DEVELOPING EFFECTIVE CITIZENSHIP PROGRAMS:

IMPLEMENTING THE WISCONSIN CITIZENSHIP INITIATIVE

By

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ABSTRACT

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Citizenship education has been an essential component of education throughout the history of the United States. Often there has been debate concerning its proposed content. This content has shifted at various times in this country's history and is a source of current debate. This study described research on the components of effective citizenship education programs and examined new responses to citizenship education. More particularly this research paper focused on the new responses made by the Wisconsin Citizenship Initiative.

The Wisconsin Citizenship Initiative, a joint program of the Wisconsin Department of Public Instruction and the Wisconsin Legislature, awarded grants for developing and implementing citizenship programs. Schools would write applications for these grants explaining how their proposed program could produce positive change in students through enhancing citizenship.

Examples of these grants were examined by qualitative case studies using semi-structured interviews and stakeholder observations. Data were collected from three rural northwestern Wisconsin elementary schools that received these grants in multiple years. This study described the development and implementation of these grants and examined them for significant results and possible changes attributed to helping students become more responsible, caring, productive, and contributing members of society.

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Chapter One

Introduction

"We must teach students to be good citizens" stated the President to the nation on February 4, 1997, in his State of the Union message. This speech once again focused national attention on citizenship as one of the greatest growing needs in American Education. This message also reflected some of the earlier findings of the National Commission of Excellence in Education's report A Nation at Risk: The Imperative for Educational Reform. This report published in 1983 also drew national attention to the necessity of citizenship development. Following this report, the Secretary of Education William Bennett initiated the "Elementary School Recognition Program" in 1985. Secretary Bennett believed it was essential to develop citizenship programs at the elementary school level. This has become known as "America's Blue Ribbon School Program." This program has given national recognition to elementary schools that developed quality programs that included citizenship development (Murphy, 1998).

Thirteen members of the Wisconsin Department of Public Instruction joined with twenty-six concerned community people to

form the Wisconsin Citizenship Initiative Task Force (Wisconsin Department of Public Instruction, 1998). The task force was co-chaired by Rick Grobschmidt of the Wisconsin Senate and Sharon Martin of the United Way. Community people consisted of representatives of students, teachers, administrators, parents, businesses, churches, law enforcement officers, the Wisconsin Assembly and the Wisconsin Senate. The Task Force recommended that communities first identify their core values such as courage, honesty, respect, individual responsibility, and civic responsibility. The Task Force then profiled possible programs that schools, families and communities could use together to teach their identified values. The Wisconsin Department of Public Instruction has awarded grants to assist schools together with families and communities in the implementation of these recommendations. School and community citizenship groups use these grants to jointly identify core values, develop supporting programs and service learning projects, and implement staff and student training that reinforces these citizenship development programs.

Statement of the Problem

The Wisconsin Department of Public Instruction has been very concerned with instilling citizenship attributes in students. They have developed some strong recommendations to

enhance citizenship through their "Citizenship Initiative". Some elementary schools have developed programs to instill citizenship attributes and some elementary schools have not yet developed citizenship programs. Some of the elementary schools without citizenship programs are not quite sure how to develop programs that best reflect their own community needs. The study is designed to address this deficit by attempting to answer the following question. "How have certain northern Wisconsin elementary schools developed school-family-community involvement activities that produced positive change in their students?"

Purpose of the Study

The first purpose of the study was to identify and examine school-family-community partnership programs that schools identified as having produced positive citizenship change in elementary school students. The second purpose was to obtain information on effectiveness, possible improvement, and future replication of these programs.

Three elementary schools that developed citizenship grants funded by the Wisconsin Department of Public Instruction in multiple years were considered. The programs were examined from school, family, and community perspectives.

Definition of Terms

Citizenship.

The definition of citizenship used by the Wisconsin Department of Public Instruction was also used in this study. In their publication, The Wisconsin Citizenship Initiative (Gee, 1997, p. 7), the DPI defined citizenship as:

> …becoming a productive, responsible, caring and contributing member of society. It includes:
>
> 1. Being successful in school;
> 2. Making responsible decisions;
> 3. Caring about others;
> 4. Contributing to society;
> 5. Developing social and personal skills, such as reflective problem solving, accepting a variety of perspectives, and setting and attaining goals; and
> 6. Developing a core set of common values

School-family-community partnerships.

The definition of Richard Riley, U.S. Secretary of Education, was used in this paper to define the term school-family-community partnerships. In the U.S. Department of Education publication, A Compact for Learning – An Action Handbook for Family-School-Community Partnerships(De Kanter,

1997, p. 7), Secretary Riley defined family-school-community partnership compacts as:

1. a commitment to sharing responsibility for student learning
2. an action plan for a family-school-community partnership to help children in your school get a high-quality education

Chapter Two

Literature Review

The Review of Literature begins with a discussion of the need for citizenship education. Political implications are then examined. Third, the historical background and historical responses are expounded and their inadequacies are scrutinized. New responses are then explored and examples of these new responses are described. Finally, these new responses are evaluated.

Need for Citizenship Education

Citizenship education goes back to education's early beginnings. Socrates once said:

> Our youth now love luxury, they have bad manners, contempt for authority, show disrespect for their elders, and love to chatter in place of exercise. They no longer rise when others enter the room. They contradict their parents, they chatter before company, they gobble their food, and terrorize their teachers. (Lickona, 1992, p. 3)

Kilpatrick (1992, p. 97) describes Aristotle's thoughts on virtue. Aristotle defined virtue as "a state of character concerned with choice, lying in a mean between two vices, one

involving excess, the other deficiency...with regard to what is best and right." There are two different types, intellectual virtue, and moral virtue. Intellectual virtue can be taught. Moral virtue results from building a habit. Children should be taught in order that they first understand a virtue, and then they need to be given guided experiences to develop the desire to choose this virtue. It is not easy to find the virtuous middle position. Aristotle continues, "To do this [the good] to the right person, to the right extent, at the right time, with the right motive, and in the right way is no easy task." We must develop the desire and love for the good. Lastly, Aristotle explains, to become virtuous, we must take action. "The moral virtues we get by first exercising them.... We become just by doing just acts, temperate by doing temperate acts, and brave by doing brave acts".

