data with respect to teacher collegiality and collaboration between users and non-users. Both groups in the survey were also in disagreement about school climate as a recognized outcome. The wide range of user latitude, coupled with survey comments, made a sense of shared ownership for CSL at the high school difficult to discern.

The chronological display in Figure 10 gives a progression of events both inside and outside the high school that influenced the CSL program. A scan across the display shows that the 1995-96 school year was a key turning point in both implementation and program acceptance. That year saw key organizational changes in the school mission statement and fiscal funding, leading to a positive affect on the institutionalization process. At the present time, CSL funding is 2% of the overall school budget. It is also evident that state-level educational reform has been a challenging backdrop throughout the life of the program. In addition, the first four years of the program show a strong emphasis on program documentation and external network collaboration, while the later years give evidence of significant program recognition through a national award, as a systemwide professional goal, and through a prestigious external grant.

The chronological display also shows that a lack of stability in the high school's administration has been a problem since the formal inception of CSL. Yet, system level support for CSL is highlighted by the fact that one of the town's elementary schools received state "Leader Service-Learning School" status in the 2000. Moreover, advances in professional development during the early years have been challenged by high faculty

attrition since 1995. To confront a potential implementation dip, the Central Office responded with required CSL workshops for all staff in 2001.

The asterisks in the display point out key events that either indicate institutionalization or influenced the process. An overnight educational retreat for the system's leaders and mission statement endorsement of CSL reflect a combination of administrative support and pressure that occurred right before the town adopted fiscal funding of the program. The Central Office exerted more pressure for increased participation through a systemwide, professional development goal after the Corporation for National Service recognized CSL. The recent \$150,000 community/higher education partnership grant by the State signifies the program's organizational capacity to administer a wider community-based program, as well as a strong expectation from outside stakeholders for the program's continuation. These recognition factors reflect high external acceptance and also a degree of program institutionalization.

Figure 10. Chronological display of CSL program history and significant events

	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-2001
State		<ul style="list-style-type: none"> State Educational Reform begins 		<ul style="list-style-type: none"> implementation grant awarded (\$16,000) American Dream Quilt Project novel in state curriculum frameworks state CSL guidelines and definition published 	<ul style="list-style-type: none"> no state funds awarded CSL director consults for Department of Education CSL staff and teachers participate in state training institutes 	<ul style="list-style-type: none"> MICAS exam begins 990-hour time in learning rate begins 	<ul style="list-style-type: none"> expansion grant awarded (\$30,000) 	<ul style="list-style-type: none"> grant awarded (\$10,000) state service alliance funds both community service and CSL programs 	<ul style="list-style-type: none"> community Higher education partnership grant awarded (\$50,000 for three years)
Central Office	<ul style="list-style-type: none"> CSL consultant hired two vans purchased with grant 		<ul style="list-style-type: none"> systemwide administrators & coordinators overnight retreat on CSL 	<ul style="list-style-type: none"> school/system mission statement rewritten to include CSL values 		<ul style="list-style-type: none"> the system funds townwide mailing of 5000 CSL newsletters professional growth plan for teachers begins 	<ul style="list-style-type: none"> Opening Faculty Meeting: the superintendent makes CSL a professional development goal of every teacher 	<ul style="list-style-type: none"> systemwide professional development day on CSL the superintendent's last year of service 	
Hqs School/CSL Office	<ul style="list-style-type: none"> first year of foundation grant Judy Bryant begins at CSL director American Dream Quilt Project begins hires principal 	<ul style="list-style-type: none"> second year of foundation grant program evaluation done for the foundation internship program begun CSL advisory council starts new principal 	<ul style="list-style-type: none"> third year of foundation grant student develops Internet Community BBS through CSL grant video produced of CSL program hires principal 	<ul style="list-style-type: none"> CSL conference for other systems organized internship program moved to senior year new principal CSL post teaching model put in health curriculum 	<ul style="list-style-type: none"> "Helping Day" and service scholarship awarded by senior class students participate in planning state-wide service summit Judy Bryant departs as CSL director accreditation reviews recognize the CSL program as one of the school's top ten strengths 	<ul style="list-style-type: none"> Elizabeth Bertsky moves from elementary violin to CSL director recognized as a National Service-Learning Leader School World War II video project implemented (grade 10) internship program becomes full year elective for seniors 22 new teachers hired 	<ul style="list-style-type: none"> CSL given classroom space as an office 60 teachers now hired since 1993 American Dream Quilt Project becomes a diversity day 	<ul style="list-style-type: none"> 13 new teachers hired traditional schedule returns CSL officer publishes article for a school business magazine new principal 	
Middle School & Elementary Schools	<ul style="list-style-type: none"> service-learning liaison positions created for other system schools 		<ul style="list-style-type: none"> 90 district projects documented Ordinary Heroes Project begins (grades 5 & 9) 	<ul style="list-style-type: none"> 200 district projects documented 	<ul style="list-style-type: none"> principal at Hill Elementary initiates CSL use for teachers 		<ul style="list-style-type: none"> hires position returns to middle school after absence 	<ul style="list-style-type: none"> Hill Elementary School resumes state CSL "Leader School" status Leas Elementary school applies for state CSL "Leader School" status 	<ul style="list-style-type: none"> Hill Elementary School resumes state CSL "Leader School" status Leas Elementary school applies for state CSL "Leader School" status
Community	<ul style="list-style-type: none"> community CSL advisory council formed 		<ul style="list-style-type: none"> school committee debates CSL funding 	<ul style="list-style-type: none"> state adapts fiscal funding of CSL program (\$166,000) 	<ul style="list-style-type: none"> town continues funding (\$120,000) 	<ul style="list-style-type: none"> town funds CSL at \$150,000 	<ul style="list-style-type: none"> town funds CSL at \$160,000 or 2% of operating budget 	<ul style="list-style-type: none"> town funds CSL at \$170,000 or 2% CSL "Leader School" signs pledge by DPW at town entry points community CSL advisory council ends 	<ul style="list-style-type: none"> town continues CSL funding at 2% school committee resumes community service from substance abuse policy

* Anomeric event

In an effort to explain institutionalization, key variables from the findings were displayed in a causal network. This general model, presented in Figure 11, describes the course of events leading to high, moderate, and low outcomes and is arranged according to the supports provided and threats encountered during the process. The story begins in the upper left corner with *cultural readiness* (1) for service-learning and the award of the *foundation grant* (2). The grant concretized fragmented commitment and practice to CSL. Community service initiatives were already present at the site, resulting in a *good program fit of CSL* (3) with the system's characteristics and the *central administrative commitment* (4) to service. *Aggressive grant-writing* (5) became a funding strategy which helped alleviate concern about shifting funds from other programs and thus engendered system support.

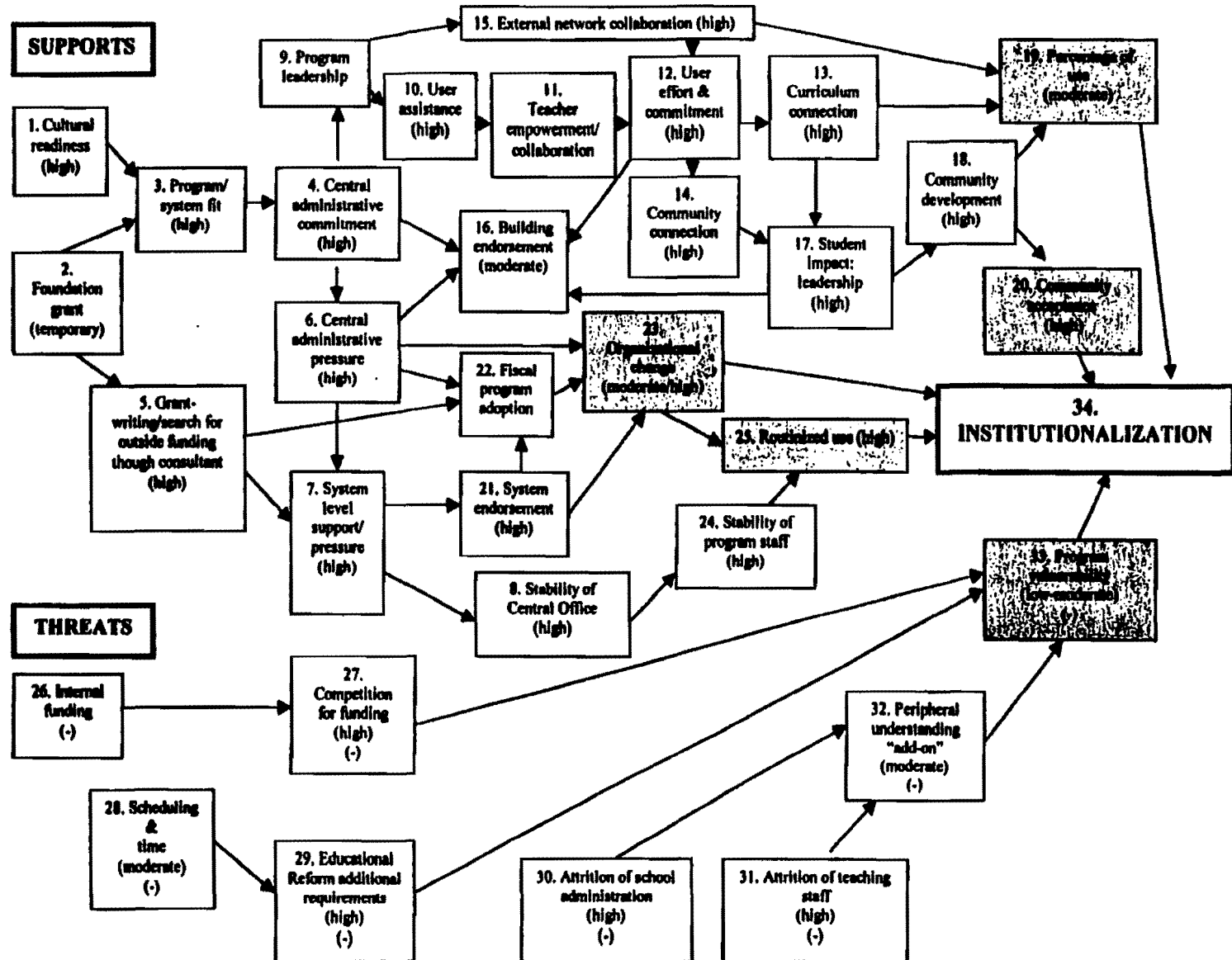
Strong *central administrative commitment* led to the hiring of a full-time program coordinator located at the high school. *Central administrative pressure* (6) on building principals, directors, and coordinators to implement CSL also contributed to *system level support and pressure* (7). Support and pressure for CSL amongst the elementary principals and curriculum coordinators was nurtured through the *stability of Central Office personnel* (8). *Program leadership* (9) stressed *user assistance* (10) and promoted *teacher empowerment and collaboration* (11). This resulted in increased *user effort and commitment* (12), as well as a variety of projects with both *curriculum* (13) and *community connections* (14). The findings showed that *external network collaboration* (15) resulted in greater commitment for users through more resources for assistance, as well as outside recognition for the program that contributed to *building endorsement* (16). Students and teachers took great pride in sharing their projects with other systems. In

addition, CSL fostered *student leadership* (17) and activities promoted *community development* (18). CSL activities were highly publicized resulting in more student and teacher interest, an increased *percentage of use* (19), and *community acceptance* (20) of the program. System level support and administrative pressure led to *system endorsement* (21) through a reworked mission statement and fiscal program adoption once the foundation grant ran out.

