

# **ENLISTING A NEW GENERATION OF FLORIDA CITIZENS**

**JANUARY 2007**

Responsible citizenship is at the heart of American democracy. In penning the immortal words of the Declaration of Independence, Thomas Jefferson argued for a new and radical vision. Government in America was not to be based on the arbitrary exercise of power. It was to be a contract; a contract between publicly chosen leaders and ordinary citizens. The terms of that contract have now been clear for more than 200 years. Leaders have the right to govern only insofar as citizens give their consent to be governed. Citizens, in turn, have a responsibility; a responsibility to exercise informed judgment in giving their consent. Jefferson underscored the fundamental importance of informed citizenship when he wrote that the “objects of primary education” are to “instruct the mass of our citizens in these, their rights, interests and duties as men and citizens.” One of these objects, Jefferson argued, was “To understand his duties to his neighbors and country, and to discharge with competence the functions confided to him by either....”

The education of responsible citizens was, in the view of the nation’s founders, to be a primary purpose of a system of public education. In his farewell address, George Washington called for the creation of “institutions for the general diffusion of knowledge” that would enlighten public opinion. In the years that followed, Washington’s vision provided the foundation for what we now understand as American public education. It also gave to schools the unique challenge of preparing young people to effectively meet the critically important responsibilities of America’s democratic contract.

As we approach the close of the first decade of the 21<sup>st</sup> Century, there is cause for concern about the quality of American citizenship. For more than a decade now, scholars have pointed to a disconnect between citizens – particularly young citizens – and the civic world around them. We have one of the lowest voter turnout rates in the world. Participation in virtually all forms of civic life appears to have declined over the past half century. School reforms appear to be reshaping the civic mission of public schools. As the “Greatest Generation” passes from the scene, there are real questions about how we will replace their commitment to the common good.

With these concerns in mind, we asked the Lou Frey Institute at the University of Central Florida and the Bob Graham Center at the University of Florida to work with others across the state to review the major issues affecting civic education in Florida. This report reflects the results of that review. As the report’s recommendations will make clear, there is a compelling need to take near-term actions to strengthen civic education in the state. Having said that, however, we view this report as only a point of departure; the challenges of building and maintaining the enlightened discretion of Florida’s citizens will require the combined talents and long-term commitment of all of those who care deeply about the state’s future.

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## EXECUTIVE SUMMARY

From the perspective of Florida's civic future, the big story of the 2006 elections was not that Democrats captured control of Congress, or that Bill Nelson was re-elected to the United States Senate, or even that Charlie Crist became our state's 44th Governor – but that the significance of these political developments may be lost on many Floridians. For all of the hundreds of millions of dollars spent on political advertisements and thousands of news stories aired or written about the candidates, too many Floridians still have little or no idea who represents their interests in Washington, Tallahassee, or even their own local communities – and even less idea how those interests are represented, or how they as citizens can influence and shape that representation.

The numbers tell a troubling story about Floridians' lack of engagement with civic leaders, institutions, and culture:

- Eligible Floridians exercise their vote far less often than citizens in other states. According to a 2006 report, Florida ranked 39th in average voter turnout for the 2002 and 2004 general elections.
- For the November 2006 general election, turnout in Florida was a disappointing 46.8%. In September 2006, primary election turnout was an abysmal 19.6%. Both figures were nearly 20% less than the historical average between 1954 and 2004.
- According to the 2006 report cited above, the same Florida that ranks 4th in population size rates a woeful 49th in rates of volunteering.
- A 2005 University of Central Florida survey of more than 1,600 Central Floridians found that two-thirds could not name either of Florida's two United States Senators – both of whom reside in Central Florida.

- A 2005 statewide Florida Bar survey revealed that more than 40% of Floridians could not correctly identify the three branches of American government – and that nearly 40% could not define the concept of “checks and balances.”

These statistics and others like them suggest two disturbing trends that threaten Florida’s civic future: first, that many Floridians are not motivated to participate either in the political process or other aspects of our state’s civic life; and second, that even if they had the necessary desire to participate, many Floridians would not know where or how to begin.

### **Florida’s Youngest Generation at Risk**

This lack of motivation and direction is particularly strong among Florida’s youngest citizens, and it is the up-and-coming generation of Floridians that is the focus of this report. At present, more than 2.6 million students are enrolled in grades K-12 at public schools across Florida. If national percentages are any guide, nearly 1.9 million of these children either reached or will reach the fourth (4<sup>th</sup>) grade without being able to identify the Constitution as the document that sets basic rules for the federal government. Another nearly 2.4 million have reached or will reach the twelfth (12<sup>th</sup>) grade without being able to explain two ways that citizen participation in the political process benefits our democratic society. Even Florida’s best and brightest high school civics students – those juniors and seniors enrolled in Advanced Placement (AP) U.S. History and U.S. Government and Politics courses – lag behind students in comparable states in their understanding of those subjects.

Given Florida’s unique demographic nature and the current state of civic education in our public schools, it is no surprise that Florida students fare poorly in these measures of civic connection. Among the states, Florida ranks 50th – dead last – in the number of residents who were born in-state. Conversely, our state is 4th in the percentage of its residents who were born in other countries, and fully one-fourth of Florida’s population speaks a language other than English at home. The result is that many people who live in Florida still associate themselves with other states and nations. As *Florida Trend* Executive Editor Mark Howard noted in a

March 2006 column, “people may move here, but getting them to transplant their core, heartfelt allegiances from ‘back home’ is often a tricky proposition.”

While these divided loyalties complicate efforts to strengthen Florida’s civic culture, they are not insurmountable. Unfortunately, our state dramatically under-utilizes the one institution capable of building civic virtue among young Floridians – our public school system. Indeed, public schools have their origins in our Framers’ desire for democratic education. President George Washington sought the creation of “institutions for the general diffusion of knowledge” so that public opinion on key governmental matters would be “enlightened.” Thomas Jefferson viewed the citizenry as the lone “safe depository of the ultimate powers of the society” and wished to “inform their discretion by education.”

Yet in multiple ways, Florida’s public school system has strayed far from this mission. First, because civics is not prioritized in the curriculum, schools spend relatively little classroom time focusing on social studies like history, government, economics, and geography. The Florida Legislature recognized this problem last year when it required middle schools to offer a semester of civics. But even when civics-related subjects are taught, state education standards emphasize basic knowledge – learning names, dates, and other facts – over the development of higher-level topics and skills. Put another way, our schools teach civics as a spectator sport rather than as a participatory sport. Second, though Florida students are held accountable via testing for their achievements in reading, writing, mathematics, and even science, Florida does not assess students in civics. Third, though thirty-three (33) colleges and universities in Florida offer certified teacher education, students who are learning to be teachers are neither mandated nor offered incentives to further their own civic education or develop the skills that would enable them to become effective civic instructors. Fourth, there are sound reasons to be concerned about the quality of civics textbooks used in Florida’s schools. Our rigid public school textbook adoption process may contribute to the problem. Both need to be carefully examined to insure that they facilitate a comprehensive, multi-skilled approach to civics education. Fifth, and finally, Florida

currently has no state-wide infrastructure to support and help coordinate the enhancement of civics education around the state. Those students, parents, educators, elected officials, public policy centers and advocacy organizations that are committed to transforming our students from children to citizens are too often on their own.

### **First Steps to Civic Progress**

With these obstacles, it is little wonder that too many Floridians reach adulthood without the motivation, skills, and knowledge to be active and effective members of Florida's body politic. But with the proper reforms and guidance, our children and grandchildren can be motivated to engage in Florida's civic life and learn the skills and knowledge to participate effectively. In this report, we recommend the following steps to make civic education a priority:

- **MAKE CIVICS EDUCATION AN INTEGRAL PART OF OUR PUBLIC SCHOOL CURRICULUM:** Florida's current learning standards treat civics as an afterthought. We must utilize the scheduled 2007 revision of the Sunshine State Standards in Social Studies to update and strengthen those guidelines so that schools give students all of the skills they need to be effective citizens.
- **TEST CIVICS ON THE FLORIDA COMPREHENSIVE ASSESSMENT TEST (FCAT):** Florida currently examines students on reading, writing, mathematics, and science – in short, every core academic subject *but* civics and social studies. Without assessment and accountability, civics will remain under-emphasized. We must add civics knowledge and skills to the subjects tested on the FCAT.
- **ENCOURAGE AND SUPPORT THE TEACHING OF CIVICS IN FLORIDA'S K-12 SCHOOLS:** Students will not be transformed into active citizens without teachers who are properly trained and empowered. We must make civics instruction an essential part of teacher education at Florida's colleges and universities and help teachers already in the classroom enhance their civics teaching skills and methods.
- **LEAD THE NATION IN TEXTBOOK IMPROVEMENT:** Because of its strength in the textbook market, Florida has both an opportunity and a responsibility to improve instructional materials in civics as well as other core subjects. Educational policymakers must make use of Florida's unique influence to update academic standards, build instructional coalitions with other states, and review our own textbook selection process so that students in the state and across the country have the right learning tools.
- **ESTABLISH A STRATEGIC CENTER FOR FLORIDA CITIZENSHIP:** Civics education is currently championed by a diffuse and independent array of students, parents, educators, elected officials, public policy centers and advocacy organizations.

We must establish and fund a center to support and help coordinate these efforts, monitor Florida's civic health, and keep us on track to produce educated and effective citizens.

### **The Mission Going Forward**

In eulogizing the late Gerald R. Ford, former NBC news anchor Tom Brokaw described the former president as the quintessential member of the "Greatest Generation", a group of Americans which, in Brokaw's words, was "accustomed to difficult missions, shaped by the sacrifices and the deprivations of the Great Depression, a generation that gave up its innocence and youth to then win a great war and save the world." But, as Brokaw noted, what best defined that generation was its commitment to citizenship:

When that generation came home from war, they were mature beyond their years and eager to make the world they had saved a better place. They re-enlisted as citizens and set out to serve their country in new ways, with political differences but always with the common goal of doing what's best for the nation and all the people.

Floridians who care about serving our state, making it a better place, and doing what is best for its people have a similar mission – to enlist Florida's youngest generation as informed citizens who not only vote but play active roles in shaping our government, building our communities, and securing our future. The recommendations in this report serve as a point of departure for this mission, but we hope they will inspire even more ideas – and a long-term commitment from well-meaning Floridians of every political, professional, and geographic background to recruit Florida's future civic participants.