Kilpatrick (1992, p. 98) continues by describing Aristotle's thoughts on character. He quotes, "Each man speaks and acts and lives in accordance with his character...the state of character which makes him good." He states there are three steps needed to form character. "In the first place, he must have knowledge; secondly, he must choose the acts, and choose them for their own sake; and thirdly, his actions must proceed from a firm and unchangeable character." Aristotle concluded "A

person becomes virtuous by performing virtuous acts; he becomes kind by doing kind acts; brave by doing brave acts. It makes no small difference, then, whether we form habits of one kind or another from our very youth; it makes a very great difference, or rather all the difference."

Martin Buber stated:

> If we want our young people to possess the traits of character we most admire, we must teach them what those traits are. They must learn to identify the forms and content of those traits. They must achieve at least a minimal level of moral literacy that will enable them to make sense of what they will see in life and, we may hope, that will help them live it well. (Strain, 1971, p. 488)

Lickona (1993) states that education has always had two goals: One to help students become smart and the other to help them become good. These were addressed through discipline, curriculum, and the teacher's example.

"To educate a person in mind and not in morals is to educate a menace to society," Theodore Roosevelt once said (Lickona, 1992, p.3). Ernest Boyer, former president of the Carnegie Foundation for the Advancement of Teaching explained,

> To have people who are well informed but not constrained by conscience is, conceivably, the most dangerous outcome of education possible. Indeed, it could be argued that ignorance is better than unguided intelligence, for the most dangerous people are those who have knowledge without a moral framework. It is not the lack of technological information that threatens our society; it is the lack of wisdom, and we run the risk today of having our discoveries outdistance our moral compass. (Amundson, 1991, p. 15)

Political Implications

Many liberals feared the citizenship education movement might bring religion into public education. Conversely, many conservatives feared citizenship education might be used to spread political correctness and undermine parental authority. Liberals endeavored to have schools help students clarify their "value" choices. In contrast, conservatives endeavored to have schools impress students with moral maxims. However, Wilson believed both these efforts were injudicious. He stated, "The debate about whether schools should teach morality is misguided because it is based on a misunderstanding of the sources of morality. A moral life is perfected by practice more than precept" (Wilson, 1993, p. 249).

Society has become more complex and diverse. It can no longer depend on the traditional agents of socialization to teach values and to sanction those who refuse to follow them. This has caused schools and other institutions to become more important in communicating and enforcing these values (Blase, 1991).

Historical Background and Historical Responses

To better understand the above described political implications, a look at the changing history of citizenship education is important. Historically various components of citizenship education have been transmitted by the church, the family and the school (Meyer, 1990). The schools have been an important part of this process since the beginnings of American education. Massachusetts passed legislation (Ye Old Deluder Satan Act) in 1647 to foster the teaching of morality. Academic learning was directly connected to religious doctrine (Burrett and Rusnak, 1993, p. 10). Students were taught the alphabet from The New England Primer that began "In Adam's fall, we sinned all" (McClellan, 1992). The first education laws were passed to have the state act as an agent of the church requiring compulsory schooling for the young, so they could learn to read the Bible (Meyer, 1990).

Thomas Jefferson promoted teaching moral principals to students in the "Bill for the More General Diffusion of Knowledge" which supported instilling moral principles in students. Benjamin Franklin specified curriculum that included the study of ethics in "Proposals Relating to the Education of Youth in Pennsylvania." The Northwest Ordinance of 1747 included specific language encouraging citizenship education. It stated: "Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged" (Bump, Vern, & Garfield, 1988, p. 160). People of this time believed that unless students were learning about citizenship, education had little value. Principles were taken from the *Bible*, *Poor Richard's Almanac*, *The Declaration of Independence*, *The Constitution*, and *The Mayflower Compact*. These documents indicated a commitment to the following:

1. Belief in the worth and perfectibility of human life
2. Conviction that democratic societies have more to offer
3. Faith in reason and in the orderly solution of conflict
4. Respect for knowledge
5. Commitment to educate all people
6. Protection of personal liberties within the limits established by law

7. Equal opportunity for personal and economic success

(Thomas, 1993, p.3)

During the nineteenth century, the McGuffey Reader series were often used as a means of teaching values that reflected a religious origin. This series stressed the virtues and rewards for hard work and learning. The community also closely regulated teacher behavior. Communities had specific requirements regarding dating, marriage, participation in religious activities, gambling and drinking. This strict policy was based on the belief that the teacher was the moral educator and the moral example to the students (Amundson, 1991, p. 20).

The "Children's Morality Code," a code of conduct, listed and explained "ten laws of right living": self-control, good health, kindness, sportsmanship, self-reliance, duty, reliability, truth, good workmanship, and teamwork. Morality codes such as this were a popular approach to moral education (Hutchins, 1917).

During the first part of the 20th century increasing urbanization, industrialization, immigration, World War I, and the "Roaring 20's" all caused feelings of social instability and increased concern for citizenship education. During the 1910s and 1920s, nearly every school had both educational goals and educational activities to develop citizenship (McClellan, 1992).

The citizenship/character education movement identified a variety to activities and principles to help schools transmit these values. The approaches emphasized student councils, teamwork, extracurricular activities, flag salutes, and other ceremonies where tolerance, kindness, self-discipline, and honesty were recognized (Yulish, 1980).

Between 1924 and 1929, the Institute of Social and Religious Research completed an extensive study examining citizenship education and the effects of the school on its development. They focused on student deceit and service in 23 communities across the United States. Their study compared citizenship-related behaviors of students in fifth through eighth grades. They found very little connection between the citizenship education programs and the behavior of students. They stated in their results that these programs do little good and do some harm. Later, other research studies found the opposite effects. This later research emphasized that character education programs can make a difference in the behavior of students (Dewey, 1939). However, by the 1950's citizenship education curriculums had disappeared (Lemming, 1988).

Teaching values came into the schools in the 1960's especially after Lawrence Kohlberg (1966) reported the benefits of moral reasoning. Values clarification was promoted in Values

and Teaching (Raths, Merrill, & Simon, 1966), where students' mental ability to analyze alternatives, tell good from bad and choose right from wrong were explored. Raths claimed that how we learn was more important than what we learn; the process of learning was more important than the content. Values education attempted to improve students' abilities to think and reason through their personal, moral, and ethical dilemmas. Research indicated some movement from one stage of moral development to the next (Enright, 1983; Leming, 1985).