When the program was *fiscally adopted* (22), *central administrative pressure* took more direct action to bring about *organizational change* (23). This included making CSL a systemwide professional development goal, working with the teachers' union and school committee to include a supportive professional growth plan in the teacher contract, writing CSL requirements into administrative job descriptions, including CSL in hiring protocols, making new budget lines to include mini-grants through town funding, creating CSL liaisons for every building, and making sure materials and equipment would continue to be available for the program. Combined with a *stable program staff* (24), all of these supports made up for a lack of overt leadership from the high school administration and contributed to high, *routinized use* (25) in that building. Routinized use over the years led to an expected continuation of certain projects by community members. Thus, CSL also became institutionalized into the routine life of community agencies and businesses.

It was necessary for CSL to ward off threats to sustainability during this process. First, there was the question of continued *internal funding* (26) after the foundation grant ran out. Although the program was fiscally adopted, there still continues to be strong *competition for funding* (27) within the town's yearly, budget cycle. The consistent

Figure 11. Data grounded path to institutionalization of CSL at Newman High School



 = institutionalization outcome variable

advocacy by the superintendent during each budget cycle has buffered the program against this threat. Structural issues like *time and scheduling* (28) continue to be ongoing threats to institutionalization. Procedural changes that support the program have gone through cycles at the high school, but have not had consistent building leadership to sustain these changes. *Additional requirements from Educational Reform* (29) continue to make scheduling and time reoccurring obstacles to participation. Strong central administrative and system level support have counteracted the negative effect of high *attrition of the high school's administration* (30) and *teaching staff* (31) to program understanding. Moreover, the *peripheral understanding* (32) of community service as a less serious learning experience is a problem in parts of the high school's culture that is fueled by the addition of many new staff members. High user assistance through professional development has been used as a remedy to make the program less *vulnerable* (33) to this environmental turbulence.

The general message of the model is that a combination of high central administrative pressure, consequent system level support, and skillful program leadership centering on high user assistance are necessary factors for *institutionalization* (34). In this case, the pressure from the superintendent and the leverage of the program director were forces that were able to work around the lack of instructional leadership at the high school to positively influence the outcomes of organizational change, user participation, routinized use, and community acceptance. It appears that the combination of the streams of administrative pressure and user support has led to moderate to high institutionalization at Newman High School. Although CSL has had no serious building resistance or assistance gaps, institutionalization would be stronger with more evidence

of shared ownership and stronger, consistent instructional leadership at the high school.

At this point of the process though, the lack of strong building endorsement has made little difference. Chapter five will provide a more in depth analysis of the data, organized under the research questions guiding this study.

Chapter V

Discussion of the Findings

The final chapter summarizes the findings of this study with respect to the research questions posed in chapter one. It also provides a discussion in light of the theoretical rationale and the relevant literature. It concludes by making recommendations for further practice and research.

Research Questions

This case study focused on the factors and processes that have sustained service-learning at a National Service-Learning Leader School. A growing body of evidence shows that when programs do hold past the two-year mark, service-learning is able to have educational impact in multiple areas. However, prominent researchers in the field have noted that there is a lack of fully implemented programs to study past the five-year mark (Melchior, 2001; Shumer, 2001). What were the factors leading to this program's sustainability when so many others become isolated or ineffective? Using institutionalization as the unit of analysis, four research questions were posed at the outset of this study in order to respond to this general question:

- 1. What were the key events, decisions and basic features of the process during the periods of planning, initiation and implementation?*

Although community service initiatives had been present at this site since the 1970's, the award of a foundation grant blended these fragmented activities into a systemwide initiative. The findings show that a mandatory, overnight educational retreat for administrators, coordinators, and directors in the program's second year was a critical event in building system level acceptance and cultural support. An important strategy

used by the first director was the symbolic connection of higher, intellectual inquiry and educational value with CSL. The CSL retreat raised the level of professional discussion around CSL across the school system and helped with wider program implementation.

The fourth year (1995-96), when the external grant ran out, was the turning point for the program. Faced with an implementation dip and uncertain internal funding, stakeholders both within the system and from the community exerted pressure for fiscal adoption of CSL. This acceptance was connected to a dynamic, which saw strong student leadership promote CSL in many areas of the community. Successful projects provided a framework of meaning and higher purpose to academic work through building connections to the community. A programmatic focus on community development engendered system endorsement, community acceptance, and led to fiscal adoption by the town. Fiscal adoption in the fourth year enabled the central administration and CSL director to establish the organizational supports needed for wider CSL participation throughout the system.

The National Corporation for Service recognized “full implementation” of CSL at Newman High School in the program’s seventh year through a “National Service-Learning Leader School” award. Evidence of sustained programmatic growth came in the ninth year through the award of a significant community/higher education partnership grant. Here, both the State and external stakeholders recognized the program’s organizational capacity to administer more in-depth, community-based projects.

Key decisions that influenced implementation reflected strong central administrative commitment and pressure. Consequently, this pressure forced important organizational changes needed to sustain the program. In the foundation grant proposal,

the superintendent created the position of a full-time CSL director, to be paid on the assistant principal's salary scale who, would report directly to him. This administrative arrangement gave the CSL director the leverage and flexibility to work around cultural and structural obstacles throughout all stages of the program's development. It has allowed the program leadership to use multiple approaches to implement and sustain CSL.

Another instrumental decision that influenced wider implementation happened in the program's seventh year. This was when the superintendent made CSL a professional development goal of every teacher in the system. With the help of certain building principals, newly revised teacher evaluation procedures were used strategically to imbed CSL into teaching methodologies through routine professional development efforts. System level support was also strengthened by the superintendent's decision that year to return CSL liaisons to all school buildings.

CSL has been understood consistently, through all phases of its development, as more pedagogy than a separate educational program. The core components of this teaching and learning process have been critical reflection, reciprocal relationships, celebration or demonstration, student voice, and curriculum connections. Although its essence has been about community development, users believe that CSL's learning impacts are heightened and more broad-based if activities are connected to the curriculum. Infusing CSL into the existing academic program through these links has been an important factor in its sustainability.

Since its inception, CSL has become wider in focus and in application. This has allowed for greater educational diversity and autonomy by its users. As a result, this

pedagogy links together a variety of cognitive, civic, and affective goals with engagement coming from a variety of environments. In recent years, the director has used more of what Bolman and Deal (1991) call a “human resource” approach to organizational leadership. Resources and support have been given according to the individual needs of users and their capacity for growth. Although CSL still maintains essential quality components, it is not an overly specialized methodology. At this site, it is perceived as a comprehensive approach to learning that promotes youth and community development. Current program leadership allows for a fluid methodology, which has in turn has led to high user engagement and commitment.

An intriguing feature of the implementation process has been CSL’s widening of purpose. As seen in the program literature from the first three years, there was an initial focus on CSL’s ability to promote whole school change. Interactive projects were identified by CSL champions as promoting greater teacher collaboration, communication, and alignment of instruction with curriculum frameworks. The operative definition in the school system was closely tied to a narrower learning framework used by the State. However, the more recent findings of this study emphasize CSL’s ability to promote youth and community development in addition to elements of systemic school reform. Although the review of CSL activity descriptions showed variance in educational use and purpose, both departmental and co-curricular activities emphasized reciprocal relationships and revealed a strong care ethic. Student voice and leadership were constants in actual application of projects. Most respondents in interviews spoke not about service-learning as an end in itself, but about the educational power this approach shares with youth, teachers, parents, and community members.

Conrad and Hedin (1991) noted specifically in their review of previous research two theoretical rationales taken by advocates who support service-learning in public schooling. Service-learning advocates termed “youth reformers” view service-learning as an effective and needed means for improving young people’s values and behavior and for empowering them to develop self-confidence and self-esteem, as well as valued contributors to their communities. Service-learning advocates termed “education reformers” take a related but different view. Education reformers view service-learning as an effective tool for helping young people learn more and retain more of what they learn. Educators taking this perspective are also concerned with transforming school culture and creating school communities that empower students to be life-long learners (Wade, 1997, p.26).

Although the framework stressed the in K-12 literature (Berman 2000, Billig 2000) understood service-learning as more a vehicle for systemic educational reform, findings from this study show the Conrad and Hedin framework of “youth reform” and added goals of internal and external community development as sustaining factors for user involvement. Early critics at this site were skeptical of CSL as another “fad” or educational movement that would eventually pass. On the contrary, part of its sustaining power has been that CSL is a dynamic that is larger than just the school organization. The culminating events and celebrations that are core components of practice have provided an invigorating and fulfilling opportunity for local and civic community values to emerge and people along a chain of care to meet.

2. What were the supports, obstacles, and coping strategies during the periods of planning, initiation, and implementation?

Two general streams of support have been present during the stages of CSL development. A combination of strong user assistance and administrative pressure created a web of support that enabled CSL to ward off threats to its sustainability. User effort and commitment to CSL were enhanced through assistance provided by a full-time director and building liaisons. Ongoing structural support was provided through a mini-grant process that not only provided resources, but also fostered curriculum connections and teacher collaborations, especially through cross-school partnerships. Other structural concerns such as transportation and making connections with community partners were supported through coordination from the director and a part-time staff assistant.

High external network collaboration as well as user autonomy were strong characteristics of the program during the years of the foundation grant and contributed to its durability. Partnerships with the State and the demonstration of projects outside the system, in the local community, and in the building gave the program access to additional resources and visibility to participating teachers and students. This added credibility to the program at the high school, in the school system, and in the town. Teacher autonomy attracted users who were respected instructional leaders at the high school and led to projects with a variety of curriculum and community connections. This created wide exposure of quality projects in a variety of environments.

With five different principals since the CSL's first year, leadership from that office at the high school has not been a strong support during the periods of planning, initiation, and implementation of the program. However, during this time there was staff

stability with curriculum coordinators, elementary principals, and within the CSL office. Commitment and pressure from the superintendent built a stream of system level support for the innovation primarily through this administrative network. Combined with aggressive grant-writing from a CSL consultant, the strategy led to system endorsement and finally the fiscal adoption of the program. It also compensated for the lack of clear, building endorsement and ownership from the high school administration.