## Introduction

Since the mid-1990s research findings have consistently pointed to the conclusion that America's young people have become increasingly disengaged from civic life. The effect is generational; since the middle of the 20<sup>th</sup> Century, each succeeding generation has evidenced a lower level of connectivity to the processes through which public decisions are made. To take an example, Kenneth Tolo of the LBJ School of Public Affairs at the University of Texas recently concluded, based on a 50-state study of the condition of civic education, that "[l]ack of civic engagement and civic literacy among American youth is widespread.... Students often do not have the civic knowledge, the higher-order civic intellectual skills, and the civic dispositions necessary to connect civics facts and concepts to the responsibilities of citizenship."<sup>1</sup> Indeed, a wide range of research conducted over the past decade leads to several inescapable conclusions about the vast majority of America's youth.

- They know very little about even the basics of the American constitutional system.
- They have no historical perspective on the development of the nation and its relations with the rest of the world.
- They do not pay attention to public affairs; they do not read about current events and they are generally uninformed about the local, state, national, and international civic worlds around them.
- They do not engage in the most basic responsibility of democratic citizenship: voting; nor do they engage in other forms of democratic participation.
- They do not feel that the political system is responsive to their needs or interests and they believe that they are powerless to do very much about it.<sup>2</sup>

To put just a few numbers on the point, consider results from the US Department of Education's most recent National Assessment of Educational Progress in Civics. They illustrate the magnitude of the challenge:

- 73 percent of students in grade 4 could not identify the Constitution from among four choices as 'the document that contains the basic rules used to run the United States government';
- 75 percent of students in grade 4 could not identify the three parts of the federal (national) government of the United States' out of 4 possible choices;
- 94 percent of students in grade 8 could not give two reasons why it can be useful for a country to have a constitution; and

91 percent of students in grade 12 were unable to explain two ways that democratic society benefits from citizens actively participating in the political process.<sup>3</sup>

## **Florida's Civic Culture**

There has not yet been a comprehensive study of the health of Florida's civic culture. There are data, however, and they suggest that there is cause for concern about the civic knowledge, skills, and dispositions of Florida's citizens – particularly its young citizens. They point to the conclusion, moreover, that civic life in Florida may be less engaged and vibrant than many of our sister states. Consider the following examples.

**Civic Knowledge.** Although it is fragmentary, available evidence about the state of civic knowledge among Florida's citizens is not encouraging. In 2005, the Florida Bar did a statewide survey of adults that included questions about civic knowledge. They found that

- **Only 59 percent of Florida adults could correctly identify the three branches of American government**
- **Only 46 percent of Florida adults could correctly describe the meaning of “separation of powers”**
- **Only 61 percent of Florida adults could correctly describe the meaning of “checks and balances”**

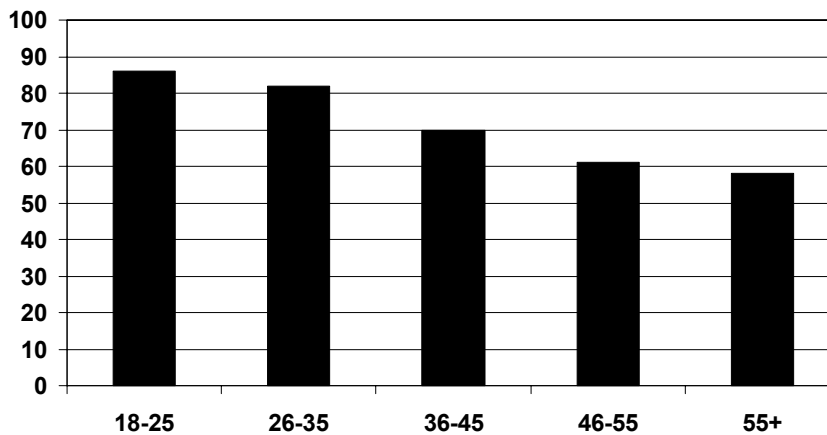
Similarly, a 2005 University of Central Florida survey of central Florida adults (including Orange, Lake, Volusia, Osceola, Polk, Brevard, and Seminole counties) asked respondents if they could recall the names of the state's two U. S. Senators – Bill Nelson and Mel Martinez. Figure 1 shows the results.

- **Overall, two out of three respondents could not identify either of Florida's US Senators.**
- **Among the youngest group – 18 to 25 – almost nine out of ten could not name either Senator Nelson or Senator Martinez.**

Simply put, most Floridians have no idea who represents their interests in Washington, much less a sense of how their interests are represented. Among younger citizens, lack of awareness is

almost universal. National studies suggest that the numbers reported here would be even lower if the survey had asked about U. S. Representatives, State Legislators, or local officials.

**Figure 1**  
**Percent of Central Floridians That Cannot Name Either of Florida's US Senators by Age Group**



Based on survey data collected from 1,606 Central Florida residents by UCF's Institute for Social & Behavioral Research

Perhaps the most striking data on civic knowledge in the state results from an examination of Advanced Placement (AP) scores in U. S. Government and History among Florida's high school students. Table 1 shows the average 2005 AP scores in US History and US Government among states with comparable rates of AP participation.<sup>4</sup> The results are unambiguous:

- **Florida's AP students know less about Civics and U.S. History than students in virtually every other comparable state.**

A moment's reflection on these results suggests that they also do not bode well for the state of civic knowledge among Florida students who are *not* participants in the Advanced Placement program. Certainly it would be difficult to argue that non-AP students are likely to perform any better than AP students. Indeed, it is more reasonable to expect that AP students are among the best educated young students that Florida has to offer. The conclusion is compelling: attention to the state of civic education in Florida is sorely needed.

When citizens do not know who makes public decisions, don't understand the process by which decisions are made, and can't comprehend the basic structure of government, the notion of trying to solve a personal issue or seeking to address a community problem must seem to be a distant reality. Even worse, this lack of comprehension undermines other necessary prerequisites for effective citizenship. Without knowledge, citizens cannot participate effectively, nor do they have any counterweight to the negative perceptions that change is impossible or that community-building is impossible because others cannot be trusted.

**Table 1: Average Advanced Placement Score Among States with the Highest levels of AP Exams per 1000 11<sup>th</sup> & 12<sup>th</sup> Graders, 2005\***

	U. S. Government & Politics		U. S. History
Connecticut	3.10	Massachusetts	3.14
Massachusetts	3.09	Connecticut	3.10
Maryland	3.07	New York	2.88
Virginia	2.85	Virginia	2.87
New York	2.78	Maryland	2.79
North Carolina	2.70	Delaware	2.72
California	2.55	North Carolina	2.60
Delaware	2.47	California	2.59
Texas	2.36	<i>Florida</i>	2.37
<i>Florida</i>	2.30	Texas	2.18

\*States included here are 1 or more standard deviations above the national average with regard to the number of AP exams taken per 1000 11th & 12 graders

**Civic Participation.** In the fall of 2006, the National Conference on Citizenship released *America's Civic Health*, an effort to actually measure the state of civic engagement in the US. As part of that assessment, the Conference compiled US Census data and reported rates of volunteering and recent voter turnout for each of the states and the District of Columbia. The results, shown in Table 2, are, once again, compelling.

- **Voluntary action by Florida's citizens ranks 48<sup>th</sup> in the nation, a rate only about half of that of citizens in the highest ranked states.**
- **The voter turnout of Florida's citizens ranks 39<sup>th</sup> in the nation with 20 percent fewer going to the polls than in the highest ranked state.**

**Table 2: States Ranked by Rates of Volunteering and Average Voter Turnout**

Rank	State	Rate of Volunteering 2002-2005	State	Average Voter Turnout 2002-2004
1	Utah	47.8	Minnesota	70.4
2	Nebraska	42.1	South Dakota	64.5
3	Minnesota	40.3	North Dakota	63.8
4	Iowa	39.4	Maine	63.5
5	South Dakota	38.4	Montana	61.9
6	Wyoming	38.3	Oregon	61.4
7	Alaska	38.0	Wisconsin	60.7
8	Kansas	37.9	Missouri	58.9
9	Montana	37.7	New Hampshire	58.7
10	Vermont	37.1	Iowa	58.7
11	Wisconsin	36.7	Wyoming	58.4
12	North Dakota	35.9	Alaska	58.2
13	Washington	35.8	Vermont	57.2
14	Idaho	35.7	Michigan	56.5
15	Oregon	33.1	Louisiana	56.3
16	Maine	32.7	Massachusetts	55.7
17	Colorado	32.2	Alabama	55.2
18	Michigan	31.8	Washington	54.7
19	Missouri	31.7	Kentucky	54.5
20	New Hampshire	31.6	District of Columbia	54.4
21	Maryland	30.7	Colorado	53.9
22	Pennsylvania	30.6	South Carolina	53.9
23	Connecticut	30.5	Oklahoma	53.7
24	Ohio	30.4	Ohio	53.6
25	District of Columbia	29.8	Maryland	53.4
26	Kentucky	29.7	Kansas	53.1
27	Oklahoma	29.5	Delaware	52.4
28	Indiana	29.4	Nebraska	52.3
29	Illinois	29.2	Illinois	52.3
30	Alabama	29.0	Rhode Island	52.3
31	Virginia	28.8	Pennsylvania	52.1
32	North Carolina	28.3	Utah	51.7
33	South Carolina	28.2	Mississippi	51.6
34	Texas	28.2	Idaho	51.5
35	New Mexico	28.1	Connecticut	51.1
36	Delaware	26.7	New Mexico	51.1
37	New Jersey	26.4	Arkansas	51.0
38	Arkansas	26.3	North Carolina	50.4
39	Hawaii	26.2	<b>FLORIDA</b>	<b>49.6</b>
40	Mississippi	26.0	Tennessee	48.8
41	California	25.9	Indiana	48.6
42	Massachusetts	25.9	New Jersey	47.8
43	Georgia	24.9	West Virginia	46.9
44	West Virginia	24.8	Virginia	46.7
45	Tennessee	24.7	Georgia	46.3
46	Arizona	24.6	Arizona	46.0

47	Rhode Island	24.6	New York	45.9
48	<b>FLORIDA</b>	<b>23.8</b>	Nevada	44.5
49	Louisiana	22.7	Hawaii	44.0
50	New York	21.5	Texas	43.3
51	Nevada	19.6	California	42.2

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Much of the life of democratic communities – from little league baseball to care for the needy to community festivals and on to large-scale community development projects – depends on citizens choosing to volunteer their time, energy, and, sometimes, money. When the volunteers are not there, communities may go on, but the quality of community life suffers in ways that are palpable. To find Florida at the bottom of the states is troubling; it adds weight to the notion that Florida’s civic culture is in need of serious attention.

**Civic Dispositions: Social Trust.** Social trust is at the core of civic society. As Robert Putnam observed, “...social trust and civic engagement are strongly correlated...people who join [in the civic life of their communities] are people who trust.”<sup>5</sup> Trust lubricates the social interactions and sustains the networks that make it possible for groups to come together to build arts centers, address neighborhood crime, or petition the government. When we do not trust one another collective democratic action is, at best, difficult; at worst, it is simply not possible.