The results of researchers have been in basic agreement when they reviewed specific citizenship education programs such as sex and drug education programs. They have found that students become more tolerant to the sexual practices of others, but do not change their values or sexual behavior (Dawson, 1986; Kirby, 1984). When researchers reviewed drug education programs, they found that tobacco use and alcohol use were reduced through peer-centered social influence strategies. However, this reduction was not sustained over time (Dielman, 1989; Ellickson & Bell, 1990). These findings supported the claim that citizenship education without having given children guided experiences does little to shape citizenship related behaviors.

The writer finds an interesting similarity in the researchers' findings mentioned in the above paragraph to the previously mentioned advice of Aristotle who said, "Children should be taught in order that they first understand a virtue, and then they need to be given guided experiences to develop the desire to choose this virtue" (Kilpatrick, 1992, p. 97). It appears to the writer that research indicates that citizenship education would be more effective if it utilized the "guided experience" component of this very early educational method. The writer wonders if the above philosophy explained by Aristotle helped to shape the good citizenship development in ancient Greece. If this educational methodology helped shape the good citizenship in ancient Greece, might an application of it be helpful in America today? To the writer, the research findings in the above paragraph indicate that the educational methodology used by Aristotle to produce good ancient Greek citizens may have been more effective than that current methodology that only provides understanding and does not give children guided experiences.

During the 1980s, emphasis once again increased in citizenship education. In 1987, the Bicentennial of the US Constitution focused attention on our nation's founding principles. In the 1990s, a character education movement had

restored "good character" as a central outcome of a school's mission (Aspen Declaration of Character Education, 1992; Lickona, 1993; Slavin, 1990). In the Spring, 1995, ASCD Curriculum Update, Kirschenbaum stated "I've never seen such a broad-based public concern about values and character in our society, and such a strong statement of desire to do something about it in our schools." Huffman declared in Developing a Character Education Program (1994, p. 1), "It's not a question of if schools should teach character; the question is how will they do it?"

Inadequacies of Historical Background and Historical Responses

The number of programs that promote the wide range of citizenship type activities in schools as well as in social service agencies has increased greatly since the 1960's. The system of providing these services, however, according to Benson (1997), is flawed. First, he argued that the bulk of the available resources were used for treating problems such as drug rehabilitation programs, teenage mother programs, teenage pregnancy programs, and violence rehabilitation programs. Since the bulk of the resources were used for treating the problem, there was little remaining to prevent future problems. Second, these funds were specified for narrow service offerings. Instead of cooperation between institutions, there was

competition between the institutions for resources. Third, centralized bureaucracies made most of the funding decisions. These bureaucracies often did not fully understand the specific needs of the recipients. Finally, the successes of the programs were often measured in the services provided and not in the results (Benson, 1997).

Goleman (1995) also considers the traditional system a failure because it concentrated on children's deficits.

Over the last decade or so, "wars" have been declared, in turn, on teen pregnancy, dropping out, drugs, and most recently violence. The trouble with such campaigns is that they come too late, after the targeted problem has reached epidemic proportions and taken firm root in the lives of the youth. They are crisis intervention, the equivalent of solving a problem by sending the ambulance to the rescue rather than giving an inoculation that would ward off the disease in the first place. (p. 21)

Kretzmann and McKnight (1993) from the Center for Urban Affairs and Policy Research contended that a deficit-based model addressed mainly "survival needs" and did not lead to growth or development in the community. Agencies were confronted by a need, addressed that need, and moved along to the next need. The community as a whole did not prosper. The individuals in

need were helped, but the deficit model did not address long-term benefits for the whole community.

New Responses

During the last several years, professionals in the areas of education, children and family services, and health services have started to realize the limitations of acting alone in the traditional service delivery systems. These professionals have begun to plan and implement new service delivery systems in order to join programs across service sectors (Christopher, 1996). Various agencies are modifying their organizational designs to emphasize coordination and collaboration. "Education, health and social service agencies are beginning to recognize that only by working together can they provide services that are integrated rather than fragmented, multidimensional rather than one-dimensional, and continuous rather than sporadic" (Kunesh & Farley, 1993, p. 4).

These efforts from various sectors have created a partnership role for schools. The U.S. Department of Education (1995) together with the American Educational Research Association issued a joint report that stressed the importance of these partnerships.

One of the most significant developments for the well-being of children and families in this country is

> the effort – occurring at all levels of governance – to link education, health, social services, and other support systems that children need. Most often, the school is the hub or, at least, one necessary component. Not only is this a more efficient way of delivering services, but it also affirms that children are a part of families and families are a part of communities. (p. 1)

The federal government has made efforts for schools to search for solutions in a collaborative manner. Recent federal legislation such as Goals 2000, the reauthorization of Title I and the Elementary and Secondary Education Act demonstrated these efforts. This legislation required schools to reach out to parents and the community to help students. The National Education Goals spelled out the belief that children were most likely to succeed if their family and community support systems were strong (Christopher, 1996).

Model programs.

New Beginnings was an example of an interagency collaboration in San Diego, California. San Diego Schools, the University of California at San Diego, San Diego Community College District, Children's Hospital, the County of San Diego, and San Diego Housing Commission worked together to improve the

lives of children and families. This was an effort to integrate the services of all these agencies by promoting prevention and early intervention. This combined effort involved three levels of collaboration. At one level, it involved the heads of the different agencies, such as the superintendent of schools and the hospital president. This planning by the heads of the agencies provided direction for the program. On another level, the professionals from each agency worked closely with each other to provide coordinated services to children and families. On the third level, the professionals worked closely with families to provide the best services for children (Stone, 1995).

Starting Points: Meeting the Needs of Our Youngest Children (1994) was a report issued by the Carnegie Corporation. This report suggested that communities begin a strategic planning process. This process should examine the different resources and services and then begin to develop a network. One of the agencies should act as a central "hub" that would offer information, support, and referrals to families and providers. The goal of the program was to provide family-friendly services for all children in the community.