Funding, the structural constraints of scheduling and time, and increasing requirements from Educational Reform were obstacles to implementation. Yet, the program navigated these threats through adept leadership from both the Central Office and the CSL director. For example, although the high school experienced scheduling restraints through new state requirements, Educational Reform also brought with it increased funds for professional development. The Central Office used professional development requirements as an opportunity to advance CSL as an instructional methodology throughout the system. In addition, the director used program documentation and the mini-grant process as a strategy to align CSL with the State's curriculum frameworks. Both approaches contributed to an understanding that CSL was not an additional burden, but a creative and engaging way to meet new state standards. With the high attrition of high school teaching staff since 1995, merging CSL with professional development efforts is still used as a strategy to sustain participation.

Findings for this research question concerning the supports, obstacles, and coping strategies during the periods of planning, initiation, and implementation provide a different understanding to some of the integrators and sustainers of positive school change that were identified in the literature. Although Fullan (1999) noted that middle

managers such as principals were essential integrators in a change process, it was evident at this site that it was more a combination of leadership efforts that moved the program towards implementation. The culture needed to develop and sustain CSL was larger than just the professional organization of the high school. The conditions that support professional community as outlined by Newmann and Wehlage (1995) such as quality school leadership, hiring sensitive staff, interdependent work structure, and teacher autonomy were in evidence, but more the result of a combination of local assistance from the director and Central Office pressure than centralized instructional leadership. The implementation streams and corresponding supports identified in this research question reflect more accordingly the broad-based approach to institutionalization identified by Berman (2000).

Although the program has been successful as a result of systemic structures, support, resources, and pressure, CSL at Newman High School could be even more successful with cooperating and continuous principal leadership. Using both a structural and symbolic approach, the principal can be that “moral leader” who helps sustain CSL through building a culture of service. Structurally, the principal could integrate the CSL paradigm into a more formalized teacher formation program. Symbolically, he or she could intentionally and consistently link quality CSL activities with the school’s educational mission at public forums, in media interviews, faculty meetings, and especially in words spoken at key events like graduation. Using these approaches, strong principal leadership could better restructure the grammar of teacher beliefs to support constructivist learning through CSL and lessen teacher and student prejudice towards

service as a serious and core learning activity. Consequently, this would nurture building endorsement and ownership for CSL more organically.

3. What supports and coping strategies led to overall implementation?

The Corporation for National Service recognized overall implementation of CSL at Newman High School in 1999. A series of active leadership approaches supported the program's development from the initiation and adoption stages to overall implementation. These leadership approaches also include the primary coping strategies used during these periods. Toole (2000b) observed that much thinking about service-learning implementation has been directed at the structural frame. In this case, six organizational frameworks were identified as supportive to the implementation process: political, symbolic, structural, human resource, cultural and ethical. The frameworks used to analyze this question build upon the works of Toole (2000a), Starratt (1994), and Bolman and Deal (1991) as discussed in chapter two.

Under the original director, the CSL program started with a political and symbolic approach to implementation. In its first year, the director built coalitions with intellectually respected staff members at the high school. She approached teachers and curriculum coordinators who were identified as the school's instructional leaders. This political approach was highly instrumental in connecting with people who had the capacity to understand and talk about CSL to others. The findings showed that these initial allies did just that, not only in the school but also at regional conferences and to other school systems. This network gave the director added leverage to advance CSL as a school reform strategy in the system.

The CSL retreat in the program's third year was important to building cultural willingness to implement a new innovation. The director did this by symbolically connecting higher intellectual inquiry and teacher collaboration with service-learning. The following year saw system leaders rewrite the school and system mission statement to include service-learning elements as a way to deepen the impact of learning and enhance teaching. Thus, the political and symbolic approaches to implementation combined to raise the level of professional discussion around CSL, enhance its credibility, and create an influential base of support. All of these factors were contributing factors to fiscal adoption in the fourth year.

Although the town adopted funding for the program, the budget was tight for two years after the foundation grant. With a new principal, no state funds, and many new staff unfamiliar with CSL, the program began to experience an implementation dip in its fifth year.

In the seventh year, the second director began her tenure with a wide-based, structural approach to implementation. She attended curriculum coordinator and system administrator meetings. This director also expanded the liaison program with the elementary schools and the middle school. The mini-grant process was expanded and offered throughout the year. Respondents mentioned repeatedly how this director was an effective facilitator of ideas, resources, and built user capacity through sensitivity to individual needs. An attention to human resources was combined with a different cultural approach to support CSL. Where the last director built a supportive culture within the school organization, this director directed her efforts more at agencies and town organizations to build support within their own cultures. For example, instead of

having stakeholders come to the high school to participate on the CSL Advisory Board, this director ended this group and joined other advisory boards in the town.

A consistent focus throughout implementation has been on the ethical purpose of CSL. Although projects showed variance in length and scope, durable projects continue to support opportunities for youth, family, and community leadership. The ethic of care, identified in the findings as program characteristic, supports the dynamic identified by Given (2000) as the operative epistemological framework of effective service-learning. A general outline of the supportive approaches and strategies to overall implementation is located in Figure 12.

Figure 12. Supportive approaches to overall CSL implementation

Phase I: Initiation to Fiscal Adoption	
Political	Coalitions built with key, instructional leaders of the school. Users selected and identified based on high capacity for support and demonstration.
Symbolic	CSL linked to school/system mission and shared learning goals.
Cultural	Focus on building collaboration and support in school organization.
Ethical	Activities promote community leadership opportunities.
Phase II: Partial to Overall Implementation	
Structural	Wide-based in system through school liaisons, direct participation in administrative routine, and frequent mini-grants.
Human Resource	Resources and assistance matched to a variety of user capacities and interests.
Cultural	Focus on building collaborative relationships forged in larger community.
Ethical	Activities promote community leadership opportunities.

4. How well institutionalized is the program into the ordinary structures and procedures of the school and the district?

In a study of community service programs at independent schools, Levison (1994) observes that institutionalization was not “a yes or no phenomenon” but rather a process of degree. The same can be said for CSL at Newman High School. The innovation is understood more as a learning process or pedagogy that involves critical reflection, demonstration of learning impacts, and actions oriented towards building community and reciprocal relationships. Student impacts are heightened and sustained through curriculum connections and the sequencing of activities throughout the grades. However club, direct service outreach, and internship activities directly sponsored by the CSL office have also been successful in fulfilling community needs and, thus, gaining the support of service-learning from outside stakeholders.

Using the indicators and a conceptualization suggested by Miles (1983), it appears that the CSL initiative exhibits the conditions and has completed the necessary passages necessary for program institutionalization at both the school and system level (see Figure 13). Stronger institutionalization at the system level and a curriculum-based sequencing of activities have been contributing factors to the routinized use of CSL at Newman High School. The recent removal of community service from the system’s drug abuse policy gives evidence to a lack of confusion in the environment that CSL is a core rather than a peripheral educational activity. Findings from all sources of data consistently showed that CSL provided a variety of academic, social, and cultural benefits to users and community partners. Again, this is the result of a program that has a community development focus and possesses the quality of educational diversity in its

Figure 13. Institutionalization of CSL at Newman High School

	High School	System Level
<u>Supporting Conditions:</u>		
Is a core (vs. peripheral application)	present	present
Provides benefits, payoffs to users	present	present
Program formally attached to administrative position for coordination, support, and oversight	present	present
Receives support from:		
Administrators	weak	strong
Staff	moderate	elementary-strong middle school - dubious
Community	strong	strong
<u>Passage Completion:</u>		
Goes from soft to hard money	present	present
Job description becomes standard	present	present
Skills required are included in formal training program	absent	dubious
Organizational status is established	present	present
Routines established for supply and maintenance	present	present
<u>Cycle Survival:</u>		
Survives annual budget cycles	present	present
Survives departure or introduction of new personnel	present	present
Achieves widespread use throughout organization	present	elementary-present middle school-dubious
Survives equipment turnover or loss	n/a	n/a

application. Accordingly, more traditional community service activities are not looked at as a competing practice, but have become integrated into the CSL innovation.

Certain indicators show a high level of institutionalization at both the high school and system level. First, the program has been part of the school department budget and has seen consistent increase in town funding over the past six years. The CSL staff has remained stable and CSL liaisons have been added to all school buildings in the system. Not only is the director's job a standard administrative position, but postings for building principals and the new superintendent have also mentioned a commitment to service-learning as a requirement. CSL's organizational status at the high school was strengthened in 1999 when, in spite of space limitations, the program was given a full classroom next to the cafeteria to house its office. The director attends all routine meetings of high school curriculum coordinators, system administrators, and meets on a regular basis with the superintendent and the assistant superintendent. CSL also presents yearly outcomes to the school committee like all other departments or areas. The director's presence in the structural routines of the school and system has established institutional supports for supply and maintenance of the program.

Although the findings showed that receptivity to service-learning was part of hiring protocol, service-learning skills were not found to be part of a formal teacher preparation program. At the high school, there is no routine preparation program for new teachers. Teacher training is primarily the responsibility of the curriculum coordinator, and some departments support CSL more readily than others. User assistance is offered through the invitation of the director at department and faculty meetings. CSL institutionalization in formal training was more apparent at the elementary schools where

new teachers were expected by principals to work with a liaison to integrate CSL. The observational findings revealed that ongoing service-learning skill development for elementary and middle school staff is weakly institutionalized through the one-shot Marketplace Day. This professional development day has not been a yearly event for the high school staff.

CSL is deeply embedded in both the larger goal structure of the high school and the system. The findings revealed that an integration of service into the school's mission statement supported a pre-existing school commitment to service. Recognized by both a regional accreditation review and a national award, CSL was incorporated into subsequent high school improvement plans and as a systemwide goal in 1999. Its centrality to the high school's identity has survived five different principals and 75 new staff members since the program's formal inception.

Thirty-seven CSL activities, sponsored by either academic departments or the CSL office, were documented at the high school during this study. The projects varied in and length and scope, but they connected with many constituencies and signified widespread use within the high school community. This variety of opportunities enabled staff and students at various stages of readiness to plug into some form, however attenuated, of CSL. Again, a high percentage of use was also been recognized by the State at the town's two elementary schools.

A constant in the institutionalization process has been the strong advocacy of the superintendent, support from a champion/parent on the school committee, and the presence of key curriculum/area coordinators and elementary principals through all phases of implementation. Without these advocates and with the always-present internal

competition for funding, it is difficult to say how institutionalization would be affected. As the literature suggests, institutionalization of any innovation is not a once and for all thing. With this vulnerability in mind, the data suggest a moderate to high degree of overall program institutionalization at the high school, supported by a high degree of institutionalization at the wider, system level.

