

The Commonwealth of Massachusetts

Report

of the

**SENATE COMMITTEE ON
POST AUDIT AND OVERSIGHT**

entitled

A RENEWED CALL TO CITIZEN SERVICE

Reforming Community Service, Community Service-Learning
and Volunteerism Throughout Massachusetts

(under the provisions of Section 63 of Chapter 3
of the General Laws, as most recently amended by
Chapter 557 of the Acts of 1986)

January 4, 2005

A RENEWED CALL TO CITIZEN SERVICE

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**A Report of the
Senate Committee on Post Audit and Oversight
January 2005**

Massachusetts Senate
The Honorable Robert E. Travaglini
Senate President

Senator Marc R. Pacheco, Chair
Senator Susan C. Fargo, Vice Chair

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Senator Brian A. Joyce
Senator Richard T. Moore
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Senate Committee on Post Audit and Oversight

Senator Marc R. Pacheco, Chairman

It shall be the duty of the Senate Committee on Post Audit and Oversight (established under Section 63 of Chapter 3 of the General Laws) to oversee the development and implementation of legislative auditing programs conducted by the Legislative Post Audit and Oversight Bureau with particular emphasis on performance auditing. The Committee shall have the power to summon witnesses, administer oaths, take testimony and compel the production of books, papers, documents and other evidence in connection with any authorized examination or review. If the Committee shall deem special studies or investigations to be necessary, they may direct their legislative auditors to undertake such studies or investigations.

Senate Post Audit and Oversight Bureau

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The Senate Committee on Post Audit and Oversight brought together a diverse group of educators, students, volunteers, and community leaders. A special thanks to Kristin McSwain, Executive Director, Massachusetts Service Alliance for her efforts with this project. In addition, the following people have contributed to this report: John Judge, Board Chair, Massachusetts Service Alliance; Barbara Canyes, Executive Director, Massachusetts Campus Compact; Richard T. Moore, Massachusetts State Senator; Teri Sullivan, Program Director, Taunton Student Health Corps; Bob Giannino, Vice President of Government Relations, Jumpstart National; Erin J. Cox, Regional Executive Director, Jumpstart Northeast; Mieko Ozeki, Public Education Associate, The Food Project; Sheila Donahue King, Executive Office of Elder Affairs; Deb Re, Executive Director, City Year; Deborah E. Banda, State Director, AARP Massachusetts; Jessica Costantino, Director of Advocacy, AARP Massachusetts; Malcolm Coles, State Director, Corporation for National and Community Service: Massachusetts State Office; Patrice Keegan, Executive Director, Boston Cares; Eric Swartz, President, Citizen Schools; Dr. Wayne Burton, President, North Shore Community College; Sandy Edwards, North Shore Community College; Ken Pottel, CSL Coordinator, Wareham Public Schools; Maureen Curley, Chief Relationship Officer, Bridgestar; Cheryl J. Bushnell, Project Director, Dennis Volunteer Medical Reserve Corps; Jennie Manni, Project Coordinator, Dennis Medical Reserve Corps; Jessica Donner, Department of Education; David Roach, Millbury Public Schools.

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• EXECUTIVE SUMMARY •

Massachusetts is known throughout the country as a leader in community service, community service-learning and volunteerism. In 1991, Massachusetts became the first state to establish a commission to develop and implement national and local community service initiatives. Since then, the state has been at the forefront of promoting service opportunities for all of its citizens. Boston's City Year program, which brings together local citizens to address critical community needs, became a template for AmeriCorps programs across the United States. It was in Massachusetts that innovative programs such as YouthBuild, where at-risk youth gain valuable skills and earn GED credit while building low-income housing, and Jumpstart, a mentoring program that helps preschool children develop critical educational skills, were first expanded.

Service is comprised of community service, community service-learning, and volunteerism. These concepts encourage citizens and students to be active and engaged members of their communities and to address important community needs in a cost effective manner. Service can unite neighbors, mobilize volunteers and encourage a lifelong ethic of public participation. Every day, through the success of service programs in the state, students-in-need are matched with mentors, uninsured citizens are provided access to preventive health care services, and volunteers rise to the call to protect our city streets. The enthusiasm, dedication and creativity of the service leaders and volunteers in Massachusetts rivals states double its size.

The Senate Post Audit and Oversight Committee reviewed community service in Massachusetts and found service programs in the state are in serious jeopardy, despite the proven benefits and dedication from the field. The Committee discovered a complex and bureaucratic service infrastructure which, coupled with serious funding cuts, has curbed innovation, threatened the existence of successful programs and prevented new opportunities from being expanded. Without these programs, willing volunteers will be turned away and community needs will not be met. In light of current state and local budget constraints, support of these cost-effective service initiatives is more important than ever. Specifically, the Committee found the following:

- The Massachusetts Service Alliance (Alliance), the state's national commission and local expert on community service, is not codified in state statute.
- Community service administration and oversight is currently divided among several agencies, diluting its effectiveness.
- Community service-learning programs are funded in only 5% of public school districts in Massachusetts.
- Only 21 of the state's 29 public higher education institutions are members of the Massachusetts Campus Compact, which promotes community service-learning in higher education.
- State funding for service programs has been reduced by 80%, from \$5 million to just over \$1 million in the past three years.
- Funding cuts have reduced AmeriCorps from 29 to 22 programs, significantly decreased after school service-learning programs, and eliminated state elder service initiatives.
- Innovative initiatives, such as YouthBuild Boston, are struggling to keep their doors open. Other service programs are limited by funding and statutory restrictions.

- There is limited communication between the state’s service partners, which prevents the state from obtaining critical service data.
- Every \$1 invested in service programs generates more than \$10 in matching federal and private funds.

Massachusetts cannot afford to let these trends continue. In order to maintain successful programs, promote volunteerism and create new service opportunities, service needs to be reformed throughout the state. To achieve these goals, the Committee recommends the Massachusetts Legislature and the Governor:

1. Adopt legislation known as the “Commonwealth Citizen Service Initiative” (CCSI). Successful passage of this legislation will leverage existing programs, create new efficiencies and expand public-private partnerships to ensure Massachusetts remains a leader in service. The CCSI would specifically:
 - a. Reform community service offices by codifying the Massachusetts Service Alliance, the state’s national commission and local expert on community service, in state statute and repealing dormant and duplicative offices.
 - b. Empower the Alliance with regulatory authority to improve community service, community service-learning and volunteerism. Allow the Alliance to adopt regulations to expand service opportunities, ensure the coordination of community service corps operating in the Commonwealth, act as a clearinghouse for service data, and encourage the corporate community to become more involved in service.
 - c. Create the Commonwealth Student Service Corps, a statewide service initiative that would match higher education students with community service-learning opportunities in their respective area of study. Supervised students would be partnered with professionals to address critical, societal needs in the areas of education, environment, health care and public safety, while gaining valuable field experience.
 - d. Authorize and direct the public higher education community, in cooperation with the Alliance, to develop initiatives (e.g. scholarships, housing vouchers and community awards) that would encourage service opportunities.
 - e. Authorize and direct the Department of Education to ensure community service-learning is offered to students at least once at every grade level, at every public school, and in every district.
 - f. Authorize and direct the Department of Education and the Board of Higher Education, in cooperation with the Alliance, to promote community service-learning as a means of fulfilling the state’s civic education requirements.
 - g. Streamline the state’s reporting mechanisms through the Alliance so the state can obtain, organize, and process critical data on service.
 - h. Expand opportunities for all citizens to serve in their communities.

2. Maintain and increase investments for service programs through the state budget process.

3. Adopt separate state legislation that would allow retired dentists to qualify for a volunteer dental license. Licensure would allow retired dentists to volunteer at free health care clinics that serve low-income individuals and those with limited access to dental care.
4. Adopt separate state legislation that would allow retired doctors and other health care professionals to qualify for a volunteer medical certification. Physicians would be able to provide volunteer care through the free care program.
5. Adopt a resolution asking United States Senator Edward Kennedy, United States Senator John F. Kerry, and the entire congressional delegation to continue to fight for the preservation of the Corporation for National and Community Service and its service programs.

It has taken decades for the Commonwealth of Massachusetts to build a strong service foundation. Through the reforms and recommendations outlined in this report, the state can preserve and expand its successes in community service, community service-learning, and volunteerism. The adoption of the Committee's recommendations will strengthen neighborhoods, address critical needs in each community, increase the number of volunteers, expand service opportunities for all segments of society, and enhance the ethic of civic participation throughout the state.

“The motivating force of the theory of a democratic way of life is still a belief that as individuals we live cooperatively, and, to the best of our ability, serve the community in which we live, and that our own success, to be real, must contribute to the success of others.”

Eleanor Roosevelt, Moral Basis of Democracy, 1940

• INTRODUCTION •

Service is comprised of community service, community service-learning, and volunteerism, which share similar underlying tenets. Community service is the act of citizens donating their time to improve their communities through organized activities over a sustained period of time, while volunteerism tends to be a more episodic form of service.

Community service-learning (CSL), on the other hand, is a teaching method that incorporates traditional service opportunities into existing school curriculums. While there are more than 147 different definitions of community service-learning,ⁱ the National Commission on Service Learning defines it as “a teaching and learning approach that integrates community service with academic study to enrich learning, teach civic responsibility and strengthen communities.”ⁱⁱ Through CSL, a conventional service opportunity, such as volunteers cleaning a local river, becomes a means of teaching science students about pollution and conservation, as well as how to develop solutions to community problems.