The research based school-family-community partnership framework developed by Epstein, Diggs, Salinas, Sanders, & Simon

(1995) put the student at the center. In this framework, the school, the family, and the community were each identified as having overlapping spheres of influence. Students learned and grew in each of these three spheres. These spheres were brought together or pushed apart depending on communications and interactions. If schools chose to keep communications and interactions at a low level, the three spheres of influence were kept apart. If schools chose to develop quality communication and quality interactions, the three spheres of influence were drawn together. The primary reason for moving the spheres together was to help students succeed in school and later in life. School-family-community partnerships could not of themselves produce successful students; however, they could produce partnership activities designed to engage, guide, energize, and motivate students to produce their own successes.

> The Search Institute was founded in 1958 to focus on youth development research. Its purpose was to promote the well-being and positive development of children and adolescents. They received financial support from the Blandin Foundation, the Cargill Foundation, the Colorado Trust, the DeWitt Wallace-Readers Digest Fund, the W.K. Kellogg Foundation, the Lilly Endowment, the Lutheran Brotherhood, the Norwest

Foundation, the Pillsbury Company Foundation, and 3M. The Search Institute started the Healthy Community/Healthy Youth initiative in 1996 with 40 communities (Roehlkepartain, 1996). The Search Institute on their web site at http://www.search-institute.org/aboutsearch/ (9/12/2000) stated they now have more than 540 communities across the county involved in their Healthy Community/Healthy Youth initiative with a staff of 70 and an annual budget of ten million dollars.

The Healthy Community/Healthy Youth initiatives were developed from research that the Search Institute applied to make a list of "developmental assets." These developmental assets, the "building blocks" which help children grow up healthy, began with a list of 30, and increased to 40. These were developed from combining the research of many different investigators. These included Diana Baumrind, B.B. Brown, James Coleman, William Damon, Joyce Dryfoos, Norm Garmezy, Carol Gilligan, Francis Ianni, W.W. Hartup, Richard Jeesor, Richard Lerner, Ann Masten, Michael Rutter, and Emmy Werner (Benson, 1997).

Benson (1997) stated:

> Each of the assets is rooted in the scientific literature, particularly in the intersection of child and adolescent development and the more applied literature in prevention, protective factors, and resiliency. Though the developmental asset framework is new because of its synthesis, integration, and architecture, it builds on the important work of a number of scholars and researchers in the fields of child and adolescent development, prevention, youth development and resiliency. (p. 28)

In Developmental Assets: A Synthesis of the Scientific Research on Adolescent Development (1998), Scales and Leffert examined how over 800 scientific articles and reports related to building developmental assets. This book explained the strong scientific basis for developmental assets. It also gave details of how they could be built and used to benefit different populations of children and adolescents.

Leffert, Benson, and Roehlkepartain (1997) stated that much youth research has been focused on the needs of at-risk youth. Developmental assets however, were designed to apply to all youth, not just at-risk youth. Benson (1997) emphasized the Search Institute's attempt to "name a common core of developmental assets that matter for all youth regardless of

social circumstance" (p. 30). Benson (1997) admitted that the list of assets was not "all-inclusive." He recommended that communities applying these initiatives enhance them based on their culture, traditions, and values.

The developmental assets were divided into two categories; those of internal assets and those of external assets. Within both the external category and the internal category were four classes of assets. The four external asset classes were support, empowerment, boundaries - expectations, and constructive use of time. The four internal asset classes were commitment to learning, positive values, social competencies and positive identity.

Benson (1997) recommended that communities working to "strengthen the infrastructure" for children and youth go through a "change process." Within this process, a community would first evaluate its beliefs and norms. Next, it would make commitments to building systems and organizations that support youth and families. Finally, it would take action to build those systems and organizations.

Threats to health such as teen pregnancy, alcohol and other drug use, school failure and antisocial behavior cannot be solved one by one, but rather must be seen as interlocking symptoms with pervasive underlying causes, which we describe

primarily as the basis of the developmental infrastructure. (p. 107)

Wisconsin Department of Public Instruction Citizenship Initiative Program.

The Wisconsin Citizenship Initiative Task Force, on a much more limited scale, had somewhat similar findings to those just described of the Search Institute. The Task Force was comprised of 39 members of which 26 members were from the community and 13 members were from the Wisconsin Department of Public Instruction. Appendix A lists the Task Force members. The Wisconsin Citizenship Initiative: Program Guide (1997) explained their findings and recommendations. This publication focused on effective citizenship education. Their school recommendations are listed below:

1. In partnership with the community, they adopt a core set of values, such as honesty, courage, respect, and responsibility that can inspire us to care for and contribute to our communities.

2. They are safe and orderly places where rules and boundaries are known and shared, and consequences fairly and consistently applied when violations occur.

3. They consistently involve parents/caregivers and other segments of the community.

4. They develop positive relationships among and between adults and youth so students feel personally known and cared for.

5. They address societal issues through a variety of strategies, including classroom instruction.

6. They engage students' minds and keep them connected to the schooling experience.

7. They develop high expectations for students and staff. (p. 8)

Citizenship: Building a World of Good (1998) was a second publication by the Wisconsin Citizenship Initiative Task Force and the DPI. John Benson, the Wisconsin State Superintendent stated:

> Knowing that public schools fit within the larger context of community and that the individual learning success and the success of the family are largely shaped and determined by the context of the community we in education have a critical role to play in helping our children develop as good citizens. We cannot do it

alone, nor should we expect to. (p. v)

The Task Force stated that an important priority of families, schools, and communities is to help their children develop to their full potential as citizens. Later, in the Bibliography of Research - What is Basic section, the Task Force recommended Learning and Living: How Asset Building for Youth Can Unify a School's Mission by the Search Institute (1995).