The above-cited 2005 survey of central Florida adults asked respondents whether they felt that “most people could be trusted” or whether “you can’t be too careful” when dealing with others. The results are shown in Figure 2.

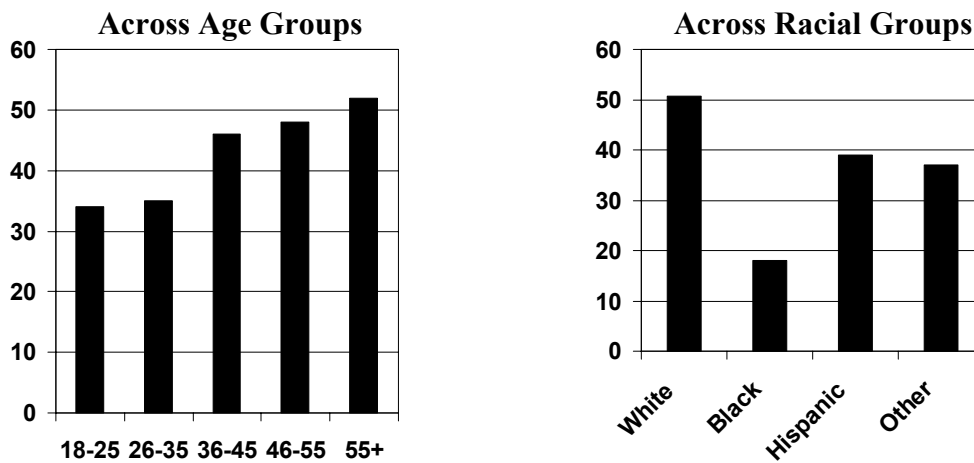
- **Overall, less than a majority (47 percent) of central Floridians felt that others could be trusted.**
- **Young people were even less trusting. Only about one out of three 18 to 25 year-olds felt that others could be trusted.**

Race and ethnicity also makes a difference in social trust.

- **Only about 18 percent of African-Americans and only just over a third of Hispanics reported that they trusted others.**

A sense of social trust is not widespread in central Florida. That lack of trust undoubtedly serves as an obstacle to building and maintaining the social and political networks that are an essential part of healthy, vibrant communities. For young people and minorities, low levels of social trust must simply exclude many from any thought of civic engagement. As Florida becomes even more diverse, the lack of social trust among the young and minorities has potentially serious consequences for the health of the state's civic culture.

**Figure 2**  
**Trust Other People in Central Florida by Age and Ethnicity**



Based on survey data collected from 1,606 Central Florida residents by UCF's Institute for Social & Behavioral Research

Taken as a whole, the results shown here paint a disturbing picture of Florida's civic culture. Many of our citizens are disconnected from the social and political networks that make a difference in cities and towns, in Tallahassee, and in Washington. The available evidence indicates that our young and minority citizens are especially disconnected. Too many Floridians do not understand the civic world that revolves about them. They do not know who their leaders are; they do not understand the structure of governments; they do not grasp the process by which public decisions are made; and, unsurprisingly, they do not participate in the boardroom, the homeless shelter, or the voting booth.

## **Florida's Special Challenge**

Florida has many unique characteristics that may help explain why building and maintaining a strong civic culture is likely to be a continuing challenge. Consider the statistics.

- Florida ranks 50<sup>th</sup> among the states in terms of the percentage of its native population born in the state, with only about 41 percent of its 2005 native population was born here.
- It ranks 4<sup>th</sup> in the percentage of total population that is foreign born and almost a quarter of the population speak a language other than English in their home.
- It ranks 14<sup>th</sup> in terms of intra-state mobility, with about 14 percent of the state's population making a move within the state each year.
- It ranks substantially below the national average in newspaper circulation.

The overall picture is one of a highly diverse state with high levels of mobility both across state lines and within the state. There is large and growing immigrant population and many are not fluent in English. This is compounded by a relatively low rate of attention to news media. In this context, it is not difficult to understand why Florida's civic culture might not be as healthy as one would wish. New migrants from other sections of the US may not have the community roots that provide the networks that are so essential to civic engagement. Similarly, when people move from community to community within the state, the result may be a disconnection from civic networks. Add to this a high rate of immigration from other cultures and language barriers that slow or even bar full assimilation and the nature and extent of the challenge to the state's civic culture becomes clear.

### **Strengthening Florida's Civic Culture through Education**

The growing disengagement of young people, while partly the result of social and economic factors that extend beyond the classroom, serves to underscore the historical importance of the role that public education has played in citizenship education. A recent report, entitled *The Civic Mission of Schools*, makes the point:

The primary impetus...for originally establishing public schools was the recognition of literacy and citizenship education as critical to the health of democratic society. In his farewell address as president, George Washington recommended “as an object of primary importance” the creation of “institutions for the general diffusion of knowledge.” He gave a democratic argument for investing in education: “In proportion as the structure of a government gives force to public opinion,” he said, “it is essential that public opinion should be enlightened.” The establishment of American public schools during the nineteenth century was the manifestation of this vision, which assumed that all education had civic purposes and every teacher was a civics teacher.<sup>6</sup>

There are several reasons why schools have a uniquely important role to play in addressing the disengagement of American youth.

- *Schools are the only institutions with the capacity and mandate to reach virtually every young person in the country. Of all institutions, schools are the most systematically and directly responsible for imparting citizen norms. Research suggests that children start to develop social responsibility and interest in politics before the age of 9. The way that they are taught about social issues, ethics, and institutions in elementary school matters a great deal for their civic development.*<sup>7</sup>
- *Schools are best equipped to address the cognitive aspects of good citizenship—civic and political knowledge and related skills such as critical thinking and deliberation.*
- *Schools are communities in which young people learn to interact, argue, and work together with others, an important condition for future citizenship. Schools have the capacity to bring together a heterogeneous population of young people—with different backgrounds, perspectives, and vocational ambitions—to instruct them in common lessons and values. They can also bring young people into significant relationships with adult role models.*
- *Several non-school institutions have lost the capacity or will to engage young people civically. Today, many of the large organizations that used to provide venues for young people to participate in civic and political affairs (such as political parties, unions, nonprofit associations, and activist religious denominations) have grown smaller or are no longer recruiting as many youth to their ranks.*<sup>8</sup>

In thinking about the civic mission of public education, it is also important to keep in mind that that the nation – and Florida -- is in a period of intense – legal and illegal – immigration. As we have suggested above, many of those immigrants may not bring with them an appreciation of American history, institutions, and civic values. As it has in previous waves of immigration, public education has an important role to play in help new citizens to acculturate and to understand the core institutions and values that have characterized the nation’s history.

Public schools have a special responsibility – and unique capacities -- to educate the Florida’s future citizens. In an era of high stakes testing that emphasizes science, math, and reading, however, the citizenship education function of the public school has been shunted aside. A recent statewide survey of 1,650 elementary teachers, conducted by the Florida Association of Social Studies Supervisors, provides important findings on the issue.

- **Over two-thirds of Florida’s elementary school teachers report spending two hours or less on Social Studies (History, Civics/Government, Economics, and Geography) per week. Only 2.5 percent of teachers find the time to spend as much as five hours per week.**

As a point of reference, it should be noted that the state mandates that teachers spend at least 7.5 hours per week teaching reading. In this context, it is perhaps not surprising that even Florida’s best students struggle to keep up with their counterparts in other states.

Though public schools were conceived in part to provide civic education and are uniquely positioned to strengthen our civic culture, those in Florida often fail to fulfill their mission or potential in this respect. Civics has been edged out of the center of the school curriculum. As a result, even our strongest students demonstrate a weaker understanding of government and history than those of any comparable state.

## **Toward Improving the Quality of Civic Education**

### **RECOMMENDATION #1**

**MAKE CIVICS EDUCATION AN INTEGRAL PART OF OUR PUBLIC SCHOOL CURRICULUM:** Florida’s current learning standards treat civics as an afterthought. We must utilize the scheduled 2007 revision of the Sunshine State Standards in Social Studies to update and strengthen those guidelines so that schools give students all of the skills they need to be effective citizens.

### **State Standards and the Civic Achievement Gap**

Citizenship is not a spectator sport. It requires active involvement which, in turn, requires the development of social and political skills as well as cognitive growth. Education researchers, along with many others, argue that citizenship education involves three components. At the core is a *knowledge* component that focuses on an understanding of politics and government, values

embodied, in the American constitutional system, the nature of US relationships with other nations, and the role of citizens in American democracy. An intellectual and *participatory skills* component of civic education involves the *use* of knowledge to think and act effectively in a reasoned manner. And, finally, a *civic dispositions* component refers to the inclinations or ‘habits of the heart,’ as de Tocqueville called those qualities that pervade all aspects of citizenship.<sup>9</sup>

To see the point, consider the following scenario; a student looking to begin his EMS training takes a first responder course in high school. Throughout the course the student studies books, articles and literature about CPR. The student also *practices* CPR on a weekly basis and *experiences* “pop simulations” on a regular basis. Given such a curriculum, it is reasonable to assume this student has been properly equipped and trained to fulfill his duty as a first responder. Suppose that in another setting a student experiences a knowledge-based approach to EMS training. That approach might involve lectures, reading and examining video content to learn concepts, terminology, and practices. In both scenarios, students may have an equivalent cognitive understanding of what should be done in an emergency situation. The question is, confronted with a family medical emergency, which student would we prefer to see come through the front door?

State standards drive much of the educational process including classroom teaching, textbook selection, classroom testing, and statewide assessments. To the extent that standards do not reflect the needs for civic education to include participatory skills and civic dispositions, it is unlikely that they will be taught and almost certain that they will not be tested. Civics by nature involves knowledge and “real-life” skills. Too often, civic education has fallen victim to a “knowledge-only” approach to learning. That is especially true in Florida.

In 1999, Kenneth Tolo and his colleagues at the LBJ School of Public Affairs completed a major national study of the role of state standards in civic education. To assess the strength of state standards, researchers drew on the framework created for the National Assessment of

Educational Progress (NAEP). That framework categorizes the intellectual skills essential for informed, effective, and responsible citizenship. Three categories of skills were identified.