Service effectively transcends political lines, economic status, and age groups. The proven benefit of service programs is widespread. Service can ignite the very best minds, improve student achievement, expand teachers’ skills, unite neighbors, and help to strengthen communities. These methods encourage citizens to devise answers to problems in their communities, while at the same time, promote a life-long ethic of civic participation. Through service initiatives, people work part and full time, alone and in groups to clean abandoned parks, teach students-in-need, provide health care services to underinsured residents, and protect city streets. Without service programs, important community needs would remain unmet.

Massachusetts has established an impressive precedent for creative service initiatives. Several successful programs that were started in Boston, such as City Year and Citizen Schools, are models that have been replicated across the country. There is immense dedication from the service field in this state. Last year alone, more than 45,000 people in Massachusetts, through hundreds of organizations, generously donated their time to help strengthen and improve their communities.ⁱⁱⁱ The following are examples of how service helps address some of the state’s most pressing community needs.

Community Problem: Health Care for Uninsured
Community Solution: Taunton Student Health Corps, AmeriCorps

Access to health insurance has become a growing national concern. More than 44 million people in the United States,^{iv} including between 460,000 and 630,000 in Massachusetts,^v currently do not have any health insurance at all. For the uninsured and underinsured in the state, obtaining preventative health care services is increasingly more difficult because many doctors do not accept MassHealth, the state's health insurance program for low-income residents. The lack of preventative care compounds people's health problems, multiplies the cost of public health care, and threatens the sustainability of the entire health care system.

To address health care gaps like these in the greater Taunton area, the Taunton Student Health Corps (TSHC) was established. This AmeriCorps program enables undergraduate health and nursing students to gain valuable health care field experience, while offering clinical services to residents in need. Teri Sullivan, Director of the TSHC, wrote, "the goal of the Taunton Student Health Corps is to increase access to health care for the uninsured and underinsured, while providing supervised [community] service-learning experiences for students in health professions in order to prepare them for future public service and broaden the scope of community based health education opportunities."^{vi} In 2002, the TSHC expanded their scope to include a Mobil Oral Health Clinic, which travels to local public schools and housing developments to provide preventative oral health care services for uninsured and underinsured residents.^{vii}

Today, the TSHC collaborates with a wide array of partners, including Morton Hospital and Medical Center, Taunton Public Schools, Dorchester House Community Health Center, the United Way of Greater Attleboro and Taunton and other local leaders. Since 1998, Taunton Student Health Corps members have provided over 50,350 hours of preventative health care (including x-rays, health screenings, dental care, and education to promote lifelong wellness) to more than 72,600 people in the area.^{viii}

TSHC Volunteer: Charles Rose, F.N.P.

As a nurse practitioner student attending the Massachusetts College of Pharmacy and Allied Health Services, Charles Rose was attracted to the Taunton Student Health Corps because he felt it was a way to give back to the community while gaining clinical experience. While a member of the TSHC, Charles concentrated on outreach and preventative health care for the area's homeless population. He conducted medical assessments, performed blood pressure screenings and TB tests, and administered preventative treatments for patients who had been turned away from traditional emergency room service. When asked about his experience with the TSHC, Charles recalled that, upon graduation, "many of my classmates felt anxious, insecure, and wondered if they would be okay being a medical provider. I did not have the same fear because critical thinking and problem solving were a large part of my training. I felt very satisfied and the result was an easy transition [to employment]."^{ix} Currently, Charles works as a family nurse practitioner in a medical office and continues to volunteer in the community.

Program Recipient: Ms. Gail McDonald, Middleboro, Massachusetts

Gail McDonald, a resident of Middleboro, was attending the Women's Health Network, a state program that provides breast and cancer screening to low-income women. However, Gail was suffering from a host of ailments, including "high blood pressure, high cholesterol, chronic sinusitis, fibromyalgia and chronic gastric reflux disease," that the Women's Health Network was unable to treat. Her complex medical condition required constant monitoring, several different types of medication, and prevented her from maintaining steady employment. Since she could no longer afford the necessary screening and medication, her health soon began to fail dramatically. In 2002, Gail was directed to the Taunton Student Health Corps, where they monitored her condition, regulated her medications and provided the preventative clinical services she needed to maintain her health.^x Today, Gail still praises the high quality care that she received through the Taunton Student Health Corps.

Community Problem: Preserving Open Space

Community Solution: The Food Project

Unplanned community development, or sprawl, continues to take a serious toll on the nation's open space and farmlands. Between 1992 and 1997, more than 6.1 million acres of farmland were developed in the United States.^{xi} In Massachusetts, open space is being developed at 44 acres per day or 25 square miles each year.^{xii} In fact, the Commonwealth is consuming land seven times faster than its population growth rate^{xiii} and has lost more than 33,500 acres of farmland to development between 1985 and 1999.^{xiv} The loss of species habitat, increased traffic, higher levels of pollution and less affordable housing options for residents are consequences of unregulated sprawl.

The Food Project is a local, non-profit organization that uses community service to protect, restore and educate people about community farmlands. Through the Food Project, youth and adults farm over 33 acres of land that have been "transformed from vacant lots into lush, city farms" in Lincoln, Roxbury and Dorchester.^{xv} Together these volunteers produce organic vegetables, practice sustainable agriculture and build awareness about social issues such as hunger. The Food Project generates 260,000 pounds of produce that is donated to food pantries and sold at local farmers' markets each season.^{xvi} Through The Food Project, "youth and adults learn that work on the land can be a powerful equalizer, teacher and catalyst for personal, local and global change."^{xvii} The Food Project volunteers provide hunger relief to the community, promote local community farming, teach organic practices, and support sustainable agriculture, all while preserving open space in a state that is becoming increasingly overdeveloped.

The Food Project Volunteer: Margaret Lord

For over three years Margaret Lord, a Boston resident, has volunteered with The Food Project. Margaret has helped with all phases of managing The Food Project's urban gardens in her community, from planting and tending, to harvesting the land. Through her efforts, contaminated lots have been converted into urban gardens, valuable land has been preserved, neighboring gardeners have been brought together, and shelters throughout Boston have been supplied with organic produce. Praising the program as a successful community builder, Margaret continues to volunteer with The Food Project today.^{xviii}

The Food Project Recipient: The Pine Street Inn

In 2003, The Food Project donated thousands of pounds of produce to eight homeless shelters and soup kitchens throughout the state.^{xxix} The food they delivered, which was organically grown in their gardens, supplied almost 250,000 meals for the hungry.^{xxx} The Pine Street Inn, a homeless shelter with 25 locations throughout the greater Boston area, is just one of the many recipients of The Food Project's food donations. In turn, The Pine Street Inn provides shelter, job training and hunger relief for the city's homeless population.

Community Problem: Early Education for Low Income Students

Community Solution: Jumpstart, Mentoring Program

Research shows that early education has long-term, positive benefits on a child's development. Children that have access to early education opportunities "develop better language skills, score higher in school-readiness tests and have better social skills and fewer behavioral problems once they enter school."^{xxxi} A national survey on mentoring found that youths who had access to proper educational support programs were 52% less likely to skip school and 31% less likely to use violence.^{xxii} However, almost 6,000 preschool-aged children in Massachusetts are currently on waiting lists for early education enrollment and financial assistance.^{xxiii}

Jumpstart is a non-profit mentoring organization that provides youths with the educational and social tools necessary to succeed at an early age. Adults are matched with preschoolers on a one-to-one mentoring basis to help develop students' reading, language, and social skills. When college students are asked about their experience with Jumpstart, 93% said it connected them to their community, 94% felt it helped them develop leadership skills, and 96% would encourage their classmates to mentor with Jumpstart.^{xxiv} Based in Boston, Jumpstart has been successfully replicated in 18 states, 44 cities and towns, and reaches more than 6,000 children throughout the country.^{xxv}

Mentoring Partnership: Shavon and James

Shavon Lynch, a student at the University of Massachusetts Boston, was a Jumpstart Boston mentor from 2002-2004. While at Jumpstart, Shavon worked on a one-on-one basis with James, a five year old preschooler. For the first three years of his life, James had been separated from his mother because she was incarcerated. As a result, he would not socialize with the other children and was not interested in books, reading or writing. James was extremely frustrated and would often use violence instead of words to express his feelings. For an entire year, Shavon spent 15 hours a week directly reading, singing and drawing with James.^{xxvi}

Shavon spoke about her mentoring experience and the value of Jumpstart at an AmeriCorps press conference in June of 2003. "If I can make a change in the life of one child, imagine the impact on thousands of children whose lives have been changed by Jumpstart Corps members. We know we've given them the skills they need to enter school prepared to succeed, and we know that these children will carry with them what we've taught them for a lifetime. Jumpstart helps us prove that we are... caring citizens who invest in the world around us and are dedicated to making it better. Jumpstart helps us turn that energy and commitment into action."^{xxvii} As a result

of Shavon's dedication at Jumpstart, James has mastered his numbers, can recite the alphabet, and uses words to express his feelings, all skills he needs to excel in kindergarten.^{xxviii}

“A rite of passage, a ticket to advancement, a first job, a bulwark of our national strength, an emblem of citizenship, a national social support network, a source of civic pride and improvement, a useful way to spend one’s retirement, a route to self-discipline and maturity-national service can be all these things.”