Evaluations

In Collaboration: What Makes It Work, Mattessich and Monsey (1992), reviewed and summarized research related to collaboration. They identified six categories of factors that influenced the effectiveness of collaborations. The six categories were environment, membership, process/structure, communications, purpose, and resources. These six categories considered the work the initiative is doing and the characteristics of the people involved. The National Academy of Sciences, the National Academy of Engineering, and the Institute of Medicine each sent representative councils of researchers to study the comprehensive efforts of communities. The project

"Effective Services for Young Children" investigated initiatives that the researchers believed to be successful. A workshop was then held in Washington, D.C. to consider the results and issue a research report. The report stated effective collaboration should provide the following:

1. These programs should be responsive, comprehensive, and flexible.
2. The successful programs treat each child as an individual with unique needs of their own.
3. The staff provides respect, nurture, and support to their clients thereby developing trusting relationships.
4. The programs that are successful to the most disadvantaged populations combine health, education and social services to the children and families
5. These programs are well managed by "highly competent, energetic, committed and responsible individuals with clearly identifiable skills and attitudes. Contrary to the common belief that great charisma is essential for running a successful program, managers of effective programs have identifiable attributes that can be learned and systematically encouraged, such as a willingness to experiment and take risks, to tolerate

ambiguity, and to allow staff to make flexible, individualized decisions" (p. 21).

6. Effective programs seek "common theoretical foundations that undergird their client-centered and preventive orientation. Staffs of these programs believe in what they are doing. Effective programs seek to replace the prevailing preoccupation with failure and episodic intervention with an orientation that is long-term, preventive, and empowering (Schorr, Both, & Copple, 1991, p. 24).

Summary

The review of literature explained the essential need of citizenship education throughout the history of education. It reviewed the political debate concerning the proposed content of citizenship education. It explained how citizenship education has been dealt with in different ways at different times in this country's educational history. The inadequacies of the historical approach to citizenship education for today's youth were explored. New responses to citizenship education were examined. Finally, research on the components of effective citizenship programs was described. This chapter indicated to the writer that the

Wisconsin Citizenship Initiative has a solid research base for developing citizenship attributes in students.

Chapter Three

Methodology

This chapter explains the methodology for this qualitative study. It focuses on how the Wisconsin Department of Public Instruction (DPI) Citizenship Initiative Programs were developed at three elementary schools. Because of the need to explore and describe the Citizenship Initiative Programs, a qualitative study, using a case study approach, was designed to highlight the uniqueness of the character education strategies of each of the schools studied.

Research Questions

Research was designed to identify, examine, and describe citizenship programs written by three elementary schools and funded in multiple years by grants from the WI Department of Public Instruction (DPI). The source of the funding was the WI DPI Citizenship Initiative, a multi-sector school community program devoted to supporting the healthy development of children. Because the DPI provided the grant guidelines, the main publication used to determine the research questions was the DPI publication designed for school districts writing and implementing these grants: Citizenship: Building a World of Good (1998).

The research questions were:

1. How have three northern Wisconsin elementary schools obtained WI Citizenship Initiative Grants by developing school-family-community involvement activities?
2. Have these activities been effective in producing positive change in their students?
3. How could these activities be improved?
4. Where can information be obtained describing the activities implemented by these three school districts?

Selection and Description of DPI Citizenship Initiative Programs

The DPI divided the state of Wisconsin into ten geographical areas that are administered by area Cooperative Educational Service Agencies (CESA's). The DPI implements the Wisconsin Citizenship Initiative through these ten CESA's. The CESA's in northwestern Wisconsin are CESA 9 and CESA 10. The CESA coordinators responsible for the DPI Citizenship Initiative in CESA 9 and CESA 10 were consulted.

The CESA 9 and CESA 10 coordinators explained that the DPI provides Wisconsin Citizenship Initiative grants for exemplary programs to individual schools. These grants are for program development and implementation. The coordinators were asked which elementary schools have received these grants in multiple years.

The coordinators explained that the elementary schools at Ladysmith, Chetek, and Siren each received citizenship awards in multiple years and had staff that were committed to citizenship education. Personnel from these schools were contacted and indicated they would be willing to share information and participate in the study. Subsequently, these three rural northwestern Wisconsin schools were used for this study. A description of the schools and their grant programs are presented in Chapter Four.

Data Collection and Analysis

Data collected for this study included citizenship relevant belief statements, mission statements, and strategic plans from each school. These statements and plans were included in Chapter Four and the appendices. Semi-structured interview data were collected from each school. Interview questions are listed in Appendix A and Appendix B. These semi-structured interviews were done with the principal, the program coordinator, the people teaching the program, other teachers, students, and other available stakeholders. This interview process helped unfold natural connections of how and why each site decided to develop and subsequently implement specific citizenship education programs.

The participants' perspectives on specific character education programs were important in this study. To ensure that accurate perspectives were obtained, the interviews were tape-recorded. Asking questions of the participants provided a means of understanding how they were experiencing these programs. Questioning also provided insight on effectiveness and needed adjustments to these programs. When discrepancies, vague answers, embellishments, or spin control seemed possible, probing follow-up questions were asked.

These procedures attempted to provide a means of: conceptualizing various programs; establishing patterns of data to indicate effectiveness; selecting effective programs; and developing generalizations about programs.

Limitations

The number of schools interviewed was small and the geographic area somewhat limited in order to provide detailed case studies while keeping the size and scope of the study within reason. In addition, the number of elementary schools in northwestern Wisconsin that have received grants for exemplary citizenship programs in multiple years is limited. Their responses may also have expressed what they believed they were accomplishing, or hoped they were accomplishing, rather than what actually was being accomplished. Insightful interviewing

attempted to detect discrepancies, unrealistic or incomplete answers, embellishments, and spin control.

Summary

Qualitative case studies were used to investigate Wisconsin Citizenship Initiative programs. Information was gathered using semi-structured interviews and stakeholder observations to better understand how school-family-community involvement activities were developed, if these activities produced change, how these activities could be improved, and where to obtain information describing these activities.

The results of these interviews and observations are presented in Chapter Four.

Chapter Four

Results

Chapter Four describes how the findings of this three-school study compare to the DPI Citizenship Grant objectives. This is done by first providing a general description of the DPI Citizenship Grants and their objectives. A description of the school district and community is then provided as well as a description of the citizenship grant received by the school with their stated objectives. Lastly, the objective attainment perspectives of the coordinator (Appendix A), adult stakeholders (Appendix B), and student stakeholders (Appendix C) are presented. This procedure is followed for each of the school districts. In order to protect the identity of the schools and subjects, the three subject schools are referred to as District A Elementary School, District B Elementary School, and District C Consolidated Schools. Specific enrollments, populations, and growth rates are generalized for the same reason.