- *Identifying and describing* – This lowest level of intellectual skill in the NAEP framework. It corresponds with knowledge and comprehension skills. *Identifying* means to give the meaning or significance of things that are tangible (e.g., such as one’s legislative representative) or intangible (e.g., concepts such as justice). *Describing* means to give a verbal or written account of an item’s basic attributes or characteristics; describing may refer to tangible or intangible processes, institutions, functions, purposes, or qualities.
- *Explaining and analyzing* This level of skill corresponds with application and analysis skills of importance to citizens. *Explaining* means to identify, describe, clarify or interpret something. One may explain, for example, the causes of events, the meaning or significance of events and ideas, or the reasons for various acts or positions. *Analyzing* means to break something down into its constituent parts in order to clarify its meaning or significance.
- *Evaluating, taking, and defending* positions. This is the highest category of intellectual skill in the NAEP framework. It encompasses synthesis and evaluation skills. These are the skills required for citizens to assess issues on the public agenda, to make judgments about issues, and to discuss their assessments with others in public or private. *Evaluating* positions means to use criteria or standards to make judgments about the strengths and weaknesses of positions on issues, goals promoted by the position, or means advocated to attain those goals. *Taking* a position refers to using criteria or standards to arrive at a position one can support by selecting from existing positions or creating a novel one. *Defending* a position refers to advancing arguments and offering evidence in favor of one’s position and responding to or taking into account arguments opposed to one’s position.<sup>10</sup>

To create a frame of reference for comparing states, researchers analyzed the content of voluntary “National Standards” recommended by the Center for Civic Education (CCE) in 1998. Supported by the US Department of Education and the Pew Charitable Trusts, those standards were developed in consultation with more than 3,000 teachers across the country. As may be seen in Table 3, only 21 percent of the CCE’s National Standards promote learning at the lowest level of intellectual skills. Almost half (49 percent) of the recommended National Standards were focused on developing students’ ability to explain and analyze events, ideas, and processes in civics. Almost one-third (30 percent) of the recommended National Standards were intended to develop the highest level of intellectual skill – evaluating, taking and defending positions.

- **In sharp contrast, almost all (83 percent) of Florida’s standards – now Sunshine State Standards – were focused on developing only the lowest level of intellectual skill: the ability to identify and describe.**

None of Florida’s standards addressed second-order intellectual skills and only 17 percent addressed third-order skills. The fact that Florida’s standards are targeted at a relatively low level of cognitive development may help to explain the comparatively poor performance of Florida students on Advanced Placement examinations in US Government and History.

**Table 3: Levels of Civic Intellectual Skills Promoted in State Social Studies Standards**

State	Relative Percentage of Skills at Each Level		
	Identify and Describe	Explain and Analyze	Evaluate, Take, and Defend a Position
<i>National Standards for Civics and Government</i>	21	49	30
Alabama	29	41	29
Alaska	71	11	17
Arkansas	13	67	20
California	6	63	31
Colorado	39	40	20
Connecticut	15	48	37
Delaware	50	30	20
<b>Florida</b>	<b>83</b>	<b>0</b>	<b>17</b>
Georgia	66	30	5
Hawaii	26	47	26
Idaho	34	47	19
Illinois	45	55	0
Indiana	34	45	21
Kansas	28	60	13
Kentucky	53	47	0
Louisiana	5	29	67
Maine	42	21	38
Maryland	10	58	31
Massachusetts	41	44	15
Michigan	22	30	48
Minnesota	20	60	20
Mississippi	30	67	4
Nebraska	16	76	8
New Hampshire	29	69	3
New Jersey	35	47	18
New Mexico	17	50	33
New York	20	50	30
North Carolina	24	53	23
North Dakota	100	0	0
Ohio	18	45	37
Oklahoma	10	80	10
Oregon	57	29	14
South Carolina	32	47	21
South Dakota	20	65	15
Tennessee	13	75	13
Texas	37	49	14
Utah	33	39	28
Vermont	17	27	57
Virginia	6	83	11
Washington	18	60	23
West Virginia	23	66	11
Wisconsin	26	42	32

Arizona, Iowa, Missouri, Montana, Nevada, Pennsylvania, Rhode Island, and Wyoming were not evaluated due to the absence of standards at the time of the study

Source: Adapted from Table 4.3 in Kenneth W. Tolo, *The Civic Education of American Youth*:

*From State Policies to School District Practices*, Lyndon B. Johnson School of Public Affairs, 1999

The analysis done by Tolo and his colleagues indicate that the cognitive level of Florida’s civic education standards may not be the only problem in need of consideration. Relative to other states, the scope of Florida’s civic education standards appears to be quite narrow. Table 4, below, shows – for selected states -- the percentage of recommended National Standards addressed state civic education standards. The 71 topics incorporated in CCE’s recommended national standards are intended to address the breadth of civic education. Thus they include

**Table 4: Overall Thoroughness with Which State Standards Address the 71 Civics Topics in the *National Standards for Civics and Government* Framework**

State	Number of Civics Topics Addressed	Percentage of Civics Topics Addressed
California	45	63
Texas	45	63
Nebraska	42	59
Indiana	41	58
Ohio	30	42
<b>Florida</b>	<b>25</b>	<b>35</b>
New York	21	30

Source: Adapted from Table 4.3 in Kenneth W. Tolo, *The Civic Education of American Youth: From State Policies to School District Practices*, Lyndon B. Johnson School of Public Affairs, 1999

standards that address the development of civic knowledge, civic skills and civic dispositions.

- **Florida’s standards address only 35 percent of the topics deemed important for helping students develop the knowledge, skills, and dispositions that are an essential part of effective democratic citizenship.**

It is important to consider the multiple effects of standards that are both narrow in scope and, simultaneously, targeted at a relatively low level of cognitive development. Advantaged students come to school ready to learn. They have educational support at home and their basic living needs are not a day-to-day worry. These students are prepared to absorb whatever intellectual challenges the k-12 system put before them. For these students, low cognitive expectations and a restricted scope of learning objectives serves as an upper bound on what they can gain from the educational system.

Disadvantaged students often come to school lagging behind on the first day. Support systems at home may be weak and, in some cases, the basic necessities of life may present a recurring challenge. For these students, low expectations and a narrow range of instruction very likely contribute to a lifetime of second class citizenship; one in which the people and processes that make collective decisions around them are but a dim and distant mystery. These students fall victim to a civic achievement gap that is unlikely to ever be closed.

**RECOMMENDATION #2:**

**TEST CIVICS ON THE FLORIDA COMPREHENSIVE ASSESSMENT TEST (FCAT):**

Florida currently examines students on reading, writing, mathematics, and science – in short, every core academic subject *but* civics and social studies. Without assessment and accountability, civics will remain under-emphasized. We must add civics knowledge and skills to the subjects tested on the FCAT.

**Assessment and Accountability**

In 1983, *A Nation at Risk* drew attention to the fact that US public education was falling behind; that students in other nations out-performed US students in a variety of core education subjects, notably math and science. As the 1990s unfolded, school reform took a central place on the agenda of most states. Typically, state level reforms involved the administration of periodic content area tests combined with reporting and accountability systems. Reporting was intended to inform parents and others about the performance of public schools. Accountability systems were established to insure that performance led to consequences – both positive and negative – for students, teachers, schools, and districts. In 2001, Congress passed the No Child Left Behind Act (NCLB) and created a national framework for school reform. NCLB required states to make demonstrable annual progress in increasing the percentage of students who are “proficient” in reading, math, and science and in narrowing the test-score gap between advantaged and disadvantaged students. By 2013-14, NCLB requirements mandate that all students must meet their state’s definition of academically "proficient."

It seems mildly ironic that at the same time researchers were beginning to document a disconnection between America’s youth and the political system, school reform initiatives

encouraged a more intensive curricular focus on reading, mathematics, writing and science that generally ignored civic education. Certainly states have continued to promulgate educational goals in citizenship education and to require some level of civics education during high school. Nonetheless, civics has often been relegated to a second tier of importance, particularly at the elementary level. Presently, 41 states require the teaching of government, civics, or citizenship. Only 22 of those states, however, include civics in their achievement assessment systems and only 14 include performance on civics assessments as part of their accountability system. Importantly, because it created a national model, NCLB does not include civics in its reporting requirements.<sup>11</sup>

The development of state assessment and accountability systems has sparked a great deal of interest – and debate – about their consequences for students, teachers and schools. Of particular interest to social science educators, particularly post-NCLB, has been the question of the effects of excluding civics and the other social sciences from assessment systems. Although methods for measuring the impact of accountability programs are emerging and often not mature, there is a consensus on what is surely the fundamental finding:<sup>12</sup>

- **When civics is not included in the state’s assessment program, it is de-emphasized in the curriculum. Restated, this means that what gets tested gets taught.**<sup>13</sup>

From an instructional perspective, this finding is particularly important at the elementary level. While high school graduation requirements may demand stand-alone course in history, government, economics, and civics, the elementary school teacher is faced with the task of balancing day-to-day instruction across a wide variety of content area standards. In the face of competing demands, when civics is not assessed, it is simply a lower priority.

De-emphasizing civics instruction at the elementary level has important implications. First, it may contribute to what we have referred to above as a “civics education gap” that has the effect of permanently relegating disadvantaged, less school-ready, children to a lifetime of civic

*incapacity*. This phenomenon has been well-documented in the development reading skills.<sup>14</sup> Substantial research leads to the conclusion that unless the elementary curriculum explicitly addresses the contextual knowledge deficit of disadvantaged students, the performance gap between them and more advantaged students gets larger throughout the educational process – not smaller.

Second, a lack of elementary emphasis on civics has clear implications at middle and secondary levels. Inadequate preparation, limited vocabulary, and incomplete conceptual frameworks mean that secondary level teachers are often required to focus on remedial education. Thus, a middle school course looks more like an elementary level course and a high school course is likely to have middle school content. As a result, secondary level graduation requirements may have less meaning than would be the case were students adequately prepared to learn.

Finally, at the school and district levels, the failure to assess civics may affect the allocation of instructional resources as well. Interviews with Illinois Board of Education personnel indicate, for example, that professional development opportunities for social science teachers were severely restricted following the removal of civic from the state's assessment program.

**Education Reform in Florida.** The Florida Comprehensive Assessment Test (FCAT) is the centerpiece of Florida's school reform initiative as well as the vehicle through which the state meets the requirements of NCLB. FCAT evolved from statewide assessments authorized by the Florida Legislature in 1976. At present, FCAT tests some 1.7 million students in grades 3 through 11 in four content areas: Writing (since 1992); Reading (since 1998); Mathematics (since 1998); and Science (since 2003). In addition passage of the grade 10 FCAT is required for high school graduation.

FCAT assessment is composed of two basic components. Based on instructional goals articulated in the Sunshine State Standards, criterion-referenced tests (CRT) measure selected

benchmarks in Mathematics, Reading, Science, and Writing. Norm-referenced tests (NRT) in Reading and Mathematics measure individual student performance against national norms.

FCAT results form the basis for Florida's system of school improvement and accountability. Student achievement data from the FCAT are used to report educational status and annual progress for individual students, schools, districts, and the State. School grades are based on the percent of students meeting standards and the percent of students who make learning gains. The A+ school accountability program provides financial incentives to schools and teachers based on student performance. Assistance is provided to schools that show consistently low performance.