Democratic Leadership Council, Citizenship and National Service: A Blueprint for Civic Enterprise, 1988

• NATIONAL HISTORY •

America has a long and powerful history of community service. Whether to provide educational services or to prevent hunger, local service programs have always brought neighbors together to address specific needs in their communities. However, the first effort to organize and mobilize volunteers at a national level did not take place until 1930 with the establishment of President Franklin D. Roosevelt’s Civilian Conservation Corps. A product of the New Deal era, the Civilian Corps provided youth with the opportunity to revitalize community parks for a small stipend. At once, it energized a young generation to improve the world around them.

Since 1930, several key federal initiatives have helped shape the service movement and strengthen the nation. In the 1940’s, President Roosevelt’s landmark G.I. Bill provided education benefits in return for a commitment to serve in the army. Service was a central theme for President John F. Kennedy, who challenged citizens to do more for their country in his 1961 inaugural address to the nation. Later that year, President Kennedy created the Peace Corps so volunteers could go abroad to assist developing countries in need. Using the Peace Corps as a prototype, President Lyndon B. Johnson created the Volunteers in Service to America (VISTA) program, which became the primary infrastructure for coordinating domestic volunteer opportunities.

National service grew in popularity as more people began to see it as means of addressing a wider range of community issues. In 1987, five college presidents united to form the National Campus Compact, which created a formal structure to promote community service-learning in higher education. In a 1988 speech, President George H. W. Bush praised the commitment of volunteers and community service leaders, calling them the country’s “thousand points of light,”^{xxix} and later established the non-profit Points of Light Foundation to help strengthen service programs through technical support and training assistance.

While a multitude of people went on to volunteer through these individual programs, they were not part of a structured national agenda. In 1993, national service became unified under one roof – the Corporation for National and Community Service (Corporation). Born out of the reauthorization of Senator Edward M. Kennedy’s National and Community Service Act of 1990, the Corporation was charged with overseeing two existing national service programs, the Senior Service Corps and Learn and Serve America, as well as President William Clinton’s new AmeriCorps program. These three programs have become the central pillars for national community service. The Senior Corps provides people over the age of 55 with the opportunity to become Foster Grandparents to children, Senior Companions to adults in need, and gives them the means to volunteer in their communities through the Retired Seniors Volunteering Program (RSVP). Federal Learn and Serve grants support community service-learning in programs from kindergarten through college. AmeriCorps members commit a full year of service to address

educational, environmental, public safety, human service, and homeland security needs in the community, and in return, receive an educational award and small stipend [Appendix E].

Local service programs, which are best able to identify and respond to the specific needs of a community, provided the foundation upon which these national initiatives were built. Accordingly, the Corporation offered funding as incentive for each state to develop Service Commissions to promote local service agendas and serve as liaisons between national and local programs. In his account on national service history, author Frank Dirks wrote, “state commissions have become some of the Corporation’s most critical partners by providing the infrastructure for a national grassroots program network and serving as compelling demonstrations of the Corporation’s renewed commitment to bi-partisanship and local control.”^{xxx} Currently, a total of 50 state Service Commissions promote community service throughout the nation.

Through a strengthened national and local partnership, service opportunities have been expanded for people throughout the country. These collective efforts have produced tangible results. More than 2 million people participate in national community service and volunteer programs each year,^{xxxi} adding over \$239 billion to the country’s economy in 2000 alone.^{xxxii}

“The experience of Sept[ember] 11 has re-awakened a civic spirit among Americans who want to put their ideals into action – to give back to their country and their communities. An active citizenry makes America stronger. We must work to expand-not cut opportunities among our citizenry.”

United States Senator Edward M. Kennedy, Dover-Sherborn Press, June 26, 2003

• MASSACHUSETTS SERVICE SYSTEM •

Massachusetts established itself as a national service leader when it became the first state in the country to create a Service Commission, two years before the federal mandate was established. The state’s Service Commission on national and local community service, called the Massachusetts Service Alliance (Alliance), was created through funding from the National Community Service Act of 1990. Established by state executive order,^{xxxiii} the Alliance is not codified in state statute and does not have regulatory authority to create or enforce policies for service programs.

To promote quality service programs, the Alliance invests federal and state funds in programs, provides technical and training support to organizations, and advocates for ways to strengthen service throughout the state. The Alliance oversees several key service programs in the state, including AmeriCorps, mentoring, and community-based service-learning programs. Since its inception, the Alliance has worked to ensure Massachusetts remains on the forefront of national and local service issues.

To leverage maximum support for volunteers and service programs in the state, the Alliance works with state agencies, non-profits, and private companies throughout Massachusetts. The Alliance collaborates with three service partners to help deliver national service programs in the state. These partners, the Department of Education (DOE), Massachusetts Campus Compact (MACC), and the state office of the Corporation for National and Community Service, administer service programs in public schools, higher education institutions, and for senior citizens. To offer a full spectrum of service opportunities, the Alliance also works with various non-profit and private organizations, such as the Corporate Volunteer Council and United Way volunteer centers.

The Department of Education is the service partner that awards federal Learn and Serve America grants for community service-learning programs in the state’s public schools. In 2000, the DOE created a Community Service Learning Advisory Council to promote the state CSL agenda. The Council issued a survey to all public school districts to determine the extent, methods, and outcomes of CSL in the state’s public school curriculums. Data was also collected on the type of programs, funding sources, percentage of students engaged in CSL, and the impact programs have on students, schools, and communities. The DOE anticipated that results from the survey would be available by the Fall of 2002, but the report had yet to be released at the conclusion of the Committee’s investigation.^{xxxiv} According to available program data, the DOE funds community service-learning opportunities in only 5% of local school districts,^{xxxv} compared to a national average of at least 32%.^{xxxvi}

The Massachusetts Campus Compact, another service partner, is the organization responsible for administering CSL programs and distributing federal Learn and Serve America funds to the state's colleges and universities. Currently, 21 of the state's 29 public higher education institutions are members of MACC,^{xxxvii} and 36% of approximately 263,000 students participate in CSL activities.^{xxxviii} While MACC administers grant money to promote CSL, the Board of Higher Education (BHE) is the state agency that has the authority to oversee higher education policy and sets the educational priorities for the state's colleges and universities. In addition to Learn and Serve grants, higher education schools can also fund service opportunities through the federal Work Study Program, which helps students pay for college by working in their school, the government or non-profit agencies. Participating schools are required to designate a portion of Work Study Funds towards CSL activities. Massachusetts state schools appropriate an average of 10.7% of the funds to CSL, which is below the national average of 12.5%.^{xxxix}

The state office of the Corporation for National and Community Service, the state's third service partner, administers the Senior Service Corps. People over 55 can participate in three different service programs: Foster Grandparents, Senior Companions or the Retired Senior Volunteering Program (RSVP). In Massachusetts, more than 8,500 people volunteered in one of these senior service programs in 2003.^{xl}

Each of these service partners generates important information about program efficacy, recruitment strategies, and community needs. However, they work independent of one another in promoting their element of the state's service agenda. Communication is further limited because there is no state mandate that requires the service partners to share data with each other or to collate information in one central location. Without these reporting mechanisms, the state lacks the ability to obtain and process critical data on service.

In addition to these three partners, a state Office of Volunteerism was established in 1997,^{xli} duplicating the administrative functions of the Alliance. While the office remains in Massachusetts General Laws, it is currently dormant and serves no function in the present service infrastructure. Three other state agencies have legislative authority to administer service programs independent of the Alliance: The Department of Elder Affairs, the Executive Office of Environmental Affairs, and the Department of Education. These agencies have authority to administer programs that often duplicate other state and national programs, and are not monitored by the Alliance.

Without being codified in Massachusetts General Laws, the Alliance is prevented from developing regulations that could strengthen service initiatives, eliminate unnecessary duplication, and ensure communication between service partners. These structural limitations in the state's service system thwart its ability to expand new service opportunities and strengthen existing programs.

• MASSACHUSETTS SERVICE PROGRAMS •

Massachusetts is known throughout the country for its successful and creative service initiatives. Over 143 national service programs are run in the state, as well as hundreds of additional programs administered by private and non-profit organizations.^{xliii} Several initiatives first started in Boston, such as City Year and Citizen Schools, have been replicated across the country. While the federal government provides funding for many state service programs, the state is responsible for the coordination, implementation and ultimately the success of these programs. The following is a brief overview of some of the key service programs in the state.

AmeriCorps

Administrator: *Massachusetts Service Alliance*

Program Description: First modeled after Boston's City Year program, AmeriCorps programs have been replicated in 50 states throughout the country. Members receive an education award and a small stipend in exchange for a one year commitment to help meet educational, environmental, public health, and human service needs in their communities.

Community Benefits: In 2001, the Alliance ran 29 programs, with 898 members participating in community service programs throughout the state.^{xliiii} More than 8,300 fulltime members have generated over 8.2 million hours of service since 1994.^{xliiv}

Example: One of these programs is the Massachusetts Forests and Parks AmeriCorps program, whose 20 members help revitalize neighborhood parks, maintain community trails, and teach about the environment in local schools.^{xliv}

Learn and Serve America, Community Service-Learning (CSL)

Administrators: *Massachusetts Service Alliance (community-based programs); Department of Education (school-based programs); Massachusetts Campus Compact (higher education programs)*

Program Description: Community service-learning is a teaching strategy that incorporates community service into existing school curriculums. CSL opportunities exist at every grade level, as well as collaborations between neighboring communities.

Community Benefits: Community service-learning effectively improves students' academic performance by connecting them to hands-on experiences. It energizes teachers by expanding their teaching strategies and strengthens community-school relationships. It is also an effective teaching approach to promote civic engagement in students and can be used to fulfill the state's civic education requirements for public schools.^{xlvi} Over 36,000 students- kindergarten through college- participate in community service-learning activities throughout Massachusetts each year.^{xlvii}

Example: The Wareham Public School system partners with neighboring towns and collaborates with the University of Massachusetts at Dartmouth on community service-learning projects.

Senior Service Corps

Administrator: *Corporation for National and Community Service-state office*

Program Description: Through the Senior Service Corps, people over 55 can become Foster Grandparents to children, Senior Companions to adults in need or donate their time in their communities through the Retired Seniors Volunteer Program (RVSP).

Community Benefits: In 2000, there were more than 34 million people 65 years or older in the United States and it is projected that over the next two decades the number will double to over 70 million people.^{xlviii} The growing numbers of seniors are also increasingly active, educated, and willing to serve in their communities. These seniors can help care for the growing number of seniors, as well as provide other valuable services in the community. In 2003, more than 8,500 seniors volunteered in one of the Senior Service Corps programs throughout Massachusetts.^{xlix}

Example: Through the Worcester Area RSVP, 650 members a year volunteer in 85 non-profit organizations in the region, such as local HeadStart classrooms where seniors act as mentors to low-income preschoolers.¹

Massachusetts Mentoring Initiative

Administrator: *Massachusetts Service Alliance*

Program Description: Caring adults are matched on a one-on-one basis with youth in need of academic and social help.

Community Benefits: Through these programs, adults teach youth reading, writing and other educational skills. These one-on-one relationships also provide youth with emotional support and help strengthen their self-esteem. In 1999, the Alliance developed more than 1,661 partnerships between youth in need and nurturing adults through 43 programs.^{li}

Example: Springfield School Volunteers are matched with students to help with homework, act as MCAS tutors and volunteer in the school libraries each week.^{liii}

United Way of America Volunteer Centers

Administrator: *Non-profit, governed by local volunteers*

Program Description: The United Way of America Volunteer Centers represent a common way for citizens to be matched with community service programs in their area.

Community Benefits: In 2003, the United Way of Massachusetts Bay ran 11 volunteer centers, which dedicated more than \$5 million to over 68 community service agencies throughout the state.^{liii}

Example: United Way of Greater New Bedford administers the Federal Emergency Food and Shelter Program for Bristol County. Among other services that it provides, this program helps over a quarter of the people in that region obtain emergency food and shelter.^{liv}

Corporate Volunteer Council (CVC)

Administrator: *Non-profit, governed by members*

Program Description: The Corporate Volunteer Council (CVC) of Greater Boston is part of a national network of companies that strive to strengthen the ethic of community service in the private sector. The CVC of Greater Boston represents a wide array of local business from manufacturing to telecommunications.

Community Benefits: Private companies provide a vital link to further advance the state's community service programs and volunteer efforts. Corporations invest matching funds to help sustain local programs and provide incentives that encourage employees to volunteer.

Example: PricewaterhouseCoopers, LLP (PwC) is a private corporation that is known in Massachusetts for its outstanding commitment to community service. PwC is listed among the top five United Way National Corporate Leadership Companies for cultivating over \$750,000 for community service partners in 2001.^{lv}

“If we are going to solve our problems with limited resources, we are going to have to resort to old fashion notions of service.” *President Bill Clinton*

Steven Waldman, The Bill: How the Adventures of Clinton's National Service Bill Reveal What is Corrupt, Comic, Cynical-and Noble-About Washington. (N.Y.: Penguin Group, 1995) 9.

• FUNDING •

Service initiatives are financed through state and federal appropriations, as well as local and private matching funds. The Corporation for National and Community Service dedicates two-thirds of its funding to state Service Commissions who in turn raise local, state, and private money to award competitive grants to service programs.^{lvi} For over a decade, the state has dedicated several line-items to fund various service programs, such as community service learning initiatives. Today, the state appropriates money for only two Alliance line-items that support AmeriCorps and mentoring programs.

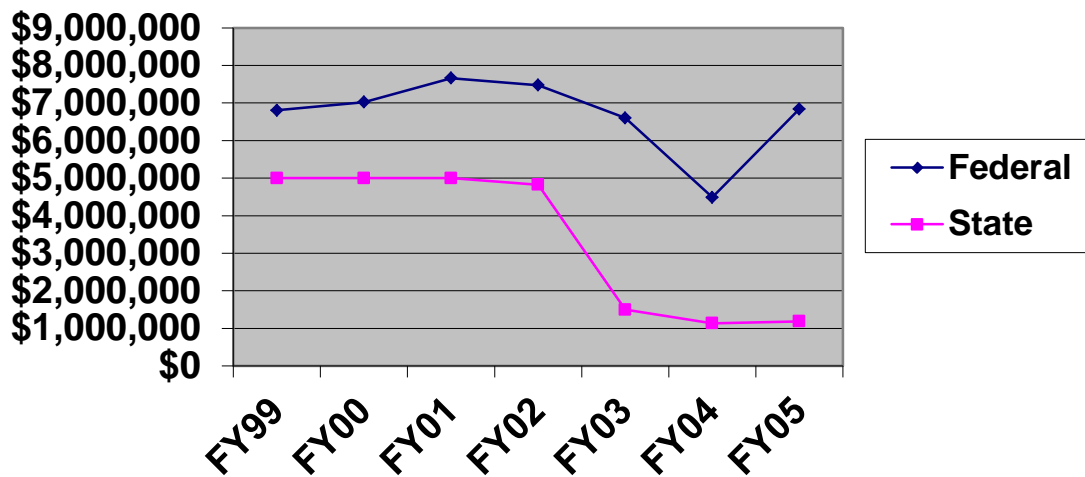
By applying volunteer services to unmet community needs, the service model has proven to be a cost-effective investment of both public and private money. At the AmeriCorps opening ceremony in 1996, Governor William Weld said service was “possibly one of the most intelligent uses of taxpayers’ dollars ever.”^{lvii} The following local and national research quantifies the value of service programs:

- In Massachusetts, every dollar the state invests in service programs generates over \$10 in federal and private matching funds.^{lviii}
- In Massachusetts, it is estimated that volunteer time is worth over \$20 per hour.^{lix}
- Nationally, the administration of CSL programs costs an average of less than 1% of a school’s total per pupil cost.^{lx}
- In California, service-learning generated an average of \$580 per pupil to the local communities.^{lxi}
- In Massachusetts, every dollar invested in AmeriCorps programs generates as much as \$8.40 in additional community benefits.^{lxii}
- Nationally, the number of hours volunteers serve in their communities equals 6.3 million paid employees.^{lxiii}
- Youth service is equal to over \$34 billion a year to the national economy.^{lxiv}
- Volunteer services contribute over \$239 billion a year to the national economy.^{lxv}

Despite the proven return on investment of service programs, the commitment from the state has waned in recent years. In the face of strong legislative support, Acting Governor Jane Swift vetoed \$2.5 million in funding for the Alliance and its service programs in the Fiscal Year 2003 state budget.^{lxvi} Since 2001, state money for service programs has been reduced by 80%, from \$5 million to \$1 million.^{lxvii}

This drastic reduction has negatively affected every aspect of service in the state, including administration, technical training, and outreach efforts. Successful AmeriCorps programs have been eliminated in communities from Boston to Pittsfield. State funding is no longer available for school, community-based or higher education service-learning programs. Similarly, state funding has been eliminated in its entirety for senior community service programs. The line-item for mentoring initiatives was cut by 72%, significantly reducing the effectiveness of these programs. Over the last few years, the state has weathered a turbulent recession, causing budget cuts to numerous social programs and creating a gap in the services they provide to the state. Community service programs are a cost-effective way to help fill these service needs as the state navigates through difficult financial periods.

State and Federal Funding



The significant reduction in state appropriations for service programs has been exasperated by federal funding cuts. In 2003, while the Corporation for National and Community Service celebrated its ninth anniversary, President Bush and Congress made drastic funding reductions to service programs. Despite promises made by President Bush in his 2001 State of the Union address to increase volunteers throughout the country,^{lxviii} many states' AmeriCorps programs were cut, including a 58% reduction in Massachusetts in 2003.^{lxix} At a rally before concerned supporters, Mayor Thomas M. Menino claimed that the federal government had “cut the heart out of volunteerism.”^{lxx} The cuts were admonished by many groups that work with service programs, including 200 corporate leaders who placed advertisements in newspapers urging President Bush and Congress to restore funding and save AmeriCorps programs.^{lxxi}

In January 2004, a federal omnibus spending bill was signed into law, which restored funding for the Corporation. However, the federal government's renewed commitment to community service did not repair the damage from the previous budget cuts. Many programs were unable to make long term decisions and commitments regarding staff, administration, and volunteer recruitment.

Currently, YouthBuild Boston is struggling to survive because federal reimbursement has fluctuated drastically over the last two years.

It is evident that service is a worthwhile investment that generates federal, state, and private matching funds. However, record low state funding limits the expansion of service programs, while inconsistent federal appropriations create an unstable field. The effects of these trends are felt in service programs throughout the state.