Discussion of Institutionalization and Sustainability

Indicators at this site match the qualities of program institutionalization as identified by Huberman and Miles (1984). Predictors of a lack of serious local resistance and minimal teacher-administrator harmony were in evidence. Key points in the passage were the survival of CSL through six annual budget cycles and its durability through the arrival and departure of five principals and 75 teachers. Clear organizational changes built into the routines in the high school and school system such as CSL staffing, the mini-grant process, mission statements, and professional development goals also reflect Huberman and Miles' indicators of institutionalization. Their research defines strong institutionalization as organizational transformation, accompanied by a reasonable amount of assistance, to bring about stabilized use by a large percentage of users. At this site, stabilized use by users was promoted by system level support and external stakeholder expectations of continued service. Considering the large turnover of high school personnel during this process, the site still matches Huberman and Miles indicators for strong institutionalization.

The following list presents those factors that appeared to influence CSL institutionalization at Newman High School. These indicators largely support previous

research on program and service-learning institutionalization as identified in the literature (Levison, 1994, Louis & Miles, 1990, Huberman & Miles, 1984, Miles, 1983).

1. *Good program and system fit.* There was already cultural readiness and philosophical commitment to service present at this site. The program was designed to advance this service commitment through linkage to the curriculum for more wide-based participation and educational centrality.

2. *Program leadership.* A full-time director with a staff assistant provided the coordination and assistance necessary to advance wide range of user participation. Reporting directly to the superintendent, the administrative structure allowed the director the flexibility to promote linkages to many different constituencies in the system and town. Using a variety of organizational approaches, the director's leadership has been central during all periods of implementation.

3. *Administrative commitment and pressure.* The superintendent's articulated commitment to service-learning and a connection to the system's core values advanced both system and building endorsement of CSL. This commitment was balanced by pressure to implement CSL exerted through an administrative network of curriculum coordinators and building principals. Pressure to implement and integrate CSL into professional development efforts was coupled with a high level of user assistance from the CSL office.

4. *Embed as a type of pedagogy.* Service-learning was not implemented as merely an adjunct program. It was institutionalized as way of learning. As a comprehensive pedagogy, it included its own educational anthropology and worldview. It contained a vision of the type of person to be educated and the kind of community that

needed to be developed. Understood in this way, CSL acted as a link that connected a variety of stakeholders (students, teachers, parents, administrators, community members) and impacted numerous environments.

5. Clear place in institutional objectives. In the path to institutionalization, CSL was written into mission statements (school, system, school committee) and the school improvement plan. The central place of service-learning as an educational value is made clear to students, parents, and community members through school literature and even by signs at the entry points to town.

6. Cultivate support of multiple constituencies. With its unique ability to act as a link to many environments, service-learning can impact many constituencies both inside and outside the school. System, building and community endorsement were due in a large part to motivated students acting as ambassadors of the program. In addition, a political approach by both the first director and superintendent to build fiscal support and external program recognition advanced it through the important passage of “soft to hard money.”

As mentioned earlier in the chapter, Conrad and Hedin (1991) presented the “reform of education” or “reform of youth” as operative rationales for service-learning in public schools. Although frameworks for implementation in the literature stressed the theoretical framework of the “educational reformers,” the path to institutionalization here added the goals of the “youth reformers” as well as internal and external community development as sustaining factors for involvement. At Newman High School, it was an integration of both rationales that best described the path to institutionalization.

Once the program was fiscally adopted, CSL became more than just an educational innovation. Observational and interview data showed how the skillful leadership of the second director established and nurtured community links to the schools, which then could be translated into curriculum-based activities. A focus on service, understood in this culture as community development, was the important element that enabled overall implementation and enhanced sustainability. Studies by Kahne and Westheimer (1996), Alt and Medrich (1994), and Conrad and Hedin (1991) all note the difficulty of defining "service" as a variable in service-learning research. However, it was primarily the strong cultural agreement and understanding of service as community development, which was advanced by the second director, which moved CSL through the final passages towards institutionalization.

The findings of this study confirmed key supports to service-learning implementation and institutionalization advocated by Berman (2000) and Billig (2000a, 2000b, 2000c). Evidence of active leadership by the superintendent, director, and building principals that integrated a high level of professional development, coordination, and a connection to curriculum standards was found in all the data sets. This finding supports the Louis and Miles theory (as cited in Levison, 1994) that programs be embedded in a variety of leadership levels in order to be institutionalized.

A person to coordinate activities was not only an important factor in implementation, but the CSL director's direct accountability to the superintendent rather than other middle managers also gave political, cultural, symbolic, human resource and structural leverage to the position. The ability to use these multiple approaches was crucial in the various periods of implementation. Billig also highlighted sufficient

funding and other resources as a key supports. This was seen in the consistent employment and aggressive grant-writing of the CSL consultant since the program's inception.

Although CSL did not solely take the approach of a long-term school improvement strategy, a broad-based path to institutionalization advocated by Berman was confirmed by the findings. Wide participation of faculty in professional development activities, user consistency in service learning standards (e.g. reflection, reciprocal relationships, demonstration of impacts), connection to curriculum frameworks, endorsement in system policies, external recognition, sustained funding, and as a stated value in hiring and mission statements were all evident in the path to institutionalization gleaned from the findings. However, specific involvement of both directors in various agencies and town groups also helped institutionalize CSL, through particular activities, into the lives of these organizations. This broad-based strategy, in addition to Berman's institutional suggestions, engendered the family and community ownership that has supported the routinization of CSL.

Obstacles to implementation identified by Melchior (1999, 2000) such as transportation, logistical problems, and lack of funds were dealt with at an early stage. This happened through the award of the private grant and employment of the director, staff assistant, and consultant from these funds. Rather than looking at additional educational reform requirements and frameworks as obstacles, CSL was marketed during its first three years as an innovative, organic, and fulfilling way to meet new state standards and to promote alignment of the curriculum. Moreover, professional

development priorities and funds earmarked by Educational Reform were integrated with CSL implementation efforts.

Melchior's concern about a continued emphasis of community service over CSL was ameliorated through the widely inclusive approach of the second director. Rather than look at these as competing practices, this director took a more developmental approach by working first with user willingness to serve. The director then built greater user capacity to make curriculum connections. One-shot activities that were more club or extra-curricular oriented were not eliminated, but guided to also support community development goals. Interviews with stakeholders revealed that some of these one-shot activities were greatly supported and expected by the community, thus institutionalizing the greater CSL initiative into the life of the town. The power of this approach to implementation reflects a phenomenology of service and epistemology of community advocated by Coles (1993) and Palmer (1990) respectively.

The action motifs for sustainable change, suggested by Louis and Miles (1990), were evident in the design and implementation process. Evolutionary planning took place before the award of the foundation grant. Obstacles to implementation such as transportation, teacher resistance and coordination were considered in the grant proposal and dealt with at a very early stage. Vision building was twofold. Program leadership advanced the legitimacy of service-learning within the school system as an inclusive learning strategy that had academic rigor. The CSL staff also took into consideration the vision the community held about service-learning and integrated the tangible give-backs the community expected. An attention to resource attainment and management was evident soon after the foundation grant, based on the covenantal agreement to continue

the program at similar funding and a desire to lessen internal competition for funds. Aggressive grant-writing, employment of a consultant, and direct advocacy by the superintendent with the budget were instrumental in this regard. Although most service-learning literature stressed a structural approach to implementation, the directors used a variety of organizational strategies (Bolman & Deal, 1991) as coping mechanisms during the process. The directors took different strategies, but stakeholders were in agreement that their respective approaches were right for the times.

The path of high user assistance to institutionalization supports research findings (Hargraeves & Fink, 2000; Louis & Miles, 1990) that emphasize the amount and quality of user assistance as important for sustainability once change is underway. In fact, ensuring that CSL works with quality was not only a theme in Melchior's studies on service-learning sustainability, but also an important characteristic of this program. User assistance promoted quality standards such as critical reflection, student voice, academic connections and rigor, as well as celebration/demonstration components.

The same research findings on institutionalization also point to implementation pressure, balanced with support, as a factor needed to sustain innovation. At this site, pressure came not only through direct central administration involvement, but also as the result of sequenced CSL activities. Sequencing led to a self-sustaining learning process where both parents and students expected CSL as they advanced through educational system.

Overall findings on CSL institutionalization have some implications for the change theory advanced by Fullan (1991). Fullan emphasizes continuous staff development as a resource to deal with implementation challenges. This support offsets

an “implementation dip” which may occur naturally in the early stage of an innovation. Fullan’s theory was in effect true in this scenario, but high administrative and personnel turnover can lead to a reoccurrence of these “dips” in both understanding and participation in an innovation. In other words, implementation dips may not be navigated once and for all. This reality calls for embedded and continuous professional development.

A lack of administrative and staff stability may be such a part the educational landscape today that ongoing formalized training in an innovation, once it has reached overall implementation and a critical mass of acceptance, needs to be considered. Ongoing staff development, formalized in the routine preparation of teachers, is one way the CSL program at Newman High School would be less vulnerable to such environmental turbulence. The change theory framework also speaks to the cultural dynamic in schools as important in understanding implementation. Because service-learning was found to be a methodology linking a number of environments, a wider understanding of community culture needed to be considered to surface the shared values and external supports that influenced the process in a positive way.

Findings about the definition and purpose of service-learning were in strong agreement with the rationales advocated by Kendall and Shumer, longtime champions and pioneers of the movement. CSL at Newman High School was found to be more of a learning method or educational philosophy (Kendall, 1990) as well as having an instrumental role in human and community development (Shumer, 1998). The definition of CSL was not overly specialized or purist, but it did have a clear vision of type of person to be educated, thus tying it to the tradition of youth reformers identified in the

literature (Wade, 1997; Conrad & Hedin, 1989). A review of the literature also stressed “education for citizenship” as a motivating reason for school-based service (Kahne & Westheimer, 2000; Barber 1992). This was partially true at this site. Education for citizenship did happen, but it was rooted in a local rather than a global understanding of citizenship. CSL educated students to the responsibility of what it meant to be a responsible adult and citizen in this particular community. A social reconstruction or justice orientation to service was not strong in the findings. Demographic and interview data pointed to the stakeholder perception that the town was not perceived as a “needy community.”

In many quality Catholic high school service programs, the emphasis is on social justice as well as caring. For example, each of the seven Catholic high schools chosen as a National Service-Learning Leader School mentions values of care as well as justice as constitutive elements of their service-learning programs.