As of 2005, the cost of FCAT was approximately \$16.67 per K-12 student. This reflects a total cost of just over \$44 million. Of that total, about \$13 million was the cost of test development, conducting reviews with stakeholders, field testing new items, and analysis. The cost of administering, scoring, and reporting was about \$31 million. The Florida Department of Education reports that the total FCAT cost is less than one-third of one percent of the state's K-12 educational budget.

In Florida, Sunshine State Standards, which include civic education components, provide learning goals in Social Studies. Civics has not, however, been included as a part of the state's testing, reporting, and accountability systems.

**Assessing Civics in Florida: What Might be Expected?** Earlier in this report, we referred to the results of a survey recently completed by the Florida Association of Social Studies Supervisors. Their data indicates that civics education is not a particularly high priority in Florida's elementary schools: two-thirds of responding teachers reported spending less than two hours per week teaching in the broad area of social studies. These results are consistent with existing research which leads us to expect that in the face of a high stakes testing environment that excludes civics, most teachers – particularly elementary teachers – are likely to give civics

less emphasis in the classroom. Its absence from assessments also means that we should expect most students to pay less attention to civics content than would otherwise be the case.

Given findings from states across the nation, there can be no doubt that assessing civics in Florida would result in an increased emphasis on civics content in the classroom. Middle level teachers have reported, for example, an increased focus on social studies with the inception of an 8<sup>th</sup> grade statewide social studies exam.<sup>15</sup> Another recent study found that teachers reported more hours devoted to civics instruction in South Carolina, where it is assessed at the elementary level, than in North Carolina where it is assessed at high school levels only.<sup>16</sup>

There is also little doubt that the inclusion of civics in Florida's assessment and accountability systems would be likely to lead to increases in student achievement scores on criterion referenced tests. One study, for instance, reports that scores across all assessed content have generally shown increases and achievement gaps among student sub-populations have begun to narrow.<sup>17</sup> Another researcher reports score gains in the two to three percent range in the first five years after Maryland implemented an accountability system that included social studies.<sup>18</sup> Still other researchers report that both state and national assessments show that student performance has improved over the past decade.<sup>19</sup>

In short, available evidence indicates that if Florida assessed civics, at least two positive civic education outcomes are likely to result – particularly if elementary grades are included:

- **Teachers will spend more classroom time teaching civics content; and**
- **Student performance, as measured by FCAT results, will show gains.**

**Some Considerations in Assessing Civics.** As the question of adding Civics to the FCAT is considered, it is important to underscore the point that the nature of the assessment has a variety of consequences. Several studies, for example, report that teachers use the state-wide test format as a model for instruction. When multiple choice items dominate in the assessment, they tend to

encourage memorization of facts rather than critical assessment. On the other hand, requiring written responses appears to encourage an emphasis on teaching writing and higher level thinking skills.<sup>20</sup>

In addition, a significant amount of research points to the conclusion that performance gains on state assessments may not lead to corresponding gains on other tests such as the NAEP, the ACT or the SAT.<sup>21</sup> The reasons underlying this disconnect are far from clear, but it has been suggested that “teaching to the test” to help assure student performance may be at least part of the answer. One researcher, for example, reports that 40 percent of teachers responding to a national survey reported that they had found ways to raise state-mandated test scores without, in their opinion, actually improving learning.<sup>22</sup>

Third, it is important to recognize that assessments are not cost-free. It is difficult say with certainty what costs would be incurred in the development and administration of a statewide civics assessment in Florida.<sup>23</sup> To some extent, cost parameters would be shaped by the nature of the social studies standards, whether test results were included in the state’s accountability system, the grades at which such tests would be administered, and whether testing would be administered on an end-of-year or end-of-course basis. It is possible, however, to estimate the general magnitude of costs that might be involved by reviewing the costs associated with the new Science FCAT, which was first administered in 2002-2003.

The Science FCAT was developed under contract. The contractor was responsible for developing tests for three grade levels. Tasks included question development and field testing; managing stakeholder review processes; scoring of open-ended questions; setting student achievement standards; and developing support materials for schools. The timeline for test development was two years.

- *The total contract cost was \$5,479,746 or about \$2.7million per year for two years.*

In addition to development costs, the Florida Department of Education incurs annual costs associated with test administration. If a Civics assessment were implemented as a high stakes examination, it is anticipated that administrative costs could be in the range of \$2 million/year.

- *Allowing for inflation, then, it is not unreasonable to suppose that a Civics Assessment would cost in then range of \$3 million per year during a two year development phase and in the range of \$2 million per year as an annual operating cost.*

Available evidence, both at national levels and in Florida, points to the need for an increased emphasis on civic education in our public schools. In a permanent era of high stakes testing, existing research leaves little doubt that an increased emphasis on civic education requires that civics content be included in the state’s assessment system.

In considering about how such an objective should be realized, it is important to think carefully about the nature of the civic education itself. In general, state assessment programs appear to have approached civic education as a matter of developing factual knowledge about American history, government, and politics. Without a doubt, a factual base of information is an important aspect of citizenship. But, as we have emphasized in this report, citizenship in a democracy is more than knowing about the constitution, legislatures, executives and bureaucracies. Democratic citizenship requires the skills to exercise the responsibilities and the powers of citizenship – the responsibility to choose our leaders and the skills to question and shape their behavior. Democratic citizenship also involves habits of the heart; habits that affect the way behave toward others in the messy process of making collective democratic choices. If civics standards do not reflect the multidimensional nature of citizenship, neither will classroom instruction nor will any assessments. A first step, then, is to be clear about what is meant by citizenship education and to insure that instructional standards incorporate that meaning.

Finally, it is also important to think carefully about the nature of the assessment instrument. Assessment of factual civic knowledge appears to be a relatively straightforward

matter. That is, no doubt, why state assessment systems appear to emphasize the knowledge component of citizenship. Civic skills and civic dispositions are somewhat more complex. Undoubtedly, their assessment requires more than a multiple-choice examination. Although suggestions about assessment are being made,<sup>24</sup> there do not appear to be extant operational models that might be wholly incorporated into Florida's assessment system. The development of a multidimensional assessment of citizenship education will open new ground and it will provide Florida an opportunity, once again, to demonstrate its leadership in k-12 education reform.

### **RECOMMENDATION #3**

#### **ENCOURAGE AND SUPPORT THE TEACHING OF CIVICS IN FLORIDA'S K-12 SCHOOLS:**

Students will not be transformed into active citizens without teachers who are properly trained and empowered. We must make civics instruction an essential part of teacher education at Florida's colleges and universities and help teachers already in the classroom enhance their civics teaching skills and methods.

#### **Teacher Preparation and Professional Development**

To ensure that students gain civic competency, it is essential to make certain that their teachers are appropriately educated in civics and equipped with effective pedagogies. The best way to achieve this is through teacher education programs at the collegiate level. The state of Florida currently has 33 institutions of higher education that offer certified teacher education. However,

- **of these programs, none require non-Social Studies pre-service teachers to take classes that further their civic knowledge or their ability to cultivate civic knowledge in students.**

The only civic-related courses these pre-service teachers are required to take are typically completed during the students' first two years of college and as a part of the general education classes. There are two major pitfalls with this approach. First, many college students can choose to study world history rather than American history, which can leave these future teachers at a great disadvantage when it comes to their own knowledge of the America political system. A second major shortcoming is that, as a part of the general education requirements, the courses in

American history and government do not purposefully connect content to pedagogy or k-12 instruction.

This inadequate civic education of teachers is not exclusive to Florida; it can be found throughout the nation. There are, however, two options many teacher education programs have begun to implement in order to provide better civic teacher education. The first is for colleges and universities to encourage non-Social Studies teachers to enroll in Social Studies teaching methods courses. Unfortunately students aren't typically able to take these classes due to the highly demanding and crowded prescribed program schedule that allows for few electives outside a selected area of emphasis. A second and more effective approach has been the incorporation of service-learning into curriculum that ranges from teacher education courses to general education requirements.

Service-learning can be roughly defined as a teaching method that furthers course and civic learning objectives while students complete a community service activity that addresses community need. It is a teaching method that has been incorporated into all disciplines and is, effectively, a method of teaching civics across the curriculum. Service-learning involves students as citizens and builds civic knowledge as it is applied and tested in real-world settings. It has a fundamental goal to educate students to use the knowledge they gain towards their careers to serve as active and productive citizens in society. The concepts of citizenship are reinforced and students learn the connections between their vocation and civil society. Service-learning incorporated into teacher education programs helps pre-service teachers, regardless of specialization, to build civic knowledge and the ability to effectively foster civic responsibility and propensity within their students.

There is an abundance of research that indicates service-learning helps students to develop civic knowledge while improving general academic achievement,<sup>25</sup> but students engaged in service-learning activities are also more likely to be civically engaged after graduating high school. The National Youth Leadership Council's *Growing to Greatness: 2006 the state of*

*service-learning project* provides the following figures on service-learning students “transitioning into adulthood” over a twelve month period (p. 22):

- 48 percent discussed politics or community issues compared to 21 percent of their peers who did not participate in service-learning activities
- 41 percent voted compared to 19 percent of their peers
- 22 percent engaged in online political activity compared to 8 percent of their peers
- 11 percent were politically engaged through other forms of media versus 3 percent of their peers

It is estimated that 37 percent teacher education programs around the country currently offer service-learning to their pre-service teaching programs<sup>26</sup>. This is in addition to approximately 1000 colleges and universities and an estimated 28 percent of public schools that are engaged in curriculum-based service-learning activities.<sup>27</sup>

- **Many colleges and universities in the state of Florida already offer service-learning to varying degrees in their teacher education programs. But an estimate of pre-service teachers participating in these activities is *less than 10 percent*.**<sup>28</sup>

The models for effective implementation at the pre-service level exist and should be expanded throughout the state of Florida.

As of 2005, Florida’s schools employed more than 66,000 elementary school teachers. Given the inadequacy of civic education in pre-service elementary education programs, it is reasonable to presume that many, if not most, of these 66,000 teachers have little or no training that would encourage and support their efforts to incorporate meaningful civic education into the k-6 curriculum. In addition to strengthening pre-service education programs, there is a pressing need to provide civic education opportunities to the existing core of Florida’s elementary school teachers and, as well, to offer programs that support the continuing education of middle and high school level teachers.

**RECOMMENDATION #4**  
**LEAD THE NATION IN TEXTBOOK IMPROVEMENT**

Because of its strength in the textbook market, Florida has both an opportunity and a responsibility to improve instructional materials in civics as well as other core subjects. Educational policymakers must make use of Florida's unique influence to update academic standards, build instructional coalitions with other states, and review our own textbook selection process so that students in the state and across the country have the right learning tools.

**Textbooks**

Textbooks have been referred to as “the nation’s de facto curriculum.”<sup>29</sup> This may be particularly true at elementary levels where teachers must cover multiple subjects, including those in which they may not be well prepared. In those situations, the textbook and ancillary materials are likely to create the upper boundaries on what students learn. Thus, the question of textbook quality, in civics as well as other subjects, is a critical one.

The contribution of textbook quality to student learning has received more systematic attention in the sciences than in civics or other disciplines. The effect of textbooks in mathematics is, for example, one of the issues examined in the National Science Foundation/National Center for Educational Statistics-funded Third International Mathematics and Science Study (TIMSS). A recent report from that effort, *Why Schools Matter*, presents results that point to U.S. textbooks as an important reason for the relatively poor showing of U.S. students on international tests. According to William Schmidt, coauthor of the book and national coordinator for U.S. TIMSS, the content of textbooks in different countries correlates very closely to what children learn in those countries, as reflected in their test scores. "It shows very clearly that curriculum matters, and in particular, it shows that one of the most powerful aspects in all of this is the textbook. ... [U.S.] books just do not hold up by international standards."<sup>30</sup>

The nature of the textbook publishing market in the United States has contributed to what many observers believe to be a decline in textbook quality. On the one side that market is dominated by four major publishers – Pearson, McGraw-Hill, Reed Elsevier, and Houghton Mifflin – that have emerged after several years of consolidation that involved the acquisition of

smaller publishers.<sup>31</sup> Three of these firms are traded on the New York Stock Exchange and have global reach. The fourth, Houghton Mifflin, was sold to private equity groups in 2002. Profitability and return to investors, rather than education per se, are presumably the central goals of these firms.

The other side of the market is composed of those who actually buy the books – school districts. The way in which those districts purchase texts depends, however, on the state approach to textbook adoption. In what are called “open territory” states, individual school districts independently make decisions about what textbooks to purchase with no state-level involvement. In so-called “adoption” states, textbook purchase is a centralized two-stage affair. In the first stage the state issues guidelines – based on state educational standards – to publishers about content that they will require texts to contain. Publishers, in turn, offer products designed to meet those guidelines. Publishers’ products are then evaluated by a state-level committee and those evaluated positively comprise an approved textbook list. In the second stage, districts make choices about texts to be purchased. Depending on state guidelines, districts may have flexibility to choose some portion of textbook material that is not included on the state-approved list.

The adoption process, it is argued, has several benefits. It “...ensures alignment with state standards, screens out inappropriate content, saves districts time and money, and ensures that state money is being spent appropriately.”<sup>32</sup> It also contributes to curricular uniformity and provides textbook publishers with a schedule that they can use for planning and development. Those who support the process also contend that it contributes to “lower prices because of economies of scale... [and]... gives states more sway when it comes to the content of books...”<sup>33</sup>

Because population movement to the South and Southwest, the consumer market for textbooks is quite concentrated. California, Texas, and Florida comprise fully 30 percent of the market for textbooks. What this means in practice is that the educational standards in those states carry great weight in the development of texts that are offered to the national market. Thus,

smaller states are often forced to choose from among texts developed to meet the needs of other, larger states. The Boards of Education Association points to the "...often-cited example of...Vermont students whose history books contain whole sections devoted to the battle of the Alamo and the fight for Texas independence."<sup>34</sup>

A number of scholars, journalists, and other observers have been highly critical of textbooks that are currently available to the k-12 system as well as the process by which they are selected. Central among the issues raised is the problem of inadequate and confused coverage resulting from a process in which publishers try to incorporate as many elements of state standards as possible in order to get past the review process. "No one punishes a publisher for having too much material in a textbook," says Stephen D. Driesler, executive director of the Association of American Publishers School Division.<sup>35</sup> Rebecca Jones, writer for the American School Board Journal, observes that "a publisher can lose tens of millions of dollars in sales if a state adoption committee doesn't find a key word it's looking for in a computerized word search. The fear of missing a key word helps explain why many textbook creators have fallen into the habit of mentioning many terms or concepts without explaining them clearly."<sup>36</sup>

Writing for Project 2061, a science literacy initiative of the American Association for the Advancement of Science (AAAS), Stephen Budiansky describes the results of publishers' strategies to meet state standards:

Driven by intentions ranging from earnest and honorable to cynical and commercial, American science textbooks have become larger and flashier, chock full of colorful photographs, diagrams, "activities," "minilabs," sidebars about minorities in science, science in history and literature and art, and current issues such as the use of hormones in dairy cattle.

The only thing the books utterly fail to do, according to scientific and educational experts who have examined them closely, is teach science. A recent study of middle-school science textbooks by Project 2061...found that not a single one of the books met even the minimum requirements for effectively teaching science.<sup>37</sup>

Those findings were echoed by John Hubisz, a Professor of Physics at North Carolina State University who found that of the 12 most frequently used middle school physical science texts, none met the scientific criteria established by a professional review committee.<sup>38</sup>

It has also been argued that in order to reach students with short attention spans who are not readers, text has been “dumbed down,” reflecting “...lower sights for general education....Among editors, phrases such as “text-heavy,” “information-loaded,” “fact-based,” and “non-visual” are negatives. A picture, they insist, tells a thousand words.”<sup>39</sup>

Finally, still others have pointed to the proliferation of special interest groups that have emerged in the textbook adoption process. As the Director of the American Textbook Council argues, “From phonics zealots in California to anti-Darwinists in Texas, highly motivated groups make pests of themselves with legislatures, school boards, and adoption committees, much to the consternation of publishers who are trying to sell their product to a very broad national market.”<sup>40</sup> As a result, publishers have become highly sensitive to “political correctness” issues and devote considerable resources to insuring that all relevant bases are touched. From the publisher’s perspective, of course, the objective of all of this is simply one of trying to meet the demands of the marketplace in order to successfully sell a product.

These and related issues have prompted some to call for a variety of changes in the textbook adoption process. In *The Mad, Mad World of Textbook Adoption*, for example, Charles E. Finn, President of the Thomas B. Ford Foundation and Institute, and Diane Ravitch, a Research Professor at New York University, argue that one alternative to the current state adoption process would be the elimination of the process itself, while strengthening the standards and accountability movement. Eliminating the state textbook adoption process, they believe, would refashion the current K-12 textbook procurement system to make it operate more like a healthy market. Competition among publishers would reduce prices, and give incentives to produce more effective, quality textbooks. Smaller publishers would be able to compete and offer a wider range of instructional products, giving educators a broader range of materials

suitable for their students.<sup>41</sup> They point out, in addition, that students in “open-territory” states performed significantly better on the 4<sup>th</sup> and 8<sup>th</sup> grade 2005 assessments in math and reading than did students from “adoption” states.<sup>42</sup> Others have called for procedural changes in state adoption processes – e.g., elimination of “check-off” sheets for textbook evaluation – or for modification in state standards to allow for direct consideration of the quality and coherence of the text.

**Textbooks in Florida.** Florida’s school districts purchase large quantities of instructional material each year. In FY03, for example, the state provided districts with more than \$212 million for the acquisition of materials. Florida’s investment in textbooks and other instructional materials has grown sharply over the past few years. In 1995-96, for example, the state’s total expenditure for instructional resources was just under \$91 million. Thus, over the 8-year period between 1995 and 2003, state support for instructional materials acquisition increased by about 134 percent.<sup>43</sup> Despite this effort, however, Florida lags far behind most of the rest of the nation in per pupil support for instructional and instruction related resources.<sup>44</sup> In FY02-03, per pupil expenditures amounted to a little over \$4,400, – 43<sup>rd</sup> in the nation – less than half the amount of the highest ranked state.

From the perspective of civics education, it is important to understand that, as the Florida Office of Program Policy Analysis and Government Accountability (OPPAGA) has noted,

Florida is considered a major force in the national instructional materials market. Florida is also one of the few states that has developed mandatory curriculum standards for all instructional materials sold to public schools. This coupled with the large volume of materials that Florida districts buy each year (Florida is the third largest adoption state) means that *publishers develop their textbooks and other materials specifically to meet Sunshine State standards.* (emphasis added)

This is a critical point. Florida’s civic education – and other – standards matter; they matter not only for our schools, but given the current textbook market structure, for schools across the nation. Earlier in this report, we highlighted important results found in a study of Florida’s Sunshine State social studies standards. Researchers found that Florida’s civic education standards were narrow in scope and that they were focused on the lowest level of cognitive

development.<sup>45</sup> Surely, addressing the quality of civic education instructional materials begins here. If, in the scheduled 2007 review, Florida expands the scope of its standards to include a balanced approach to civic knowledge, skills and dispositions and simultaneously raises the bar in terms of cognitive performance expectations, publishers will have little choice but to respond.

But revising our educational standards and improving the civics curriculum are not the only paths to the improvement of instructional materials. As Florida uses its influence in the national textbook market to shape the content of instructional materials both in the state and throughout the nation, public and private leaders should also review our statewide textbook selection process and identify possible reforms to encourage the development of higher thinking skills in civics and other core subjects.

At present, Florida uses a state level adoption process that includes four steps:

1. The Department of Education writes and publishes specifications for new instructional materials and solicits bids for these materials.
2. Publishers that respond to the bid submit samples of materials.
3. Using State Instructional Materials Committees with members generally drawn from district school officials, professional and educational associations, and civic organizations to make recommendations, the Commissioner of Education reviews the publisher submissions and adopts materials for each subject area being considered in a given year.
4. School districts review state-adopted material and select those that they wish to use in their local schools.<sup>46</sup>

To permit flexibility and a measure of local control over textbook selection, Florida law allows school districts to use 50% of annual instructional materials expenditures for grades 2-12 for materials which are not state adopted.<sup>47</sup> It is presently unclear to what extent districts exercise the option to purchase materials that are not on the state adoption list.

While we are not prepared in this report to recommend changes in Florida's textbook adoption system, the time has come to review that system and determine if reforms could improve access to modern and innovative teaching materials. Contemporaneous with their review of the Sunshine State standards, Florida educational policymakers should conduct a comprehensive

analysis of our state’s textbook selection process and make recommendations designed to ensure that all of our students benefit from the right learning tools to complement an updated curriculum.

Florida’s power in the textbook market provides us with both a special opportunity and a special responsibility to play a leadership role in rethinking the nature of the learning tools that we provide for our children. Florida should draw on subject matter expertise from across the state, the nation and, indeed, the world to devise strategies to improve instructional materials in civic education as well as other core subjects. With the involvement of other market leaders, interested states, and relevant organizations, Florida should lead the development of an instructional materials coalition that can work with publishers to find better ways to help Johnny learn to read, to count and to vote.

### **RECOMMENDATION #5**

#### **ESTABLISH A STRATEGIC CENTER FOR FLORIDA CITIZENSHIP:**

Civics education is currently championed by a diffuse and independent array of students, parents, educators, elected officials, public policy centers and advocacy organizations. We must establish and fund a center to coordinate these efforts, monitor Florida’s civic health, and keep us on track to produce educated and effective citizens.

#### **Toward a Civics Education Support Network**

Over the years, several groups and organizations have committed time, energy and resources to supporting and strengthening civics education in Florida’s public schools. Perhaps most notably, the Florida Law Related Education Association has worked with the Florida Bar and the Florida Supreme Court to partner schools with judges who play an active role in classroom civic education. The Association also coordinates CCE’s *We the People* and *Project Citizen*, hosts teacher education programs, and runs mock trials in which high school students have an opportunity to actually conduct a state Supreme Court hearing in court chambers. The Florida League of Cities has devoted considerable resources to the development of web-based curriculum modules that help students and teachers understand Florida local government. The Florida Council on Social Studies and the Florida Association of Social Studies Supervisors have offered a wide variety of professional development opportunities for teachers throughout the k-12

system. Campus Compact has stimulated and supported the development of service learning programs in colleges and universities throughout the state. Florida Learn and Serve has worked with k-12 schools to develop a wide range of community service opportunities. The Lou Frey Institute at UCF has offered university level professional development seminars for civics teachers and is presently launching a Civic Leadership Academy for Florida high school students. The Graham Center at UF has committed to developing new and innovative programs to foster civic leadership in the state.

These and related organizations not referenced here comprise an important support system for civic education in Florida's k-12 system. They have the capacity to work with teachers to give students a better understanding of civil society and how students can live as active, informed and engaged citizens. They are all dedicated to improving civic education and engagement for students of all ages and abilities throughout the state and have the ability to offer professional development opportunities for teachers and extra- or co-curricular programs for students. Through them, there is much that can be done to provide continuity and substance to the structural recommendations made in this report. We need, for example, to monitor Florida's civic health in much the same way that we monitor its economic health. Expanded civics professional development opportunities need to be made available to elementary, middle, and high school teachers across the state. Most importantly, basic civics education needs to be made available to the state's elementary teachers. Summer programs need to provide emerging young leaders with opportunities to strengthen their civic skills and expand their horizons to national and international levels. These and other organizations comprise the potential for a powerful partnership that can serve as a coordinated network to enrich student learning and encourage civic education throughout the state.\*

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\* A summer institute on Constitutional Issues, sponsored by the Center for Civic Education, will be held on the University of Florida campus in June 2007 will provide an opportunity for these and other organizations to come together to explore innovative approaches

## Appendix A

### Civics Assessment in Selected States

Several states have included Civics and Social Studies in their assessment and accountability systems for several years. For comparison, three are outlined in Table A1.

*Georgia.* The Georgia Governor's Office of Student Achievement was established in 2000 to implement the provisions of the A Plus Education Reform Act. The Act requires Georgia students to be tested in social studies at the end of each year in grades 3 through 8.<sup>48</sup> Assessment is based on end-of-course testing in social studies at the high school levels (grades 9-12). Content areas included in high school level assessments are US History and Economics/Business/Free Enterprise. In addition, students must pass a high school graduation examination that includes social studies content.<sup>49</sup> Results of all testing is made available to the public through annual report cards. School accountability is measured based on annual results in grades 3 through 8 and on the high school graduation test.

Data from 2005 indicate that from 85 to 91 percent of elementary school level students met or exceeded the state's standard in social studies. About 83 percent of high school students met the standard.

Student performance in Georgia has improved since the inception of testing in 2000, although gains have been generally higher in the lower grade levels. In grade three, for instance, scores improved by about 10 percent between 2000 and 2005. By grade 8, the percentage improvement was about 4 percent and there was no change in the percentage meeting the standard at the 11<sup>th</sup> grade graduation test.

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to encouraging civic education. Led by Dr. Elizabeth Yeager, this event will include 20 leading social studies education professors from around the country, all of whom have been involved in civic education in various ways at their respective institutions.

*North Carolina.* North Carolina's ABCs of Public Education was developed in response to the School-Based Management and Accountability Program enacted by the General Assembly in 1996. Civics is assessed as students complete Civics and Economics, utilizing an end-of-course examination.<sup>50</sup> Typically, Civics and Economics is taken in the 10<sup>th</sup> grade. The ABCs accountability program sets growth and performance standards, provides public reports on student performance, and assesses the performance of all schools in the state. In 2005-06 testing results in Civics and Economics and in US History were included, for the first time, in the development of composite school performance scores.

Data from 2004-05 indicate that about 70 percent of North Carolina's students met or exceeded the state's standard in Civics and Economics. As in other states that assess civics, scores in North Carolina have improved since the 1996 inception of testing. 2004-05 scores reflect an improvement of about 22 percent in the number who met or exceeded state standards in Civics and Economics.

*Texas.* Texas initiated statewide assessment of basic skills in 1980 with the Texas Assessment of Basic Skills (TABS) tests in reading, mathematics, and writing. In the mid-1980s new tests, the Texas Educational Assessment of Minimum Skills replaced TABS. In 1990 end-of-year testing was implemented to measure academic skills, rather than minimum skills, using the Texas Assessment of Academic Skills (TASS). In 2003-04 TASS was replaced by the Texas Assessment of Knowledge and Skills (TAKS). Based on new standards, TAKS expanded both the grades and content areas assessed in Texas. Social Studies is assessed in grades 8 and 10 and in a graduation test given in grade 11. Content areas assessed in Social Studies include US & World History, Geography, Economics, and Civics & Government. Student performance scores are made public with school and district level report cards. They are also utilized as a part of Texas' school accountability system.

Results from 2002, based on TASS assessments, indicate that about 83 percent of Texas students in grades 8, 10, and 11 met or exceeded state standards in Social Studies. That number represents an increase of about 20 percent over the 12 year period.

**Table A1**  
**Selected Approaches to Social Studies Assessment**

	<b>Georgia</b>	<b>North Carolina</b>	<b>Texas</b>
<b>Year Social Studies Assessment Implemented</b>	2000*	1996	1990
<b>Grades Assessed</b>	3 - 8 (End of Year Competency tests) 9 - 12 (End of Course Test) 11-12 (Graduation Test)	10 (End of Course)	8, 10 (End of Year) 11 (Graduation Test)
<b>Test Used in Accountability System</b>	Yes, Gr 1 - 8 and HS Graduation	No	Yes
<b>Used in Report Cards</b>	Yes	Yes	Yes
<b>Percent Meeting Standard</b>	Grade 3 - 91 Grade 4 - 88 Grade 5 - 90 Grade 6 - 82 Grade 7 - 85 Grade 8 - 85 Grade 11 - 83	70	83**
<b>Change in Percent Meeting Standard</b>	Grade 3 – 10 Grade 4 - 7 Grade 5 – 11 Grade 6 - 3 Grade 7 - 4 Grade 8 - 4 Grade 11 – 0	22	20**

\*Tests given in 2002, 2004 & 2005

\*\*Based on students in grades 8, 10, 11

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<sup>1</sup> Kenneth W. Tolo, *The Civic Education of American Youth: From State Policies to School District Practices*, (Austin: The LBJ School of Public Affairs), Policy Research Project Report Number 133, 1999, xvii.

<sup>2</sup> See Anolina, Molly W., Krista Jenkins, Cliff Zukin and Scott Keeter, "Habits from Home, Lessons from School: Influences on Youth Civic Engagement, *PS*, (April 2003); Skocpol, Theda and Morris P. Fiorina, eds., *Civic Engagement in American Democracy*, Washington: Brookings Institution Press; Robert D. Putnam, "The Strange Disappearance of Civic America" *The American Prospect*, Volume 7, Issue 24, (December, 1996); Robert D. Putnam, *Bowling Alone: The Collapse and Revival of American Community*, New York: Simon and Schuster, 2000; Robert D. Putnam, *Better Together: Restoring the American Community*, New York: Simon and Schuster, 2003; Keeter, Scott, Cliff Zukin, Molly Andolina and Krista Jenkins, *The Civic and Political Health of the Nation: A Generational Portrait* (College Park, Md: The Center for Information and Research on Civic Learning and Engagement, 2002); Anne Colby, Thomas Ehrlich, Elizabeth Beaumont, Jason Stevens, *Educating Citizens: Preparing Undergraduates for Lives of Moral and Civic Responsibility*, San Francisco: Josey Bass, 2003; U.S. Department of Education. National Center for Education Statistics. *The Civic Development of 9th-Through 12th-Grade Students in the United States: 1996*, NCES 1999-131, by Richard G. Niemi and Chris Chapman. Project Officer, Kathryn Chandler. Washington, DC: 1998; Youniss, James, Jeffrey A. McLellan and Miranda Yates, "What we know about engendering civic identity" *American Behavioral Scientist*, Volume 40 Number 5 (March-April 1977); Cliff Zukin, Scott Keeter, Molly Andolina, Krista Jenkins and Michael X. Delli Carpini, *A New Engagement? Political Participation, Civic Life, and the Changing American Citizen*, (New York: Oxford University Press 2006).

<sup>3</sup> NAEP 1998 results as reported in the text of SB 830 proposed by Sen. Lamar Alexander (R-TN) in 2005.

<sup>4</sup> States vary widely in the extent to which students are encouraged to take AP examinations. Florida is one of the states that encourages broad participation. Thus, in 2005, almost 350 AP examinations were taken per 1000 11<sup>th</sup> and 12<sup>th</sup> graders in the state. Other states, like Louisiana, for example, have much lower rates of AP participation. In that state, fewer than 50 AP exams were taken per 1000 11<sup>th</sup> and 12<sup>th</sup> graders. Lower numbers of participating can have effects on score for both statistical reasons and because of student selection patterns. Thus, the comparison here is restricted to only those states with AP participation levels that exceed one standard deviation above the U. S. mean.

<sup>5</sup> Robert D. Putnam, Tuning In, Turning Out: The Strange Disappearance of Social Capital in America," *PS: Political Science and Politics*, Vol. 28, No. 4 (Dec., 1995), p. 665-6.

<sup>6</sup> Richard Battistoni et al., *The Civic Mission of Schools*, (New York: Carnegie Corporation, 2003), 11.

<sup>7</sup> For summary, see Sheldon Berman, *Children's Social Consciousness and the Development of Social Responsibility* (Albany, NY: State University of New York Press, 1997), especially pp. 11-39.

<sup>8</sup> Battistoni et al., *op. cit.*, 12.

<sup>9</sup> Battistoni, et al., *op. cit.*

<sup>10</sup> National Assessment Governing Board, *Civics Framework for the 1998 National Assessment of Educational Progress* (Washington, D.C., 1998), pp. 24-28, 71 as described in Tolo, *op.cit.* pp. 56-57. It should be noted that the emphasis on cognitive skill development can be expected to vary by grade level. In primary/intermediate grades students might be engaged mostly in the identifying and describing; in middle school students might be expected to explain and analyze; and high school students could be expected to be able evaluate and take and defend positions.

<sup>11</sup> NCLB's chilling effect of the civics curriculum is perhaps best illustrated by the decision of the Illinois General Assembly to eliminate civics from the state's assessment system following the Act's passage.

<sup>12</sup> Chester, M. D., Measuring the Impact of State Accountability Programs, *Educational Measurement: Issues and Practice*, Winter, 2005, 3-4.

<sup>13</sup> Burroughs et al., *op. cit.*, report findings published by the Council on Basic Education (CBE) revealed that 30% of elementary school principals surveyed said their schools have reduced the amount of time spend on social studies instruction, and 50% of principals in schools with large percentages of minorities reported decreased time for social studies. Jones and his colleagues found in North Carolina that as the stakes increase, the curriculum narrows to reflect the content sampled in the test. Jones, M., Jones, B., Hardin, B., Chapman, L., Yarbough, T., and Davis, M. (1999) The impact of high-stakes testing on teachers and students in North Carolina. *Phi Delta Kappan*, 81(3), 199-203. See also Stecher, B., Barron, S., Chun,

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T., and Ross, K. (2000) *The effects of the Washington state education reform on schools and classrooms* (CSE Technical Report 525). Los Angeles, National Center for Research on Evaluation, Standards, and Student Testing. and Fuhrman, S. H., (2003) *Redesigning Accountability Systems for Education*. GPRE Policy Briefs. Philadelphia: Graduate School of Education, University of Pennsylvania. Abraams and his colleagues found that teachers report that more time is devoted to tested content areas and that there is a decreased emphasis on non-tested areas. Abrams, L. M., Pedulla, J. J., and Madaus, 2003. G. F. Views from the Classroom: Teachers' Opinions of Statewide Testing Programs. *Theory into Practice*, 42(1), 18-29.

<sup>14</sup> Hirsch, E. D., "The Case for Bringing Content into the Language Arts Block and for a Knowledge-Rich Curriculum Core for all Children," *American Educator*, Spring, 2006. See also. E. D. Hirsch, *The Knowledge Deficit: Closing the Shocking Education Gap for American Children*, (New York: Houghton Mifflin, 2006)

<sup>15</sup> Borroughs, S., Groce, E., and Webeck, M.L. (2005) Social Studies in the Age of Testing and Accountability. *Educational Measurement: Issues and Practice*. Fall (2005), 13-20. Manzo, K. K., (2005) Social Studies losing out to reading, math. *Education Week*, 24(27), 16-17.

<sup>16</sup> Heafner, T. L., Lipscomb, G. B., and Rock, T. C. (2006) "To Test or Not to Test? The Role of Testing in Elementary Social Studies" *Social Studies Research and Practice*, 1(2)

<sup>17</sup> See Borroughs, S., Groce, E., and Webeck, M.L. *Ibid.* ; Stone, C. A., and Lane, S., (2003) Consequences of a State Accountability Program; Examining Relationships Between School Performance Gains and Teacher, Student, and School Variables. *Applied Measurement in Education*. 16(1), 1-26.

<sup>18</sup> Stone, C. A., and Lane, S., (2003) Consequences of a State Accountability Program; Examining Relationships Between School Performance Gains and Teacher, Student, and School Variables. *Applied Measurement in Education*. 16(1), 1-26.

<sup>19</sup> Goertz, M. E., and Massell, D. (2005) Holding High Hopes: How Schools Respond to State Accountability Policies. *GPRE Policy Briefs*. Philadelphia: Graduate School of Education, University of Pennsylvania.

<sup>20</sup> Fuhrman, S. H., (2003) *Redesigning Accountability Systems for Education*. GPRE Policy Briefs. Philadelphia: Graduate School of Education, University of Pennsylvania; Taylor, G., Shepard, L., Kinner, F., and Rosenthal, J. (2003). A survey of teachers' perspectives on high-stakes testing in Colorado; What gets taught and what gets lost (CSE Technical report 588) Los Angeles: CRESST; Herman, J., and Golan, S. (n.d.). Effects of standardized testing on teachers and learning (CSE Technical report 334). Los Angeles: National Center for Research on Evaluation, Standards, and Student Testing.

<sup>21</sup> Klein, S. P., Hamilton, L. S., McCaffrey, D. F., and Stecher, B. M. (2000) *What do Test Scores in Texas Tell Us?* Rand Education Issue Paper (Santa Monica: Rand Corporation). Koretz, D. and Barron, S. (1998) *The Validity of Gains in Scores on the Kentucky Instructional Results Information System (KRIS)*. (Santa Monica: Rand Corporation). Pedulla, J., Abraams, L., Madaus, G., Russell, M., Ramos, M., and Miao, J. (2003) "Perceived effects of state-mandated testing programs on teaching and learning: Findings from a national survey of teachers" Chestnut Hill, MA: National Board on Educational Testing and Public Policy, Boston College; Hoffman, J., Assaf, L., and Paris, S. (2001). "High-stakes testing in reading: Today in Texas, tomorrow?" *The Reading Teacher*, 54(5), 482-494. Arrein, A. L., and Berliner, D. C., (2002) "High-stakes testing, uncertainty, and student learning", *Educational Policy Analysis Archives* 10(18) Haladyna, T., Nolen, S., and Hass, N., (1991). "Raising standardized achievement test scores and the origins of test score pollution", *Educational Researcher*, 20(5), 2-7

<sup>22</sup> Linn, R. (1998). Assessments and Accountability (CSE Technical Report 490), Boulder , CO: CRESST/University of Colorado at Boulder

<sup>23</sup> Data provided below are based on an October 31, 2006 telephone interview with Dr. Cornelia Orr – Administrator, Assessment and School Performance Office, Florida Department of Education.

<sup>24</sup> See, for example, CIRCLE. "Measuring Civic Engagement" at <http://www.civicyouth.org/practitioners/index.htm>.

<sup>25</sup> See Eyler et al. (2001) which lists more than thirty studies on the effects of service-learning.

<sup>26</sup> Anderson, J. B., and J. A. Erickson. (2002). Service-learning in teacher education: How are prospective teachers being prepared to teach the new school population. Citing a national study sponsored by the

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American Association of Colleges for Teacher Education and the National Service-Learning in Teacher Education Partnership.

<sup>27</sup> Numbers are estimates published by National Campus Compact and found at [www.compact.org](http://www.compact.org), retrieved 12/06/06; and from National Youth Leadership Council (2006). *Growing to Greatness: 2006 the state of service-learning project*.

<sup>28</sup> An estimate from Florida Campus Compact based on state and national surveys from 2005.

<sup>29</sup> <http://www.ecs.org/html/issue.asp?issueid=141>

<sup>30</sup> William H. Schmidt et al., *Why Schools Matter: A Cross-national Comparison of Curriculum and Learning*, San Francisco: Jossey-Bass, 2001. An overview of Schmidt's work can be found in Rebecca Jones, "Textbook Troubles: Open your textbooks, boys and girls to page 1,276." *American School Board*. December 2000. See also Gilbert A. Valverde et al., *According to the Book: Using TIMSS to Investigate the Translation of Policy into Practice Through the World of Textbooks*, KLUWER Academic Publishers, 2002.

<sup>31</sup> See Gilbert T. Sewall, "Textbook Publishing" *Phi Delta Kappan*, (86) No. 7, March, 2005 for a more detailed description of the textbook market as well as a critique of existing texts.

<sup>32</sup> National Association of State Boards of Education, "State Textbook Adoption" Policy Update, (11) No. 15, September, 2003.

<sup>33</sup> *Ibid.*

<sup>34</sup> *Ibid.*

<sup>35</sup> Steven Driesler, as quoted in Rebecca Jones, "Textbook Troubles: Open your textbooks, boys and girls to page 1,276." *American School Board*. December 2000.

<sup>36</sup> *Ibid.*

<sup>37</sup> Stephen Budiansky, "The Trouble With Textbooks," *Prism*, February 2001, p 2.

<http://www.ecs.org/html/offsite.asp?document=http%3A%2F%2Fwww%2Eproject2061%2Eorg%2Fnewsinfo%2Fresearch%2Farticles%2Fasee%2Ehtm>

<sup>38</sup> John Hubisz. *Middle School Textbooks Don't Make the Grade*. American Institute of Physics, May 2003. The full study is available at <http://www.psrc-online.org/curriculum/book.html>.

<sup>39</sup> American Textbook Council, Testimony of Gilbert T Sewall before the U.S. Senate Health, Education, labor and Pensions Committee, September 24, 2003. Available at <http://www.historytextbooks.org/senate.htm>.

<sup>40</sup> Sewall, op. cit., p. 104.

<sup>41</sup> Finn Jr., Chester E. and Diane Ravitch. "The Mad, Mad World of Textbook Adoption." *School Reform News*. Thomas B. Fordham Institute. September 2004.

<sup>42</sup> While such results are intriguing and certainly call for further analysis, other research has pointed to the impact of family characteristics, overall per-pupil expenditures, teacher preparation and experience as well as the availability of classroom resources as important factors affecting NAEP performance. To conclude that textbook adoption patterns has an independent effect would require much more substantial analysis than has been done to date. See David W. Grissmer, Ann Flanagan, Jennifer H. Kawata, Stephanie Williamson, *Improving Student Achievement: What State NAEP Test Scores Tell Us*, Santa Monica: Rand Corporation 2000, pp. 97ff.

<sup>43</sup> OPPAGA Information Brief, *K-12 Textbook Approach Needs District Flexibility and Publisher Accountability*. Report No 03-28, April, 2003.

<sup>44</sup> National Center for Educational Statistics expenditure data, FY02-03. Instruction expenditures are for activities related to the interaction between teachers and students. Includes salaries and benefits for teachers and teacher aides, textbooks, supplies and purchased services. Instruction-related expenditures include expenditures for activities that assist with classroom instruction. Includes salaries and benefits for: librarians and library aides, in-service teacher trainers, curriculum development, student assessment, technology (for students but outside the classroom), and supplies and purchased services related to those professions.

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<sup>45</sup> Tolo, *op. cit.*

<sup>46</sup> OPPAGA Information Brief, *op. cit.*, p. 2.

<sup>47</sup> Florida Department of Education: Florida Education Finance Program (FEFP)

<sup>48</sup> For testing purposes, Georgia Performance Standards include American Government/Civics, Economics, World Geography, US History and World History.

<sup>49</sup> Content tested on the high school graduation test includes World History, World Geography, U.S. History, and Civics/Citizenship. Economics content is incorporated into items across social science content areas.

<sup>50</sup> Note that US History, typically taken in the 11<sup>th</sup> grade is also assessed with an end-of-course examination.