“[Youth] yearn to find solutions to the problems that face our state, our nation, and the world they will inherit. Young people look for meaning and ask, ‘How is what I am learning today preparing me for tomorrow?’ Service-learning provides an answer to that question.”

Service-learning Linking Classrooms and Communities, The Report of the Superintendent’s Service-Learning Task Force, CA DOE, 1999

• FINDINGS •

The Senate Committee on Post Audit and Oversight investigated the community service system in Massachusetts through extensive research, interviews and analysis. The Committee found that, despite the proven benefits of community service and dedication from the field, Massachusetts service programs are in serious jeopardy. The Committee discovered that the state’s complex and bureaucratic service infrastructure, coupled with severe budget cuts, has curbed innovation, eliminated successful programs and prevented new service opportunities from being explored. Without these programs, willing volunteers are turned away and community needs remain unmet. In light of the current state and local budget constraints, support of these cost-effective programs is more important than ever. Specifically, the Committee found the following:

Service Infrastructure

- Over the past decade, Massachusetts has established a reputation as a national service leader through the dedication of volunteers, educators, community leaders and other participants in the service field.
- The Massachusetts Service Alliance, despite its role as the state’s Service Commission, is not codified in state statute. This prevents the Alliance from promulgating regulations to strengthen service initiatives, eliminate unnecessary duplication, and ensure communication between service partners in the state.
- A strong state Service Commission, with the proper authority to promote the state’s service agenda, is critical to the success of local service programs.^{lxxii}
- The service infrastructure in Massachusetts is divided between the Alliance, the Department of Education and the National Corporation for Community Service state office, which creates duplicative administration, unclear communication channels, and dilutes the effectiveness of the Alliance as the state’s service commission.
- Dormant offices duplicate the role of the Alliance, creating an additional and unnecessary level of state bureaucracy.
- Service organizations and agencies are not required to file annual reports with the Alliance. Without this data, the Alliance is limited in its ability to make decisions about the success of existing service programs, target new volunteer populations, and create new service opportunities.

- Despite the Alliance's designation as the state service commission, there are currently three state agencies that have legislative authority to independently administer state service programs exclusive of oversight of or coordination with the Alliance.

Service Partners

- The Department of Education has not made community service-learning a priority. Community service-learning opportunities are funded in only 5% of the state's public school districts,^{lxxiii} compared with a national average of at least 32%.^{lxxiv}
- It has taken the Department of Education more than two years to compile a statewide CSL survey of public school districts. The DOE missed a 2002 reporting deadline to produce findings about participation, outcomes, and funding of CSL activities.^{lxxv}
- Nearly 263,000 students attend one of the state's 29 public colleges and universities each year, making it one of the fastest growing higher education systems in the country.^{lxxvi} Over 5.2 million service hours, or the equivalent of 2,080 full-time employees, could be generated if every student participated in only 20 hours of CSL activities per year.^{lxxvii} Students would gain valuable life experiences, while expanding community service throughout the state.
- The Board of Higher Education is not fully realizing the potential impact that community service-learning and higher education could have on the state. Only 21 out of 29 public institutions are members of the Massachusetts Campus Compact^{lxxviii} and only 36% of public higher education students participate in community service-learning activities each year.^{lxxix}
- Both public and private universities have successfully implemented school-wide CSL programs. The private University College of Citizenship and Public Service at Tufts, as well as the Feinstein Center at the University of Rhode Island are entirely dedicated to promoting the ethic of community service. These are models that Massachusetts could replicate.
- The Alliance has created the state MASSCorps programs in order to alleviate the effects felt by the AmeriCorps program cuts. If Alliance was granted greater control and authority, they could create innovative programs like this in other service fields.

Benefits of Service

- Community service, community service-learning and volunteerism help meet educational, environmental, public safety, and human service needs in the state. Successful programs match youth-in-need with adult education mentors, help preserve community farmlands, and provide uninsured residents with preventative health care services.
- It is estimated that volunteer time was worth over \$20 per hour in 2002 in Massachusetts.^{lxxx}
- Students engaged in structured community service-learning programs have shown an improvement in academic performance, attendance and conduct. According to a Florida

Learn and Serve Report, students' grade point averages improved by 74%, attendance improved by 62%, and discipline problems were reduced by 68%.^{lxxxix}

- Teachers who incorporate community service-learning into their lesson plans find it expands their teaching skills, reenergizes their work, and makes teaching more meaningful.^{lxxxii}
- Community service-learning builds a stronger relationship between schools and communities.^{lxxxiii}
- Community service-learning is an effective teaching approach to fulfilling the state's civic education requirements for public schools and promoting civic engagement in students.^{lxxxiv}
- In California, CSL generated an average of \$580 per pupil to local communities.^{lxxxv}
- Children who are exposed to service opportunities are three times as likely to volunteer when they become adults.^{lxxxvi}
- College seniors who dedicated a minimum of 6 hours per week to a service program were twice as likely to serve after graduation.^{lxxxvii}
- AmeriCorps members have generated over 8.2 million service hours since 1994.^{lxxxviii}
- Of the youth served through the Massachusetts Mentoring Initiative, 56% demonstrated better school attitudes toward attending classes and 85% illustrated improved self confidence.^{lxxxix}
- One of the fastest growing segments in the nation is comprised of people 65 and older. They are also increasingly educated, mobile and willing to serve.

Funding

- State funding for the Alliance has been reduced by 80%, from \$5 million to \$1 million in less than three years.^{xc} This reduction has resulted in the termination of service programs and a decrease in volunteer recruitment.
- Federal funding has fluctuated drastically over the last three years, creating an unstable and unpredictable environment for service programs, volunteers and the communities that depend on these services.
- Funding cuts have reduced the state's AmeriCorps programs from 29^{xcii} to 22.^{xcii} One of the remaining programs, YouthBuild Boston, is a successful program that may lack the funding to continue.
- State funding for school, community, and higher education based community service-learning programs has been eliminated. These state appropriations used to fund 121 programs for kindergarten through college students.^{xciii}
- The line item for state mentoring programs has been reduced by 72%, which has caused programs to be reduced from 43^{xciv} to 17.^{xcv}
- State funding for Elder Service Corps has been eliminated. In 2003, 281 volunteers generated over 224,000 service hours at 133 host sites around the state through the Elder Service Corps.^{xcvi}

- Community service-learning is a cost-effective service model. The United States Department of Education found that the average CSL initiative cost less than 1% of the total per pupil cost, based on an average per public cost of \$6,855 a year.^{xcvii}
- Community service-learning opportunities can be expanded without large outside grants or additional state funding if programs are made a central priority of the state and local school districts. The National Statistics found that at least 84% of schools did not receive outside funding to run programs.^{xcviii}
- Massachusetts higher education institutions do not devote as much federal Work Study funding to community service activities as other states. In 2002, Massachusetts designated 10.7% of Work Study Funds to service compared to the national average of 12.5%.^{xcix}
- The state appropriated \$900,000 to the Alliance to run AmeriCorps programs in 2003, which generated over 8.4 million dollars in a combination of matching private and federal funds.^c

“Let us pledge to restore in our time the American spirit of voluntary service, of cooperation, of citizen action, of private and community initiative, a spirit that flows like a deep and mighty river through the heart of the history of this nation.”

-Ronald Reagan, Republican National Convention, July 17, 1980

• **RECOMMENDATIONS** •

It has taken the Commonwealth of Massachusetts decades to become a national leader for service and the state cannot afford to lose this status. Based upon extensive investigation and findings, the Senate Committee on Post Audit and Oversight has developed ways to preserve and expand upon the state’s vibrant history of service. The following recommendations build on the past success of service initiatives in the Commonwealth and create new opportunities for the future.

1. Adopt legislation known as the “Commonwealth Citizen Service Initiative” (CCSI) [Appendix A]. Successful passage of this legislation will leverage existing programs, create new efficiencies, and expand public-private partnerships to ensure Massachusetts remains a leader in service. The CCSI would specifically:
 - a. Reform community service offices by codifying the Massachusetts Service Alliance, the state’s national commission and local expert on community service, in state statute and repealing dormant and duplicative offices.
 - b. Empower the Alliance with regulatory authority to improve community service, community service-learning and volunteerism. Allow the Alliance to adopt regulations to expand service opportunities, ensure the coordination of community service corps operating in the Commonwealth, act as a clearinghouse for service data, and encourage the corporate community to become more involved in service.
 - c. Create the Commonwealth Student Service Corps, a statewide service initiative that would match higher education students with community service-learning opportunities in their respective area of study. Supervised students would be linked with professionals to address critical societal needs in the areas of education, environment, health care and public safety, while gaining valuable field experience.
 - d. Authorize and direct the public higher education community, in cooperation with the Alliance, to develop initiatives (e.g. scholarships, housing vouchers and community awards) that would encourage service opportunities.
 - e. Authorize and direct the Department of Education to ensure that community service-learning is offered to students at least once at every grade level, at every public school, and in every district.

- f. Authorize and direct the Department of Education and the Board of Higher Education, in cooperation with the Alliance, to promote community service-learning as a means of fulfilling the state's civic education requirements.
 - g. Streamline the state's reporting mechanisms through the Alliance so the state can obtain, organize, and process critical data on service.
 - h. Expand opportunities for all citizens to serve in their communities.
2. Maintain and increase investments for service programs through the state budget process.
3. Adopt legislation, filed and attached, that would allow retired dentists to qualify for a volunteer dental license. Licensure would allow them to volunteer at free health clinics that serve low-income individuals and those with limited access to dental care [Appendix B].
4. Adopt separate state legislation, filed and attached, that would allow retired doctors and other health care professionals to qualify for a volunteer medical license. Physicians would be able to provide volunteer care through the free care program [Appendix C].
5. Adopt a resolution asking United States Senator Edward Kennedy, United States Senator John F. Kerry, and the entire national delegation to continue to fight for the preservation of the Corporation for National and Community Service and its service programs as a national priority [Appendix D].

In order to preserve and expand upon the state's successes in community service, community service-learning, and volunteerism, the Commonwealth of Massachusetts must adopt the reforms outlined in this report. The Committee's recommendations will strengthen neighborhoods, address critical needs in each community, increase the number of volunteers, expand service opportunities for all segments of society, and enhance the ethic of service throughout the state.

• **APPENDIX** •

Appendix A

THE COMMONWEALTH CITIZEN SERVICE INITIATIVE (CCSI)

SECTION 6A. Chapter 6 of the General Laws is hereby amended by striking out section 121, as appearing in the 2002 Official Edition.

SECTION 6B. Said chapter 6 is hereby further amended by striking out sections 209 to 213, inclusive, as so appearing."; and
further moves to amend by inserting after section 14 the following section:-

"SECTION 14A. The General Laws are hereby amended by inserting after chapter 6A the following chapter:-

CHAPTER 6C.

MASSACHUSETTS SERVICE ALLIANCE COMMISSION.

Section 1. This chapter shall be known and may be cited as the "Service Alliance Commission Law".

Section 2. The general court finds that the commonwealth has a strong history of community service, community service-learning, and volunteerism, with a vast array of programs that successfully mobilize volunteers and encourage students to be active members of their communities; that every day thousands of people across the commonwealth generously give their

time to educate students, assist the elderly, protect our city streets and address other critical community needs; that the increasing demand for services, and limited financial resources of the commonwealth, have contributed to the need to call up the energy, compassion, inventiveness, and the entrepreneurial spirit of all citizens to help solve many of the problems facing their communities; that research shows community service-learning helps meet the goal of education reform by improving student learning, enhancing student performance, and promoting the ethic of service; that the entire state benefits from building upon the experience, expertise and successes of the higher education service community to create the system-wide Commonwealth Student Corps; and that it is in the commonwealth's best interest to promote reforms that will better coordinate volunteers, engage students in their communities, utilize funds, foster communication among organizations, identify the needs of the state and replicate successful models; And, that the purpose of these reforms is to make the commonwealth a national leader for community service, community service-learning, and volunteerism.

Section 3. (a) There shall be a Massachusetts Service Alliance Commission, referred to in this chapter as the Alliance for the purpose of advising and assisting in the development and implementation of a comprehensive, state-wide plan for promoting volunteer involvement and citizen participation, as well as to serve as the commonwealth's liaison to national and state organizations which support the Alliance's mission. The Alliance shall establish guidelines and programs to reform, expand, replicate and implement community service and volunteer opportunities in the commonwealth. The programs and activities shall be coordinated among state departments and agencies to optimize the allocation of resources. The Alliance shall promulgate regulations necessary to implement this section.

(b) The Service Alliance Commission membership shall meet the requirements of the National

and Community Service Trust Act of 1993, as amended.

Section 4. The Alliance's duties and responsibilities shall include but not be limited to, the following:

(1) fulfilling the requirements of a state commission as defined and outlined by the National and Community Service Trust Act of 1993;

(2) coordinating the advice of and providing counsel to other state agencies and organizations using community service and volunteerism as a strategy to assist in the solution of local, regional, and statewide problems;

(3) initiating and carrying out studies and analyses of proposed and implemented service and volunteer programs, which will aid in the solving of local, regional, and statewide issues.

(4) serving as an advocate for the needs of volunteers;

(5) adopting regulations to expand corps opportunities to address all community needs, such as education, environment, public safety, public health, and employment and training;

(6) acting as a clearinghouse for information, data, and other materials relative to community service and volunteer opportunities;

(7) ensuring the coordination of community service and volunteer corps operating in the commonwealth;

(8) encouraging the corporate community of the commonwealth to become an active partner in the support, advocacy and promotion of community service and volunteer opportunities in the commonwealth;

(9) requiring the assistance and participation of any department, division, bureau, commission or agency of the commonwealth in order to carry out its duties;

(10) advising and informing the general court and governor on the affairs and problems of

community service and volunteer opportunities in the commonwealth; and

(11) developing outcome guidelines for accreditation of State Employees Responding as Volunteers program, higher education service sites and other programs as deemed necessary.

(12) developing mechanisms to encourage, promote and support programs that offer community service and volunteer opportunities in the commonwealth for volunteers who are 55 years of age or older.

Section 5. All state agencies shall cooperate with the Alliance in carrying out its duties.

Section 6.(a) The Alliance shall appoint a community service-learning advisory council consisting of not less than 10 nor more than 30 members. These persons shall represent a wide range of professions and institutions involved in education and community service, which will include, but not be limited to teachers, superintendents, counselors, students, school board members, independent agencies, business community, a Massachusetts Service Alliance member, a Massachusetts Campus Compact member, union representative and program coordinators. The Alliance representative or designee shall chair the advisory council.

(b). The advisory council shall assist the Alliance, commissioner of education and the board of higher education in the development of a statewide initiative to integrate the philosophy and practice of community service-learning into the public schools, colleges and universities. These guidelines shall be directly linked to the Education Reform Act pursuant to chapter 71 of the acts of 1993. The council shall develop guidelines and criteria for disseminating grants to districts through a competitive process and the establishment of professional development opportunities for teachers, students, and community partners. The council shall develop a plan to require all districts to integrate community service-learning into curricula and teaching practices over a five-year period, beginning September, first, two thousand and five."; and

further moves to amend by inserting after section 43 the following section:-

"SECTION 43A. Section 13 of chapter 19A of the General Laws is hereby repealed."; and

further moves to amend by inserting after section 74 the following section:-

SECTION 74A. Said chapter 29 is hereby further amended by inserting after section 31E, as so appearing, the following section:-

Section 31F. Expand the State Employees Responding as Volunteers program pursuant to section 31E to address additional community needs, such as environmental, educational, health and public safety issues throughout the commonwealth, through volunteer opportunities at accredited non-profit organizations. The programs shall be part of an aggressive advertising campaign targeting, but not limited to, public employees and public institutions." ; and

further moves to amend by inserting after section 122 the following 2 sections:-

SECTION 122A. Chapter 69 of the General Laws is hereby amended by inserting after section 10A, as so appearing, the following 9 sections:-

Section 10B. Notwithstanding any general or special law or regulation to the contrary, the commissioner, in coordination with the Massachusetts Service Alliance, shall establish a curriculum based community service-learning initiative in all public schools.

Section 10C. As used in this chapter, the following words, unless the context requires otherwise, shall have the following meanings:

"Community", a family, classroom, school, neighborhood, town or world as basis for community service-learning.

"Community service-learning", a pedagogical approach to learning and a methodology for teaching, incorporating the study of local community problems and larger social issues into the classroom curriculum, using real world scenarios as the basis for learning curricular content and

developing skills including, but not limited to critical and creative thinking skills, problem solving, reasoning, communication and collaboration skills, hereinafter referred to as the Common Core of Learning. Community service-learning enables students to be active, contributing members of society;

"Commissioner", the commissioner of education.

"Department", the department of education.

"Board", the board of education.

Section 10D. The purpose of this program shall be to ensure each school in the commonwealth provides opportunities for each student enrolled in the Massachusetts public schools to participate in community service-learning as a part of their regular academic courses including but not limited to mathematics, science, English language arts, history and social studies, art, health and world languages and other courses designed to address the student learning goals and standards outlined in the Education Reform Act pursuant to chapter 71 of the acts of 1993 and to increase the number of teachers using community service-learning.

This program shall provide schools with targeted professional development, resources and grant awards to systematically integrate community service-learning into academic courses of study and to encourage schools and school districts to incorporate community service-learning into school-wide goals and school improvement plans pursuant to section 59C of chapter 71. The program will require that schools use community service-learning as a strategy for implementing education reform and to make important structural and organizational changes that support improved student learning and teacher professionalism.

Section 10E. The commissioner, with the advisory council, shall have the responsibility and authority to:

- (1) Ensure each school in the commonwealth provides opportunities for students to participate in community service-learning as a part of their regular academic courses including but not limited to mathematics, science, English language arts, history and social studies, art, health and world languages and other courses designed to address the student learning goals and standards outlined in the Education Reform Act pursuant to chapter 71 of the acts of 1993;
- (2) Ensure that each student enrolled in the Massachusetts public school system participates in community service-learning at least once at each grade level;
- (3) Each community service-learning experience will consist of the following standards:
 - (i) Ensure that students understand how the needs of the community are identified or, when appropriate, will identify the needs of the community;
 - (ii) Ensure that students develop, acquire and demonstrate curricular knowledge and skills through participation in an integrated community service-learning experience;
 - (iii) Ensure that students acquire a developmentally appropriate understanding of the relationship between school, community and the importance of school-community partnerships;
 - and (iv) ensure that students and teachers will work in collaboration with individuals and organizations in the community when appropriate in order to develop and implement meaningful community service-learning experiences that reflect their understanding of school and community relationships;
- (4) Ensure that integration of community service-learning into academic curricula and teaching practices will be aligned with the K-12 curriculum frameworks and learning standards for the commonwealth and will be developed as per guidelines developed by the advisory council and adopted by the department;

- (5) Ensure that each school incorporates the process it will use to include community service-learning into its curricula and teaching practices school-wide into its school improvement development plan pursuant to section 59C of chapter 71 and its school professional development plan, developed pursuant to section 38Q of said chapter 71;
- (6) Ensure that each school annually submits data, as determined by the advisory council, to the department verifying that community service-learning is being integrated into academic curricula and that each student is participating in community service-learning at least once at each grade level; and
- (7) Ensure each school develops community service-learning curricula that incorporate both the developmental needs of the students and the unmet needs of communities.