In a survey of Jesuit high school community service programs in the U.S., Carey (2000) found that almost all of these Catholic schools (N=41) provide a developmental program of community service beginning with simpler and less demanding experiences in freshman and sophomore years focusing on caring relationships, leading to more complex and demanding placements in junior and/or senior years focusing on social justice issues. In a personal interview about his study, Carey reported that the overall emphasis of these Jesuit service programs was not only on character formation nurtured by building caring relationships through service opportunities, but also on how students as “agents of change” can use their acquired academic knowledge and personal talents to promote justice.

In their goals and criteria literature, Xaverian Brothers' Sponsored Schools in the U.S. call for their member schools to "work for the creation of a new person and a new humanity for justice and peace" as an educational goal. Xaverian sponsored Catholic schools are called to develop community service programs that "explore human significance" and to "address problems of social justice in a Christian fashion."

After a ten-year study, researchers Bryk, Lee, and Holland (1993) concluded that Catholic schools have emerged as places on the American educational landscape that "pursue peace and social justice within an ecumenical and multicultural world" (p.301). Accordingly, public schools new to the service-learning arena or, in the Newman case, looking for new directions of growth can look to many quality Catholic high school service programs as paradigms that couple both caring and social justice frameworks. Such dialogue between both sectors can only enhance program designs that integrate both ethical learning goals.

As sources for funding increased in the 1990's, service-learning became more variously defined in the literature. Some definitions like the DOE outline in 1996 that separated one-shot activities from the field could be described as rigid. Nonetheless, service-learning interest over the past decade has paralleled a national movement for educational reform. Consequently, its curriculum integration as a distinction from community service has been stressed.

This was also true at Newman High School. Yet, sustainability of CSL has been helped by not separating traditional community service, but by looking at these activities as a developmental stage of service-learning. Both approaches to service can be successful at building community. Wider educational impact, institutional ownership,

and durability, however, does come from connecting service to academic skills as well as community needs, critical reflection, and caring for others. The widely used ASLER definition has all of these components. Its shortcoming is that ASLER paints service-learning as more of a specialized technique rather than the result of a developmental learning process that begins by meeting community needs. These findings support Shumer's definitional conclusion from the literature that "service-learning is an amorphous concept that resists rigid definitions and universal understanding (2000a)."

Components of practice found in both interview and document data give some insight into why CSL was so successfully implemented at this site. The epistemology advanced by CSL gains support from the tradition of "subject-centered" learning advanced by Freire and Palmer. With its stress on critical reflection and community connections, CSL practice supports the establishment of reciprocal, caring relationships through shared learning dynamics. As a result of this interactivity around a common goal, educational relationships are reframed giving constituencies both inside and outside a role and greater responsibility in the learning process.

At its essence, CSL practice at Newman High School was about linking partners along a chain of care who share in a larger educational identity and mission. Core practices that included World War II veterans, intergenerational connections with the Council on Aging, and honoring the town's "everyday heroes" are prime examples of the relational way of knowing that is characteristic of the program. Palmer sees service-learning as pedagogy that builds these connections, thus "energizing communities of learning." This epistemology provides an important key to understanding how mediating factors worked to support community acceptance and institutionalization.

The transformative and educational power of service-learning, mentioned by many respondents, was an important reason for user participation and programmatic growth. Survey data showed that both users and non-users agreed that service was meaningful to students, but there was no consensus regarding its academic impacts. The shared goal of community development points to learning-style research of Gardner and, more specifically, to Goleman's added domain of "emotional intelligence" as an elevation factor that infuses service-learning and builds community.

It was clear from the findings that a common intelligence or imaginative level was tapped in a wide variety of participants. Students, teachers, and community members noted the "satisfaction and fulfillment" in doing service outlined by Coles. The moral inspiration connected with service may be what taps the collaborative and affective nature of emotional intelligence. Although further discussion is beyond the scope of this study, more research into the phenomenology of service-learning is needed to understand what makes K-12 programs "successful."

Survey findings confirmed the Roper Starch (2000) poll that saw service-learning as a comprehensive learning approach, supporting important learning not necessarily met by traditional classroom practice. However, there was ambivalence in the survey sample of this study about the academic impact of service. This finding is similar to the documentation problems expressed in research reviews by Billig (2000b) and Alt and Medrich (1994), which found it difficult to prove significant impacts on academic performance. Such findings could be related to the absence of ongoing, formal professional development of staff to do this kind of integration of service with academic material.

As supported by Shumer (2000a), the qualitative framework of this study was able to paint a picture of service-learning as a comprehensive, value-laden, methodology that has multiple educational impacts in a variety of environments both inside and outside the school. Because this pedagogy redefines what Toole (2000a) calls the “grammar of schooling,” quantitative studies centering on changes in grades and test scores may be inadequate measures of its wider educational meaning and impact. The transformative power of service-learning for a variety of participants may call for more sophisticated measures and indicators than the quantitative methods used in past studies. In addition, stories about the academic growth and professional success certain participants experienced after high school also raise the question about whether academic impacts develop more over time. This possibility calls for more longitudinal studies of service-learning’s academic effectiveness after high school, similar to the civic engagement study noted by Younis and Yates (1998).

In spite of the difficulties in documenting sustained impacts, the findings of this study supported Melchior’s conclusions from the 1999 Learn and Serve study that “quality” makes a difference in successful service-learning implementation and sustainability. The data indicated that this program was well sequenced and sufficiently tied to the academic curriculum. Student voice and reciprocal relationships were respected and the directors gave leadership around both curriculum and cultural standards. CSL activities tied to classroom instruction expanded methods of analysis and nurtured academic skills through projects that called for revision of work. Melchior and Billig emphasize the power of the academic connection as significant in sustaining service-learning programs. However, a good deal of attention at this site was also placed

on birthing a cultural learning standard that engaged school users and the wider community. This was evidenced in interviews with stakeholders and in the review of all CSL activities.

Culminating events where students showed, told, or presented what they had learned in large group settings built cultural learning standards around public assessment. Program leadership also took these opportunities to help users articulate identify and articulate a standard of care. CSL activities at Newman High School reflected variance in structure and level of curriculum connection, but a strong ethic in care and community development in both departmental and co-curricular activities characterized the nature of service. Promoting these ethical values in CSL ensured a degree of quality and helped impact a wide range of school and community goals. Evidence of this relational dynamic gives support to Shumer's belief that affective service-learning promotes an overlapping educational influence of both school and community on youth (1998). This standard of quality supported the development of a community language about learning and responsible local citizenship. It also surfaced external programmatic support that enabled CSL to become more integrated at the high school, in spite of the more traditional "grammar of schooling" held by some critics and content-bound subject areas.

Further studies on implementation and institutionalization of educational change gather support and comment from this study. Research showing that culture building as important to sustain an educational reform was supported at certain levels in the findings.

Early implementation efforts showed structured opportunities to create collaborative interactions around CSL within the high school, system, with the local community, other systems, and the DOE. However, it was the more broad-based cultural

support engendered by these efforts and advocated by Hargraeves and Fink (2000), Fullan (1999), and Sarason (1996) that positively influenced institutionalization. The change strategy of “going wider” described by Fullan contributed to the system and community pressure that positively influenced building endorsement. Although interview data from central administrators and the consultant identified the innovation’s positive impact on cultural norms (Saphier & King, 1985), the broader survey sample could not clearly confirm these expectations. Yet, interview data from the Council on Aging did show CSL creating positive change and impact in the culture of that agency resulting in the appointment of the CSL director as routine member of their advisory board and certain CSL activities institutionalized into their ongoing program.

High school cultures can be by their very essence fragmented due to departmental and administrative structures, traditional schedules, and their large size. These characteristics were evident at Newman High School. The presence of a full-time CSL director, freed from a potentially balkanizing high school structure, was significant in building the empowering relationships and cultures needed for successful implementation (Fullan, 1997). This arrangement also allowed both the superintendent and the director to exercise the moral leadership necessary to build the innovation around shared school and community values. The “followership” that Sergiovanni speaks about as essential to positive school change was nurtured in two directions: “from above” by the authoritative and symbolic efforts of the superintendent and “from below” through the relational work of the director.

Toole’s research on service-learning implementation calls for more than a structural approach to build the social trust necessary to inspire and sustain practice.

High user assistance and allocation of resources at a local level was a signature approach of the second director, and one that key internal stakeholders attributed to overall implementation. These findings support the significant role that internal facilitators have in building the organizational capacity needed for sustainable change as advanced by Moffet (2000), Fullan (1999), Newmann and Wehlage (1995), and Miles (1983).

Starting with community need is an element that separates this school-based program from the other sustainable approaches identified in the implementation literature on service-learning (Witmer & Anderson, 1997; Wright, 1997). Implementation efforts focusing on educational reform focused on the context of courses or curriculum frameworks, and a subsequently move out to more community-based learning. Indeed, this program was rooted in the academic nature of schooling for wider and sustained educational impact. Yet, its essence was clearly about community development. Moreover, its design and implementation was highly sensitive to the larger cultural expectations and needs of the local community.

These findings support the observations of Cortes (1996) on the power of community-based educational reform. CSL provided a variety of structural opportunities for community engagement with the schools. It expands the educational franchise to include the broader community. In this case, such community engagement led to a sense of shared ownership by participants in both service and learning. It was also a central force influencing routinized CSL use on the path to institutionalization.

This study's findings on community development points to kindred studies on "community schools" and "community education" as a rich resource to further examine service-learning sustainability. Although different in origin and orientation from service-

learning, the community schools movement has been considered a parallel, comprehensive school reform movement dating back to the early 1900's (Denton, 1998). It was also born out of a desire "to bring the community into the school building to make schools central places of learning" (Shumer, 1998). Community education studies by Decker (1992), Carter and Winecoff (1998), as well as program evaluations of quality high school community education programs in Minnesota could provide common points of intersection with studies on successful service-learning implementation. Shumer reports that in Minnesota, community education programs manage service-learning funds from the state, so there is a direct link between the two. The results of this study suggest that both movements could be bound together by the ultimate concern of community development.

Literature on both K-12 and higher education institutionalization stressed integration models containing such influencing factors as mission, philosophical fit, curriculum, administrative commitment, and sustained funding (Berman, 2000; Melchior, 1999; Holland, 1997; Ward, 1997; Zlotkowski, 1995). An integration of contributing school-based factors also featured heavily in the path to institutionalization at this site and supported this research. However, the "market model" identified by Levison (1994) in his cross-case study, which focused on meeting tangible needs and wants of both students and community members, also was present in this scenario. A combination of both models, advanced through the leadership and various aspects of the CSL program, was able to cultivate the support of key constituencies both inside and outside the school. Activities like tutoring or internships, that had less explicit curriculum connections, fostered enthusiasm for the overall CSL initiative by both users and its beneficiaries.

Such activities had “market appeal” and factored greatly into the community acceptance necessary for institutionalization. The presence of both paths further point to a developmental approach to CSL that nurtures student leadership, stakeholder involvement, and allows all participants to discover where and how they fit into the idea of community development.

