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An assessment of superintendents' perceptions toward

implementation of service-learning in Iowa public schools

by

Jennifer Denise Brookins-King

A dissertation submitted to the graduate faculty

in partial fulfillment of the requirements for the degree of

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This is to certify that the doctoral dissertation of

Jennifer Denise Brookins-King

has met the dissertation requirements of Iowa State University

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For the Major Program

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For the Graduate College

DEDICATION

First, to my darling husband, Herbert, whose patience, encouragement, and abiding love inspired and motivated me to complete such an arduous work. I thank you and love you always.

Second, to my loving parents, Howard and Bernice Brookins, whose spiritual union provided me the opportunity to pursue my educational goals. I love you and thank you with all my heart and soul.

Third, to the memory of my beloved brother, Mitchell E. Brookins, who always shared with me these words of encouragement during my educational journey, "It's all in your mind." Mitch, thanks for being my personal hero.

Fourth, to my precious nieces and nephews: Ajani, Alphonso, Danielle, Derail, Erin, Heather, Howard III, Jessica, Kayla, Kendall, Kenneth Jr., Krystal, Lakyia, Lekeshia, Marlena, Milton Jr., Mitchell Jr., Raven, Taylor, Terrence, and Wendell. As you pursue your dreams and goals, remember these words of encouragement:

It is not your environment;

It is not your history;

It is not your education or ability;

It is the quality of your mind that predicts your future.

Dr. Benjamin E. Mays
Educator and Civil Rights Advocate

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CHAPTER I. INTRODUCTION

"Service is the rent each of us pays for living."
                                        Marian Wright Edelman

In order to help youth succeed in the 21st century, current perceptions of youth and education will need to be reexamined by American schools and communities. Due to the evolving changes in technology, education, and the job market, youth will need to be well prepared to meet these current and future demands. "We must prepare students to be whole, well-rounded people and to interact with the world around them" (Till & Jordan, 1997, p. 44). However, many young people today feel disconnected in school and within their communities. In Ernest Boyer's (1987) comprehensive study of the American high school, he reported that students complained time and time again that they felt isolated, unconnected to the larger world. Boyer further stated that students do not see their formal education as having a consequential relationship to who they are, or what they might become. Current national trends show that many youth are involved with destructive and antisocial behaviors such as drugs, violence, and gangs as a way of releasing their "disconnected" feelings. The researcher feels that youth need to be reconnected in the classroom and community in order to become informed and productive citizens in the future.

The Carnegie Council on Adolescent Development (1990) reported several recommendations for preparing American youth for the 21st century. One of the recommendations, which the researcher strongly supports, is to connect schools and communities through service opportunities for youth. The integration of service experiences into curriculum offers teachers a powerful pedagogy and students an active, participatory way to learn (Kinsley, 1998). When service is integrated into the curriculum, it is considered service-learning. Some

educators recommend service-learning because it encourages critical thinking, communication, and teamwork (Joiner, 2000).

To further support this concept, grants, training, and technical assistance became available via the creation of the National and Community Service Act (1990) and the National and Community Service Trust Act (1993). These acts provided more opportunities for K–12 schools to implement service-learning programs as a method of enhancing teaching and learning. The Corporation for National Service was also created to administer funding to states and national organizations to support service efforts. In 1994–95, the first year of the program, the Corporation for National Service awarded approximately $30 million in grants supporting over 2,000 local efforts involving over 750,000 school-aged youth (Center for Human Resources, 1999).

The prevalence of service-learning in K–12 public schools is substantiated by the following statistics. Recent national data estimate that 32 percent of all public schools have organized service-learning as part of their curriculum, including nearly half of all high schools (National Center for Education Statistics, 1999). Specifically, the statistics show that 25 percent of elementary schools, 38 percent of middle schools, and 46 percent of all high schools had students participating in service-learning. Joiner (2000) adds that nearly 2.5 million middle school students and 5.5 million high school students participate in service-learning programs.

The Iowa Department of Education (1995) defines service-learning as a method of teaching and learning which engages students in solving problems and addressing issues in their school or greater community as part of the academic curriculum. Many benefits of service-learning have been documented among practitioners. Dan Conrad and Diane Hedin (1989) found that well-designed service programs had a positive effect on the social, psychological, and intellectual development of participants. Service-learning has brought together students who have not

interacted with one another; at-risk, older and younger, physically-challenged, gifted, learning-disabled, black, brown, and white (Fertman, Buchen, Long, & White, 1994).

The service-learning movement, which supports John Dewey's (1938) belief in learning through experience, or experiential education, is regarded as an appropriate philosophy or educational strategy. Duckenfield and Swanson (1992) explain because it is accessible to the majority of young people, school is the logical place where intervention programs such as service-learning can be implemented. Service-learning is also a philosophy which sees youth as resources instead of problems and views the community as a laboratory for youth development (Denton, 1997).

Although service-learning has proven to be a sound educational practice, it does not mean that it will automatically be accepted by educational institutions, replies Limpert (1997). Andrew Furco (1994) states that despite the recent increase in governmental financial support for service programs, a widespread institutionalization of youth service programs in K-12 education has not occurred. He offers two reasons for this. First, various constituents of the educational community are not convinced that service programs are an effective and appropriate way to educate young people. Second, there is a pervasive lack of clarity regarding the philosophies and purposes which undergird the various types of K-12 service programs.

Despite these concerns, Shumer (1997) implies:

Service-learning is growing in popularity. More and more schools and districts are beginning such programs or expanding existing ones. Developing quality initiatives need not feel like a shot in the dark, though. A good research base can help to inform the process and ensure a greater likelihood for success. (p. 18)

The most far-reaching call challenges educators to integrate service into the learning process, making service a natural part of living and learning (Kinsley, 1992). In Iowa, public

schools across the state have shown interest in the concept of service-learning as a way to enhance students' learning and improve local communities; however, few programs exist and only 32 percent of school systems in Iowa are currently implementing service-learning programs. According to a recent statewide survey of public schools (Kemis, 2000), 118 school districts out of 375 reported having implemented service-learning programs. Fifty-nine districts reported having had a service-learning program for three years or less, while 59 have had programs for more than three years.

What is essential in implementing an effective service-learning program? One essential component is administrative support. It was ranked second by respondents in the Iowa statewide survey. Kemis (2000) reports that regardless if the service-learning program is in the beginning stages or has been around for some years, school districts say administrative support is essential to starting a program. Shumer (1997) reinforces engaging administrators who support the flexibility and staff development necessary to create effective systems is a contributing factor.

Research further validates the significance of administrators' support. The idea for developing the service-learning system often comes jointly from teachers and administrators, with administrators generating the interest and the atmosphere for initiating and enlarging the system (Shumer, 1997). Witmer and Anderson (1994) write that district office administration and the building principal must support the program if service-learning is to be successfully implemented. These authors conclude that without administrative support, service-learning will not become an integral part of the school program or culture.

Statement of the Problem

Currently, there is a lack of information on school administrators' perceptions toward implementation of service-learning in Iowa public schools. This study examined the relationships

between characteristics of superintendents and their perceptions about service-learning. Examining this relationship should provide practical information for educators and advocates of service-learning. More data are needed which provide a further understanding of the complexities and potential of implementing service-learning as a response to educational needs. Collecting more and better-quality data about service-learning will help to establish its credibility as a pedagogy and its legitimacy as a reform strategy (Billig, 2000).

This study probed the perceptions and attitudes of superintendents which provided insights to the strengths and weaknesses of implementing service-learning and helped identify key elements for quality programming. In addition, exploring the relationship between service-learning and administrators determined if there was a high level of interest and understanding about service-learning.

Also, the role of the superintendent as a change agent in the service-learning implementation process was discussed. Advocates for change are needed, usually from within the institution (Kendall, Duley, Little, Permaul, & Rubin, 1990). Internal advocates are required for the actual process of sustained change. The principles and strategies of organizational change were addressed in this study to provide a systematic way for superintendents to become effective change agents. If an individual understands the principles of how change occurs and develops strategies for incremental steps toward the changes needed, he/she will make a real contribution to the education offered by an institution (Kendal et al., 1990).

There is a growing national and state interest in the topic of service-learning as a method of educational reform. Service-learning provides an interactive way for students to reinforce relevant knowledge and skills learned in the classroom. Many classrooms neglect in-depth discussion, student responsibility for the learning of others, and efforts to relate what is studied to their own lives and the world in which they live (Howe, 1997). Symptoms that demonstrate the malaise and

dissatisfaction in our schools manifest themselves through low test scores, the substantial drop-out rate, growing substance abuse, teen-age pregnancy, and violence (Kinsley, 1992). Kinsley further suggests that it is time for the formation of new attitudes and creative change; the demand for restructuring, reforming, and improving education has surfaced.

Advocates view service-learning as an opportunity to reconnect students and break the isolation that has occurred in the educational process. Fertman (1994) describes service-learning as an instructional methodology which is appropriate for use with all students and in all curricular areas. Checkley (1997) portrays the experience of a senior high school student:

> Sandusky recalls that she wasn't always so confident in her ability to "make change."
>
> She credits service-learning with giving her the leadership skills she needs to be a
>
> positive force in her community. "Service-learning helps define who you are. I've
>
> become more mature, and I'm more apt to speak my mind," she says. (p. 2)

Carter (1995) writes in addition to recognizing youth as resources, service-learning helps to prepare youth for the workplace by offering career awareness and career exploration. Service-learning exposes students to a variety of work settings and skills that prepare them for the future, and service-learning injects real-world experiences into the schooling of the students.

By serving as a bridge between the academic world and the real world, service-learning programs are helping connect students to their communities and in doing so, are helping to prepare the students for their role in society as productive and responsible citizens (Limpert, 1997). Service-learning has demonstrated to be a powerful educational experience that yields great benefits to schools and communities. It provides opportunities for both parties to collaborate which help break the isolation that has been occurring within the educational process.

However, this nontraditional ideology needs the support and cooperation of superintendents to further develop in Iowa public schools. If service-learning is to expand and take a firm hold in

K-12 public education, superintendents must perceive it as a productive, reliable, and successful alternative to improving instruction and learning. Superintendents' interest and commitment are essential in improving learning for all students.

Purpose of the Study

The purpose of the study was to determine and appraise the nature and character of superintendents' perceptions toward implementation of service-learning in Iowa public schools. Specifically, it explored the perceptions of superintendents about the application of service-learning, what factors these administrators perceive as important for successful program integration, and the value of service-learning for future planning. For this study, a conceptual framework for implementing youth service programs by Furco (1994) was utilized to provide a systematic approach to understanding the foundations that underlie K-12 service programs. This framework is based upon three principles:

Principle I (Philosophical): Identify and define the program's philosophy and educational purposes.

Principle II (Structural): Design a program to serve the identified educational purposes, to meet the educational needs of the students, and to operate effectively in a particular community.

Principle III (Programmatic): Every issue raised by the implementation of a service program must be clearly and fully addressed and must be reconciled with a school's existing programs.

Furco states that collectively, these principles provide the key ingredients for developing educationally sound K-12 service programs that will attain institutional longevity.

Insights gained from the analysis of the data gathered should provide assistance for school districts, service-learning advocates, policy makers, and legislators in designing more effective and efficient programs for students. As a result of this study, hopefully, further awareness, interest, and service-learning opportunities will be generated.

Research Questions

While focusing on the problem of what are the perceptions of superintendents regarding service-learning, the following research questions will be addressed:

1. What are the current perceptions of superintendents toward implementation of service-learning in Iowa public schools?

2. Is there a difference of response to the survey of superintendents categorized by the following characteristics?

   a. Gender

   b. Age

   c. Educational level

   d. District size

   e. Years of superintendent experience

   f. District service-learning program

   g. Years of service-learning experience

3. How do superintendents define service-learning?

4. What do superintendents perceive they need to know about service-learning?

5. What are the advantages and disadvantages, as perceived by superintendents, of integrating service-learning into the school's curriculum?

6. What conditions, as perceived by superintendents, are necessary in order to successfully implement service-learning?

7. What do superintendents believe should be their role in the service-learning implementation process?

Hypotheses of the Study

The following null hypotheses were formulated to answer the research questions:

1. There are no significant differences in responses of superintendents due to age, gender, educational level, district size, years of superintendent, or service-learning experience.

2. There is no significant difference between superintendents' characteristics in school systems that are implementing or are not implementing service-learning.

3. There is no significant difference between superintendents' responses in school systems that are implementing or are not implementing service-learning.

Significance of the Study

Service-learning has been regarded as "fluff" and lacks research in this area (Giles & Eyler, 1994). Fertman, Long, White, Yugar, Miller, and Ross (1995) report although much has been accomplished, there is still much to be done regarding service-learning. In most places, service-learning is not a core value. And, too much reliance is placed on the anecdotal instead of the empirical research the authors conclude. This investigation adds support to the existing body of research and to other future research efforts. To date there has been no or very little information regarding the relationship between service-learning and superintendents in Iowa.

The superintendent's role is a critical factor to successful service-learning implementation. In an effort to increase opportunities for student involvement in Iowa, it is important to

understand the perceptions of superintendents. These perceptions are important because of the influence administrators have on policy, programming, and resources. If superintendents perceive service-learning as a viable educational strategy, their influence would assist in advocating for more service programs. Clearly, the ultimate success of service-learning as an alternative pedagogy or as an instrument of school reform rests upon the extent to which it is accepted, adopted, and encouraged by the administrative structures in K-16 education (Corporation for National Service, 1997).

The researcher's investigation would further support school reform efforts in restructuring the educational system for students, staff, and administrators. Service-learning establishes new roles for students and teachers, makes use of action-based instructional methods, and leads to the learning of meaningful, real-world content (Nathan & Kielsmeier, 1991). Hackman and Valentine (1998) also report that service-learning has proven to be a successful strategy in promoting student involvement in the learning process.

As a result of this assessment, it may also provide more support and opportunities for youth service at the local and national levels. Service to others has been identified as one of the 40 developmental assets for healthy development in adolescents (Search Institute, 1997). The Children's Defense Fund (1989) notes, the experience gained through service can make a lasting difference, giving young people a sense of purpose and a reason to remain in school, to strive to learn, and to avoid too-early pregnancy.

Finally, the findings of this study would provide information to help formulate a statewide policy or a mandate to coordinate implementation of service-learning in Iowa. A policy or mandate establishes credibility and accountability for statewide programming. The Iowa Department of Education would oversee all programming efforts and provide service-learning

training, resources, and technical assistance for school districts. The above reasons support the researcher's interest in pursuing this study.

Assumptions of the Study

This study was conducted under the following assumptions:

1. The respondents clearly understood the directions and contents of the surveys.

2. The respondents are interested in the topic and provided honest responses to the survey instruments.

3. The surveys accurately reflected individual perceptions.

Delimitations of the Study

The following are the limitations of the study:

1. The study is limited to the state of Iowa.

2. The data collected represent Iowa public school superintendents (K-12). This does not include parochial or private schools.

3. The data collected are limited to the accuracy of the respondents' perceptions.

4. Only voluntary, anonymous responses were used in this study.

Definition of Terms

Corporation for National Service: The Corporation for National Service came into being when President Clinton signed the National and Community Service Act of 1993. Three entities came together to form the Corporation: ACTION (the Federal Domestic Volunteer Agency); the Commission on National and Community Service; and the White House Office of National Service. The Corporation's purpose is to provide service opportunities

for Americans of all ages and background. Together they promote the ethic of service and

help solve critical community problems in every state, many Indian tribes, and most

territories (Corporation for National Service, 1997, p. 5).

National and Community Service Act of 1990: The purpose of this act is to enhance national and

community service and for other purposes (National and Community Service Act, 1990, p.

582).

National and Community Service Trust Act of 1993: The purpose of this act is to amend the

National and Community Service Act of 1990 to establish a Corporation for National

Service, enhance opportunities for national service educational awards to persons

participating in such service, and for other purposes (National and Community Service

Trust Act, 1993, p. 193).

Perceptions: Refers to the mental image or evaluation one has regarding an object under study.

Service: A beneficial act which may or may not be freely chosen and may or may not be

compensated (Hartwick, 1995, p. 2).

Service-Learning: A method of teaching and learning which engages students in solving problems

and addressing issues in their school or greater community as part of the academic

curriculum (Iowa Department of Education, 1995, p. 2).

Superintendent: Refers to a local school district's executive leader. This person oversees and

manages district operations, resources, and personnel.

Organization of the Study

This dissertation is organized in five chapters. Chapter I introduces the topic of service-

learning and its relationship in reforming the K-12 educational system. Chapter II outlines a

review of the literature related to this study and service-learning. Chapter III describes the

methodology used in collecting and analyzing the data. Chapter IV reviews the research findings

of the study. This includes the results related to the survey and the interviews. Finally, Chapter V

summarizes the results, discusses the conclusions, and provides recommendations for practice and

further study.

CHAPTER II. REVIEW OF LITERATURE

"Tell me and I forget...Teach me and I remember...Involve me and I learn."
                                                                    Anonymous

Introduction

The literature review process began by conducting searches through the ERIC (Educational

Resources Information Center) system. This was followed by identifying relevant resources

(articles, books, and dissertations) contained in bibliographies of previous research studies by

accessing the Dissertation Abstracts, Scholar System, Internet, and the National Service-Learning

Clearinghouse. Then personal contacts were made with expert faculty and practitioners in the area

of service-learning. The process established the fact that there is a paucity of research on the

relationship of service-learning and K-12 school administrators. Due to the lack of research, it is

imperative that the relationship between school administrators and service-learning be studied.

This study investigated the relationship between Iowa public school superintendents and

service-learning. This study is necessary to establish a foundation of understanding concerning the

perceptions of superintendents and service-learning. Understanding the superintendents'

perceptions will determine if there is considerable interest and knowledge about service-learning

as an alternative educational strategy. As a universal educational reform, service-learning can be

applied to any school program, operate with any academic curriculum, and involve any student

(Furco, 1996). Service-learning also provides schools and communities a common language to

use to partner in the education of youth (Michigan Service-Learning Leadership Council, 1995).