Section 10F. The department shall, with the advisory council:

- (1) Determine criteria for the successful integration of community service-learning into academic curricula and teaching practices, provide technical assistance and training as needed, and assess the progress of participating schools annually;
- (2) Include one open-ended question on each state assessment test which will assess the learning outcomes of community service-learning;
- (3) Develop a statewide community service-learning initiative and plan for integrating community service-learning into school curricula and teaching practices over a five year period and ensure that this plan is integrated into the Massachusetts Service Alliance's Massachusetts plan for service. All school schools shall begin to implement their individual five-year plans by September, 1, 2005;
- (4) Develop a staffing structure and appoint staff at the department's office of curriculum

and instruction to coordinate all aspects of this statewide initiative;

(5) Deliver reports on the initiative to the Massachusetts Service Alliance as appropriate, as well as publicize the exceptional examples of community service in various schools.

Section 10G. School committees may include participation in a community service program among requirements for high school graduation, or may grant academic credit for the participation in such a program.

SECTION 122B. Section 2 of chapter 71 of the General Laws, as so appearing, is hereby amended by adding the following paragraph:-

The commissioner shall establish guidelines for promoting community service-learning as a means of fulfilling the state's civic education requirements. For the purpose of this section, the curriculum for civic education shall include, but not be limited to, such forms of community service-learning that promotes an identification of community needs, investigation, analysis, and research into those needs, and development and defense of a solution, as may be directed by the department of education.

The department of education shall file annually with the alliance January first a report regarding civic education requirements. The council shall develop guidelines to determine what pertinent data shall be included in the report."; and

further moves to amend by inserting after section 123 the following 3 sections:-

"SECTION 123A. Section 2A of chapter 73 of the General Laws, as so appearing, is hereby amended by adding the following paragraph:-

The board shall establish guidelines for promoting community service-learning as a means of fulfilling the state's civic education requirement. For the purpose of this section, the curriculum for civic education shall include, but not be limited to, such forms of community

service-learning that promotes an identification of community needs, investigation, analysis, and research into those needs, and development and defense of a solution, as may be directed by the board. The board shall file annually with the Massachusetts Service Alliance on or before January first a report regarding civic education requirements. The council shall develop guidelines to determine what pertinent data shall be included in the report.

SECTION 123B. Said chapter 73 is hereby amended by inserting after section 2A, as so appearing, the following 2 sections:-

Section 2B. As used in this chapter the following words, unless the context requires otherwise, shall have the following meanings:-

“Massachusetts Campus Compact”, The Massachusetts Campus Compact is a membership organization of college and university presidents leading Massachusetts institutions of higher education in building a statewide collaboration to promote service as a critical component of higher education.

"Massachusetts Service Alliance", the organization created in chapter 6B, referred to in this chapter as the Alliance.

"Council", the Community Service-Learning Advisory Council.

"Board", the board of higher education.

"Commonwealth Student Corps", a statewide program to coordinate the activity of students and others in activities, services and resources relative to the environment, education, public health and public safety that support or provide primary service to underserved populations and geographical areas in the Commonwealth. The Commonwealth Student Corps shall consist of, but not be limited to, the Student Education Corps, the Student Conservation Corps, the Student Health Corps and the Student Public Safety Corps.

"Commissioner", the commissioner of the department of education.

"Unmet community needs", underserved populations and geographical areas in the Commonwealth.

Section 2C. (a) The board, with the advisory council, shall establish the Commonwealth Student Corps to expand opportunities for students of environmental professions, student of educational professions, students of public health professions, students of public safety professions, educators, practitioners, and active and retired certified professionals to participate in public service programs that help meet critical community needs. The board and the advisory council shall develop a program to expand and coordinate public and private resources that promote community service by connecting supervised students with professionals in service programs opportunities that are consistent with students' respective area of study

(b) The board shall conduct, with the advisory council, a landscape survey that documents the current status and successes of community-service learning opportunities and programs at all Massachusetts public higher education institutions.

(c) The board shall establish, as part of the Commonwealth Student Corps, a curriculum based community service requirement for all students enrolled in approved Massachusetts public colleges and universities. The board shall adopt guidelines and deadlines governing the implementation such a program, including the selection of criteria, requirements and hours necessary for students to meet said requirement.

(d) The board shall work in cooperation with the Alliance to ensure students are matched with accredited service sites. The Alliance shall develop criteria for the accreditation of said service sites.

(e) The purpose and goals of the curriculum based community service-learning requirement for

students is to: (1) increase opportunities for students throughout Massachusetts to participate in real world applied learning through curriculum based service activities; (2) help address the state's community needs; (3) strengthen communities through service; and (4) enhance the ethic of service.

(f) The board, with the advisory council, shall have the responsibility and authority to:

- (1) conduct studies and accredited projects;
- (2) apply to private sources and federal government for grants to implement studies and accredited service projects; deposit funds and received from those sources in a separate account at the department of each state college or university; and expend such funds for the purpose set forth in this section;
- (3) enter into agreements with each other and other entities as allowed by law for the purposes of implementing this act;
- (4) study of the feasibility of utilizing the services of retired professionals and other licensed and certified professionals;
- (5) deliver reports of the program to the governor and the general court as appropriate;
- (6) implement statewide Commonwealth Student Corps programs designed to achieve the comprehensive and coordinated delivery of services to underserved populations and geographical areas; and
- (7) appoint a program director to implement and administer the studies and accredited service projects initiated by this chapter.

(g) The following shall be the deadlines for the implementation of said program:

Phase I-The board, with the advisory council, shall develop and implement a curriculum based community service requirement for all students majoring in the academic areas of

education, the environment, public health, and public safety on or before August 1, 2005;

Phase II- The board of higher education, with the advisory council, shall develop and implement a curriculum based community service requirement for all students majoring in all academic areas on or before August 1, 2008."

SECTION 123C. Said chapter 73 is hereby amended by inserting adding the following 7 sections:-

Section 21. The board of higher education shall establish a community service and volunteer requirement for all public higher education institutions. The board shall adopt regulations governing the implementation of the program.:-

Section 22. The board of higher education shall establish a student loan repayment program, to be known as the Massachusetts community service and volunteer loan repayment program, for the purposes of encouraging outstanding students to participate and foster community service and volunteer opportunities within the commonwealth by providing financial assistance for the repayment of qualified education loans, as defined herein.

Section 23. The board of higher education shall establish a scholarship program, to be known as Massachusetts community service and volunteer scholarship program, to provide students in approved Massachusetts colleges and universities with scholarships for tuition and fees for the purpose of encouraging outstanding Massachusetts' students to participate and foster community service and volunteer opportunities within the commonwealth.

Section 24. The board of higher education shall establish a housing voucher program for scholarship recipients, to be known as the Massachusetts community service and volunteer housing voucher program, to provide students in approved Massachusetts colleges and universities with housing vouchers for the purpose of encouraging outstanding Massachusetts'

students to participate and foster community service and volunteer opportunities within the commonwealth. The housing voucher, in such form and manner as the board may determine, may be utilized by the recipient to assist in paying housing costs, including rent or mortgage payments, while such recipient is enrolled in good standing in the college or university.

Section 25. The board of higher education shall establish a student community service and volunteer award, to be known as the Massachusetts student community service and volunteer award, to provide students in approved Massachusetts colleges and universities with the honor of receiving this award for the purpose of encouraging outstanding Massachusetts' students to participate and foster community service and volunteer opportunities within the commonwealth.

Section 26. The board of higher education shall establish criteria to increase the percentage of professors, staff and administration employed in Massachusetts' colleges and universities participating and fostering community service and volunteer opportunities within the commonwealth.

Section 27. Notwithstanding any general or special law or regulation to the contrary, the board of higher education shall establish guidelines to increase the percentage of federal work-study funds designated at approved Massachusetts colleges and universities to student participating in community service and volunteer opportunities within the commonwealth. All public institution of higher education shall report to the Alliance that the institution meets the state and federal minimum requirements under this section. A student shall not participate in more than 1 of the programs established under sections 22 to 25, inclusive.

SECTION 11. A member of the Commonwealth Student Corps shall not be considered an employee of the commonwealth entitled to benefits such as worker's compensation or unemployment benefits, nor shall a member be considered to be an employee of the

commonwealth. A municipality shall not be held liable for any claim arising out of a community service program. Service opportunities shall not replace existing state employees."

; and

further moves to amend by inserting after section 124 the following section:-

SECTION 124A. The General Laws are hereby amended by striking out chapter 78A.