Recommendations for Sustainable Practice

With the increasing pressures of the State’s educational reform requirements, the loss of one veteran elementary school principal and CSL champion, the potential retirement of the other two, and the retirement of the superintendent, a return to the political-symbolic approach to implementation at the high school is needed to ensure program sustainability. More specifically, a return of the CSL Advisory Board to the high school routine may be a pro-active way to counter the environmental turbulence the program could be facing in the future.

Billig (2000) mentioned in her review of the research about the “fruit salad” phenomenon of service-learning. The diversity of terms and understandings about service-learning make it difficult to speak across programs. The following three recommendations, gleaned from this study, are directed at sustaining comprehensive service-learning programs that provide a framework of meaning and higher purpose to academic work through the development of skills within the affective, civic, ethical, and social domains of understanding. They have foundational support from the Melchior (1999) Learn and Serve study.

1. Document outcomes.

An action plan for sustainability needs to provide documentation and real-time data that service-learning “works.” This documentation process should not only include publicity and learning assessments, but also culminating events that include the community and showcase final learning products. Documentation is how service-learning becomes part of the school’s identity and, thus, more easily sustained. Students need to show, tell, and teach what they have learned in large group settings. Such demonstration helps build community learning standards through public assessment and widens participation in the educational franchise. These events are where people on the chain of care meet and service-learning gains its educational power.

2. Ensure that it works with quality.

Service-learning needs to include critical reflection, student voice and leadership, and a critical mass of activities need to be tied to the curriculum with a level of academic rigor. Such qualities ensure that service-learning does not become personality driven, but part of a broadly used pedagogy that engenders a wider sense of ownership and higher potential for sustainability. Reflection is a key component of quality practice that promotes reciprocal relationships and unleashes an ethic of care. Service and learning connected to the value of care peaks emotional intelligence and provides an elevation factor that infuses the learning process through community development.

3. Build program sequencing to create a sustaining process.

Service-learning works well and its better sustained when there is a built in sequencing of activities over time to create a sustaining process. Within the setting of a school system, service-learning in early grades builds excitement and anticipation about

academic learning. Student enthusiasm and parental expectation brought to higher grades creates both enticement and pressure for other teachers to participate. Fragmented or “one-shot” experiences not connected to quality standards or pedagogy have less sustaining impact. The enthusiasm, expectation, and subsequent pressure rooted in sequencing quality activities are important factors in the institutionalization of service-learning at the high school level.

Recommendations for Additional Research

Additional qualitative research studies of service-learning institutionalization at the high school level may reshape and/or confirm the results of this study. Continued investigation of the supports, threats, and other mediating factors in the institutionalization scenario will assist service-learning practitioners in the design and implementation of sustainable programs. Nevertheless, shared ownership in the learning process by schools, families, and community members will play a significant role in achieving sustainable service-learning programs. In light of this study, the following are specific areas that should be investigated by other researchers:

1. Curricular integration of service-learning is a contributing factor to sustainability. However, this study found that service-learning pedagogy was not simply a technique. It was tied to a specific worldview that valued community building and caring relationships. Further research on fully implemented programs needs to pay attention to what ethical goals are connected to the teaching-learning process. Where is it that a school and community want to be educationally and how does service-learning get them there? Studies responding to this question would provide important insight into how successful programs are tied to shared values or cultural/religious apologetics.

2. Comparative studies in service-learning are needed to better understand how kindred systems and programs work. For example, studies are needed which examine service-learning in Catholic and private schools that integrate both caring and social justice as guiding ethical frameworks in their programs. Contrasting these with others in the field would highlight important design characteristics. Also, service-learning has been found to help students become more knowledgeable and realistic about careers. Comparing and contrasting service-learning programs with career exploration or “School to Work” programs that sometimes use a service theme would be an important research project to see how these systems work.

4. Most service-learning research reflects either quantitative efforts focusing on direct outcomes or general program evaluations. More qualitative research is needed that pays particular attention to the ethical context and dynamics inherent in service-learning. When the structural pieces are in place, when and how does the momentum take over?

5. More case studies are needed that provide schemes and theoretical frameworks that define programs. Such studies will offset the “fruit salad” phenomenon of service-learning research and further discussion of sustainability across programs.

6. What are the fundamental issues of quality in fully implemented programs? More research needs to be considered on the quality and delivery of projects and how this impacts sustainability.

7. Distinctions need to be clear in definitions so studies can be replicated. Thus, more definitions from institutionalized sites should be researched in order to generate broader discussion and study around sustainability.

8. More research on the community outcomes of service-learning programs will play a significant role in achieving sustained use. What kinds of projects do communities really care about and buy into? What are the particular community needs that drive fully implemented programs?

9. More longitudinal studies that follow participants' academic and professional growth beyond high school and college should be employed.

10. Service-learning research needs to make links to other fields such as philosophy, psychology, theology, and community education where experiential studies have been happening for some time. These connections will expand the resources in this emerging field and help practitioners better understand what factors contribute to successful practice and programs.

Conclusion

Based on the findings of this case study, we may continue to speculate that the curricular integration of service-learning, in conjunction with high user assistance and administrative commitment, may lead to sustainable and institutionalized programs. For this to happen however, service-learning cannot be narrow in focus and application. It needs to be understood as a comprehensive teaching methodology that connects a variety of stakeholders and allows learning impacts to be extended into a variety of environments (see Figure 14). Service-learning can be more fully implemented and sustained when its unique ability to act as this link is supported by program directors and school leaders.

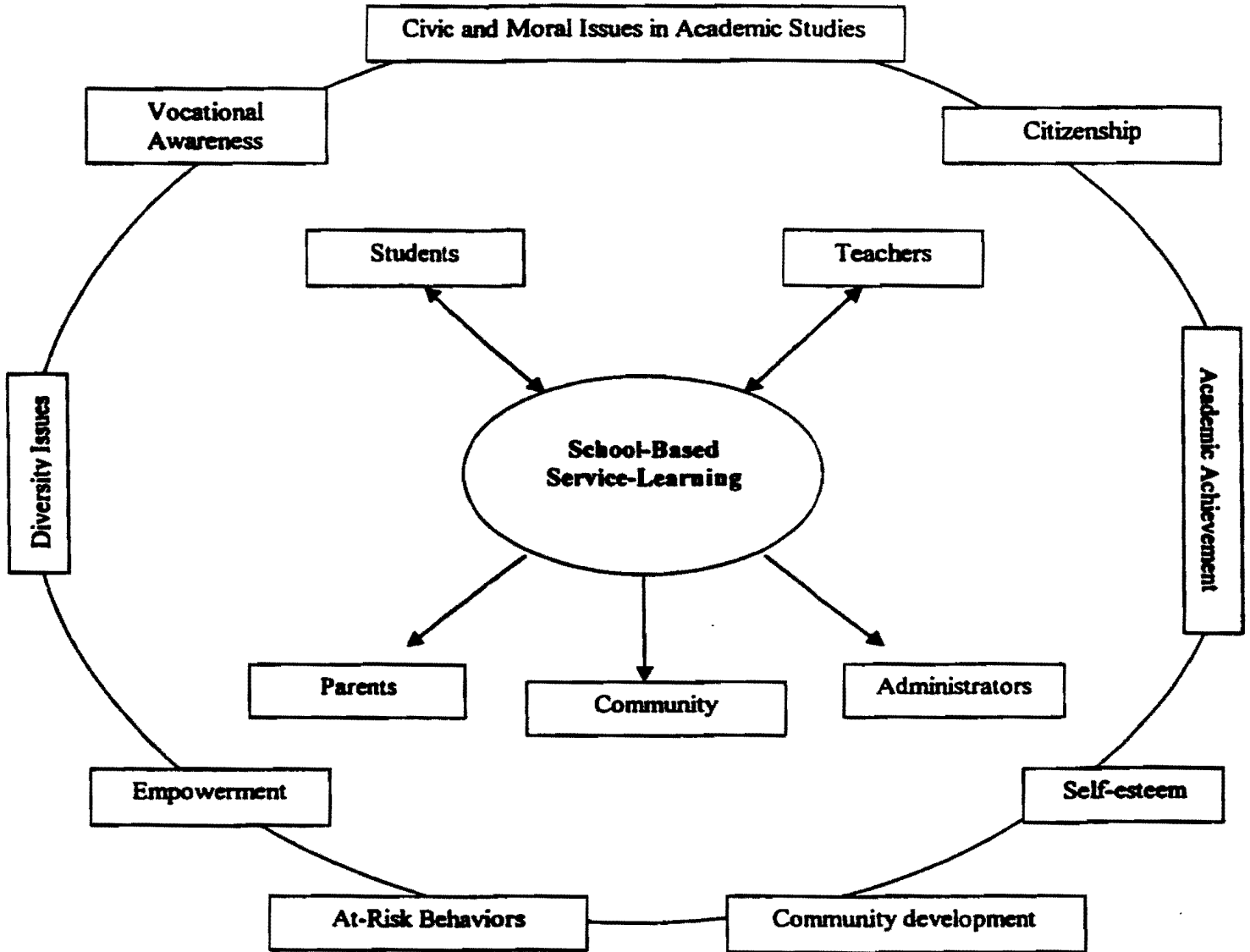
Service-learning is an extension of the tradition of progressive education because it links students to the community. Community partnership was critical to the epistemology of service-learning at this site. However, the service aspect of this

educational approach is not an end in itself. This learning process needs to be strongly connected to a larger ethical vision or set of values.

In this case study, a variety of constituencies became vested in the innovation because of a shared commitment to the value of community development that it promoted. An ethic of cooperation and care became a context of meaning for students through service-learning. Other ethical orientations could be ones of social justice, environmental stewardship, or democratic education. Nevertheless, the pioneering passion needed to implement and sustain service-learning initiatives needs to be generated by deeper social, moral, or spiritual commitments. In order for programs to engender the wide range of support needed for institutionalization, they must be connected to some vital vision or set of core values that are larger and deeper than the specific pedagogical process of service-learning itself.

Research is now providing many good examples of institutionalization in schools and school districts. Based on the findings of this study, we may speculate that deep passion and commitment of school leaders, students, teachers, and community members were mediating factors in the institutionalization process. However, it is expected that funding of such programs at the local, state, and national level will continue to be a threat to sustainability. As some point in the implementation process, once school personnel have put the structural pieces in place, responsibility for the success of service-learning programs will rely on not just school but family and community leadership. Funding helps, but the self-sustaining momentum necessary to truly sustain service-learning rests in the shared commitment and responsibility of all these stakeholders to take their role in the chain of care that ultimately educates the young people of our communities.

Figure 14. Extended Educational Impact of the School through Service-Learning



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Appendix A

The Character of Service at Newman High School

I. Departmental Initiatives

Service Activity	Department	Description	Goals	Reflections
Ordinary Heroes	English Grade 9	Freshmen study heroes in literature. They work with fifth grade students to brainstorm characteristics of heroes, interview local citizens, and recognize "ordinary heroes" in public ceremony.	<u>Change</u> - caring - transformative experience <u>Charity</u> - civic duty	"These kids are learning very important skills like writing, interviewing, and videotaping. It is important learning because they see even in a little town like ours, it requires an awful lot of people working behind the scenes." (Teacher) "Everybody contributed a lot to this town and we had to pick the ones who contributed the most." (Student)
Catcher in the Rye	English Grade 9	The novel <u>Catcher in the Rye</u> features a protagonist who constantly criticizes society but does not change it. Freshmen interview community members about issues or problems and design an action project.	<u>Change</u> - social reconstruction	"There is an outside connection and understanding of community." (Teacher)
Native American Pen Pals	English Grade 10	The project focuses on a study of Native American literature with the intent of raising students' awareness of Native Americans and cultural diversity. As part of an effort to raise awareness, students participate in a pen pal project with a reservation school in New Mexico.	<u>Change</u> - caring - transformative experience	"It contributes to an understanding that being human that is more than just 'me'. (Teacher)

Service Activity	Department	Description	Goals	Reflections
American Dream Quilt	English Grade 11	Juniors make personal quilts as a way to understand the American Dream in literature and their own family heritage. Class quilts are displayed to the community. Quilts are the focal point of a school diversity day.	<u>Change</u> - caring - transformative experience	"My friends are not a diverse group, but when we put the quilt together, everyone came from everywhere. Instead of writing a paper or telling a story, it was like sewing a story together. The quilt represents my life." (Student)
Fairy Tales Project	English Grade 12	Seniors in Humanities partner with elementary students to create fairy tales related to ethical themes.	<u>Charity</u> -caring -social reconstruction	"There is dialogue between high school and elementary students. Kids see further opportunities for community service learning because they are exposed to it in early grades." (Teacher)
Monarchs in Mexico	Foreign Language Spanish Grade 11	Juniors teach first graders Spanish related to the science curriculum and the study of the Monarch butterfly. Students also teach greetings, numbers, colors, and months of the year. Students also exchanged letters with Mexican children. Formal journals are kept.	<u>Charity</u> -additive experience <u>Change</u> -caring	"I enjoyed the opportunity to share my Spanish knowledge with young students." "I now have an appreciation of all my teachers. It is not an easy job." (Students)
Spanish Language Partnership	Foreign Language Spanish Grade 11	Juniors teach interdisciplinary lessons to second graders in a yearlong program involving cross-age partnerships. The program ends with a celebration. Formal journals are kept.	<u>Charity</u> -additive experience <u>Change</u> -caring	"It's about care and relationships." (Teacher) "I was amazed about how receptive they were to learning something so different. They dove right into all the information and they looked forward to our visits." (Student)

Service Activity	Department	Description	Goals	Reflections
Latin Language Partnership	Foreign Language Latin III Latin IV	The Latin III/IV class takes period long field trips to an elementary school to teach students Latin language and culture. Class time is used to reflect about visits and create lesson plans. Formal journals are kept.	<u>Charity</u> -additive experience <u>Change</u> -caring	"I have never realized how quickly younger students learn and how quickly they absorb information. It is amazing and I am proud of the class. I am glad to work on such a lively hands on project with my classmates. We have also discovered what it is like to be a teacher." (Student)
French Language Partnership	Foreign Language French Club	High school students accompany teacher to an elementary school for lessons in French. Both elementary and high school students keep journals and share each other's impact on the learning process.	<u>Charity</u> -additive experience <u>Change</u> -caring	"If the high school students are late, my class asks me if their 'French buddies' are coming." (Teacher)
La Casa Nueva Vida	Foreign Language Spanish Club	The Spanish Club organizes fundraising and holiday activities for a Hispanic shelter in Boston.	<u>Change</u> -caring -social reconstruction	"You can imagine the joy of our families felt as a result of knowing that others care." (Shelter Director)
Teaching Spanish	Foreign Language Spanish Club	The Spanish Club led by a teacher taught basic Spanish to a fourth grade class. High school students led small groups and taught seasons, months, and years. The project culminated in a class celebration for all participants. Informal discussion and reflection is included.	<u>Charity</u> -additive experience <u>Change</u> -caring	"The children really enjoyed it and had a great experience. They had fun and learned a lot." (Student)

Service Activity	Department	Description	Goals	Reflections
To Smoke or Not to Smoke	Health Cross-grade	High school smokers/quitters speak to sixth graders about the consequences of smoking on a weekly basis. Participants are recognized on Class Night as being effective leaders for the younger students.	<u>Change</u> -caring -transformative experience	"It is better to hear from kids than just being lectured by adults." "Every week I look forward to the program." (Students) "These are lower level kids who are given an opportunity for leadership. They take their involvement with the younger kids very seriously." (CSL Director)
Issues for Youth	Health Grade 10	Students create interactive posters about the dangers of drugs, alcohol, and tobacco and place them in common areas of the school.	<u>Charity</u> -additive -experience	"The interactive posters have inspired thought provoking and inspired discussion both in classrooms throughout the building." (CSL Director)
Parking Lot Project	Mathematics Intermediate Algebra Grade 11	Realizing there was a parking problem for the student population, the class analyzed the parking situation and made recommendations to school officials.	<u>Change</u> -social reconstruction -transformative experience	"This project has a direct impact on the students involved and addresses their needs/learning styles. By being involved with an actual project from start to finish, students are provided with the opportunity to take on a leadership role and assume responsibility for solving a real problem involving the high school community and communicating their results." (Teacher)
Tasty Math	Mathematics Statistics Grade 12	Seniors taught fifth and sixth graders from the Alternative School about probability using games and candy prizes to reinforce learning.	<u>Change</u> -caring	"I never realized how difficult it is to make and lesson plan and then to teach it to someone." (Students)

Service Activity	Department	Description	Goals	Reflections
Freshman Environmental Projects	Science Grade 9	Freshmen design environmental projects around local issues. They are responsible for researching their topic, suggesting solutions, and sharing findings in oral presentations.	<u>Charity</u> -additive experience	"It's looking at current real world issues that would directly impact the community good. It teaches students that they can make a difference." (CSL Director)
Chemistry in the Community	Science Chemistry Grades 10/12	Through hands-on study, students explore the chemical reactions involved in air pollution, corrosion, lead, and radon in enclosed spaces.	<u>Charity</u> -additive experience	
CAFE Standards Project	Science Environmental Science Grade 12	Sixth grade and high school environmental science teachers participate in a cross-age project in which students research and act on auto fuel efficiency standards.	<u>Charity</u> -civic duty -additive experience	
World War II Video Project	Social Studies U. S. History Grade 10	This is an ongoing class project that involves a daily journal, research paper, and interviews. It also includes video work and narration, editing the videos, an Internet review and presentation of the video to the community.	<u>Charity</u> -additive experience <u>Change</u> -caring -transformative experience	"As the students sat and watched the veterans come into to the library, they did not realize how many stories were hidden behind the faces of these ordinary looking people." "Many students were surprised at what they heard and I'm sure I can say that everyone was impressed by the courage that these individuals had exhibited." (Students)

Service Activity	Department	Description	Category	Reflections
Multi-media CSL Documentation Project	Technology Media/T.V. Production Grades 11 & 12	Students produce a video documenting the many community service-learning initiatives taking place throughout the District. Video-streaming support for various events is also provided.	<u>Charity</u> -additive	"There is a clear connection between what students are doing in the curriculum and using those skills in the real world. The goal is to produce materials that they can put on local cable. They see themselves as valuable contributors. They come to this project with a variety of motivations and help out whenever they can." (CSL Director)

11. Student Community Service Activities

Activities Supported and Facilitated by the Community Service Learning Office 1999-2001

Service Activity	Description	Goals	Reflections
Autism Volunteers	These students are volunteers who help children with autism through the Family Autism Center.	<u>Charity</u> -giving	
B'CUSE	This is a high school club that aims to beautify the town. The group undertook a ten-day task to enhance the grounds in front of the High School. There is a strong partnership with the town's Garden Club.	<u>Change</u> -caring	"Every so often I am reminded our town is a special place. B'CUS members initiated the idea. Nothing catches the eye now, but in spring the labors of students, teachers, and townsfolk, the efforts of people spanning three generations, will blossom into beauty." (Teacher)

Service Activity	Description	Goals	Reflections
Cheering Up	Chorus and band students visit and perform at the monthly birthday celebration for the elderly at the community center.	<u>Change</u> -caring	"We stay and hang out with the seniors at the Community Center for about a half-hour to sing 'Happy Birthday'." "It makes their (the seniors) lives better. It's wonderful to see them smile and be able to talk with them when we're there." (Students) "The best part is coming together." (Senior Citizen)
Chernobyl Club	Students promote awareness and support for victims of the Chernobyl crisis.	<u>Charity</u> -civic duty	
Crafts for the Community	An annual, one-time event where students and faculty create crafts for charities and fundraising events.	<u>Charity</u> -giving	"It was fun. I was happy to be there. I thought the students enjoyed what they did. They really cared about doing this project since they would frequently ask for help on the toy they were making." (Teacher)
Eleanor Robbins Community Program: Caring for Each Other	Students spend time with mentally intact and demented patients in a local nursing home. Students keep a personal diary and participate in monthly debriefings as well as a support group. Professional social workers, neuro-psychologists, and medical administrators provide an academic component.	<u>Change</u> -giving -transformative experience	"Our school was approached by Brigham and Women's Hospital in Boston to participate in this highly selective program. I believe we were asked to participate because of our commitment to service and proven leadership in the field. We also had the organizational capacity needed to implement this important initiative." (CSL Director)

Service Activity	Description	Goals	Reflections
Halloween for the Hungry	Students coordinate a food drive that supplies provisions for shelters in the local area.	<u>Charity</u> -giving	"It was a lot of fun. I was able to do this with my friends. It felt really good that I was able to help out other people." (Student) "This is a highly institutionalized program. It is very identifiable in the community and has been replicated for many years." (CSL Director)
Hurricane Relief	Students run drives to aid hurricane victims.	<u>Charity</u> -giving	
Internship Course	This is an elective course sponsored by the CSL Office that attempts to place as many students as possible in service oriented placements and non-profits. Values clarification and reflection exercises are an important component to the course.	<u>Change</u> -caring -transformative experience	"I learned a lot from my involvement with Special Olympics. I am no longer afraid of someone with a disability." (Student) "We try to place students in locations where there is as much as a service component as possible." (Teacher)
Job Bank	The CSL Office facilitates student volunteers to help senior citizens with such tasks like shoveling snow or taking out the trash. During the 2000-2001 academic year, the Job Bank has provided students to run weekly Bingo for senior citizens at a local nursing home.	<u>Charity</u> -giving -duty	"With a growing number of families with parents in the workforce, there are very few people in our town who have the time and flexibility to provide volunteer services or care giving for our seniors. Many students have time during the day, which they can devote to volunteering. It has proved to be a beneficial and educational experience for all." (Council on Aging Director)

Service Activity	Description	Goals	Reflections
Lakeside (intergenerational) Ball	High school students plan an evening of dance and music for senior citizens of the community.	<u>Change</u> -caring	"They serve us and dance with us. I feel like a queen." (Senior Citizen) "It is our belief that community and school programs working together provide not only resources, but an opportunity to promote togetherness in the community and to promote awareness of the needs and concerns of all generations." (Council on Aging Director)
One-On-One Tutoring	High school students provide extra help to students throughout the system and in the Early Childhood Program.	<u>Charity</u> -civic duty <u>Change</u> -caring	"This is the most popular extracurricular activity offered in conjunction with community service learning. Many of the students who participate work with the same teacher's students each year or go back to the teacher they had when they attended elementary school." (CSL Director)
Outreach for Interfaith Teen Council	CSL Office facilitates the participation of student leaders to support interfaith activities in the town.	<u>Change</u> -caring	
POWER (environmental)	Students promote and support recycling initiatives at the school.	<u>Charity</u> -additive experience	
Seniors Helping Newman Day	The senior class undertakes a one-day blitz of the community with service projects. Last year seniors spent time at 17 sites raking, painting, performing drama for first graders, helping autistic children and adults, sorting food, and washing fire trucks. This project is done instead of taking final exams.	<u>Charity</u> -giving -civic duty	"Everyone felt pretty good about what they did. They gave back to the community rather than stress out and worry about grades." "I never saw this class so together. You can't get this experience in the classroom" (Students)

Appendix B
Master Code List for Interviews

Culture and Context

The social and personal climate as well as the larger setting in which service-learning occurs.

1. Belief statement of assistant superintendent
 2. Belief statement of community service director
 3. Belief statement of superintendent
 4. Belief statement of teacher
 5. Biographical data of key actor
 6. Communication between teachers
 7. Communication with other schools
 8. Community connection
 9. Concern for the well-being of youth
 10. Cultural readiness of school
 11. Cultural readiness of town
 12. Culture of community
 13. Culture of school
 14. Demographics
 15. History
 16. Service valued by community
 17. Service valued by school committee
 18. Service valued by teachers
-

Philosophy and Purpose

The ideas, reasons, and intentions that guide the program and its planning.

19. District value stated
20. Learning goals of activity
21. Learning goals of csl overall
22. Learning goals of internship program
23. Learning goals of school
24. Mission statement school
25. Motivation for teachers
26. Motivation of parent
27. Motivation of students
28. Objective of service-learning
29. Philosophy of service learning
30. Purpose understood by assistant superintendent
31. Purpose understood by assistant principal
32. Purpose understood by community
33. Purpose understood by community service director
34. Purpose understood by consultant
35. Purpose understood by CSL director
36. Purpose understood by funder
37. Purpose understood by principal
38. Purpose understood by school committee
39. Purpose understood by state
40. Purpose understood by superintendent

41. Purpose understood by teacher
42. School value stated

Policy and Parameters
The organizational elements that define service-learning.

43. Administrative support
44. Administrative support of asst superintendent
45. Administrative support of school committee
46. Administrative support of super
47. Administrative support of vice principal
48. Advisory council
49. Advocacy by school committee
50. Advocacy by superintendent
51. Distribution of resources
52. Educational reform as a support
53. External network development
54. External obstacle
55. External support
56. Funding
57. Internal obstacle
58. Internal support
59. Professional development funding
60. Professional development goal of administration
61. Professional development goal of curriculum coordinators
62. Professional development goal of teachers
63. Professional development school goals
64. Professional development training
65. Program stability
66. Program weakness
67. Quality standard
68. School day structure
69. System level support
70. Teacher hiring

Practice and Pedagogy
The components of practice and implementation.

71. Authority of students in learning
72. Celebration
73. Cross-school collaboration
74. Curricular goal
75. Enthusiasm of parents
76. Enthusiasm of students
77. Enthusiasm of teachers
78. Improvement suggested by assistant superintendent
79. Improvement suggested by teacher
80. Integrated into curriculum
81. Leadership of CSL program
82. Leadership of principal
83. Leadership of students
84. Leadership structure

- 85. Participation inclusive for students
- 86. Participation selective for students
- 87. Pedagogical use
- 88. Program characteristics
- 89. Public recognition of program
- 90. Structured reflection
- 91. User characteristics
- 92. Viewed as add-on

Assessment and Accountability

The evidence that service-learning is meeting its goals and processes are being reported.

- 93. Documentation
- 94. Evaluation of activity
- 95. Evaluation of program
- 96. Evaluation of teachers
- 97. Evidence of credibility
- 98. Evidence of institutionalization
- 99. Impact on administrator
- 100. Impact on community
- 101. Impact on parents
- 102. Impact on school
- 103. Impact on students
- 104. Impact on teachers
- 105. Supervision of program

Event Chronology

The key events, transitions, and theories that lead to sustainability and institutionalization.

- 106. Event chronology implementation
- 107. Event chronology initiation
- 108. Initial student users
- 109. Initial teacher users
- 110. Key event implementation
- 111. Key event initiation
- 112. Key transition implementation
- 113. Leadership chronology
- 114. Resulting state from implementation strategy
- 115. State of research
- 116. Strategy for implementation
- 117. Strategy of initiation
- 118. Theory of implementation
- 119. Theory of institutionalization
- 120. Theory of sustainability

**Appendix C
Newman High School Faculty Survey**

Introduction

My name is Bruce Pontbriand. I am a doctoral candidate in educational administration at BC. This is my fourteenth year as a high school teacher. At the present time, I am a teacher at Boston College High School and direct the Youth and Government program. This survey is part of my research for a dissertation entitled “The Sustaining Factors of Service-Learning at a National Leader School: A Case Study.”

You are invited to participate in this survey on service-learning. It does not require you to identify yourself personally. I hope that the results of this study can serve to strengthen the future of service-learning at Newman High School. I will make available the conclusions of this study to the Director of Community Service Learning.

For those who wish to participate, there will be a drawing for a “door prize” from completed surveys. See the last page for details.

Many thanks,

Bruce J. Pontbriand

Department : _____ Years of Teaching: _____

Please Circle the Best Response

Sex: M or F

Do you live in the town? Yes No

1. Have you participated in a service-learning project? Yes No

If you circled YES, how often do you have classroom based service-learning time?
(please circle)

One week during the year

2-3 weeks during the year

3-4 weeks during the year

4-6 weeks during a quarter or semester

more: _____ please specify

Was the activity associated with a specific classroom curriculum topic?

Yes No

1. How do you understand service-learning? (Please circle the best response)

A teaching method that promotes better academic learning.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

A way that helps the outside community.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Applying knowledge to solve community problems.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Responding to a community defined need and learning in the process.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

3. How has service-learning been developed at Newman High School?

As a goal of the school's educational mission.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Through education reform initiatives.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

As a result of the Foundation Grant.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

As a professional expectation from the administration.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Through working with other Newman teachers.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

4. Rank order why you think service-learning is useful. (1=most useful 6=least useful)

- Teacher collaboration _____
- Effect on student learning _____
- Effect on student behavior _____
- Service impact on the community _____
- Teacher effectiveness/renewal _____
- School climate _____

5. What supports have been helpful for participation in service-learning?

The mini-grant program.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

The school administration (principal's office).

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

The service-learning coordinator and staff.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Structured time for discussion and planning.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Other Newman teachers and coordinators.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

6. What are obstacles to participating in service-learning?**It takes too much time to develop and implement.**

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

It sounds good but it requires too much additional work with present responsibilities.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

I am skeptical about how much learning it actually provides for students.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

I am unsure whether the project will be successful.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

I don't have enough teaching experience.

1	2	3	4	5
Strongly disagree	somewhat disagree	neutral	somewhat agree	strongly agree

Are there any other obstacles you have experienced? _____**7. How might service-learning be improved at Newman High School?****Many thanks for your participation in the survey.**

- Fully completed surveys are eligible for a \$100 dollar drawing.
- Remove your ticket and keep it in a safe place. The drawing will take place at the end of school on Thursday, February 15 in the Community Service Learning Office.

**Appendix D
Informed Consent Protocols**

DEAR INTERVIEW PARTICIPANT:

You are invited to participate in a research study on service-learning. I would like to interview you because of your knowledge and participation in service-learning during its initiation and implementation stages at Newman High School.

My name is Bruce Pontbriand. I am a doctoral candidate in educational administration at Lynch School of Education at Boston College and also a classroom teacher at Boston College High School. This interview is part my research for a dissertation entitled "The Sustaining Factors of Service-Learning at a National Leader School: A Case Study."

The interview will last no more than one half hour and there are no known risks to the participant. I have a series of prepared questions concerning service-learning at Sharon High School. During the session, you have the right to pass on any question that I pose. You are also free to ask questions or leave at any time. Confidentiality of your comments will be ensured by anonymity in the dissertation.

Participation in this study is voluntary and you are free to withdraw your participation from the study at any time.

I hope that the results of this study can serve to strengthen the future of service-learning at Newman High School. I will make available the conclusions of this study the Director of Community Service Learning, at its completion. Many thanks for your generous gift of time.

Participant: _____

Date: _____

To: Principal, Newman High School

From: Bruce J. Pontbriand

Re: Service-Learning Sustainability Study

I am interested in looking at the factors that sustain service-learning at Newman High School. Specifically, I am interested in exploring the key events, decisions, and basic features of the process during the periods of initiation/planning and implementation. The study will display how well institutionalized the program is into the ordinary structures and procedures of the school and district. In preliminary discussions over the past year with the Superintendent and the service-learning director, I have been encouraged by their support.

For my research, I would like to invite all department heads to participate in 15-minute interviews concerning the level of participation of service-learning in their departments. I would also like to offer a survey to all faculty and staff concerning their knowledge and support for various types of service activities. This survey will be anonymous. Finally, I would like to invite four faculty members to participate in an hour focus group and interview a small sample of teacher-practitioners. These participants will be identified by the service-learning director based on their knowledge and demonstrated commitment to the program.

When the study is completed, I would be more than happy to come to school and share with you and the other administrators what I have learned. I thank you in advance for your help.

I have read the above project description and agree to have faculty and staff in my school participate in this study providing those interviewed have given their informed consent.

Date _____