This chapter reviewed the literature regarding service-learning and its role in educational

reform and provided an understanding about implementing service-learning in a K-12 school

system. In addition, the role of superintendents in the change process, particularly service-learning implementation, was explored. The review is organized in the following format:

1) Educational Reform, 2) The Service-Learning Movement, 3) Organizational Change,

4) Implementation of Service-Learning, and 5) Chapter Summary.

Educational Reform

Educational reform is the process of restructuring a school system through the delivery of effective practices and services. The purpose of educational reform is to provide a positive change in the structure of school systems and to make educational systems more effective now and in the future. Thus, to be effective, an educational reform effort must embrace all parts of the educational system (Furco, 1996). Meaningful education reform implies a significant change in the interaction between teachers and students; it affects the curriculum, instruction, and standards of achievement (McAdams, 1997). American public schools must constantly adapt and respond to educational change to ensure effective teaching and learning.

American public schools are faced with many challenges while trying to prepare students for the uncertainties of the 21st century. Administrators and teachers are constantly faced with criticisms and increasing demands. First, a decade after U.S. governors and President Bush targeted 2000 to accomplish eight goals to improve education, students aren't even close to reaching many of them (Henry, 1999). The National Association of State Directors of Special Education (1994) provides a summary of the eight goals:

1. All children in America will start school ready to learn.

2. The high school graduation rate will increase to at least 90 percent.

3. All students will leave grades 4, 8, and 12 having demonstrated competency over

    challenging subject matter. Every school in America will ensure all students learn to use

their minds well, so they may be prepared for the responsibility of citizenship and productive employment.

4. United States students will be first in the world in mathematics and science.

5. Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

6. Every school in the United States will be free of drugs, violence, and unauthorized presence of firearms and alcohol and offer a disciplined environment conducive to learning.

7. The nation's teaching force will have access to programs for continued improvement of their professional skills.

8. Every school will promote partnerships that will increase parental involvement and participation.

A second challenge for public schools is teachers are criticized for teaching material with no connection to real-life experiences. Third, students feel disconnected from their school and community; this is exhibited in their antisocial behaviors (violence, drugs, etc.). Fourth, administrators are faced with teacher shortages plus limited funding to recruit quality teachers.

Despite these issues, every student regardless of ethnicity or career goals will need to be prepared for the future. All youth, at-risk or not at-risk, need to acquire a personal sense of competence and success, to develop a sense of identity and social integration, and to acquire the socially useful knowledge and skills that make an individual a good worker, parent, and citizen (Wehlage, Rutter, Smith, Lesko, & Fernandez, 1989). These reasons support the need for school improvement in order to prepare youth for the future.

The following research supports a systemic approach for school improvement. Again and again, different forces and groups in education are coming to the same conclusion: Systemic reform is necessary; e.g., the National Governors' Association, American Association of School Administrators, Education Commission of States, and the National School Boards Association (Thompson, 1993). Thompson argues that after more than a decade of wave after wave of reform, diverse groups of people are recognizing the system itself must be fundamentally changed. Significant improvement will come about not by tackling problem areas one by one, but by addressing all or most of them as a system (Goodlad, 1984). According to McAdams (1997) a systems approach to school reform offers the best hope for implementing proven reforms on a large scale.

Basically, systemic reform requires a comprehensive change, a look at the whole picture and the interrelationships (or system parts). Relationships are critical in keeping school systems together. The challenge is to change the relationships (e.g., teacher to student) in order to improve the system. Implementing deliberate and effective strategies that align with current and desired goals of the school are needed to change the relationships.

Service-learning

Service-learning is considered the "sleeping giant of school reform" (Nathan & Kielsmeier, 1991). Service-learning is recognized as an effective strategy for teachers and administrators in making systemic change. The past decade has witnessed a veritable explosion of literature, conferences, and support for service-learning from such organizations as the Council of Chief State School Officers, the National Youth Leadership Council, the National Association of Secondary School Principals, as well as the National Community Education Association (Denton,

1997). Kohlmoos (1995) validates that service-learning and systemic reform is a natural fit. He shared some common elements of how service-learning and systemic reform intersect:

- All kids can do service-learning and derive meaning.

- There is a clear, yet difficult, shift in the teaching and learning paradigm.

- There is a very heavy emphasis on authentic assessment and accountability.

- Strong connections must be built between the community and the school.

- New partnerships must be created to really make a difference in sustaining the effort.

- There is a dire need for ongoing professional development.

- This all points to the systemic transformation of schooling.

Combining service-learning with other reform strategies maximizes efforts to improve instruction and learning. Service-learning should not be considered a separate, additional burden to teachers struggling to meet broad reform goals, but as a synchronous, supportive methodology to improve overall student learning (Michigan Service-Learning Leadership Council, 1995).

A growing body of research connects service-learning to other educational reform strategies. Service-learning is directly and indirectly linked to Goals 2000: Educate America Act (Bhaerman, Cordell, & Gomez, 1995). Of particular interest is goal 3, "Student Achievement and Citizenship." This goal stated the following prediction:

By the year 2000, all students will leave grades 4, 8, and 12 having demonstrated

competency over challenging subject matter, including English, mathematics, science,

foreign languages, civics and government, economics, arts, history, and geography.

Every school in America will ensure that all students learn to use their minds well so

they may be prepared for responsible citizenship, further learning, and productive

employment. (Bhaerman et al., 1995, p. 40)

Bhaerman et al. (1995) reported that service-learning, a core element of effective civic and citizenship education, provides students the opportunity to practice good citizenship and connects them to their communities.

Kinsley and McPherson (1995) linked youth service with authentic learning and teaching where students apply content information and skills to real situations. Gomez (1996) has linked service-learning and school-to-work strategies where students develop citizenship and employment skills. In addition, service-learning is linked to character education where both help develop civic virtues and moral values (Brousseau & Kidder, 1996).

Furthermore, service-learning represents a paradigm shift in how we view students and learning. Denton (1997) states that service-learning represents a paradigm shift in how we view youth, the processes of curriculum and instruction, and school and community relationships. John Benson, Superintendent in Wisconsin, concurs (Potts, Herrity, Bucher, & Fehsenfeld, 1998) with the paradigm shift: "A new paradigm is being created—one that regards young people as being leaders with vision, contributors to society, helpers, problem-solvers, and decision-makers" (p. 37). Table 1 illustrates the change.

Table 1. Youth service: A paradigm shift

Traditional view	Service-learning
Utilize resources	Act as resources
Passive	Active
Consumer	Producer
Needs help	Offers help
Recipient	Giver
Victims	Leader

Note: From Generator, Fall 1992. Adapted from William Lofquist.

The illustration reflects a more positive outcome about youth. Schools and communities

benefit greatly from a more responsible youth, and students are needed, valued, and recognized.

In conclusion, service-learning is an integral part of educational reform. Research shows

that it provides a positive and effective change that is needed within schools and communities.

However, for service-learning to be a lasting part of systemic educational reform, it must be

viewed as a philosophy, a process, and an instructional strategy rather than an interruptive or

intrusive program or project (Bhaerman et al., 1995). Service-learning, while not an elixir for all

that troubles students, schools, or communities, is a starting place for involving students in what

is taking place in society and permits them to be participants contributing to the world's well-

being (Hope, 1997).

The Service-Learning Movement

Historical overview

Community service has a long and honorable history in the American culture. Kinsley

(1997) states citizens helping each other was first documented as a distinguishing characteristic of

the U.S. culture and democracy by Alexis de Tocqueville (1835) in the classic Democracy in

America. However, the ethic of caring for one another can be traced back to the colonial and

pioneer days; it was considered a natural part of living. Since the colonial and pioneer days, our

nation has continued a strong tradition of reaching out to those in need. While Americans are

often characterized as individualists, our communal ethic continues to this day and can be seen

throughout history in grassroots movements such as the abolition of slavery and women's

suffrage, as well as in children's organizations such as the Girls Scouts or Boy Scouts (Wade,

1997c).

At critical moments in the nation's history. Americans found solutions to their problems in a renewed commitment to serving others (Kennedy, 1994). This commitment was reflected in legislation. Throughout the years, numerous federal government service initiatives were implemented in response to national and local needs. In 1933, Franklin D. Roosevelt created the Civilian Conservation Corps (CCC) which allowed millions of young people to work in various projects (Corporation for National Service, 1999b). During his 1961 inaugural address, President John F. Kennedy touched a deeply responsive chord when, in his famous phrase, he urged us to ask what we could do for our country (Kennedy, 1994). Subsequently, President Kennedy established the Peace Corps that provided opportunities for youth to respond to this challenge.

In 1964, Lyndon Baines Johnson's "War on Poverty" led to Volunteers in Service to America (VISTA), a National Teacher Corps, the Job Corps, and the University Year of Action, though some of these programs faded as the Vietnam War dominated the national agenda (Wade, 1997c). To engage older Americans in service, the Retired and Senior Volunteer Program (RSVP) and Foster Grandparent Programs were also created during the 1960s (Corporation for National Service, 1999b).

The 1970s created the Youth and Young Adult Conservation Corps; California Governor Jerry Brown established the California Conservation Corps (Corporation for National Service, 1999b). The 1980s launched grassroots level efforts: Campus Compact (service programs in higher education), the National Association of Service and Conservation Corps, and Youth Service America. President George Bush established the Office of National Service in the White House and the Points of Light Foundation to foster volunteering (Corporation of National Service, 1999b). Also, Limpert (1997) reports there was a resurgence in legislative efforts to promote school-based service-learning programs.

In 1990, an important piece of legislation was enacted that authorized grants, technical assistance, and training to schools and communities to support service-learning, the National and Community Service Act. The purpose of the act was to renew civic responsibility and meet human, educational, environmental, and public safety needs. President Bush and Congress approved 73 million dollars for program activities in 1992 and a similar amount in 1993; over 25 percent of these funds went to K-12 and higher education service programs (Wade, 1997c).

In 1993, President William Clinton and Congress passed the National and Community Service Trust Act which amends the original Act of 1990. The act greatly increased funds allotted to states for K-12 service-learning programs, established the Americorps program to provide opportunities for college-age young people to service their communities and garner post-service educational benefits in the process, and created the Corporation of National Service (Wade, 1997c).

According to Denton (1997), service-learning emerged from two traditions within American life and education, volunteerism and the philosophy of education-as-experience. John Dewey, philosopher and educator, is credited with providing the intellectual underpinnings for both experiential education and youth service. 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 (Denton, 1997). However, Giles and Eyler (1994) wrote service-learning as a term and concept grew out of the work of Robert Signon and William Ramsey at the Southern Regional Education Board beginning in 1967.

The notion of youth service as a component of K-12 instruction did not gain much credence until it became associated with the national school reform movement of the 1980s (Denton, 1997). National reports from the 1980s, such as <u>Turning Points: Preparing American Youth for the 21st Century</u> (1989), <u>The Next Stage of Reform</u> (1985), and <u>The Forgotten Half: Pathways to Success</u>

for America's Youth and Young Families (1988) all call for youth service initiatives (Wade,

1997c). Noted contemporary educators such Ted Sizer, Ernest Boyer, and John Goodlad have

added their voices to the call, and prominent education organizations—Association for Supervision

and Curriculum Development and the National Association of Secondary School Principals—have

also endorsed the idea of youth involvement in service-learning (Wade, 1997c). These influential

individuals, organizations, and reports have led many K-12 schools and higher education

institutions to implement service-learning and discover this powerful experience in their

classrooms.

Research studies

Educational research is a difficult and complex business and particularly so when service is

the target of investigation (Conrad & Hedin, 1991). The fundamental difficulty is that service is

not a single, easily definable activity like taking notes at a lecture, and any service activity has a

wide range of plausible outcomes, noted the researchers. Wade (1997c) reported that research on

K-12 service-learning programs has focused almost exclusively on student outcomes. Despite the

limited research, service-learning has produced some promising, if inconclusive, findings in

regards to student outcomes (Wade, 1997c). This section will discuss research on the impact of

K-12 service programs.

Quantitative and qualitative studies

Quantitative and qualitative research are two methodologies used to study the impact of

service programs. Characteristics of quantitative research include selecting subjects, control

groups, numerical data, standardized instruments, and statistical analysis. Characteristics of

qualitative research include natural settings, observations, interviews, case studies, and

inferences. Evidence from quantitative methodologies is somewhat limited, though a body of research does exist that tends to show that social, personal, and academic development are fostered by community service (Conrad & Hedin, 1991). Evidence from qualitative, anecdotal studies suggest even more strongly and consistently that community service can be a worthwhile and powerful learning experience (Conrad & Hedin, 1991). An overview of some of the existing studies is provided below.

In a dissertation study, Kathy Luchs (1981) found that high school students involved in community service gained higher self-esteem and more positive attitudes toward others than non-participating comparison students. In 1982, Conrad and Hedin found that problem-solving ability increased for students in community service than for those in comparison groups (Conrad & Hedin, 1991). Newman and Rutter (1983) reported that community service programs made more increases in students' sense of social responsibility and personal competence than did comparison groups. In 1986, Calabrese and Schumer reported that a program that assigned junior high students with behavioral difficulties to service activities resulted in lower alienation and isolation and fewer disciplinary problems (Conrad & Hedin, 1991).

Hedin (1987), in a meta-analysis study of tutoring programs, found modest, but consistent, increases in reading and math achievement scores for tutors and tutees. In another study by Rutter and Newman (1989), community service programs positively affected the personal development of youth but did not necessarily enhance students' sense of civic responsibility. To enhance civic responsibility, the researchers recommended a reflective seminar be included with the community service experience. Conrad and Hedin (1982) conducted a nationwide survey of nearly 4,000 students involved in service and other experimental programs. The qualitative study reported that about 75 percent of the students reported learning "more" or "much more" in their participating program than in their regular classes.

Research has also shown growth in moral and ego development through service activities

(Conrad & Hedin, 1989). Moreover, in 1991, the authors reported that findings from quantitative

studies are mixed on whether community service increases one's political efficacy and later

involvement in civic affairs. Krug's (1991) research found that the greatest impact of service-

learning occurred among at-risk and minority youth. His dissertation reported significant

differences in the self-esteem and attitudes of high school students as a result of their participation

in a school-sponsored service-learning program.

Cofer (1996) conducted a pre and post study of high school students to determine whether

service-learning affects attitudes, grades, and attendance on students who participate. Her

research showed two interesting trends: 1) long-term projects with the same service recipients can

have more of an impact than those which are one-time or indirect projects, and 2) becoming more

involved in service-learning has a more positive impact on student attitudes toward a social issue

or group of people than on grades or attendance.

In McConnell Williams' (1997) dissertation, students who were found to be involved in an

experiential community service-learning program demonstrated positive and significant gains in

areas such as planning and career exploration behaviors, competence to act upon the feeling of

concern for others, school attendance, and acceptable school behaviors. The quantitative study

focused on 150 urban high school students who enrolled and were programmed in the general

course of study program.

Haddock's (1998) dissertation focused on the efforts of three rural middle schools

implementing service-learning programs. The results demonstrated that the overwhelming

majority of students found their experience to be challenging and rewarding despite the lack of

structured reflection and formative assessment applied across all three schools. The study

suggested that this type of experiential learning should be incorporated as a component in current

school reform.

In another dissertation study, Drake Dones (1999) conducted an experimental study on 38

third and fourth grade students who attended a small, rural elementary school. The purpose of the

study was to determine if elementary students in a service-learning program would increase their

sense of community, internal locus of control orientations, and self-efficacy beliefs regarding their

ability to influence community. The author found, although not statistically significant, the fourth

graders who participated in service-learning scored higher that its control group counterparts on

all outcomes.

O'Neill's (2000) research found that seventh and eighth grade students who were

considered to be educationally at-risk benefitted from participating in service-learning. Her

dissertation investigated the educational implications of a service-learning cross-age reading

program. The findings included the adolescent participants' descriptions of a process of emotional

change, the challenged of keeping the preschoolers' attention, the experience as personally

beneficial, and the fulfillment of a positive role.

Components

There are many essential components of a quality service-learning program. Incorporating

these elements will effectively guide programmatic efforts and produce measurable results. A

variety of sources outline the essential elements: Alliance for Service-Learning in Education

Reform (ASLER) (1993), Wade (1997c), Fertman (1994), Duckenfield & Swanson (1992), and

Langseth (1990). However, Cairn (1991) believes the following three core elements ought to be a

part of any service-leaning activity, whether it is a one-time event or integration of service into a

course: orientation and training, meaningful service, and structured reflection. The researcher

will focus on four core program elements: preparation, service, reflection, and celebration.

Preparation

Preparation is the first element of a quality service-learning program. Preparation consists

of careful planning by all group members before the service project begins. Preparation focuses

on linking service-learning activities to specific learning outcomes and preparing students to

perform the activities (Fertman, 1994). Proper guidance and instruction must be given to ensure

quality outcomes. Duckenfield and Swanson (1992) list several steps during the preparation stage:

1. Identify and Analyze the Problem

    • Assess the needs of the local community and interests of the student participants.

2. Selecting and Planning the Project

    • After gathering the necessary background information, students select the project on

    which they would like to work.

3. Training

    • Certain skills may need to be acquired before actual participation. For example,

    communication, problem solving, Cardiopulmonary resuscitation (CPR), or learning

    how to take water samples.

Service

Service is the second element of a quality service-learning program. Service activities fall

into three general categories: direct service, indirect service, and civic action (Fertman, 1994).

Tutoring, creating an educational video, or involvement in a writing campaign for a social cause

are examples of service activities. The service experience itself must be engaging and meaningful

(Cairn, 1991). He adds both volunteers and those being served ought to be involved in determining what is necessary and meaningful and what is not. The following are critical questions Langseth (1990) feels must be addressed before performing service:

- Are programs designed around real community needs?

- Are the students/young people and the school/agency placement contact people significantly involved in defining and designing the service experience?

- Are the school/agency placements committed to the program goals and willing to work in partnership to achieve them?

- Is the service engaging, challenging, and meaningful for the student?

- Do the school/agency contact people work effectively with students?