DPI Citizenship Grant Objectives

The DPI promoted the underlying principles of their citizenship grants when they quoted William Makepeace Thackeray on the cover of their advertising brochure:

We sow a thought and reap an act;

We sow an act and reap a habit;

We sow a habit and reap a character;

We sow a character and reap a destiny.

They identified seven objectives that helped build caring, contributing, productive, and responsible citizens. These objectives were:

Objective or Characteristic One: **Core Values**

Both the school and the community would join in promoting the types of character traits that they believed contributed to good citizenship such as honesty, respect, and responsibility.

Objective or Characteristic Two: **Safe and Orderly Places**

Schools would be safe, drug free, and disciplined learning environments.

Objective or Characteristic Three 3: **Family and Community Involvement**

Schools would encourage and help students contribute to the community.

Objective or Characteristic Four: **Address Societal Issues**

Schools would help students be proactive in dealing with personal and community social issues.

Objective or Characteristic Five: **Positive Relationships**

Both students and staff would be valued and provided for in the school environment.

Objective or Characteristic Six: **Engage Students' Minds**

Students would be challenged with interactive experiences through the classroom, service learning and extra curricular activities.

Objective or Characteristic Seven: **High Expectations**

Both students and staff would be expected to model positive behaviors.

District A Elementary School

The District

District A Elementary School was located in a rural community of northwestern Wisconsin that had a population of just fewer than 1,500 in 1990. It experienced an 11% growth over the decade and the 2000 population was just greater than 1,600 (State of Wisconsin Department of Administration, 2001). The school district consisted of the village and the surrounding townships. It was a PreK-12 district with just greater than 1,100 students in two buildings. The district had three administrative personnel, approximately 80 faculty members, and just greater than 40 support staff (Wisconsin Department of Public Instruction, 2000).

There was one elementary school in the district. It received Wisconsin Citizenship Grants in the 1998-99, 1999-2000, and 2000-2001 school years. The PK-8 enrollment in 1999-2000 was just greater than 700(Wisconsin Department of Public Instruction, 2000). Students in grades Kindergarten through Five participated in the citizenship activities.

Objectives and description of the District A Citizenship Grant

The District A Elementary School was especially concerned with Objective One: Core Values. When this objective was developed, the principal explained the school schedule that previously presented a problem then provided an opportunity. The school had a music teacher and a physical education teacher for five days a week. However, the art teacher was scheduled for only four days a week. To pick up this one day a week empty slot, the principal hired a retired teacher. The retired teacher developed a unit on the citizenship core values of respect, responsibility, and cooperation. One area the students especially enjoyed was the millennium unit. This dealt with significant people in the last one thousand years who had demonstrated an important value. Each morning she had a five to ten minute presentation over the speaker system. She told an interesting story or talked about those values. She sometimes

told stories over a period of several days and the students as well as the staff became very interested in the story development. One of the stories lasting several days of special interest to both staff and students was the case of Brown vs. the Board of Education in school desegregation. This presentation provided a great deal of classroom discussion and lessons in critical thinking.

The School also brought in Native Americans, artists, and various community people who presented diversity and different ideas. The school had six presentations on building self-esteem, making good decisions, and developing character. These were followed by classroom discussions. Teachers utilized various guides depending on the interests and needs of their individual classrooms. The citizenship teacher, and the guidance counselor also used various follow up activities.

Objective attainment perspectives of District A Stakeholders:

Students, teachers, and the administration all stated the culture of the school had improved since they began their work on core values. According to both the teachers and the principal, the number of detention slips decreased. Parents made positive statements concerning the posters, bulletin boards, and the information sent home with their children.

District B Elementary School

The District

District B Elementary School was located in a city of northwestern Wisconsin with a population of just less than 4,000 in 1990. Over the decade, there was a slight increase of approximately 1% in the population (State of Wisconsin Department of Administration, 2001). The school district consists of the city and the surrounding townships. The school district enrolled just greater than 1,200 Kindergarten through grade twelve students in four buildings during the 1999-2000 school year. The district has six administrative personnel, just fewer than 100 faculty members, and just fewer than 90 support staff (Wisconsin Department of Public Instruction, 2000).

There were two elementary schools in the district. However, only one of the elementary schools received Wisconsin Citizenship Grants. This building received grants in the 1998-99, 1999-2000, and 2000-2001 school years. It had a PK-8 student population of just fewer than 800. Students in grades Kindergarten through Five participated in the citizenship activities.

Objectives and description of the District B Elementary School Citizenship Grant

The District B Elementary School was especially concerned and effective in the implementation of objective #3: Family and Community Involvement. The "Bank of Happiness Program" helped foster positive behaviors such as respect, honesty, learning, safety, manners, and cooperation. Students who modeled these values at school, would be nominated by teachers. Students who won these nominations would have certificates sent to their parents recognizing the positive citizenship quality their son or daughter had demonstrated. Both the school and the classroom issued home newsletters recognizing and encouraging core values.

When their children modeled core values at home, the parents provided feedback to the school and the students were again recognized for their character development. This provided reinforcement for the students both at school and at home as well as a connection between the schools, the parents, and the teachers. This Bank of Happiness program provided positive feedback to many parents. Several of these parents had little of no previous contact with the schools.

The elementary school hosted the Kinship Carnival with help from several organizations that served children between three through twelve years of age. This program used an old fashioned

carnival with 43 games that provided fun activities and many prizes for all children and their families. The cost for playing the games was either by award slips or by a dime. This provided a means of contact for organizations serving the needs of children. These organizations set up tables with both representatives of their organizations and brochures describing their services. Parents could either talk to representatives or obtain brochures from these organizations while their children were playing games. Some of the organizations represented included the Kinship Mentoring Program, Head Start, the University of Wisconsin Extension, Northwood's Family Resource Center, Dare, the Ladysmith Youth and Community Center, and various church groups. The "Kinship Carnival" has proven to be an excellent means for service organizations to inform parents of their services. Many times the parents who needed their services did not realize they existed, and in other cases, the parents did not know how to contact them.