SECTION 12. The commissioner of education and the board of higher education shall each file annually with the community service-learning advisory council established under chapter 6B of the General Laws on or before January first, a report of schools participating in community service-learning activities, the commonwealth corps activities, and other the progress of other community service and volunteer programs, as well as other pertinent service data as determined by the advisory council. The Massachusetts Service Alliance shall compile the reports and additional service data and report annually to the clerk of the senate and house of representatives on or before September first in order to foster communication among local, state and federally funded programs engaged in community service and volunteer opportunities. Said report shall include, but not be limited to:

- (1) A financial statement summarizing its expenditures and available funds;
- (2) The number of projects and proposed corps placements submitted to it;
- (3) The number of volunteers generated;
- (4) A description of approved projects and a summary of the work completed.

SECTION 13. This act shall take effect July 1, 2005.

Appendix B

AN ACT RELATIVE TO VOLUNTEER DENTISTRY

SECTION 1. Said chapter 112 is hereby further amended by inserting after section 45A, as so appearing, the following section: -

Section 45B. (a) The board may grant or renew a certificate of registration without payment of a fee to a dentist qualified for registration or renewal of the same under this chapter; provided, that the dentist has agreed to restrict his practice to that of a volunteer practitioner in a specified free care program operated by a nonprofit organization. The scope of practice of a dentist whose certificate of registration is granted or renewed pursuant to this section may be restricted as the board may provide by regulation.

(b) In order to qualify for a license for volunteer practice, an applicant shall meet the requirements for a regular license under this chapter, in addition to the requirements set forth below. An applicant shall submit to the board a completed application on a form prescribed by the board and any additional information that the board requests. An applicant shall agree to the conditions on practice promulgated by the board.

(c) The board's application form for a license for volunteer practice shall include a request for the following information:

(1) a written statement from the applicant outlining the scope and duration of services to be provided by the applicant;

(2) a written statement from the director of the applicant's proposed work site outlining the scope and duration of the applicant's responsibilities; and

(3) evidence satisfactory to the board that, in the proposed work site, the volunteer dentist will be serving without compensation and providing free dental care to a low-income community, or a community with limited access to dental care.

(d) If an applicant has met all of the requirements of this section to the satisfaction of the board, the applicant shall be granted a license for volunteer practice and entitled to a certificate of registration signed by the chairman and the secretary of the board. A licensee engaged in volunteer practice may practice dentistry only at a work site approved in conjunction with his license application; shall be subject to the same conditions and responsibilities as a regular licensee; and may not accept any compensation for the practice of dental medicine.

SECTION 2. The board of registration in dentistry shall promulgate regulations to carry out section 2 not later than 3 months following the effective date of this act.

SECTION 3. The commissioner of public health, or his designee, shall study the impact of the Federal Volunteer Protection Act of 1997 and the Free Clinics Federal Tort Claims Act Medical Malpractice Program on health care volunteers in the commonwealth. The commissioner shall review ways in which the commonwealth may act to provide legal counsel and defense to volunteers who may be eligible for the protections afforded in the Volunteer Protection Act of 1997 or the Free Clinics Federal Tort Claims Act Medical Malpractice Program. The commissioner shall report the results of the review by filing the same with the joint committee on health care, together with recommendation for legislation, if any, by December 31, 2005.

Appendix C

AN ACT RELATIVE TO VOLUNTEER PHYSICIANS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Section 2 of chapter one hundred twelve is hereby amended by adding at the end thereof the following new paragraph:-

The board shall grant or renew a certificate of registration without payment of a fee by a physician qualified for registration or renewal of the same under this chapter in order for the physician to participate in the free care program operated by a non-profit organization. The scope of practice of physicians whose certificates of registration are granted or renewed pursuant to this paragraph may be restricted as the board may provide by regulation. Notwithstanding any law or regulation to the contrary, physicians licensed to provide voluntary care shall not be required to carry medical malpractice insurance coverage for such care, but shall be subject to all other requirements the board has established or established for physicians concerning quality of care, continuing education requirements and competence to practice medicine. The board shall promulgate said regulations no later than three months after the effective date of this act.

SECTION 2. The Commissioner of Public Health, or his designee, is hereby requested to study the impact of the Federal Volunteer Protection Act of 1997 on health care volunteers in Massachusetts. The Commissioner is requested to review ways in which the Commonwealth may act to provide legal counsel and defense to volunteers who may be eligible for the protections afforded in the Volunteer Protection Act. The Commissioner is requested to report back to the Joint Committee on Health Care with his recommendations by December 31, 2003.

Appendix D

MEMORIALIZING THE CONGRESS OF THE UNITED STATES TO ADEQUATELY SUPPORT AND FUND THE PROGRAMS OF THE CORPORATION FOR NATIONAL AND COMMUNITY SERVICE.

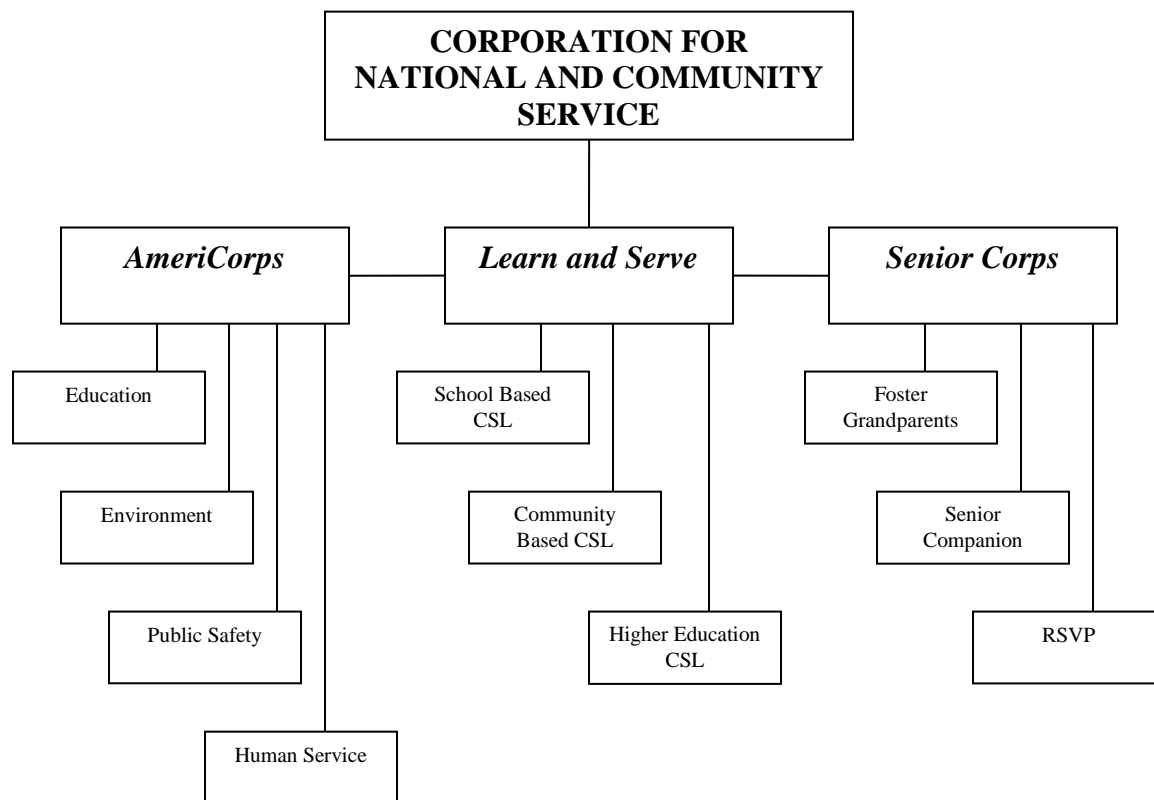
WHEREAS, THE CORPORATION FOR NATIONAL AND COMMUNITY SERVICE PROGRAMS, AMERICORPS, LEARN AND SERVE AMERICA, AND NATIONAL SENIOR CORPS, SUCCESSFULLY MOBILIZE VOLUNTEERS AND ENCOURAGE STUDENTS TO BE ACTIVE MEMBERS OF COMMUNITIES; AND

WHEREAS, THESE INITIATIVES ALLOW MILLIONS OF AMERICANS ACROSS THE NATION, AND THOUSANDS THROUGHOUT THE COMMONWEALTH OF MASSACHUSETTS, TO GENEROUSLY GIVE BACK THEIR TIME TO EDUCATE STUDENTS, ASSIST THE ELDERLY, PROTECT CITY STREETS AND ADDRESS OTHER CRITICAL COMMUNITY NEEDS; AND

WHEREAS, THROUGH THE TIRELESS EFFORTS OF THESE CITIZENS, SOME OF THE COUNTRY'S AND STATE'S MOST PRESSING NEEDS ARE MET; AND

WHEREAS, THE INCREASING DEMAND FOR SERVICES AND THE LIMITED FINANCIAL RESOURCES OF THE COMMONWEALTH OF MASSACHUSETTS HAVE CONTRIBUTED TO THE NEED TO CALL THE ENERGY, COMPASSION, INVENTIVENESS, AND THE ENTREPRENEURIAL SPIRIT OF ALL CITIZENS TO HELP SOLVE MANY OF THE PROBLEMS FACING COMMUNITIES; NOW THEREFORE BE IT

RESOLVED, THE MASSACHUSETTS STATE SENATE URGES THE CONGRESS OF THE UNITED STATES TO ADEQUATELY SUPPORT AND FUND THE PROGRAMS OF THE CORPORATION FOR NATIONAL AND COMMUNITY SERVICE.



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