Reflection

Reflection is the third element of a quality service-learning program. Reflection is what characterizes service-learning from volunteerism and community service. Reflection is the component that enables students to critically think about their service experience; it must be well structured with clear objectives (Dukenfield & Swanson, 1992). Cone and Harris (1996) report that David Kolb's (1984) model of experiential learning has helped service-learning educators develop an awareness of the role of reflection in relating the world of concrete experiences to abstract theories. Kolb's model (1984) is a four stage experiential learning cycle involving concrete experiences, reflection, abstract conceptualization, and active experimentation. In a service-learning setting, this cycle is repeated continually (Sheckley & Keeton, 1997).

Structured reflection provides an opportunity for students to learn from their experiences and share with others. When youth are involved in checking their perceptions and biases, developing an understanding of the social and environmental issues that influence their

communities, and reflecting on their views of the role of service in the life of a democratic

citizen, they can learn valuable lessons about themselves, others, and the act of serving (Wade,

1997c). Reflection activities may include: writing, projects, discussions, presentations, and

reading.

Celebration

Celebration is the fourth element of a quality service-learning program. Celebration is more

than "having fun," but a means for saying "thank you," affirming our connections, honoring our

efforts, and renewing our commitment to service (Wade, 1997a). Celebration provides an

opportunity for students and community members to be acknowledged and commended for their

hard work and dedication. Fertman (1994) asserts celebration highlights the effectiveness of

service-learning. Celebrations can happen in different ways. Wade (1997a) offers some

suggestions for celebrating, from small to large gatherings.

1. Celebrating Student Success

    Simple gifts such as a button or T-shirt that says "I made a difference" might be

    appropriate. Elementary students might like to eat popcorn and watch a video. Students

    may simply want a pizza party or a special field trip. The advantages to student-focused

    celebrations include being generally easier to organize, less time consuming, and less

    costly than larger events.

2. Celebrations for Program Participants

    Depending on the total number of program participants, these events can range in size

    and scope. If plans include refreshments and socializing, a group activity, and time for

    giving out awards or recognizing participants' efforts, 60 to 90 minutes is probably

    adequate. If funds are lacking, consider having students make decorations and plan a

"potluck" approach to providing refreshments. Also consider inviting a few additional
people, such as a school district administrator or local newspaper reporter.

3. Large Public Events

While large events have many advantages, they take considerable time, energy, and
sometimes funding to coordinate. Plan a large event carefully, with an eye for making it
an enjoyable and productive experience for everyone involved. Sometimes a number of
service-learning programs can collaborate together on one large event. For example,
the university-public school service-learning program Wade coordinates hosts a
"Service-Learning Fair" each spring. It is similar to a Science Fair without the
competitive aspect that honors all students' efforts equally.

Outcomes

Some research indicates that service-learning provides numerous benefits to students,
schools, and communities (Conrad & Hedin, 1989; Duckenfield & Swanson, 1992; Fertman,
1994; Caskey, 1991). These advocates view service-learning as an empowering instructional
methodology that produces favorable results; the quality of life is enhanced for all participants
through mutual partnerships. When the resources and collaborative efforts of all three are
combined, the sum is more than the total of its parts (Wade, 1997c).

Research by Duckenfield and Swanson (1992) found that service-learning provided
developmental opportunities that promoted personal, social, and intellectual growth, as well as
civic responsibility and career exploration for students. The authors reported that many favorable
outcomes occurred in each developmental area through participation in service-learning activities.
Their literature noted the following results:

Personal growth

Personal growth applies to the development of characteristics related to self-improvement and self-actualization. Students involved in service-learning have shown favorable outcomes in areas such as self-esteem and self-confidence, personal values and beliefs, responsibility for one's self and actions, and independence and autonomy.

Social growth

Social growth is defined as the social skills that are necessary for relating to others in society. Communication and leadership skills, the ability to work cooperatively with others, a sense of caring for others, a sense of belonging, and acceptance and awareness of others from diverse and multicultural backgrounds were among the favorable outcomes reported.

Intellectual growth

Intellectual growth encompasses the cognitive skills necessary to enhance academic learning and acquire higher level thinking skills. The research found favorable outcomes in students' application of knowledge, problem-solving, critical-thinking, and decision-making skills. Students also demonstrated a positive attitude toward learning and the relevance of the curriculum.

Citizenship

Citizenship refers to the responsibilities of participation in a multicultural society and of citizenship in a democracy. Students demonstrated favorable outcomes in social action skills, awareness of community needs, and a sense of responsibility to contribute to society. A sense of empowerment (belief in ability to make a difference) and democratic participation (informed citizen, exercises voting privileges) were also noted.

Preparation for the world of work

Preparation for the world of work are the skills that help students gain work experience and make choices about possible career directions. Favorable outcomes were shown in the areas of human service skills, ability to function as a member of a team, showing reliable working skills (punctuality, regular attendance), and professionalism (dress, grooming, manners).

Service-learning is also instrumental in developing partnerships between the school and the community (Fertman, 1994). Fertman also notes that partnerships established through service-learning provided dividends not otherwise available; the school and district profit from enhanced public relations with their host community. Caskey (1991) provided a summary of outcomes for schools and communities.

The following results were noted as impacting teachers:

- The curriculum is broadened and deepened to create a richer context for learning.

- As students gain responsibility for their learning, teachers gain new roles as mentors and guides, as well as presenters of information.

- Service-learning holds the promise of partnership-quality relationships between teachers and students.

- Service-learning requires performance-based methods of evaluation.

- Staff collegiality improves staff work together in an interactive learning environment.

- Mutually beneficial school/community partnerships are formed.

School attributes resulting from implementation were as follows:

- Service-learning addresses many key education reform objectives.

- Benefits to schools include provision of valuable services and an enhanced school climate.

- Partnerships between the school and communities, which result in citizen and community development, enhance public relations.

Community attributes resulting from implementation were as follows:

- Service-learning contributes to community development and renewal.

- Recipients of service benefit from direct aid, human involvement, and personal empowerment.

- Agencies receive an infusion of creativity and enthusiasm from participating youth.

- Service-learning helps students become invested in their communities as community-minded citizens.

- As youth contribute through service to the common good, they are seen to be one of the community's greatest resources.

Issues

To strengthen and sustain service-learning as part of the educational process, critical program issues need to be addressed. This section will discuss some of the nonlegal and legal issues reported in the literature.

Based on surveys, Partee and Finger (1996) identified seven broad issues that are critical to sustaining service-learning. Their book contains case studies and reflections by various K-12 educators that outline successes, challenges, strategies, and resources within each broad issue. An abstract of each issue is provided below.

Issue 1: Community

Service-learning provides opportunities for educational institutions and community-based organizations to form meaningful, mutual partnerships. Doing so effectively requires all parties to

be good listeners and learners, understand each other's goals, and work together through planning, implementation, evaluation, and celebration. Educators Jennie Niles, Johnny Irizarry, and Joyce McSpadden share strategies to support community relations:

- Open the dialogue between schools and community.

- Design meaningful projects that meet community needs.

- Form an effective community advisory board.

Issue 2: Institutional support

Even with the hard work and commitment of individual teachers or community members, service-learning will have limited growth without institutional support. Service-learning practitioners need the support and commitment of leaders at the school, district, and state levels. Institutional support provides the guarantee that service-learning programs are valued and will not be cut arbitrarily due to staff changes, budget limitations, or political ebbs and flows. To encourage institutional support, Fritz Crabb suggests:

- Create a common understanding of service-learning.

- Place service-learning correctly in the organizational hierarchy.

- Show the impact of service-learning on student learning.

Issue 3: Program management

New and experienced practitioners alike need assistance in the "nuts and bolts" of administering service-learning programs. Effective program management is the key to meaningful and productive service-learning experiences for students, teachers, and the community. Authors Jill Artus and Ivy Dutton, Janis Fries-Martinez, and Richard Bradley report the following strategies to support effective program management:

- Plan ahead of time to avoid scheduling conflicts for students and staff.

- Seek grant funding to support program costs (e.g., transportation).

- Choose an evaluation strategy that works best for the program.

Issue 4: Curriculum integration

For service-learning to transcend volunteerism or community service, it must be integrated into the curriculum. Only then will teachers, administrators, policy makers, parents, and students recognize service-learning as a legitimate and effective teaching method. Dennis Brunton and Terry Deal Reynolds' strategies to support curriculum integration include:

- Give lots of examples of how staff can integrate service-learning.

- Connect with other reform efforts (e.g., school-to-work, anti-violence).

- Create interdisciplinary connections to enhance student learning.

Issue 5: Faculty involvement

Often, it takes one dedicated and innovative individual to initiate service-learning. But educators cannot sustain themselves and their programs without the support and assistance of their colleagues. Faculty who are involved in service-learning can enhance their own professional and leadership development while helping to ensure long-term success for the program. Rosalind Chivis, Elizabeth Gibbs, and Paula Rowe's strategies for encouraging faculty involvement include:

- Provide tangible and intangible awards for faculty.

- Train faculty in the principles and practice of service-learning.

- Establish faculty committees (e.g., advisory committee for recruiting students).

Issue 6: Student involvement

Student learning is at the heart of the educational process and teachers' work. Service-learning allows students a unique opportunity to take a more active role in their own learning, while making meaningful contributions to their communities. Authors Lana Borders Hollinger, Lori Ebbighausen, Jennifer Batson, and Brenda Cowan's strategies for involving students include:

- Coach students to be leaders.

- Be inclusive in your recruitment efforts.

- Solicit parental support and involvement.

Issue 7: Renewal

In addition to their myriad responsibilities and concerns, service-learning practitioners must focus on their own personal and professional needs in order to sustain their interest, energy, and creativity. Service-learning provides opportunities for educators to renew their commitment to effective and innovative teaching and learning. Elizabeth Gibbs and Elizabeth Fugazzi's strategies for self-renewal for practitioners include:

- Network with other service-learning professionals.

- Recognize when things are going right, and celebrate in little ways.

- Maintain a balance in your life among the physical, spiritual, mental, and social dimensions.

Countering influences

Among these issues, the literature also discusses others that concern service-learning programs. Hartwick (1995) reports several common arguments against service-learning. His

paper includes cases brought against service-learning in U.S. federal district courts by opponents who make false claims about the legal insecurity of service-learning. Some critics of service-learning feel that service-learning is unconstitutional. Hartwick states most relevant cases have not held up in court and refutes these and other arguments.

One of the most commonly used arguments against service-learning is that it violates the Thirteenth Amendment; service-learning is considered a form of slavery or involuntary servitude (Hartwick, 1995). However, Hartwick quotes Dennis Hirsch, a Washington, D.C. lawyer, in saying, "Slavery was about exploiting the labor of its victims, while service-learning is about promoting an educational benefit to its participants" (p. 19). The courts agreed with Hirsch and upheld the service-learning requirements in the New York school district case.

A second constitutional issue argued by opponents was that service-learning violates the Fourteenth Amendment; depriving citizens of life, liberty, or property without due process of law (Hartwick, 1995). This issue challenged whether schools can legally require students to participate in service-learning. This argument was tried unsuccessfully. Hartwick asserts that service-learning functions the same as any other discipline; assigning service for educational ends is directly analogous to assigning homework.

Violating a student's right to privacy was the third argument held against service-learning (Hartwick, 1995). The argument proposes service-learning forces students to reflect upon and evaluate their experiences. The author did not cite a particular case but shared that removing reflective and evaluative processing techniques from education violates a fundamental premise of education, that of connecting what a student knows, feels, believes, with that which is being learned. He concluded that it would be impossible, if the argument was valid, to require students to do book reviews or other creative works out of fear of violating their privacy.

A fourth argument was that service-learning supports ideological reasons rather than educational purposes (Hartwick, 1995). Most of these critics feel that service-learning programs have a bias either in terms of religious persuasion or political ideology, explains Hartwick. In response, the author stresses that like all aspects of public education, service-learning should maintain a broad, accepting, reasonable, and ideologically neutral perspective. He mentioned three safeguards to complement his response. First, service-learning will be closely allied with the community which means the community can closely monitor and eliminate any bias which may develop. Second, parents should be informed and involved in the program as much as possible. Third, students should be given a wide variety of experiences and service sites; as long as, it does not violate legal statues, and the service experience is educationally valid.

Organizational Change

An organization's commitment is an essential element in implementing service-learning. Organizational commitment is the tangible and spirited guidance, reinforcement, and support provided to a service-learning program by an organization (Fertman, 1996). Without faculty and administrator institutional commitment to service-learning, it is likely that service-learning will be recorded in the annals of history as yet another short-lived pedagogical fad (Buchanan, 1998). Meanwhile, implementing service-learning is considered a major change; it affects the school's structure and culture. Understanding the principles and strategies of change is necessary in order to gain organizational support for service-learning. Also, understanding the role of school administrators, in particular, superintendents, in supporting service-learning needs to be addressed. This section will address these factors.

Principles and strategies

Jane Kendall et al. (1990) advised before plunging into a campaign for institutional change, consider the principles about change in organizations that have been observed by researchers and catalysts for change. Her principles and strategies for organizational change draw on the experiences of 20 colleges and universities but are relevant for K-12 educators establishing or strengthening a service-learning program. Kendal et al. recommended the following principles in order to be an effective catalyst or supporter for constructive change:

1. Recognize the basic principles of personal and organizational change.

   The work of Walter Sikes was noted as a key reference. Sikes' (1985) key points include: (a) know what something is before you try to change it, (b) you cannot change just one isolated element, (c) change generates stress, (d) participation reduces resistance, and (e) behavioral change usually comes in small steps.

2. Understand the conditions necessary for changes in educational practices to occur. Advocates for change are needed, as well as the necessary resources. Also, five specific strategies by Evans (1968) were mentioned:

   a. What is proposed must be more effective or efficient than current practices in meeting an accepted goal.

   b. What is proposed must be consistent with existing values and with what is currently being done in pursuit of these values.

   c. What is proposed cannot be perceived as too difficult to implement.

   d. What is proposed must be dividable into separate components to be introduced across time rather than implemented as a total package at one time.

   e. There must be both a mechanism and a language for communicating the benefits of the new practices.

3. Respect the reasons for resistance to change.

4. Expect that people will react differently to change.

Along with the principles are specific strategies to use as suggested by Kendal et al. Among those listed are:

1. Know where you want to go (If you don't, any road will get you there).

2. Take advantage of changes in the society and in school leadership.

3. Use a consultant.

4. Measure what you want to be noticed.

5. Use the views of students, alumni, and the community.

6. Get top-level support.

7. Plan incremental, not sweeping changes.

8. Use other institutions as models.

9. Use outside funding to prime the pump.

10. Publicize the progress.

Kendall et al. cautioned that institutionalizing service-learning is slow and complex because it reaches to the heart of the academic enterprise—your school's mission, curriculum, faculty expectations, purse strings, etc. But the authors concluded the results are worth the effort, the time, and the patience because service-learning will in turn strengthen your institution's capacity to fulfill its multiple missions.

Superintendent's role

One of the barriers to change in public schools is the absence of a change agent (Carlson, Gallaher, Miles, Pellegrin, & Rogers, 1965). The authors define a change agent as a professional who has as his/her major function the advocacy and introduction of innovations into

practice. The superintendent, as the local school district's executive leader, is considered a change agent, an internal advocate for the district. As stated earlier, internal advocates are required for the actual process of sustained change. The potential for institutionalizing educational change is greatly increased if the process includes the active involvement and unambiguous commitment of the superintendent (Leslie, 1992).

Superintendents may be more supportive, if they understand service-learning as a concept and how it will be implemented. Anderson and Witmer's (1994) article presents some aspects of service-learning which often concern administrators and school board members. Some concerns relate to the purpose of service-learning, curriculum, funding, placements, and liability. The article reports on how to address these concerns and turn them into support for service-learning.

Research by Matthew Miles of the Center for Policy Research provides several other factors that can greatly enhance organizational change (McPherson, 1991). Considered key factors of educational leadership for service-leaning, McPherson reviewed each factor in the context of the roles of the teacher, principal, and superintendent in supporting service-learning. An outline of the factors, with suggestions for superintendents, are presented below.

Hold up a vision

Model a value of service in your conversations with schools. Stay informed about national models through newsletters, attending conferences, or state and national networks. Encourage community investment in the program by developing a steering committee to develop an expanded vision of the role youth play in their community.

Build on the school culture

Honor the culture of your district. If it tends to be decentralized, encourage building-based programs. If it is centralized, you may want to work with a district-wide coordinating and planning team. Also, in planning curricula, encourage youth service to be a component.

Build ownership

Encourage building-based planning rather than district-wide implementation so that service programs can build on the unique culture and skills of each building. Link service-learning goals with other district goals, such as dropout prevention and special education. Encourage various models of youth service.

Create support structures

Make sure there is someone in the district responsible for coordinating the project. Provide access to the people and resources in the district they will need to accomplish their job. Provide time for curriculum writing and planning plus make discretionary money available for teachers to cover project costs.

Celebrate results

Keep the program visible through board reports, teacher training, and district newsletter. Encourage building staff to look creatively at how they can use the schedule to encourage planning and implementation of service programs.

Establish supportive policy

Establish criteria at the district and building level. Encourage board policy. Programs are more likely to sustain themselves if there is district-wide policy that encourages and supports such a program.

Document: Evaluation and assessment

Incorporating learner outcomes related to service in district outcome goals can bolster efforts to infuse service into the curriculum at the building level. Evaluation of service-programs can clearly use support at the district level. Make available district resources for keeping track of student performance, demographics, etc.

Clearly the role of the superintendent is significant and instrumental in developing and implementing service-learning programs. In order for organizational change to occur, it is critical that the superintendent understands and supports the concept of service-learning. Without the superintendent's support, the development and implementation of service-leaning will be unsuccessful.

Implementing Service-Learning

During the 1970s and mid 1980s, most elementary and secondary schools implemented community service rather than service-learning (Conrad & Hedin, 1989). In 1984, approximately 900,000 students were enrolled in community service programs (Rutter & Newman, 1989). Moreover, private Catholic and alternative public schools, rather than regular public or other private schools, were more likely to offer service programs, stated the authors. According to Conrad and Hedin (1989), students were involved in service activities in a variety of ways. The

most common activities were co-curricular school clubs and special school events such as holiday

food drives.