The "Bike Rodeo" for Grades Three, Four, and Five was another successful family and community involvement program. This program taught students bike skills and safety in fun ways. One student explained the fun he had riding his bike through cones and picking up a candy bar prize with one hand while he was still riding his bike. The community sponsors provided each

student with a bike safety helmet. When the local police officers caught a student wearing his helmet on the city streets, they gave the student a safety coupon good for a free ice cream cone. The community sponsors also provided three bicycles and many other gifts for the bike rodeo. To make this even more exciting, last year the helicopter "Flight for Life" flew in the three bicycles prizes. The students were able to see the helicopter and observe a demonstration of a medical emergency rescue.

Objective attainment perspectives of District B Stakeholders:

The parents, the teachers, and the administration felt this process had been very effective in increasing the positive relationship between the school and the community. Another indicator of community support for the schools was the passage of a school bond for operations. The students commented that the police officer played catch with them at recess and they freely talked with him. The thousands of dollars in prizes at the bike rodeo and the Kinship Carnival provided by the local businesses demonstrated their support for the school. The public service organizations increased their services from contacts made and reinforced at the "Kinship Carnival."

District C Consolidated Schools

The District

District C consolidated schools were located in a northwestern Wisconsin village with a population of just over 900 during the 1990 census. Over the decade, the population increased by 11% and reached a population of approximately 1,000 for the 2000 census (State of Wisconsin Department of Administration, 2001). The school district consisted of the village and the surrounding townships. The District had a PRE-K-12 school with just under 500 students in one building. The district had three administrative personnel, just under 50 faculty members, and approximately 30 support staff. This was approximately one half the size of the other two districts considered in this study (Wisconsin Department of Public Instruction, 2000).

There was one elementary school in the district. The Elementary School had received Wisconsin Citizenship Grants in the 1998-99, 1999-2000, and 2000-2001 school years. It had a PK-8 student population of about 350 in the 2000-2001 school year (Wisconsin Department of Public Instruction, 2000). Students in grades K through 6 participated in these citizenship activities.

Objectives and description of the District C Citizenship Grant

The District C Citizenship Grant was different from the other grants in that the recipient was the K-12 Consolidated Schools instead of a grade Kindergarten through grade five school building. A special concern of District C Consolidated Schools was to enhance school safety, objective #2. They implemented a school patrol system and obtained a police/school liaison officer. The officer coordinated the school patrol system and enhanced the conflict resolution program. The officer helped students understand and prevent harassment. She also talked about the violation of any human rights. The officer also implemented an Arrive Alive that helped prevent drinking and driving.

Another way the District C consolidated schools addressed their safety concerns was to implement a peer mediation program. This program trained students to resolve differences in a non-violent and respectful manner. Teams of students were designated and trained as mediators. They were called in to assist their peers in resolving conflicts. This in conjunction with effective disciplinary policies for harassment or fighting helped to foster a safe and orderly school.

Objective attainment perspectives of District C Stakeholders:

The building administrator stated that he had far fewer discipline problems than most other building administrators because of the relationship skills the students had developed. He believed the peer mediation program proved an excellent strategy for addressing the societal issues of school violence and harassment. When students were taught to resolve conflicts in a positive manner their personal responsibility was enhanced.

The school counselor also believed the school environment became more respectful and safe. He believed it helped the students make connections. These connections promoted the development of positive relationships among students. He attributed these connections and the resulting positive relationships as major reasons for the programs effectiveness. Chapter Five will relate the findings of this chapter to the Wisconsin Citizenship Initiative and other literature.

Chapter Five

Summary, Conclusions, and Recommendations

Summary

According to Socrates and Aristotle, one of education's oldest tasks has been the transmission of values (Kilpatrick, 1992). Recently, a joint project of the Wisconsin Legislature and the Wisconsin Department of Public Instruction attempted to help schools transmit values through the Wisconsin Citizenship Initiative. Some schools have developed, implemented, and were funded through their citizenship programs. Some schools are not sure how to develop these programs. The citizenship programs from three elementary schools that were funded in multiple years were examined. The programs were investigated from school, family, and community perspectives. This study was designed to shed light on programs that are credited with effectively promoting citizenship.

Conclusions

The first purpose of this study was to examine school-family-community partnership programs designed to promote citizenship. The second purpose was to obtain information on effectiveness, possible improvement, and future replication. These purposes were addressed by answering the four research questions listed below.

1. How have three northern Wisconsin elementary schools obtained WI Citizenship Initiative Grants by developing school-family-community involvement activities?

2. Have these activities been effective in producing positive change in their students?

3. How could these activities be improved?

4. Where can information be obtained describing the activities implemented by these three school districts?

Each of the above questions was answered through the interview questions listed in Appendixes A, B, and C. The responses from the Program Coordinator, Adult Stakeholders, and Student Stakeholders are summarized in the following paragraphs.

Research Question # 1.

1. How have three northern Wisconsin elementary schools obtained WI Citizenship Initiative Grants by developing school-family-community involvement activities?

District A promoted an acceptance of diversity, building self-esteem, and character development. One means was through bringing representatives of the Native American culture to the school. Utilizing curriculum materials to better understand their culture followed this. School announcements, stories, and activities sharing the posters also increased bonding and acceptance of schoolmates.

District B nurtured Family and Community Involvement. Their Bank of Happiness program reinforced positive values between the home and the school through developing positive behaviors such as respect, honesty, learning, safety, manners, and cooperation. They also had extensive community service involvement from organizations that serve children between three and twelve years of age with their "Kinship Carnival." An extension of the grant was the "Bike Rodeo" that was well supported by community businesses and attended by many families.

District C focused on school culture and safety. They implemented a School Patrol system and obtained partial funding for a police/school liaison officer. The officer coordinated the school patrol system and enhanced the conflict resolution program. The officer also helped prevent harassment and promote human rights. An "Arrive Alive" program that helped prevent drinking and driving was also implemented. District C enhanced the school culture and reduced harassment and fighting by implementing a peer mediation program.

Research Question # 2.

5. Have these activities been effective in producing positive change in their students?

District A students, teachers, an administrator, and parents all stated that various aspects of the school culture

had improved since they began their work on core values. Several students said these activities made them feel connected to other students and the school. Teachers stated that they felt they were having a greater impact on the personal lives of the students. The administrator said that the number of discipline slips had decreased for most grades. However, the discipline slips in one grade had dramatically increased which she believed was due to a very different situation. She stated that some students in this group had extensive needs that were beyond the scope of this program. The parents stated that the citizenship program reinforced some of the basic beliefs that they strive to impart in their children.