However, there is a distinctive difference between community service and service-learning:

Although the terms are sometimes used interchangeably, service-learning and

community service are not synonymous. Community service may be, and often is, a

powerful experience for young people, but community service becomes service-

learning when there is a deliberate connection made between service and learning

opportunities which are then accompanied by conscious and thoughtfully-designed

occasions for reflecting on the service experience. (ASLER, 1993, p. 71)

Differences between community service and service-learning are also highlighted in Table 2

(McPherson, 1997, p. 10).

Table 2. Differences between community service and service-learning

Intended purposes	Community service	Service-learning
(In descending order)	Civic responsibility Ethical development Personal development Social responsibility Career development Academic development	Academic development Civic responsibility Personal development Social development Career development Ethical development
Primary intended beneficiaries	Community	Equal benefit between student and community
Pay	Discouraged	Discouraged
Focus	Social cause	Academic discipline and social cause

At present, the growth of service-learning programs is on the upswing (Wade, 1997b).

Since 1990, K-12 service-learning programs have been supported by government legislation and

funding; a number of private foundations have also supported the development of service-learning

programs, as well (Wade, 1997b). The author mentioned that more teacher education programs

are including service-learning; more high schools are requiring service or service-learning for

graduation; a growing number of professional organizations are promoting service-learning;

books and thematic issues of journals are supporting the interest among educators.

The W. K. Kellogg Foundation in 1998 launched Learning in Deed, a national initiative to

engage more young people in service-learning (W. K. Kellogg Foundation, 2000). Learning in

Deed, a $13 million, four-year initiative, will encourage more school systems across the country

to adopt service-learning, making quality service-learning opportunities available to youth in

grades K-12. Learning in Deed is comprised of four components: 1) Policy and Practice

Demonstration Projects, 2) National Commission on Service-Learning, 3) Learning in Deed K-12

Service-Learning Leadership Network, and 4) Learning in Deed Research Network. The

foundation has supported service-learning for decades because they believe it engages youth in a

powerful way that can help ensure a bright future for our nation (W. K. Kellogg Foundation,

2000).

States such as Maryland, Minnesota, Pennsylvania, Colorado, and Iowa have initiated

service-learning policies or programs. Maryland is the first state in the nation to require every

student to perform 75 hours of service as a condition of receiving a high school diploma (Finney,

1997). Districts have the option of offering a variety of strategies and opportunities for students to

meet the graduation requirement as long as the program supports the definition of service-

learning. Finney (1997) further reports that the Maryland Student Service Alliance (MSSA) is the

primary support for service-learning and provides the framework from which each local school district can build a successful program.

Minnesota has a more comprehensive plan, where a combination of state policy and financial incentives both requires and encourages schools to develop community service programs (Conrad & Hedin, 1989). In 1989, the State Board of Education ruled that all schools, K-12, must provide opportunities for students to participate in youth service activities and must integrate service-learning into the curriculum (Conrad & Hedin, 1989). The National Youth Leadership Council in St. Paul, one of America's prominent advocates of service-learning and youth service, has developed the Generator School Project, service-learning model programs in schools across America (National Youth Leadership Council, 1998a). A Generator School is a K-8 grade school selected to participate because it is committed to developing effective practices of service-learning. Each school receives a "seed grant" to support program efforts, and in 1996, more than 22,000 students participated in service-learning projects at these schools (National Youth Leadership Council, 1998b).

Pennsylvania created the state agency, PennSERVE, to encourage and coordinate K-12 and post-high school youth service efforts (Conrad & Hedin, 1989). It started in October 1988, and had a vision to build a system of service; service would be a part of growing up and being a community member (Fertman et al., 1994). Using state funds, PennSERVE initiated a school service-learning grant program, and 35 school and community-based service-learning programs were funded between 1989-1991(Fertman et al.).

The Colorado Department of Education is integrating service-learning into its "Middle Grade School State Policy Initiative" and is developing a "how-to" manual for infusing the concept into the middle-level structure (Bhaerman et al., 1995). In addition, the authors reported

that the department is producing staff development materials and conducting middle-level teacher workshops.

In 1994, the Iowa Department of Education created the ComServ Iowa Program to fund local school districts and adult volunteer organizations interested in developing and expanding service opportunities for young people (Herrity, 1997). ComServ receives funding from the Learn and Serve America school and community-based programs. The Corporation for National Service administers grants to the Learn and Serve America programs. ComServ grants are distributed for district-wide, building level, and classroom projects. Since ComServ was established in 1994, approximately 178 schools have received service-learning grants (Herrity, 1997).

According to the American Youth Policy Forum, Iowa ranked third in the nation in the number of students involved in school-based service-learning programs with more than 50,000 Iowa students involved in the 1994–95 school year (Kemis, 2000). In 1998–99, the Marion school district (high school) was honored as a National Service-Learning Leader School (Corporation for National Service, 1999). In addition, more public school districts are considering service-learning requirements (Bolton, 1999). As reported in a statewide survey, 66.1 percent of public school districts with no service-learning program responded that they are interested in learning about integrating service-learning into the curriculum, and 24.1 percent are currently in planning stages (Kemis, 2000).

Service-learning and the curriculum

Service-learning is adaptable to any subject area or academic curriculum. Research strongly supports infusing service with the academic curriculum. Fertman (1994) states ideally, service-learning is infused into the curriculum, rather than an add-on program. Kennedy (1994) believes that service-learning is particularly productive when it is incorporated into the curriculum

throughout the school system. When service is integrated with the academic curriculum, students not only meet community needs, they also have the opportunity to learn academic skills and content in concert with helping (Wade, 1997d). A national survey found that discipline-wide service-learning, that is, service-learning integrated into an entire subject area through academic coursework, was utilized in 53 percent of K-12 public schools (National Center for Education Statistics, 1999).

Choosing a program design is a critical decision in implementing service-learning programs. Elementary and secondary schools and community-based organizations have developed a variety of approaches to infuse service-learning in their schools and communities (Fertman, 1994). Conrad and Hedin (1989) illustrate the different methods of delivering service programs. Table 3 represents a movement from least integrated into the curriculum on the left to most integrated on the right (p.10). Whether the service-learning program should be required or optional as a separate course, within a course, or as an extracurricular activity are options (Witmer & Anderson, 1994). The authors concluded that each option carries pros and cons and there are no right or wrong answers in choosing a program design, except what is right for each school. Factors such as the school's mission, financial resources, as well as program goals and objectives must be considered.

Table 3. Models for school-based programs

Co-curricular activities	Service credit or requirement	Lab for existing courses	Community service class	School-wide or K-12 focus
1 Less a part of regular school curriculum	2	3	4	5 More a part of regular school curriculum

However, Witmer and Anderson (1994) claim most service-learning experts desire the assignment within a course model (curriculum infusion) because it helps students make the connections between what they learn in the classroom and at the service site. With careful planning, the infusion of service-learning into the "regular" curriculum solidifies, reinforces, and validates classroom learning (Witmer & Anderson, 1994).

Fertman (1994) suggests that the most powerful way to infuse the value of service and to enhance student learning is to integrate a variety of service experiences into the academic curriculum. For example, social studies may be a natural or obvious place to teach civic responsibility, but any subject area can be used (Fertman, 1994; Wade, 1997d). It is important to note that the service should not drive the curriculum. Service is only the vehicle or method to facilitate learning; students do not get grades for service; they get grades for what they learn (Fertman, 1994). The service aspect of the subject becomes a graded assignment to be fulfilled outside the classroom just like a homework assignment (Limpert, 1997).

The implementation process

Service-learning has demonstrated to be an effective instructional strategy that fosters an ethic of service for students. But, integrating service into the curriculum is not as simple as merely matching students to service activities (Limpert, 1997). As the literature reported, there are several ways to incorporate service into the school: as a club, class, or school-wide. Following an orderly process would ensure schools develop and maintain an effective service-learning program.

Currently, no clear, well-defined conceptual framework exists that presents K-12 educators with the universal principles for creating and designing successful and long-lasting site-

appropriate service programs (Furco, 1994). However, Furco provides three guiding principles

that serve as a framework for developing service programs.

Principle I: Identify and define the program's philosophy and educational purposes

Depending on the needs of the participating students, the nature of the community, and the

type of the school in which the program operates, a service program may be designed to serve

any one or combination of these educational purposes: 1) academic achievement, 2) social

development, 3) personal and moral development, 4) political development, and 5) vocational

development.

Principle II: Design a program structure

Structure the service program so that the program's intended purposes can be best served.

The structure will need to take into account the nature of the school, the interests and abilities of

the participating students, and the needs of the community. K-12 service programs are generally

defined by two key structural dimensions: 1) the degree to which service is integrated with the

school curriculum: peripheral (elective program), integrated, and experiential programs; 2) the

institution where the program is based: school-based, community-based, and sponsor-based.

Principle III: Clearly and fully address the programmatic issues

Clearly defining and fully addressing each of the programmatic issues in the context of the

school's culture and overall vision will ensure the likelihood that a service program will triumph

over competing school reforms and sustain potential budget cuts. Furco adds that while it is

virtually impossible to define all the programmatic issues, he lists 12 issues that play a key role in

ensuring a service program's success and longevity. An example of one issue with a guiding

question is presented below.

Issues	Guiding question
1. Appropriate service opportunities	What types of service opportunities are available at school and community?
2. Student assessment criteria	Will the assessment focus be on the process or the product?
3. Compensation and reward system	What compensation will they receive?
4. Marketing plan	What mechanisms will be employed to promote the program?
5. Liability plan and a legal manual	What are the rights and limitations of the involved parties?
6. Teacher training and staff development	Which teachers will participate in the program?

Strategy

Along with developing the service-learning program, a strategy for executing the program

is very important. The strategy must be planned with the students, school, and community in

mind. Based on the research by Limpert (1997), a process for implementing a service-learning

program was derived from the data. Her study revealed specific strategies to use when

implementing a service-learning program in K-12 public schools. Limpert states these strategies,

some similar to other research studies, are important to the effectiveness of a service-learning

program, and ensures that the key components are part of the overall program. The specific

strategies include:

1. Clearly define the service-learning program and its relationship to the overall mission of

   the school.

2. Establish a formal internal structure in which the roles of all participants are clearly defined.

3. Appoint an advisory council including members from the community, administration, faculty, and student body. This group provides valuable advice and direction.

4. Secure top level support, specifically formal endorsement from the school board of directors and the district administration.

5. Secure bottom up support by having the service-learning teacher initiated and implemented. Encouraging participation gives ownership to the teachers and reduces resistance.

6. Be certain that the curriculum drives the service not vice versa.

7. Formally write each service-learning experience into the curriculum identifying which learning objectives the service activity will meet.

8. Implement the program in a series of well thought out stages. Incremental change will be more effective and will reduce resistance.

9. Use outside funding if at all possible to jump start the program but do not make the program dependent on outside funds.

10. Appoint an individual to coordinate the program and to serve as a liaison to the community.

11. Use local media to publicize all service efforts.

12. Offer ongoing in-service training to help teachers develop meaningful service-learning experiences.

13. Establish formal evaluation procedure in order to provide feedback and valuable input.

14. Be certain resources are available for all service-learning activities that are written into the curriculum.

15. Whenever possible, allow flexibility in the actual implementation of a service-learning activity as long as the activity meets the established criteria.

16. Develop a system of fair student assessment taking into consideration the uniqueness of each of the various service-learning activities.

17. Be certain to establish lines of communication not only from the school to the community but among the program participants as well. This includes communication across the grade levels to inform all in the district of service-learning efforts.

Standards

To support and ensure quality service programs, ASLER (1993) set forth 11 standards designed to serve as a yardstick for schools implementing service-learning programs. The ASLER standards also contain some of the core essential elements in quality service-learning programs referenced by other researchers. The following outlines the standards for school-based service-learning.

I.   Effective service-learning efforts strengthen service and academic learning.

II. Model service-learning provides concrete opportunities for youth to learn new skills, to think critically, and to test new roles in an environment which encourages risk-taking and rewards competence.

III. Preparation and reflection are essential elements in service-learning.

IV. Students' efforts are recognized by their peers and the community they serve.

V.   Youth are involved in the planning.

VI. The service students perform contributes in a meaningful way to the community. (In this context, the school may be defined as the community.)

VII. Effective service-learning integrates systematic formative and summative evaluation.

VIII.   Service-learning connects school and its community in new and positive ways.

IX.   Service-learning is understood and supported as an integral element in the life of a

school and its community.

X.   Skilled adult guidance and supervision are essential to the success of service-learning.

XI.   Pre-service training and staff development which include the philosophy and

methodology of service-learning best ensure the program quality and continuity are

maintained.

The ASLER standards can be used to measure the success of a variety of service-learning

programs. These guidelines ensure that each school and community achieve the full potential of a

quality service-learning program.

Chapter Summary

The review of literature included four areas: 1) Educational Reform, 2) The Service-

Learning Movement, 3) Organizational Change, and 4) Implementation of Service-Learning. The

literature provided evidence that service-learning is an integral part of educational reform.

Service-learning provides a systemic approach for school improvement; it affects all individuals

and organizational units within the school system. Research supports that service-learning

provides a positive and effective change that is needed within schools and communities.

Moreover, service-learning, in collaboration with other reform strategies, maximizes efforts to

improve instruction and learning.

The literature review presented the history and origins of service-learning within K–12

education. It also discussed how service-learning has progressed in the educational field and the

significant impact it has on student learning, school and community relations. Combining service

and learning has shown to produce favorable outcomes for all parties involved. The essential

components of a quality service-learning program were identified as preparation, service, reflection, and celebration. Some of the nonlegal and legal program issues were also identified and discussed.

However, even with essential features and key components of a service-learning program identified, one must recognize and understand the theory of organizational change in order to effectively implement a program (Limpert, 1997). The literature states it is important to consider the basic principles of change and utilize appropriate strategies in order to successfully implement service-learning. The superintendent's role as a change agent is vital to introducing and sustaining change in the school district. Their support and commitment are among key factors in developing and implementing quality service-learning programs.

The literature also reported that the growth of service-learning programs is on the upswing (Wade, 1997b). States such as Maryland, Minnesota, and Iowa have initiated service-learning policies or programs. Service-learning is considered more effective when integrated within the curriculum. Along with developing the service-learning program, a strategy for executing the program is very important. Finally, to support and ensure quality service programs, ASLER (1993) outlined 11 standards for schools implementing service-learning programs.

CHAPTER III. METHODOLOGY

Introduction

This study examined the perceptions of superintendents toward implementation of service-learning in Iowa public schools. This chapter describes the research design and procedures used in conducting this study. It is outlined in the following sections: 1) Procedures of the Study, 2) Research Design and Variables of the Study, 3) Development of the Instruments, 4) Population of the Study, 5) Data Collection Procedures, and 6) Data Analysis.

Procedures of the Study

The following are the procedures used in this study:

1. Initial contact was made with the researcher's major professor to discuss possible topics and research designs.

2. A review of the relevant literature was conducted and the problem of the study was developed.

3. A research proposal was submitted and accepted by the researcher's Program of Study Committee.

4. Two survey instruments were developed based upon the conceptual framework of Furco (1994). Limpert's (1997) Faculty Questionnaire and Administrative Interview Guide was used to develop the questions for the researcher's Service-Learning Assessment Instrument and Administrative Interview Guide.

5. Iowa State University professors, a research assistant, and doctoral students validated the instruments developed. Each instrument was modified based upon their recommendations.

6. An application for research involving human subjects was submitted and approved by the Iowa State University Human Subjects Review Committee.

7. The Service-Learning Assessment Instrument was mailed to the participating superintendents. A follow-up letter was sent after four weeks to non-respondents.

8. After five weeks, a letter was mailed to participants for the administrative interviews. A second mailing was needed to obtain a complete sample. Phone calls were made to each respondent to schedule the telephone interviews.

9. The survey data were entered and analyzed using Survey Pro and the Statistical Package for Social Sciences (SPSS) programs. The interviews were taped and transcribed.

10. A final report of the research findings, conclusions, and recommendations was presented to the researcher's Program of Study Committee for final approval.

Research Design and Variables of the Study

Survey research was the methodology utilized in this study. Survey research involves selecting a sample of respondents and administering a questionnaire or conducting interviews to collect information on variables of interest (McMillan & Schumacher, 1997). The researcher used quantitative and qualitative methods to collect data for this study: a survey and interviews. The variable of interest was the independent variable, perceptions. The subscale areas and demographic variables of the Service-Learning Assessment Instrument are shown in Table 4.

Development of the Instruments

The researcher used two instruments in this study. The Service-Learning Assessment Instrument and the Administrative Interview Guide are based upon the three principles

Table 4. Subscale areas and demographic variables of the Service-Learning Instrument

Service-learning	Demographic information
Leadership	Gender
Philosophy	Age
Organization	District size
Program	Educational level
	Years of superintendent experience
	District service-learning program
	Years of service-learning experience

(philosophical, structural, and programmatic) Furco (1994) believes are key elements in

implementing youth service programs.

The Service-Learning Assessment Instrument (Appendix A) had four categories (leadership,

philosophy, organization, and program) that addressed issues related to the three principles.

Examining these issues provided insight and guidance about implementing and operating service-

learning programs based upon the respondents' perceptions. The statements used for the

instrument were adapted with permission from Limpert's Faculty Questionnaire (1997).

Each category included five closed form items that addressed the implementation and

operation of service-learning programs. Designing questions in closed form makes it much easier

to score, and the subject can answer the items more quickly (McMillan & Schumacher, 1997).

Respondents were asked to consider each statement and to rate their opinion using a Likert scale

(McMillan & Schumacher, 1997) of five possible responses for each (strongly agree, agree,

neutral, disagree, strongly disagree). Both open and closed form items were used for the

demographics (gender, age, district size, educational level, superintendent experience, district

service-learning program, and service-learning experience) to provide specific and general group responses.

The Administrative Interview Guide (Appendix B) was developed to provide more in-depth information regarding service-learning and the respondents' attitudes and perceptions. The questions used were adapted with permission from Limpert's Administrative Interview Guide (1997). Each administrator was asked five semi-structured questions. Semi-structured questions have no choices from which the respondent selects an answer (McMillan & Schumacher, 1997). Rather, the question is phrased to allow for individual responses; it is an open-ended question but is fairly specific in its intent, the authors concluded.

Four Iowa State University professors and one research assistant were selected based on their expertise of survey design or service-learning to evaluate and validate the instruments. The five members were asked to critique the questions for grammar and clarity as well as the design of the instruments. The instruments were revised based upon their recommendations. In addition, the instruments were given to a pretest group of 10 Iowa State doctoral students in a dissertation seminar class. These students shared similar characteristics of the subjects used in this study. The pretest subjects completed each instrument in 5 to 10 minutes. Final drafts were submitted to the researcher's major professor and the Human Subjects Committee for approval prior to printing and mailing.

Human subjects release

The Iowa State University Human Subjects Review Committee approved this research project on March 13, 2000 (Appendix G). The project proposal outlined the nature of the study and what measures would be used to ensure that the rights and welfare of the human subjects

were protected. The committee concluded that the researcher provided appropriate information about the process involving human subjects and the assurance of confidentiality of data.

Specifically, the researcher explained that no foreseeable risks or discomforts would be part of the study. The respondent's participation was voluntary and informed consent was given. All surveys would be kept confidential by the researcher. Individual respondents and responses would not be revealed. Any data reported would be aggregated to prevent identification of individual respondents and their responses. To further protect the respondent's anonymity, any identifiable information from the completed survey instruments or audio tapes would be erased by a specified date.

Population of the Study

A population is a group of elements or cases, whether individuals, objects, or events, that conform to specific criteria and to which researchers intend to generalize the results of the study (McMillan & Schumacher, 1997). This group is also referred to as the target population or universe. The target population of this study included 302 superintendents representing Iowa's 375 public school districts. The list of superintendents was obtained from the 1999-2000 Iowa Educational Directory (published by the Iowa Department of Education). The heterogeneous group included 286 males and 16 females.

Sample

The researcher used two sampling techniques for this study: simple random sample and purposeful sample. In simple random sampling, subjects are selected from the population so that all members of the population have the same probability of being chosen (McMillan & Schumacher, 1997). This technique ensures a broad representation of the population and avoids

bias. A simple random sample was used for the survey. A table of random numbers (McCall, Jr., 1982, p. 304) was used to select the sample from the Iowa Educational Directory. This sample consisted of 100 superintendents: 95 males and 5 females.

A purposeful sample was used for the personal interviews. In purposeful sampling, the researcher selects particular elements from the population that will be representative or informative about the topic of interest (McMillan & Schumacher, 1997). The emphasis is on the researcher's judgment to select a sample that is representative of the population. Ten superintendents were purposely chosen from the respondents to the survey. The researcher attempted to diversify the sample by selecting five males and five females; however, two female subjects were unable to participate. Therefore, seven males and three females were selected for the sample.

Data Collection Procedures

A four-page survey instrument was mailed to 100 randomly selected superintendents in March of 2000. Participants were asked to complete and return the survey within two weeks. Several steps were taken to ensure a positive and high response rate. Each survey was mailed in a 6½ inch by 9½ inch brown envelope with laser-printed address labels. The envelopes were imprinted with the Iowa State University logo, a red cyclone. A cover letter (Appendix C) describing the purpose of the study accompanied the questionnaire. The instrument was professionally printed, in booklet form, with black ink on 11-inch by 17-inch sandstone paper. The directions for completing the survey were brief and printed on the front page.

To ensure confidentiality, names were not attached to the survey instrument. A three-digit code identified each instrument for purposes of sending a follow-up letter to non-respondents and mailing survey results. The survey form was self-addressed, postage-paid with instructions to fold

and tape the booklet, and drop in the U.S. mail. A postal permit was printed on the back of each instrument. A small gratuity ($1.00) was also included with the survey to thank the respondents in advance for their time and support.

Seventy-two (72%) of the 100 surveys were returned within one week. By the end of the fourth week, the researcher had received 86 percent of the surveys. A follow-up letter (Appendix D) and a second survey were mailed to the remaining 14 non-respondents. By the end of the fifth week, 90 percent of the surveys were returned.

Interviews

In May of 2000, the researcher conducted 10 telephone interviews as a second source of data for this study. The superintendents were chosen randomly from the respondents to the survey. All returned instruments were placed in the appropriate box labeled male or female. Five males and five females were chosen as the interview sample. A cover letter (Appendix E) and informed consent form (Appendix F) were sent to each subject notifying them that their names were randomly selected for a personal interview. Participants indicated approval by signing and returning the consent form in the enclosed self-addressed, postage-paid envelope.

One week later, each respondent was contacted by phone to schedule the personal interview. Two female subjects and two male subjects were unable to participate. Therefore, four additional males were selected since there were only five females in the population. A letter with an informed consent form was mailed to the four subjects. Within one week, the consent forms were returned and the interviews were scheduled. All interviews were scheduled for 30 minutes to allow each respondent an adequate amount of time.

The informed consent form was read to each respondent at the beginning of each interview to reinforce the purpose of the study and confidentiality. The researcher made every effort to

remain calm and neutral throughout the interview process. The questions were read as written in a

natural, unforced manner. The researcher rehearsed asking the questions aloud prior to each

interview. Each interview was audio taped and later transcribed. The researcher ended the

interviews in a positive manner by thanking each respondent for his/her time and cooperation,

and offering to send the interview results if interested.

Data Analysis

The survey responses were entered into the Survey Pro and the Statistical Package for

Social Sciences (SPSS) programs. Survey Pro (2.0E version, 1998) provided a preliminary

analysis of the raw data; it determined how many people said what. The SPSS (10.0 version,

1999) program performed the statistical analysis of the raw data. Three of the 90 returned survey

instruments were unusable because the code identifying the school districts was erased. As a

result, 87 surveys were used for data analysis.

Descriptive and inferential statistics were computed for the quantitative data. Frequencies

and percentages were used to describe the demographic variables. Cross tabulations were also

computed to obtain a better understanding of the respondents. The survey consisted of 20

questions. The responses were: strongly disagree=1, disagree=2, neutral=3, agree=4, and

strongly agree=5. Frequencies and percentages were first tabulated for the responses for each

question. Then the total mean for each school district was determined. Group means for each

question and subscale area were also computed.

A Cronbach alpha was conducted to measure the internal consistency of the survey

instrument and each subscale area. A factor analysis was a: .o performed to determine if the

variables would correlate consistently within each subscale area. A one-way multivariate analysis

of variance (MANOVA) technique was used for testing the formulated hypotheses. This statistical

technique was utilized to determine and compare differences between groups. The Bonferroni

post hoc method was used for multiple comparisons among specific groups.

The qualitative data were analyzed using content analysis. This procedure was performed to

identify general themes and categories that describe the interview data. The frequency of the

responses in each category was tabulated, according to each research question. Chapter IV

presents the research findings of the study.

CHAPTER IV. RESEARCH FINDINGS

Introduction

Presented in this chapter are the research findings of the study. Findings from the study are outlined in the following sections: 1) Characteristics of the Sample, 2) Reliability Analysis of the Instrument, 3) Results of the Data Analyses Related to the Survey, and 4) Results of the Data Analyses Related to the Interviews.

Characteristics of the Sample

This section describes the participants in this study who completed the Service-Learning Assessment Instrument in regard to the following demographic variables: 1) Gender, 2) age, 3) district size, 4) educational level, 5) superintendent experience, 6) district service-learning program, and 7) service-learning experience. The descriptive information is provided in Table 5.

Gender: The number of female and male participants reporting their gender was disparate. Male respondents numbered 82 (94.3%) while females totaled 5 (5.7%).

Age: The age of the respondents ranged from 34 to 68 years. The age of the respondents was divided into four categories: 1) under 39, 2) 39-49, 3) 50-59, and 4) 60 and over. The largest group was the 50-59 year category (61.9%). The second largest group was the 39-49 year category (25.0%). The smallest group was the 39 and under category (1.2%). Three respondents did not report their age.

District size: The district size of the respondents ranged from 46 to 17,500. The district size of the respondents was divided into six categories: 1) under 100, 2) 100-499, 3) 500-999,

Table 5. Demographic information of respondents on the Service-Learning Instrument

Category	Frequency	Valid percent
Gender		
Male	82	94.3
Female	5	5.7
Total	87	100.0
Age		
< 39	1	1.2
39–49	21	25.0
50–59	52	61.9
60+	10	11.9
Total	84	100.0
District size		
< 100	1	1.2
100–499	25	28.7
500–999	27	31.0
1,000–4,999	29	33.3
5,000–9,999	1	1.2
10,000+	4	4.6
Total	87	100.0
Education		
Master's	0	0.0
Master's +30	20	23.0
Specialist	40	46.0
Doctorate	27	31.0
Total	87	100.0
Superintendent experience		
< 5 years	18	21.4
5–10 years	16	19.1
11–25 years	39	46.4
25+ years	11	13.1
Total	84	100.0
District service-learning program		
Yes	41	47.7
No	45	52.3
Total	86	100.0

Table 5. Continued

Category	Frequency	Valid percent
Service-learning experience		
<5 years	31	70.5
5–10 years	10	22.7
11–25 years	2	4.5
25+ years	1	2.3
Total	44	100.0

4) 1,000-4,999, 5) 5,000-9,999, and 6) 10,000 and over. Twenty-nine (33.3%) respondents reported having a district size in the 1,000-4,999 category, 27 (31.0%) respondents were in the 500-999 category, and 25 (28.7%) respondents reported having a district size in the 100-499 category. The remainder of the respondents dispersed throughout the other three categories.

Educational level: The educational level of the respondents was classified into four categories: 1) master's degree, 2) master's +30, 3) specialist, and 4) doctorate. Forty (46%) respondents reported having a specialist degree, 27 (31%) respondents reported having a doctorate degree, and 20 (23%) respondents reported having a master's +30. No one reported having less than a master's +30.

Superintendent experience: The years of experience of the respondents ranged from 1 to 31 years. The years of experience was divided into four categories: 1) under 5 years, 2) 5-10 years, 3) 11-25 years, and (4) 25 years or more. The findings revealed that 39 (46.4%) of the participants had 11-25 years, 18 (21.4%) participants had under 5 years, 16 (19.1%) participants had 5-10 years, and 11 (13.1%) participants had 25 or more years of experience. Three respondents did not report their years of experience.

District service-learning program: The findings related to this question were fairly even. Forty-one (47.7%) respondents reported having a service-learning program and 45 (52.3%) respondents reported they did not have a program. One respondent omitted this item.

Service-learning experience: The years of experience ranged from 0 to 50 years. The years of experience were divided into four categories: 1) under 5 years, 2) 5-10 years, 3) 11-25 years, and 4) 25 years or more. The findings revealed that 31 (70.5%) participants had under 5 years, 10 (22.7%) participants had 5-10 years, two (4.5%) participants had 11-25 years, and one (2.3%) participant had 25 years or more. Forty-three (49.4%) respondents did not complete this item.

Analysis by demographics

To obtain a better understanding of the respondents on the Service-Learning Assessment

Instrument and their diverse characteristics, further analysis was conducted on the gender

category by computing cross-tabulations with the other variables: age, district size, education,

superintendent experience, district service-learning program, and service-learning experience.

The data are shown in Table 6.

Gender with age: The majority of males (51) were in the 50–59 years age group with 18

falling in the 39–49 category, 10 in the 60 years and over group, and one reporting under 39. In

comparison, most females (three) were in the 39–49 years age group and one in the 50–59 years

category.

Gender with district size: The majority of males (28) reported having a district size in the

1,000–4,999 category. The next largest area for males (27) was in the 500–999 category.

Twenty-two males marked the 100–499 category along with three females.

Gender with educational level: Most of the males (38) reported having a specialist degree,

with 24 having a doctorate, while 20 had a master's +30. Of the females reporting, more than

half (three) held doctorates and two had earned a specialist degree.

Gender with superintendent experience: Four female superintendents reported having 10

years or less experience. The vast majority of males (39) reported having 11–25 years, followed

by 16 reporting less than 5 years, 14 reported 5–10 years, and 11 reported having 25 years or

more of experience.

Gender with district service-learning program: The results for this category were almost

evenly divided. Forty male participants answered yes to having a program versus one female and

42 males answered no in having a service-learning program versus three females.

Table 6. Demographic information of respondents by gender

Category	Males	Females	Total	Valid percent
Age				
<39	1	0	1	1.2
39-49	18	3	21	25.0
50-59	51	1	52	61.9
60+	10	0	10	11.9
Total	80	4	84	100.0
(3 missing)				
District size				
< 100	1	0	1	1.2
100-499	22	3	25	28.7
500-999	27	0	27	31.0
1,000-4,999	28	1	29	33.3
5,000-9,999	1	0	1	1.2
10,000+	3	1	4	4.6
Total	82	5	87	100.0
Education				
Master's	0	0	0	0.0
Master's +30	20	0	20	23.0
Specialist	38	2	40	46.0
Doctorate	24	3	27	31.0
Total	82	5	87	100.0
Superintendent experience				
<5 years	16	2	18	21.4
5-10 years	14	2	16	19.1
11-25 years	39	0	39	46.4
25+ years	11	0	11	13.1
Total	80	4	84	100.0
(3 missing)				
District service-learning program				
Yes	40	1	41	47.7
No	42	3	45	52.3
Total	82	4	86	100.0
(1 missing)				

Table 6. Continued

Category	Males	Females	Total	Valid percent
Service-learning experience				
<5 years	30	1	31	70.5
5-10 years	10	0	10	22.7
11-25 years	2	0	2	4.5
25+ years	1	0	1	2.3
Total	43	1	44	100.0
(43 missing)				

Gender with service-learning experience: Only one female reported having service-learning experience. Of the males reporting, 30 had under 5 years of experience, 10 stated 5-10 years, two responded to 11-25 years, and only one responded to having more than 25 years of service-learning experience.

Reliability Analysis of the Survey Instrument

The SPSS package was used to determine the reliability of the Service-Learning Assessment Instrument. A Cronbach alpha was conducted to measure the internal consistency of the total instrument and each subscale area. The Cronbach alpha is generally the most appropriate type of reliability for survey research and other questionnaires in which there is a range of possible answers for each item (McMillan & Schumacher, 1997).

The reliability coefficient for all 20 items on the instrument was .88, revealing a high positive correlation. Two items were recoded into different variables to reverse the order of the assigned value for scale consistency and to accurately score the items: item 6 educational fad (edfad) to educational fad recode (edfadrec) and item 16 service-learning coordinator (slcoord) to service-learning coordinator recode (slcrec). The alpha coefficients for each subscale ranged from .60 to .79, indicating a moderate to high positive correlation among all items. The alpha reliability coefficients are reported in Table 7.

Factor analysis

This subsection describes the methods to determine if the items on the Service-Learning Assessment Instrument would correlate consistently within the four subscales. A factor analysis was conducted using a varimax rotation. The results of the analysis show six possible factors with Eigenvalues greater than 1.0 (Table 8). Table 9 displays the factor loadings for the items on

Table 7. Reliability analysis of Service-Learning Instrument

Subscale area	Item numbers	Reliability	Number of cases
Leadership	1-5	.77	86
Philosophy	6-10	.71	86
Organization	11-15	.79	87
Program	16-20	.60	87
Overall	1-20	.88	87

Table 8. Comparison of the service-learning dimensions with empirical factors

Scale	Item	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6
	Eigenvalue	2.61	1.03	2.38	2.93	2.08	1.08
Leadership	1-5	Teacher[a] Superin Leader	Misstat Implserv				
Philosophy	6-10			Edfadrec Teactool Motsu Curricul Legmand			
Organization	11-15				Compsu Sbsup Admsup Prodev Orgstruc		
Program	16-20					Opport Flexprog Eval	Slcrec Resource

[a]Variables used in the factor analysis. See Appendix A for list of survey questions for each subscale.

Table 9. Factor loadings for the four subscales

Item	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6
Leadership						
4. Teacher implement	**.84**	.16				
3. Supt. initiate	**.77**	.10				
5. Leadership	**.74**	.27				
1. Mission statement	9.454E-02	**.92**				
2. Implementing	.33	**.85**				
Philosophy						
9. Curriculum			**.81**			
8. Motivate students			**.75**			
7. Teaching tool			**.72**			
6. Educational fad			**.70**			
10. Legislative mandate			**.41**			
Organization						
13. Administrative				**.90**		
12. School board				**.89**		
11. Community				**.84**		
14. Professional dev.				**.75**		
15. Organ. structure				**.27**		
Program						
19. Opportunities					**.85**	6.699E-02
17. Flexible					**.81**	3.918E-02
20. Evaluation					**.76**	.13
16. Coordinator					-4.496E-02	**.83**
17. Resources					.20	**.67**

factors 1-6. The distribution of the number of items from each subscale category among the experiential factors is shown in Table 8. As shown, the five items for the philosophy category were all contained in factor 3; however, the five items for the leadership category were distributed among factors 1 and 2.

The results conclude that the four categories may be reduced to four factors. The majority

of the items within each subscale loaded on factors 1, 3, 4, and 5. This implies that the questions

correlate with each other, suggesting a single dimension underlying the items. But factors 2 and 6

show items that may need to be regrouped or rephrased. The items appear to assess different

things other than the original concept. For example, three items assess leadership (factor 1), while

the other two items may reflect readiness (factor 2).

Results of Data Analyses Related to the Survey

The first research question asked, "What are the current perceptions of superintendents

toward implementation of service-learning in Iowa public schools?" The data are presented below

in response to this question.

A total of 90 school districts responded to the survey. Three instruments were not

identifiable; therefore, only 87 school districts were included in the analysis. The survey consisted

of 20 questions. The responses were: strongly disagree = 1, disagree = 2, neutral = 3, agree = 4,

and strongly agree = 5. The majority of the respondents rated the statements about service-

learning positively. Frequencies were first tabulated for the responses for each question (Table

10). Then the total mean for each district was determined. These means ranged from 2.65 to 4.60

and are shown in Table 11. The results show each district's mean response ranged from the low-

high end of "disagree" (2.65–2.90), "neutral" (3.00–3.95), and "agree" (4.00–4.60) for all 20

items.

Table 12 summarizes the group mean responses to each question. Six of the response means

were in complete agreement about the statements. For example, item 5 asked if service-learning

provides leadership opportunities for all students, the group mean was 4.08 (agree). Twelve

responses were between "neutral" (3.09) and "agree" (3.92), e.g., question 16. This question

Table 10. Frequencies for 20 items on the Service-Learning Instrument

Item	Level of agreement	Frequency	Valid percent
1. My school district has a written mission statement, policy, or goals that visibly support service-learning.	Strongly disagree	8	9.4
	Disagree	17	20.0
	Neutral	13	15.3
	Agree	27	31.8
	Strongly agree	20	23.5
2. My school district is committed to implementing service-learning for our students.	Strongly disagree	3	3.5
	Disagree	6	7.1
	Neutral	27	31.8
	Agree	31	36.5
	Strongly agree	18	21.2
3. The superintendent should initiate community awareness for service-learning.	Strongly disagree	--	--
	Disagree	16	18.4
	Neutral	25	28.7
	Agree	39	44.8
	Strongly agree	7	8.0
4. Teachers should implement service-learning program activities.	Strongly disagree	--	--
	Disagree	2	2.3
	Neutral	18	20.9
	Agree	54	62.8
	Strongly agree	12	14.0
5. Service-learning provides leadership opportunities (e.g., mentors in math) for all students (e.g., younger, at-risk).	Strongly disagree	--	--
	Disagree	--	--
	Neutral	12	14.0
	Agree	55	64.0
	Strongly agree	19	22.1

Table 10. Continued

Item	Level of agreement	Frequency	Valid percent
6. Service-learning is just another educational fad.	Strongly disagree	11	12.8
	Disagree	44	51.2
	Neutral	25	29.1
	Agree	5	5.8
	Strongly agree	1	1.2
7. Service-learning can be used as an effective teaching tool.	Strongly disagree	--	--
	Disagree	--	--
	Neutral	9	10.5
	Agree	59	68.6
	Strongly agree	18	20.9
8. Service-learning helps to motivate students to improve academic skills (e.g., writing, reading).	Strongly disagree	--	--
	Disagree	2	2.3
	Neutral	34	39.5
	Agree	40	46.5
	Strongly agree	10	11.6
9. Service-learning should become part of a school's curriculum.	Strongly disagree	--	--
	Disagree	6	7.0
	Neutral	35	40.7
	Agree	35	40.7
	Strongly agree	10	11.6
10. A legislative mandate supporting a service-learning graduation requirement would lend credibility to implementing service-learning.	Strongly disagree	10	11.6
	Disagree	32	37.2
	Neutral	21	24.4
	Agree	14	16.3
	Strongly agree	9	10.5

Table 10. Continued

Item	Level of agreement	Frequency	Valid percent
11. Community support is important to the successful implementation of service-learning.	Strongly disagree	--	--
	Disagree	--	--
	Neutral	4	4.6
	Agree	57	65.5
	Strongly agree	26	29.9
12. School board support is important to the successful implementation of service-learning.	Strongly disagree	--	--
	Disagree	--	--
	Neutral	8	9.2
	Agree	52	59.8
	Strongly agree	27	31.0
13. Administrative support is important to the successful implementation of service-learning.	Strongly disagree	--	--
	Disagree	--	--
	Neutral	5	5.7
	Agree	45	51.7
	Strongly agree	37	42.5
14. Professional development is important to the successful implementation of service-learning.	Strongly disagree	--	--
	Disagree	4	4.6
	Neutral	16	18.4
	Agree	53	60.9
	Strongly agree	14	16.1
15. The organizational structure of the school (e.g., class size, grade level) affects the service-learning implementation process.	Strongly disagree	1	1.1
	Disagree	7	8.0
	Neutral	26	29.9
	Agree	43	49.4
	Strongly agree	10	11.5

Table 10. Continued

Item	Level of agreement	Frequency	Valid percent
16. A service-learning coordinator is needed to oversee the program.	Strongly disagree	4	4.6
	Disagree	28	32.2
	Neutral	31	35.6
	Agree	20	23.0
	Strongly agree	4	4.6
17. The service-learning program must be flexible to meet individual classroom needs.	Strongly disagree	--	--
	Disagree	1	1.1
	Neutral	10	11.5
	Agree	65	74.7
	Strongly agree	11	12.6
18. The resources (e.g., funding) needed for service-learning program activities are readily available in my school district.	Strongly disagree	12	13.8
	Disagree	44	50.6
	Neutral	14	16.1
	Agree	16	18.4
	Strongly agree	1	1.1
19. Students should have opportunities to apply classroom learnings (e.g., science) in the community during the school term (e.g., botanical garden).	Strongly disagree	--	--
	Disagree	--	--
	Neutral	17	19.5
	Agree	60	69.0
	Strongly agree	10	11.5
20. Ongoing evaluation (e.g., formative, summative) is important for providing feedback about service-learning program activities.	Strongly disagree	--	--
	Disagree	--	--
	Neutral	8	9.2
	Agree	63	72.4
	Strongly agree	16	18.4

Table 11. District means for the survey instrument[a]

District	Total mean	District	Total mean
1	3.95	45	3.15
2	3.35	46	3.55
3	3.55	47	3.60
4	3.55	48	3.25
5	3.90	49	4.50
6	3.35	50	2.80
7	3.85	51	4.40
8	4.15	52	3.90
9	4.25	53	3.80
10	3.60	54	3.60
11	4.05	55	3.50
12	3.75	56	3.35
13	3.65	57	4.25
14	2.65	58	3.60
15	3.55	59	3.65
16	4.00	60	3.80
17	3.85	61	3.50
18	3.75	62	3.65
19	3.80	63	4.60
20	3.65	64	3.65
21	3.95	65	4.15
22	3.00	66	3.45
23	3.00	67	3.64
24	3.25	68	3.45
25	3.40	69	3.90
26	3.45	70	4.40
27	2.90	71	3.95
28	3.80	72	3.65
29	4.25	73	3.85
30	3.95	74	3.10
31	3.90	75	3.70
32	3.65	76	3.90
33	4.15	77	3.55
34	3.80	78	4.10
35	4.40	79	3.60
36	3.20	80	3.60
37	4.50	81	3.40
38	3.80	82	3.75
39	3.30	83	3.65
40	4.00	84	4.05
41	3.10	85	2.95
42	3.72	86	3.80
43	3.85	87	4.10
44	4.05		

[a]Legend: 1=Strongly disagree, 2=Disagree, 3=Neutral, 4=Agree, 5=Strongly agree.

Table 12. Group means for 20 items on the survey instrument

Item	Total mean	Standard deviation	Frequency	Percentage of respondents
1. Mission statement	3.40	1.30	85	98
2. Implement	3.65	1.01	85	98
3. Supt. initiate awareness	3.43	.88	87	100
4. Teacher implement	3.88	.66	86	99
5. Leadership	4.08	.60	86	99
6. Educational fad	3.69	.81	86	99
7. Teaching tool	4.10	.55	86	99
8. Motivate students	3.67	.71	86	99
9. Curriculum	3.57	.79	86	99
10. Legislative mandate	2.77	1.17	86	99
11. Community support	4.25	.53	87	100
12. School board support	4.22	.60	87	100
13. Administrative support	4.37	.59	87	100
14. Professional development	3.89	.72	87	100
15. Organizational structure	3.62	.84	87	100
16. Coordinator	3.09	.96	87	100
17. Flexible program	3.99	.54	87	100
18. Resources	2.43	.98	87	100
19. Opportunities	3.92	.55	87	100
20. Evaluation	4.09	.52	87	100

asked if a service-learning coordinator is needed to oversee the program; the mean response was 3.09 (neutral). The lowest response means (2) were between "disagree" and "neutral." The items were statements regarding a legislative mandate supporting service-learning (#10), and available resources for programming (#18).

Table 13 shows the group data for each subscale of the instrument. The results revealed that as a group the responses were "neutral" to "agree." The means ranged from 3.50 to 4.07; e.g., program and organization subscales, respectively. The overall group mean was 3.71, indicating a positive response of nearly "agree" for all 20 items on the instrument.

Table 13. Group data for subscales on the survey instrument

Subscale	Total mean	Standard deviation	Frequency	Valid percent
Leadership	3.69	.89	86	100.0
Philosophy	3.56	.81	86	100.0
Organization	4.07	.66	87	100.0
Program	3.50	.71	87	100.0
Overall	3.71	.77	87	100.0

Results of null hypotheses tested

Null Hypothesis 1: There are no significant differences in responses of superintendents due to age, gender, educational level, district size, years of superintendent, or service-learning experience.

The purpose of Hypothesis 1 was to determine if there is a significant difference between the demographic variables and the responses of superintendents on the Service-Learning Assessment Instrument. A one-way multivariate analysis of variance (MANOVA) was conducted to determine if there are differences among the group means. MANOVA is a multivariate extension of ANOVA. ANOVA has a single dependent variable, but there are multiple dependent variables in MANOVA. The Wilks' lambda was calculated to evaluate the hypothesis. This statistic evaluates the hypothesis to determine if the population means are equal. Significant differences were found among the demographics (independent variables) on the subscales (dependents). Thus, the null hypothesis was rejected. Table 14 summarizes the MANOVA results.

Table 14. MANOVA results for null Hypothesis 1

Effect		Value	F	Hypothesis DF	Significance
Superintendent experience	Wilks' lambda	.584	3.981[a]	5	.007*
		.543	4.705[a]	5	.003*
		.534	4.895[a]	5	.002*
Age		.536	4.844[a]	5	.003*

[a]Exact statistic.
*p < .05.

Analyses of variance (ANOVA) were conducted on each dependent variable as follow-up

tests to the MANOVA. Using the Bonferroni method, each ANOVA was tested at

the .05 level. Bonferroni controls for Type I error across the multiple tests.

Several dependent variables reported significant differences. Nine of the 20 variables were

significantly different among the demographic variables. Table 15 portrays the ANOVA results.

Inspection of the table reveals that the mission statement, educational fad, curriculum, and

administrative support were among the dependent variables significant at the .05 level. Table 16

displays the parameter estimates that also show significant differences between the groups.

Null Hypothesis 2: There is no significant difference between superintendents'
characteristics in school systems that are implementing or are not implementing service-learning.

The purpose of Hypothesis 2 was to determine if there is a significant difference between

the superintendent characteristics and the districts that have or do not have a service-learning

program. A one-way MANOVA was performed to determine if there are differences between the

Table 15. ANOVA results for null Hypothesis 1

Source	Dependent variable[a]	Sum of squares	Degrees of freedom	Mean square	F	Significance
District size	**Leadership**					
	Mission statement	4.384	1	4.384	5.218	.029*
Supt. exp.	**Philosophy**					
	Educational fadrec	3.606	1	3.606	5.987	.020*
	Teaching tool	2.773	1	2.773	11.721	.002*
	Motivate students	1.896	1	1.896	4.262	.047*
	Curriculum	1.973	1	1.973	6.174	.018*
	Organization					
	Adm. support	1.537	1	1.537	4.750	.037*
	Professional dev.	2.573	1	2.573	4.994	.033*
	Program					
	Flexible program	3.570	1	3.570	10.732	.003*
	Opportunities	1.721	1	1.721	8.004	.008*
Age	**Organization**					
	Adm. support	1.389	1	1.389	4.291	.046*
	Professional dev.	3.460	1	3.460	6.717	.014*

[a]Each subscale represents a dependent variable. MANOVA combines all variables.
*$p < .05$.

group means. The Wilks' lambda was calculated to evaluate the hypothesis. Significant

differences were not found among the population means. Hence, the null hypothesis was not

rejected. Table 17 summarizes the MANOVA results. Results from the ANOVA reported that

one item (service-learning experience) was nearly significant (Table 18). The post hoc analysis

supports the ANOVA results (Table 19).

Table 16. Parameter estimates for null Hypothesis 1

Parameter	Dependent variable	B	Standard error	T	Significance
District size	Mission statement	1.728E-04	.000	2.284	.029*
Superintendent experience	Educational fadrec	-4.238E-02	.017	-2.447	.020*
	Teaching tool	-3.717E-02	.011	-3.424	.002*
	Motivate students	-3.073E-02	.015	-2.065	.047*
	Curriculum	-3.135E-02	.013	-2.485	.018*
	Adm. support	-2.767E-02	.013	-2.179	.037*
	Professional dev.	-3.580E-02	.016	-2.235	.033*
	Flexible program	-4.217E-02	.013	-3.276	.003*
	Opportunities	-2.928E-02	.010	-2.829	.008*
Age	Adm. support	3.223E-02	.016	2.072	.046*
	Professional dev.	5.087E-02	.020	2.592	.014*

*p < .05.

Table 17. MANOVA results for null Hypothesis 2

Effect	Value	F	Hypothesis DF	Significance
DSERVPRO[a] Wilks' lambda	.858	1.188[b]	5	.334*

[a]District service-learning program.
[b]Exact statistic.
*p < .05.

Table 18. ANOVA results for null Hypothesis 2

Source	Dependent variable[a]	Sum of squares	Degrees of freedom	Mean square	F	Significance
DSERVPRO	Gender	.000	1	.000	--	--
	Age	6.438	1	6.438	.117	.734
	District size	3100818.438	1	3100818.438	.607	.440
	Educational level	.610	1	.610	1.197	.280
	Superintendent experience	2.288	1	2.288	.025	.875
	Service-learning experience	222.943	1	222.943	3.664	.063

[a]Demographic variables.

Table 19. Pairwise comparison for null Hypothesis 2

Method	Dependent variable	DSERVPRO		Mean difference	Standard error	Significance
Bonferroni	Gender	Yes	No	4.663E-16	.000	--
	Age	Yes	No	-.867	2.528	.734
	District size	Yes	No	-601.467	771.920	.440
	Educational level	Yes	No	.267	.244	.280
	Superintendent experience	Yes	No	.517	3.261	.875
	Service-learning experience	Yes	No	5.100	2.664	.063

Null Hypothesis 3: There is no significant difference between superintendents' responses in school systems that are implementing or are not implementing service-learning.

The purpose of Hypothesis 3 was to determine if there is a significant difference between the superintendent responses and the districts that have or do not have service-learning programs. A one-way MANOVA was conducted to determine if there are differences between the group means. The Wilks' lambda was calculated to evaluate the hypothesis. Significant differences were found among the population means. The null hypothesis was rejected. Table 20 illustrates the MANOVA results.

An ANOVA on each dependent variable was administered as follow-up tests to the MANOVA. Two dependent variables reported significant differences among the population means. Table 21 displays the ANOVA results. An examination of the table shows that the variables "mission statement" and "implement" were significant at the .05 level. A post hoc analysis to the ANOVA showed the mean groups were significantly different from each other (Table 22).

Table 20. MANOVA results for null Hypothesis 3

Effect		Value	F	Hypothesis DF	Significance
DSERVPRO	Wilks' lambda	.506	5.279[a]	5	.002*

[a]Exact statistic.
*$p < .05$.

Table 21. ANOVA results for null Hypothesis 3

Source	Dependent variable[a]	Sum of squares	Degrees of freedom	Mean square	F	Significance
DSERVPRO	Mission statement	19.591	1	19.591	23.317	.000*
	Implement	9.894	1	9.894	22.806	.000*
	Supt. initiate	.844	1	.844	.853	.363
	Teacher implement	8.709E-02	1	8.709E-02	.181	.674
	Leadership	.952	1	.952	2.458	.127

[a]Leadership subscale.
*$p < .05$.

Table 22. Pairwise comparison for null Hypothesis 3

Method	Dependent variable	DSERVPRO		Mean difference	Standard error	Significance
Bonferroni	Mission statement	Yes	No	1.773	.367	.000*
	Implement	Yes	No	1.260	.264	.000*
	Supt. initiate	Yes	No	.368	.399	.363
	Teacher implement	Yes	No	.118	.278	.674
	Leadership	Yes	No	.391	.249	.127

*$p < .05$.

Survey comments

Part II of the instrument provided a comment section for respondents to share additional

information regarding service-learning. Comments were optional so respondents were not

obligated to complete this item (Appendix H). The responses were sorted by categories (Table

23). The most frequent responses by superintendents were related to service-learning programs.

One response was "Service-learning should be pre-K-12." The other comments varied between

compliment, definition of service-learning to funding. For example, one respondent stated,

"Thanks for providing a good topic for this review," and another respondent referenced to

receiving funding through the Iowa ComServ grant program.

Table 23. Frequencies of comments by respondents

Category	Frequency
Program	12
Compliment	3
Definition	3
Funding	3
Novice	1

Results of Data Analyses Related to the Interviews

Presented in this section are the qualitative data. Ten telephone interviews were conducted

by the researcher. Seven male and three female superintendents were randomly selected from the

respondents to the instrument. Each participant was asked five semi-structured questions

pertaining to the implementation of service-learning. The questions were designed to provide

more in-depth information regarding service-learning and the respondents' attitudes and perceptions.

A content analysis procedure was utilized to identify general themes and categories. A content analysis is a research technique for making replicable and valid inferences from data to their context (Krippendorff, 1980). It analyzes the raw data objectively, systematically, and develops categories that describe the data. The superintendents' responses to the questions were analyzed using the following procedures: 1) General themes for each question were identified, 2) each theme was categorized, and 3) the frequency of the responses in each category was tabulated. The results of each question are summarized in the following subsections.

Research Question 3

The third research question posed, "How do superintendents define service-learning?" This question was designed to determine what the superintendents considered as service-learning and if they had an understanding about the topic. The responses varied among the superintendents (Table 24); however, it appears that most superintendents understood the topic despite the variability in responses. The most common definition was service-learning is considered community service projects. Only one respondent considered service-learning not only a form of community service but as part of the instructional program. Two respondents defined service-learning as work study, and one respondent defined it as additional instructional service which indicated a limited understanding about the topic among these respondents.

Table 24. Frequencies of responses to research Question 3

Category	Frequency
Community service projects	3
Work-study	2
Teach students how to volunteer and be responsible	2
Community service with instructional program	1
Additional instructional service	1
Apply knowledge in real world	1
Teach students how to work with others (adults, senior citizens)	1

Research Question 4

The fourth research question posed, "What do superintendents perceive they need to know about service-learning?" This question was designed to determine what information, if any, superintendents needed to know about service-learning according to superintendents. The data are presented in Table 25. Identifying successful programs (within Iowa) was what superintendents needed to know most. Two respondents replied, "Nothing at this time." Other topics of interest included legal implications, cost, expectations, and evaluation methods. One superintendent queried, "What are the legal implications (e.g., liability) for school districts who take students out in the community to do service-learning?"

Research Question 5

The fifth research question stated, "What are the advantages and disadvantages, as perceived by superintendents, of integrating service-learning into the school's curriculum?" Table 26 lists the numerous responses by the superintendents.

Table 25. Frequencies of responses to research Question 4

Category	Frequency
Successful programs	3
Nothing at this time	2
Legal implications	2
Program evaluation methods	1
Cost	1
Funding	1
Strategies and techniques	1
Available courses and timelines	1
Expectations	1
Clear definition	1

Table 26. Frequencies of responses to research Question 5

Category	Frequency
Advantages	
Practice and extends the curriculum	4
Benefits to students and recipients	3
Give back to the community	3
Work cooperatively with others	3
Excellent tool for character development	1
Experience in careers	1
Public relations	1
Create projects	1
Community awareness	1
Develop life-long skill	1
Disadvantages	
Time	7
Burnout	1
Limited community support	1
Lose one-on-one contact with instructor	1
Unable to fulfill all requests	1

Four respondents felt that the greatest advantage of integrating service-learning was the opportunity to extend or apply practice to the curriculum. Three respondents believed that service-learning experiences benefit the students and recipients, teach students to work cooperatively with others, and give students the opportunity to serve or give back to the community. For instance, both students and recipients receive self-satisfaction from the service activity and have an opportunity to develop personal relationships. Another example given was that students have the opportunity to work cooperatively with children of different backgrounds and ages while giving back to the community. Other advantages of integrating service-learning included: exposing students to career interests, providing an excellent tool for character development, and raising community awareness.

The greatest disadvantage mentioned by the superintendents in service-learning was not enough time. Seven respondents believed that time would be taken away from the regular curriculum. Other concerns about integrating service-learning were student burnout, inability to fulfill all service requests, limited community support, and loss of one-on-one contact with instructor. One respondent stated, "Especially for small schools, students can participate in so many projects and then burn out." Another respondent replied," Not all of our constituents would support a service-learning program...it should be separated from the basic academic area."

Research Question 6

The sixth research question stated, "What conditions, as perceived by superintendents, are necessary in order to successfully implement service-learning?" The purpose of this question was to ascertain what factors superintendents perceived are critical to implementing service-learning. Table 27 summarizes the results.

Table 27. Frequencies of responses to research Question 6

Category	Frequency
Committed and involved staff, students, parents	6
Funding	4
Community support and involvement	3
Time	2
Trained staff	2
Available classrooms and timelines	1
Diverse advisory council	1
Open-minded principal	1
Regional in-services	1
School board support	1
Procedures	1
Organized program	1
Evaluation method	1

Six respondents concurred that a committed and involved staff, students, and parents are a major factor. Four superintendents responded that funding is also a key element. Costs for transportation and teacher compensation were the examples given. Three respondents believed community support and involvement were important. Two respondents mentioned the need for time and trained staff as important factors to successfully implement service-learning. The remainder of the other factors dispersed throughout the table.

Research Question 7

The last research question asked, "What do superintendents believe should be their role in the service-learning implementation process?" Their responses centered around four areas: resources, public relations, delegation, and facilitation (Table 28).

Table 28. Frequencies of responses to research Question 7

Category	Frequency
Resource person	8
Public relations person	7
Delegate to service-learning coordinator	1
Facilitator of advisory group	1

Eight respondents believe they should serve as a resource person on behalf of the school district. The following are examples from the respondents. Superintendents should be aware and support service-learning projects. They should be a guide on the side for moral support and ensure procedures and guidelines are followed. Superintendents should also provide financial support and time needed for staff and students to get into the community.

Seven respondents believed that superintendents should serve as the public relations person. Superintendents should promote the service-learning philosophy among students, staff, and community. They should help with the research process on service-learning, provide knowledge to the board and community about the pros and cons, projects, etc., promote the program to organizations to work with the school, and solicit organization's time and expertise to support projects.

One respondent said that the superintendent should feel comfortable delegating responsibilities to the service-learning coordinator, but still serve as a facilitator for the advisory group—not serve as chairperson.

Interview comments

The superintendents were asked if they had any further comments. The other comments are shown in Table 29. Four respondents stated, "No further comment." Two respondents expressed that service-learning is important and that it benefits kids. Other comments varied from group discussions being held to liability concerns.

The additional comments shared by the superintendents support earlier responses given during their interviews. The superintendents restated some of the advantages and positives regarding service-learning activities. They also elaborated on some of the concerns and factors related to successfully implementing service-learning. Overall, the interviews were generally positive and provided further insight about the attitudes and perceptions of the superintendents toward implementing service-learning in Iowa public schools.

Table 29. Frequencies of comments by respondents

Category	Frequency
None	4
Service-learning is important and valid	2
Would benefit kids	2
Group discussions held	1
Must be philosophy of school to be successful	1
Should be a part of every school system	1
More community education	1
Public relations benefit our projects	1
Hate to see a service-learning requirement	1
Pay committed teachers more	1
Proper training for faculty	1
Liability concerns	1

CHAPTER V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

"We can all be great because we all can serve."
Dr. Martin Luther King, Jr.

Introduction

The purpose of the study was to determine and appraise the nature and character of superintendents' perceptions toward implementation of service-learning in Iowa public schools. Specifically, it explored the perceptions of superintendents about the application of service-learning, what factors these administrators perceive as important for successful program integration, and the value of service-learning for future planning. This chapter summarizes the results of the research study. This chapter is organized in five sections: 1) Summary, 2) Conclusions, 3) Limitations, 4) Discussion, and 5) Recommendations.

Summary

The researcher used quantitative and qualitative methods to collect data for this study: a survey instrument and personal interviews. The survey instrument consisted of 20 statements and two parts: Part I–Service-Learning Assessment and Part II–Demographic Information. The personal interview consisted of five semi-structured questions. The instruments used for the survey and interviews were developed based upon the conceptual framework of Furco (1994). The questions on the instruments addressed issues related to the three principles.

A four-page survey instrument was mailed to 100 randomly selected Iowa public school superintendents: 95 males and 5 females. Ninety percent of the instruments were returned. Three were unidentifiable, leaving 87 questionnaires for use in the data analysis. Participants were also asked for demographic information that was relevant to the study.

Descriptive and inferential statistics were used to analyze the quantitative data. Frequencies, percentages, and cross tabulations were used to describe the demographic variables. The respondents' responses were computed using means, frequencies, and percentages. A Cronbach alpha and a factor analysis were conducted to evaluate the reliability of the survey instrument. A one-way MANOVA was conducted for testing the formulated null hypothesis. The Bonferroni post hoc method was used for multiple comparisons among specific groups.

Ten superintendents were chosen randomly from the respondents to the survey to participate in a telephone interview. Seven males and three females were chosen as the interview sample. Each interview was audio taped and later transcribed. The qualitative data were analyzed using content analysis. This procedure was utilized to identify general themes and categories that describe the data. The frequency of the responses in each category was tabulated.

Findings

Based upon the data analyses the major findings were as follows:

1. The majority of the superintendents held favorable perceptions toward implementing service-learning.

2. There were significant differences in responses of superintendents due to age, district size, and superintendent experience. The null hypothesis was rejected.

3. There were no significant differences between superintendents' characteristics in school systems that were implementing or were not implementing service-learning. The null hypothesis was not rejected.

4. There were significant differences between superintendents' responses in school systems that were implementing or were not implementing service-learning. The null hypothesis was rejected.

5. The majority of the superintendents had a clear understanding about the topic of service-learning.

6. Superintendents need more specific information about implementing service-learning.

7. Superintendents believe there are more advantages than disadvantages in implementing service-learning.

8. Superintendents believe there are multiple factors critical to successfully implementing service-learning.

9. Superintendents believe their role in the service-learning implementation process should be as a facilitator and support person.

Conclusions

The findings of this investigation that superintendents have a considerable interest and commitment in implementing service-learning. The results indicate that the superintendents perceive service-learning as a credible source for teaching and learning. Seven research questions were formulated to determine the perceptions of superintendents regarding service-learning. The findings of this investigation are concluded according to the seven research questions presented below.

1. *What are the current perceptions of superintendents toward implementation of service-learning in Iowa public schools?* Overall this study found favorable perceptions among superintendents. A majority of the respondents rated the statements about service-learning positively. Thus, service-learning is considered a positive and reliable educational strategy.

Forty-seven superintendents reported their school district had a mission statement, policy, or goals supporting service-learning, 49 were committed to implementing service-learning, and 45 also believe that service-learning should be integrated with the school's curriculum. Forty-six

respondents believe superintendents should initiate community awareness about service-learning, and 66 believe teachers should implement service activities. Seventy-four superintendents stated service-learning provides leadership opportunities for all students. Seventy-seven respondents believe service-learning is an effective teaching tool and at least 50 believe it helps motivate students to improve academic skills.

Superintendents also reported that community support (83), school board support (79), and administrative support (82), as well as professional development (67) are important in the implementation process. Fifty-three of the respondents believe the school's organizational structure does affect the implementation process. Seventy-six respondents also believe that a service-learning program must be flexible, 70 stated students should have opportunities to apply classroom learning in the community, and 79 reported that ongoing evaluation is important for providing feedback about service-learning programs.

The respondents were about equally divided regarding a service-learning coordinator. Thirty-one were "neutral" and 32 either "disagreed or strongly disagreed" with needing a coordinator to oversee the program.

Fifty-five of the superintendents indicated that service-learning is not just another educational fad. Forty-two respondents believe that a legislative mandate would not lend credibility to implementing service-learning. Finally, 56 superintendents stated that resources are not readily available in their school district for service-learning activities.

2. *Is there a difference of response to the survey of superintendents categorized by their characteristics?* This study found significant differences in superintendents' responses due to their characteristics. The findings revealed a relationship between the superintendents' perceptions toward service-learning and the demographic variables. The respondents' perceptions varied according to age, district size, and superintendent experience.

Older superintendents were more likely to believe that administrative support and professional development is important to the successful implementation of service-learning. Larger school districts were more likely to have a written mission statement, policy, or goals reflecting their commitment to service-learning. Superintendents with more experience were less likely to believe that service-learning is an educational fad, an effective teaching tool, motivates students to improve academic skills, and should be part of a school's curriculum. They were also less likely to view administrative support and professional development as important to the successful implementation of service-learning. Further, the respondents were less likely to believe that a service-learning program must be flexible or that students should have opportunities to apply knowledge gained in the community during the school term.

No significant differences were found between the superintendents' characteristics and school systems implementing or not implementing service-learning.

However, significant differences were found between superintendents' responses and school systems implementing or not implementing service-learning. Superintendents' perceptions regarding mission statement and implementing service-learning varied among service-learning implementing and non-implementing school systems. Districts with a service-learning program were more likely to have a written mission statement, policy, or goals supporting service-learning than districts without a service-learning program. Districts with a service-learning program were more committed to implementing service-learning than their counterparts.

3. *How do superintendents define service-learning?* The majority of superintendents had a clear understanding about the topic of service-learning. One superintendent defined service-learning as a form of community service and as part of the instructional program. Three superintendents defined service-learning as community service projects. Others characterized service-learning as an opportunity to apply knowledge in the real world, teach students

volunteerism, responsibility, and how to work with others. However, two respondents defined service-learning as work-study, and one considered service-learning as additional instructional time. It appears that these superintendents may have a limited understanding about the topic and need more information.

4. *What do superintendents perceive they need to know about service-learning?* Superintendents need more specific information about implementing service-learning. A variety of topics related to service-learning were noted. The respondents most frequently stated that they need more information about model programs within Iowa, followed by legal implications. Other topics of interest included funding, program evaluation methods, cost, strategies and techniques, expectations, and a clear definition. Only two respondents stated that they did not need any additional information.

5. *What are the advantages and disadvantages, as perceived by superintendents, of integrating service-learning into the school's curriculum?* Superintendents believe there are more advantages than disadvantages in implementing service-learning. This belief reflects a positive attitude about service-learning. The greatest advantages as perceived by superintendents were: service-learning provides an opportunity to practice and extend the curriculum, benefits the students as well as the recipients, opportunity to give back to the community, and work with others. The greatest disadvantage was time. The superintendents were concerned about time being taken away from the regular curriculum and time needed for planning service projects.

6. *What conditions, as perceived by superintendents, are necessary in order to successfully implement service-learning?* Superintendents believe there are a multiple of factors critical to successfully implementing service-learning. They perceive that a commitment and involvement from staff, students, and community is a high priority. Funding must be provided to support program related costs, as well as time and trained staff. Other essential factors include school

board support, a diverse advisory council, established procedures, a very organized program, and evaluation methods.

7. *What do superintendents believe should be their role in the service-learning implementation process?* Superintendents believe their role in the service-learning implementation process should be as a support person and facilitator. The study found that superintendents were more comfortable as a guide on the side, to provide funding and moral support for teachers and students, and to promote service-learning within the school and community. Facilitating and delegating were specific roles also noted that would indirectly involve superintendents in supporting service-learning.

Limitations

The findings of this study were restricted by the following limitations:

1. The study was limited to K–12 public schools in Iowa.

2. The study was limited to the perceptions of the respondents. The perceptions of those selected may not necessarily reflect all superintendents in Iowa.

3. Participation in this study was voluntary on behalf of the superintendents.

Discussion

A review of the literature revealed that service-learning is an integral part of educational reform; it provides a positive and effective change that is needed within schools and communities. However, Witmer and Anderson (1994) write that district office administrators must support the program if service-learning is to be successfully implemented. The findings of this study revealed that superintendents have a considerable interest and commitment in implementing service-

learning in Iowa public schools. The superintendents view service-learning as a reliable strategy for improving teaching and learning.

The results from this study found superintendents held favorable perceptions toward implementing service-learning. More than half of the superintendents reported having a mission statement, policy, or goals supporting service-learning. The Iowa statewide survey (Kemis, 2000) reported similar findings. Almost half (48.3%) of the 232 school districts responding had a written mission statement, policies, or goals that encourage service-learning. This study found that more than half of the superintendents reported they are committed to implementing service-learning. Again, the Iowa statewide survey reported that almost half (49%) the districts responding offered service-learning programs during the 1998-99 school year. The majority of the superintendents in this study also believe that the organizational structure does affect the implementation process. Fertman et al. (1995) and Limpert (1997) shared similar findings. Whether a class is self-contained or at the high school level affects how service projects are implemented.

This study showed that most superintendents were unsure or unfavorable about needing a service-learning program coordinator. In spite of these results, the researcher believes a coordinator is needed in implementing and sustaining the program. The superintendents' responses were also different from the Iowa statewide survey. A service-learning coordinator was most often cited as essential to sustaining a program. Perhaps securing funding and time to support a coordinator is an issue for superintendents.

Another interesting finding from this study was that most superintendents believe that a legislative mandate supporting a graduation requirement would not lend credibility to implementing service-learning. According to Limpert (1997), a required policy lends credibility to the program by demonstrating the need for service to be part of the curriculum and not just

simply added-on "fluff." In her study, the local school board approved a mandatory service-learning program. Perhaps a local mandate would seem more reasonable for superintendents and show ownership rather than feeling forced by a federal or state mandate.

This study found several factors critical to successfully implementing service-learning. Both the survey and interview data produced similar responses. Superintendents perceive that support and a commitment from the students, staff, school board, and community are very important. Professional development for teachers and administrators is needed. Having an organized and flexible program, appropriate resources, and formal evaluations are necessary. Time allowed for planning and conducting projects is a must; superintendents considered time the greatest disadvantage in integrating service-learning. Other factors were mentioned; however, the above listed were cited more frequently. In comparison, the Iowa statewide survey considered similar factors as challenges in developing service-learning programs: time, resources, teacher and student interest, and trained personnel.

In general, public school superintendents do not seem to have taken the initiative in the advocacy of service-learning (Shapiro, 1990). Shapiro further states that superintendents have not argued strongly for or against service-learning, but appear to base their degree of interest and commitment on the direction of state policy and recommendations. Currently, Iowa does not have a statewide policy or mandate regarding service-learning; therefore, no state directives are in place to encourage support for service-learning. With no state directives in place, superintendents may fear strong public resistance in initiating this educational change. Implementing service-learning is considered a major educational change; it affects the school's structure and culture.

Leslie (1992) states the potential for institutionalizing educational change is greatly increased if the process includes the active involvement and unambiguous commitment of the superintendent. However, the process of educational change is not a simple task. Change is

considered a slow and complex event that sometimes produces unfavorable results. Convincing the staff and community to support such a change requires a change agent who believes and supports service-learning and is willing to take the initiative in promoting the concept. As the local school district's executive leader, the superintendent is considered a change agent.

The results of this study show that superintendents are very supportive of service-learning. Kendall et al. (1990) discussed principles and strategies for organizational change that are relevant for K-12 educators establishing or strengthening service-learning programs. Understanding the principles and strategies of change is necessary in order to gain organizational support for service-learning. Also, understanding these concepts would aid the superintendent in becoming an effective catalyst for constructive change.

There is a growing national and state interest in the topic of service-learning as a method of educational reform. Service-learning programs exist in every state in the Union (Billig, 2000). Schools and communities across the nation are implementing service-learning programs to reconnect students and break the isolation that has occurred in the educational process. Iowa has been instrumental in the development of service-learning, and continues to make progress toward establishing meaningful service programs throughout the state (Kemis, 2000).

The purpose of schools is to assist students in acquiring the knowledge, skills, and attitudes necessary in order to be productive, responsible citizens in the future. Due to our ever-changing, growing society, innovative and constructive initiatives are constantly needed to help provide students with the best education possible. Service-learning has made its mark as a school improvement initiative valued within K-12 public schools and communities. Service-learning has demonstrated to be a valuable and effective educational strategy that yields great benefits to the students, staff, and community. National data provide the evidence that service-learning is constantly advancing and making a difference.

Although there are issues such as funding and time that each school district must address, research has shown that service-learning is a worthwhile investment. According to the research, sufficient evidence has been found to acknowledge service-learning as a teaching methodology capable of achieving cognitive as well as affective gains (Fertman et al., 1995). The researcher hopes that this study will further support school districts and others in further identifying factors for successful program implementation and thus create more opportunities for students to become involved in service-learning. With the support and commitment of administrators, staff, students, and the community, service-learning can expand and make a vital contribution to improving instruction and learning.

Recommendations

Based on the findings and conclusions of this study, the following recommendations are offered to superintendents considering implementing service-learning programs:

1. Contact the service-learning consultant from the federal or state department of education to obtain current information and resources about service-learning. This would provide a broader understanding on specific elements about implementing service-learning programs.

2. Investigate how other school districts are incorporating service-learning into their school improvement plans and examine their process and outcomes.

3. Consider the principles of organizational change outlined in this study and utilize specific strategies to gain support for service-learning. Understanding these concepts will assist in becoming effective change agents.

4. Survey school district administrators and teachers to determine the level of awareness and interest about service-learning. Use the service-learning instruments from this study as a guide in developing questions.

5. Communicate with the school board and community members about the school district implementing service-learning. Present current research to inform the constituents about service-learning. This would also be an opportunity to address concerns and secure support for service-learning.

6. Demonstrate a verbal and written commitment to providing time, funding, and other resources necessary for implementing service-learning. Identify resources at the state and national levels that might be available. Incorporate service-learning in the district's mission statement and strategic plan. Clearly state and define goals that reflect service-learning and provide students with opportunities to meet the goals.

7. Provide training for staff interested in service-learning. Training should include strategies and techniques, model programs, and available resources.

8. Establish a service-learning planning committee to create and develop a service-learning program. The committee should include staff, students, and community members. Utilize Furco's (1994) three guiding principles that serve as a framework for developing service programs. Examine ways for service-learning to be inclusive with other school improvement plans.

9. Hire or appoint an individual to coordinate and implement the service-learning program. This position would provide the expertise and time needed to effectively manage and monitor the program. Limpert's (1997) strategies for executing service-learning programs would provide support and guidance. Use the ASLER standards (1993) as a yardstick to further support and ensure a quality service program.

10. School districts with a service-learning program should continue to provide support and resources. Encourage and provide opportunities for other students and staff to become involved.

11. Explore the possibility of formally institutionalizing service-learning at the state level. Convene with members from the state department of education, local school board, and the community to discuss instituting a statewide policy or mandate similar to other states.

Recommendations for further research

The following are recommendations for further research:

1. It is recommended that similar studies be conducted in other states. These studies would provide more data for state departments of education and K-12 public school districts and support their efforts in implementing service-learning.

2. Conduct a national study comparing the perceptions of superintendents to determine if similar results are found. The hypothesis would be that there is no significant difference among superintendents' perceptions toward implementation of service-learning.

3. Study the differences in perceptions of superintendents, principals, and teachers toward implementing service-learning. A national and statewide study is recommended. The hypothesis would be that there are no significant differences between superintendents, principals, and teachers' perceptions toward implementation of service-learning.

4. Study Iowa school districts with service-learning programs and document the process of integrating service-learning in each district. A qualitative study is recommended to describe in-depth the experiences and perceptions. This investigation would include

multiple sources of data (triangulation); surveys, interviews, and program observations are suggested.

5. Conduct a longitudinal study investigating the effects of school districts with service-learning programs and districts without service-learning programs. Research is needed that further examines the long-term impact on academic achievement and citizenship skills. The hypothesis would be that there are no significant differences among school districts with service-learning programs and districts without service-learning programs and their effects on academic achievement and citizenship skills.

APPENDIX A. SURVEY INSTRUMENT

Service-Learning Assessment Instrument*
Department of Educational Leadership and Policy Studies
Iowa State University

Part I: Service-Learning Assessment

Directions: Carefully consider each of the following statements and decide the extent to which you agree or disagree with it. Then check the appropriate box to the right of the statement.

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

A. Leadership

1. My school district has a written mission statement, policy, or goals that visibly support service-learning. ❑ ❑ ❑ ❑ ❑

2. My school district is committed to implementing service-learning for our students. ❑ ❑ ❑ ❑ ❑

3. The superintendent should initiate community awareness for service-learning. ❑ ❑ ❑ ❑ ❑

4. Teachers should implement service-learning program activities. ❑ ❑ ❑ ❑ ❑

5. Service-learning provides leadership opportunities (e.g., mentors in math) for all students (e.g., younger, at-risk). ❑ ❑ ❑ ❑ ❑

B. Philosophy

6. Service-learning is just another educational fad. ❑ ❑ ❑ ❑ ❑

7. Service-learning can be used as an effective teaching tool. ❑ ❑ ❑ ❑ ❑

8. Service-learning helps to motivate students to improve academic skills (e.g., writing, reading). ❑ ❑ ❑ ❑ ❑

9. Service-learning should become part of a school's curriculum. ❑ ❑ ❑ ❑ ❑

10. A legislative mandate supporting a service-learning graduation requirement would lend credibility to implementing service-learning. ❑ ❑ ❑ ❑ ❑

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*Adapted from the faculty questionnaire used in Limpert, L.W. (1997). The process of integrating a service learning program into a grades k-12 curriculum at elizabethtown area school district: A case study. Unpublished doctoral dissertation, Temple University, Philadelphia, PA.

C. Organization

Strongly Agree   Agree   Neutral   Disagree   Strongly Disagree

11. Community support is important to the successful implementation of service-learning.

☐ ☐ ☐ ☐ ☐

12. School board support is important to the successful implementation of service-learning.

☐ ☐ ☐ ☐ ☐

13. Administrative support is important to the successful implementation of service-learning.

☐ ☐ ☐ ☐ ☐

14. Professional development training for administrators is important to the successful implementation of service-learning.

☐ ☐ ☐ ☐ ☐

15. The organizational structure of the school (e.g., class size, grade level) affects the service-learning implementation process.

☐ ☐ ☐ ☐ ☐

D. Program

16. A service-learning coordinator is needed to oversee the program.

☐ ☐ ☐ ☐ ☐

17. The service-learning program must be flexible to meet individual classroom needs.

☐ ☐ ☐ ☐ ☐

18. The resources (e.g., funding) needed for service-learning program activities are readily available in my school district.

☐ ☐ ☐ ☐ ☐

19. Students should have opportunities to apply classroom learnings (e.g., science) in the community during the school term (e.g., botanical garden).

☐ ☐ ☐ ☐ ☐

20. On-going evaluation (e.g., formative, summative) is important for providing feedback about service-learning program activities.

☐ ☐ ☐ ☐ ☐

Part II: Demographic Information

Please provide the following information.

---

1. **Gender:** ☐ Male ☐ Female

2. **Age:** _____

3. **District Size** (approximate certified enrollment for 1999-2000 year): _____

4. **Educational Level:** ☐ Master's Degree ☐ Master's + 30 ☐ Specialist ☐ Doctorate

5. **Superintendent Experience** (years): _____

6. **Our District currently has a Service-Learning Program:** ☐ Yes ☐ No

7. **Service-Learning Experience** (years): _____

Comments (optional): _____

_____

_____

_____

_____

Please send a copy of the results: ☐ Yes ☐ No

APPENDIX B. ADMINISTRATIVE INTERVIEW GUIDE

ADMINISTRATIVE INTERVIEW GUIDE*

School District: _____   Date: _____

1. How would you define service-learning?

2. What do you need to know about service-learning?

3. What are the advantages and disadvantages of integrating service-learning into the school's curriculum?

4. What conditions are necessary in order to successfully implement service-learning?

5. What do you believe should be the role of the superintendent in the service-learning implementation process?

Any further comments: _____
_____
_____
_____
_____

*Adapted from the administrative guide used in Limpert, L. W. (1997). The process of integrating a service learning program into a grades K–12 curriculum at Elizabethtown Area School District: A case study. Unpublished doctoral dissertation, Temple University, Philadelphia, PA.

APPENDIX C. COVER LETTER FOR SURVEY

IOWA STATE UNIVERSITY
OF SCIENCE AND TECHNOLOGY

College of Education
Department of Educational
  Leadership and Policy Studies
N229E Lagomarcino Hall
Ames, Iowa 50011-3195
515 294-9468
FAX 515 294-4942
E-mail: wkpjr@iastate.edu

March 13, 2000

Dear Superintendent:

We need your help with a research project regarding Iowa public schools. You have been selected as part of a random sample of Iowa superintendents to participate in a service-learning study. Service-learning is defined as a method of teaching and learning which engages students in solving problems and addressing issues in their school or greater community as part of the academic curriculum (Iowa Dept. of Education, 1995). Service-learning projects include students serving as school-based peer tutors (e.g., math), visiting nursing homes, or similar activities. Your participation is very important to the success of this study and will provide valuable information about current and future service-learning programs.

Enclosed is a short questionnaire which will take only 5 minutes to complete. This instrument is designed to measure your perceptions toward implementation of service-learning in Iowa public schools. Your responses are strictly confidential and will be reported only as grouped summaries to protect your anonymity. Your name will never be placed on the instrument. The survey form is coded for purposes of sending a follow-up letter to non-respondents and to place your name on a mailing list to receive a copy of the survey results.

Please complete and return the survey by Monday, March 27, 2000. For your convenience, the form is self-addressed, postage-paid. Your voluntary participation is greatly appreciated, and a small gratuity is enclosed for your time and consideration. Please feel free to call Jennifer at (515) 294-4375 or Dr. Poston at (515) 294-5450 if you have any questions. Thanks in advance for your cooperation and help.

Sincerely,

Jennifer D. Brookins-King   William K. Poston, Jr.
Doctoral Candidate   Major Professor

Enclosures

APPENDIX D. SURVEY FOLLOW-UP LETTER

IOWA STATE UNIVERSITY
OF SCIENCE AND TECHNOLOGY

College of Education
Department of Educational
   Leadership and Policy Studies
N229E Lagomarcino Hall
Ames, Iowa 50011-3195
515 294-9468
FAX 515 294-4942
E-mail: wkpjr@iastate.edu

April 10, 2000

Dear Superintendent:

We are again requesting your help with a research project regarding Iowa public schools. We are conducting a survey to determine what are the perceptions of superintendents toward implementation of service-learning in Iowa public schools. Your participation is very important to the success of this study and will provide valuable information about current and future service-learning programs.

Enclosed is a short questionnaire which will take only 5 minutes to complete. Please complete and return the survey by Monday, April 17, 2000. The form is self-addressed, postage-paid for your convenience. Please feel free to call Jennifer at (515) 294-4375 or Dr. Poston at (515) 294-5450 if you have any questions. Thanks in advance for your cooperation and help.

Sincerely,

Jennifer D. Brookins-King
Doctoral Candidate

William K. Poston, Jr.
Major Professor

Enclosure

APPENDIX E. COVER LETTER FOR INTERVIEWS

IOWA STATE UNIVERSITY
OF SCIENCE AND TECHNOLOGY

College of Education
Department of Educational
 Leadership and Policy Studies
N229E Lagomarcino Hall
Ames, Iowa 50011-3195
515 294-9468
FAX 515 294-4942
E-mail: wkpjr@iastate.edu

April 17, 2000

Dear Superintendent:

We would like to thank you for completing your service-learning survey. As a follow-up to the survey, we invite you to participate in a personal interview. You have been selected as part of a random sample of respondents to the questionnaire. This in-depth interview will last about 30 minutes, and your conversations will be recorded using a tape recorder to accurately collect information.

Please sign and return the consent form by Monday, April 24, 2000. For your convenience, a self-addressed, postage-paid envelope is enclosed. Jennifer will call you on April 24 to set up an appointment to conduct the telephone interview at a time convenient for you. Again, your voluntary participation is appreciated. If you have any questions, please do not hesitate to call Jennifer at (515) 294-4375 or Dr. Poston at (515) 294-5450. Thanks in advance for your time and cooperation.

Sincerely,

Jennifer D. Brookins-King   William K. Poston, Jr.
Doctoral Candidate   Major Professor

Enclosures

APPENDIX F. INFORMED CONSENT FORM

IOWA STATE UNIVERSITY
OF SCIENCE AND TECHNOLOGY

College of Education
Department of Educational
   Leadership and Policy Studies
N229E Lagomarcino Hall
Ames, Iowa 50011-3195
515 294-9468
FAX 515 294-4942
E-mail: wkpjr@iastate.edu

INFORMED CONSENT FORM

By signing this consent form, you are granting the researcher the opportunity to interview you regarding your school district and service-learning and to record your conversations on a tape recorder. You have given your consent to participate in this study to determine what are the perceptions of superintendents toward implementation of service-learning in Iowa public schools. Your participation is voluntary. It has been explained to you that there are no foreseeable risks or discomforts. Your name and/or school district's identity will not be disclosed in the study. Your responses are strictly confidential and will be reported only as grouped summaries to protect your anonymity.

The researcher has explained that the interview will take only about 30 minutes. The researcher has allowed you an opportunity to ask any questions prior to the beginning of the interview. Furthermore, it has been explained that you may at any time refuse to answer any question. By signing this form, you are indicating that you are aware that you may withdraw from participation in this study at any time. If you withdraw, any notes or transcripts will be destroyed immediately.

_____   _____
Signature of Participant   Date

_____   _____
Signature of Researcher   Date

APPENDIX G. HUMAN SUBJECTS FORM

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Checklist for Attachments and Time Schedule

The following are attached (please check):

12. ☒ Letter or written statement to subjects indicating clearly:
   a) the purpose of the research
   b) the use of any identifier codes (names, #'s), how they will be used, and when they will be removed (see item 17)
   c) an estimate of time needed for participation in the research
   d) if applicable, the location of the research activity
   e) how you will ensure confidentiality
   f) in a longitudinal study, when and how you will contact subjects later
   g) that participation is voluntary; nonparticipation will not affect evaluations of the subject

13. ☒ Signed consent form (if applicable)

14. ☐ Letter of approval for research from cooperating organizations or institutions (if applicable)

15. ☒ Data-gathering instruments

16. Anticipated dates for contact with subjects:
  First contact   Last contact

    3/15/00   5/15/00
    Month/Day/Year   Month/Day/Year

17. If applicable: anticipated date that identifiers will be removed from completed survey instruments and/or audio or visual tapes will be erased:

    9/15/00
    Month/Day/Year

18. Signature of Departmental Executive Officer   Date   Department or Administrative Unit

    [signature]   3/6/00   EL P5

19. Decision of the University Human Subjects Review Committee:

☒ Project approved   ☐ Project not approved   ☐ No action required

  Patricia M. Keith   3-13-00   _[signature]_
  Name of Committee Chairperson   Date   Signature of Committee Chairperson

GC 06/97

APPENDIX H. SURVEY COMMENTS

Compliment

- Thanks for providing a good topic for this review.

- Good topic! Good job!

- Works well with older students working with our younger kids.

Novice

- I am new to Iowa this year. This is the first I've heard of "service learning."

Definition

- Service learning is interpreted as organizations. Working through nursing homes, helping the elderly. Working with elementary students. This is why #6 was answered yes.

- The question often assumes consensus on what constitutes "service learning." This is seldom true. Used in one manner service learning can be a wonderful opportunity. Use in another manner service learning can be oppressive.

- A definition of service learning should have been included.

Funding

- We are a K–8 district. We whole grade share our 9–12 students. Item #10-legislative mandate would be helpful but not without funding!!

- Our district has many service opportunities built into the curriculum—we do not have a formalized program. I would guess that 30% plus of our student population are involved in some type of service activity at any given time. I do not want a legislative mandate unless there are appropriations sufficient to support the program.

- We applied for and received a Dept. Ed ComServ Grant for 2 years. This district sends 7–12th graders to English Valley and Montezuma in a whole grade sharing agreement. The ComServ Grants involved K–6th in senior citizens projects.

Program

- We provide opportunities for service learning in various classes and organizations. It is not mandatory or sequential.

- We have certain courses that lend themselves to service learning opportunities outside of school. I'm sure we would want a service learning component in all classes. We are considering a one-project requirement prior to graduation.

- Our service learning program isn't formalized, but service learning opportunities are part of classroom instruction and school wide activities (e.g., mentoring opportunity, community service activities, volunteer service, school/community activities). Classroom instruction/ projects are initiated by interested teachers.

- We do a number of service learning projects but I would not classify service learning as a program.

- Should be pre-K-12.

- Service learning activities have been going on for the majority of high school students since the beginning of clubs and organizations. All clubs and organizations do service learning projects.

- Service-learning was already at the school when I came in the form of peer tutoring and weekly visits to the nursing home. Today, we have much more peer tutoring than when I came. We now employ a part time coordinator paid for with decaf funding.

- Individual teachers use service learning as part of curriculum.

- Our middle school curriculum includes specific projects which allow students to complete tasks: e.g., care facilities to personal studies; farm to plow to chow; our BPA to community blood drive; our FFA to various service-learning projects.

- We have service learning activities/programs in almost all of our buildings. They are not coordinated district wide.

- Our program is currently an extension of our honors social studies curriculum. We hope to broaden the program as it is included as part of a strategy in our updated strategic plan.

- We have service learning projects, but do not have an organized program.

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