Many of the students at District B commented on how much they enjoyed the kinship carnival. The school-community liaison explained how beneficial this had been for the community service organizations to establish new parent contacts. Teachers indicated there had been a greater use of bike helmets. Parents commented that the Bank of Happiness program improved the school-parent relationships. An added benefit that was not realized when the Bank of Happiness program began was a better understanding of some of the students' needs that were not being met. This knowledge of unmet needs in some cases resulted in providing additional help.

District C's peer mediation program had been in place for many years. The administrator deeply believed that the peer mediation program had been a big factor in the reduction of discipline problems that existed in this school. He stated that in the last few years his discipline problems had been substantially less than administrators in nearby districts. The school counselor believed that the students had become more connected and internalized the relationship skills that the peer mediation program taught. Students expressed a concern for their schoolmates and somewhat of extended family feelings toward each other and the staff.

Research Question # 3.

6. How could these activities be improved?

These citizenship programs were but a part of a dynamic system that was constantly in a state of change. Changes in one area often affected many different areas.

For District A, the predominant factor that had caused far-reaching effects was the drastic reduction in available resources. This problem was due to a variety of factors including reduced state aid and declining enrollments. This caused the district to both increase class size and lay off two elementary teachers and one high school teacher with additional layoffs being planned. These and additional prospective layoffs

caused considerable ill will between the staff and the board/administration. The good will and feelings of ownership that formerly pervaded the citizenship program had suffered a great deal. The relationship between the staff and the administration was no longer cordial; making joint ventures extremely difficult. District A desperately needed additional financial resources for many of their operations including their citizenship program.

District B had many ongoing citizenship activities. The school conducted some of these activities, while others were implemented by service organizations. These activities sometimes overlapped and competed. In years past, part of the problem was caused by competition for limited available grants, without which the organizations could not survive. This resulted in a disconnection and competition between service organizations. This competition for future grant money impeded the cooperation among members. This concern for grant funds played a big part in whether cooperation existed or did not. This competition has now changed with more block grants requiring joint ventures that have lately been formed between previously competing organizations. With the development of block grants, the level of cooperation has improved; however, more is needed. A systematic coordination of the various school

and community programs would be beneficial to the stakeholders of District B, although the grant process can make this difficult for the service organizations.

District C was extremely fortunate to have an exceptional grant writer on staff. The grants funded almost the entire program. The down side of this, however, is there was not as clear a district vision of the citizenship program from the administration view as there might have been if the district had funded most of the programs.

Research Question # 4.

4. Where can information be obtained describing the activities implemented by these three districts?

Districts A and B used the same three primary resources. These were the successful experiences of members of their staff and community, the Wisconsin DPI, and the Search Institute of Minneapolis. The successful experiences of members of each district were unique. The DPI provided consultation and a variety of resources to schools with the most specific being their publication Citizenship: Building a World of Good (1998). The Search Institute developed a research-based asset building approach to build resiliency into children. This conscious process was done continually from the time children were born instead of attempting to fix problem after things have gone

wrong. District C primarily used information from the above three sources as well as information from the Wisconsin Department of Justice.

Recommendations

The following recommendations were derived from the literature review, document analysis, and interview analysis.

Recommendations for Practice.

The present and future problems to be encountered by schools in a time of shrinking resources cannot be effectively dealt with in a piecemeal fashion. The citizenship education process should be included as an essential part of the school district educational vision. To form this vision all school district stakeholders should have an opportunity to become involved in the consensus developing process by jointly producing a positive shared vision for the school district. This vision should include their shared values, goals, and a plan for action. This vision should pervade the strategic plan, the goals, and the policies of the district.

The citizenship education process should concentrate on building a system of assets in contrast to fixing deficits. This approach is focused on building resilience or capacity in children rather than finding solutions to problems or deficits. This should include an evaluation process that is developed

simultaneously with the character education program. The plan should be sensitive to the possibility of controversy and conflict.

Recommendations for Further Research.

Further research is needed to determine how citizenship can be demonstrated in youth. What is the relative effectiveness of various programs and of various service learning projects. The scope and sequence of citizenship education also needs further research. The question from a developmental basis that needs more study is "What, Where, When, and How should various aspects of citizenship be taught and service learning be implemented in the K-12 curriculum?" The issue of "How do the citizenship expectations of educators compare with those of parents and non-parent members of society?" needs to be investigated and considered in the implementation.

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Appendix A

Interview Questions

For Program Coordinator

1. What title was chosen for your Wisconsin Citizenship Initiative Program?
2. When did you begin this Citizenship Program?
3. What grade levels and organizations have been involved?
4. Approximately how many of the following were involved?
   a. ____Administrators
   b. ____Program Coordinators
   c. ____Teachers
   d. ____Other staff
   e. ____Non staff service providers
   f. ____Students
   g. ____Other (Please Describe)
5. Did this program inspire students to become more responsible, caring, productive, or contributing? If so, would you please explain or give examples?
6. What other significant results would you attribute to this program? Please explain.
7. What are the major difficulties in the program implementation?
8. What known costs are involved in the implementation?
9. What changes would you make to this program?
10. Where can information on this program be obtained?
11. Other comments:

Appendix B

Interview Questions

For Adult Stakeholders

1. Which of the following best describes your involvement in the Wisconsin Citizenship Initiative Program?

____Administrator
____Program Coordinator
____Teacher
____Other staff
____Non staff service provider
____Other (Please Describe)

2. Please describe your experiences with the citizenship program.
3. Did this program inspire students to become more responsible, caring, productive, or contributing? If so, would you please explain or give examples?
4. What other significant results would you attribute to this program? Please explain.
5. Would you make any changes to this program?
6. How difficult is the program to implement?
7. Other comments:

Appendix C

Interview Questions

For Student Stakeholders

1. What is your grade level?
   ____Third
   ____Fourth
   ____Fifth

8. Please describe your experiences with the citizenship program.

9. Did this program inspire students to become more responsible, caring, contributing or productive? If so, would you please explain or give examples?

10. What other significant results would you attribute to this program? Please explain.

11. What changes would you make to this program?

12. Other comments: