

# Strengthening Civic Education: Three Strategies for School Officials

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*Schools have a unique role, or at least a unique potential[,] . . . for only they can provide the thoughtful, sequential preparation needed to equip young people with the capacity to assume the responsibilities and enjoy the opportunities of adult citizenship.<sup>1</sup>*

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Several recent reports about young Americans underscore the need for schools to focus greater attention on civic education. A 1999 report by the National Association of Secretaries of State found that today's youth have only a vague understanding of what it means to be a citizen, that they are skeptical and distrustful of politics and politicians, and that their voter turnout rate has declined steadily since 1972.<sup>2</sup> The U.S. Department of Education's National Assessment of Educational Progress (NAEP), also known as the Nation's Report Card,

*Community service, also known as service learning, is one of many cocurricular experiences that contribute to the civic education of young people. Above, high school students deliver Meals on Wheels to housebound residents.*

reported that only a quarter of the students tested in the 1998 civics assessment were "proficient"—that is, demonstrated solid academic performance in civics.<sup>3</sup> Just 20 percent of the students in the Southeast, which includes North Carolina, tested at the proficient level.<sup>4</sup> A 1999



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*Another kind of community service involves assisting with a Head Start class. Above, high school students set up cots for the children.*

University of Texas report about civics-related educational policies asserts, “Although many state policymakers and educators give lip service to the importance of civic education in the schools, in reality state policies and school practices often fail to provide students with the civic education they deserve.”<sup>5</sup>

The state of North Carolina and many local boards of education explicitly acknowledge the importance of civic education. The North Carolina Standard

Course of Study sets goals for civic learning and participation. The mission statements of many school districts affirm that the preparation of young citizens is fundamental.

The North Carolina Supreme Court also has addressed the importance of preparation for citizenship, in its landmark *Leandro* decision. In that decision the court stated that, under the North Carolina Constitution, all children have a right to an opportunity for a sound, basic education. One of the four essential elements of a sound, basic education, the court wrote, is “sufficient fundamental knowledge of geography, history, and

basic economic and political systems to enable the student to make informed choices with regard to issues that affect the student personally or affect the student’s community, state, and nation...”<sup>6</sup> The *Leandro* case indicates that preparing students for citizenship—helping them develop the ability to make informed judgments as citizens—should be a priority in North Carolina’s schools.

Local school officials face a host of competing priorities, however, and they have limited resources to strengthen civic education in their districts. This article lays out three strategies to promote civic education that draw more on

the time and the commitment of school officials than on their system's financial resources. First, school officials can assist teachers with classroom lessons, offering students concrete examples of good citizenship and public service. Second, school officials can build support for activities that give students participatory experiences in civics. Third, school officials can make the education of young citizens a clear priority in their board policies and communicate that effectively to teachers and the community. Each of these actions bolsters civic education and thus helps build students' commitment to taking part in American democracy.

### Modeling Civic Behavior for Students

Being a role model means influencing others through the power of example. In this sense, both school board members and administrators act as civic role models for the students. District and school administrators model good citizenship through their own civic participation and through their encouragement of democratic behavior in the schools. The directors of the Center for Civic Education, a nonprofit, nonpartisan educational corporation dedicated to the development of informed, responsible participation in civic life, state, "Classrooms and schools should be managed by adults who govern in accord with democratic values and principles, and who display traits of character, private and public, that are worthy of emulation."<sup>7</sup>

As part of the local government, school board members also are civic role models. They demonstrate how concerned citizens carry out the civic responsibilities of public office. Mary Ellen Maxwell, president of the National School Boards Association in 1999–2000, recognized that school board members have this influence: "School board members often are the most visible and accessible elected leaders in the community, and this gives us the opportunity—and an obligation—to be role models for community service and for active participation in government and civic life."<sup>8</sup> Through their example, individual board members demonstrate good citizenship to the community and its youth.

## ORGANIZATIONS SUPPORTING CIVIC EDUCATION

### ORGANIZATIONS IN NORTH CAROLINA

Center for the Prevention of School Violence

Joanne McDaniel, Interim Director

Phone (919) 773-2846; e-mail joanne\_mcdaniel@ncsu.edu; Web site www.ncsu.edu/cpsv

Civic Education Consortium

Debra Henzey, Executive Director

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The Kenan Institute for Ethics at Duke University

Melanie Mitchell, Assistant Director

Phone (919) 660-3033; e-mail mmitchel@duke.edu; Web site kenan.ethics.duke.edu

Kids Voting North Carolina

Daintry O'Brien, Executive Director

Phone (336) 370-1776; e-mail kvnc@bellsouth.net; Web site www.kidsvotingusa.org

North Carolina Bar Association

Cathy Larsson, Assistant Director of Communications

Phone (919) 677-0561; e-mail Clarsson@mail.barlinc.org; Web site www.barlinc.org

North Carolina Character Education Partnership

Dawn Woody, Coordinator

Phone (888) 890-2180 or (919) 715-4737; e-mail dwoody@dpi.state.nc.us; Web site www.dpi.state.nc.us/nccep

North Carolina City and County Management Association

Jan Boyette, Civic Education Coordinator

Phone (919) 220-2552; e-mail j.boyette@gte.net; Web site www.ncmanagers.org/teachers/

### NATIONAL ORGANIZATIONS

The Center for Civic Education

Charles N. Quigley, Executive Director

Phone (818) 591-9321; e-mail cce@civiced.org; Web site www.civiced.org

Close Up Foundation

Stephen A. Janger, President and Chief Executive Officer

Phone (800) CLOSEUP; e-mail outreach@closeup.org; Web site www.closeup.org

As role models, school board members have direct opportunities to influence students' civic knowledge and dispositions. First, many board members participate in "ceremonial tasks,"<sup>9</sup> such as shaking hands at graduation or attending school assemblies that honor students. These actions not only make students feel special but also help them attach a face, a name, and a personality to their lessons

about local government. Second, some board members take part in the instruction of students when teachers seek their assistance. They visit the classroom, allow students to interview them, and even permit students to "shadow" them (follow them around) for a day or two. For example, as described in an earlier article in *Popular Government*, Wake County school board members participated to

**Table 1. Attention to Citizenship in the Educational Policies of 14 North Carolina School Systems**

Policy Type	Doesn't Explicitly Address Citizenship	Affirms Importance of Citizenship	Gives Direction about Teaching Citizenship
No single policy on citizenship	3	1	1
Character education policy	1	1	1
Citizenship-type policy*	0	1	5

*Note:* The school systems included in this table are Asheboro City Schools, Caldwell County Schools, Catawba County Schools, Chapel Hill–Carrboro City Schools, Chatham County Schools, Cherokee County Schools, Durham Public Schools, Franklin County Schools, Lincoln County Schools, Stanly County Schools, Vance County Schools, Wake County Public School System, Wilson County Schools, and Winston-Salem/Forsyth County Schools.

\*Policies entitled “Citizenship,” “Citizenship Instruction,” or “Citizenship and Character Education”

good effect in a civics unit at Leesville Road High School in Raleigh.<sup>10</sup> Especially when students are studying educational issues or the responsibilities of local government, school board members who serve as community resources for teachers are likely to make a favorable impression on students’ civic dispositions.

### Building Support for Participatory Activities in Civics

In a position paper on teaching citizenship, the National Council for the Social Studies, an association of social studies educators at the elementary, secondary, and postsecondary levels, affirmed, “Civic virtue must be lived, not just studied.”<sup>11</sup> Students benefit from opportunities to use their civic knowledge and to practice their civic skills. Activities that build on the formal civics curriculum, whether they occur during the school day or after hours, enhance “students’ understanding of citizenship by linking their civic knowledge to practical experience.”<sup>12</sup>

In two recent studies, students and teachers identified many in-school and after-school activities that encourage students to practice the knowledge and the skills of citizenship. One study involved focus groups of students from Georgia and Texas and teachers from Atlanta, Minneapolis, and Seattle. These groups singled out mock presidential elections as students’ most common co- or extra-curricular civic experience.<sup>13</sup> In

the other study, teachers from fourteen school districts in seven states ranked the frequency of their schools’ co- and extra-curricular citizenship activities. The most common activities they named were student council; community service; voting education or registration; school clubs; speech or debate; Boys State and Girls State; mock trials; and two national programs, *Close Up* and *We the People*. The teachers also said that other activities dealing with diversity, academics, the environment, prevention of crime or violence, peer tutoring, mentoring, and mediation were important but less frequent civic experiences for their students.<sup>14</sup>

All these activities involve student participants and teacher sponsors who invest their time in building good citizenship. The National Council for the Social Studies advocates honoring the students who excel at these activities: “Teachers and schools should recognize students who display good character and civic virtue. Recognition programs should be established in schools and the community and featured by local and national media.”<sup>15</sup> The Center for Civic Education and the Communitarian Network, a nonpartisan international association dedicated to strengthening civil society, recommend honoring the teachers also: “Teachers who devote time to the sponsorship of co-curricular activities allied to civic education should be recognized and appropriately rewarded for their endeavors.”<sup>16</sup> Working alone or in collaboration with community groups, school officials can

encourage schools to acknowledge participants in these activities, and they can support district-level rewards for outstanding students and teachers.

According to a recent study at the University of Texas, local school officials should look to their communities for assistance with civic activities. Community groups often are supportive of civic education, and some provide resources for services or programs that teach citizenship. The authors of the study concluded that

*[c]ommunity and professional organizations appear to have positive potential for promoting civic education. The most positive involvement of these organizations is their support of extracurricular programs, activities, and services that, otherwise, likely would not be provided by the education bureaucracies.<sup>17</sup>*

The study found that some community groups furnished money, expertise, personnel, or equipment for mock elections or trials, student clubs, after-school programs, and field trips. Community partners also arranged opportunities for service learning, and some funded scholarships and other awards for teachers and students. The Parent-Teacher Association, the League of Women Voters, the local bar association, and the Rotary Club supported civic education activities in more than half of the fourteen school districts in the study. Other groups, including the American Legion, the Vet-



## CONTROVERSIAL ISSUES: A POLICY ABOUT TEACHING CIVIC SKILLS

### LINCOLN COUNTY SCHOOLS

Training for effective citizenship is accepted as one of the major goals of our public schools. The instructional program of the Lincoln County School System, in order to achieve this purpose, places great emphasis upon teaching about our American heritage, the rights and privileges we enjoy as citizens, and the citizenship responsibilities that must be assumed in maintaining a democratic society.

One of our cherished rights is that of dissent through such channels as public and private debate, the ballot, the process of law—all with legal protection against unjust reprisals.

In preparing for effective citizenship, students must learn the techniques and skills of democratic dissent. They must have opportunities to hear, discuss, and study issues that are controversial. Teachers must be free to conduct such discussions without fear of reprisal so long as they maintain a high level of professional impartiality. Accordingly, it shall be the purpose of our schools to recognize the student's rights to the following:

1. To hear, discuss, and study at his/her level of maturity, and in the appropriate classes controversial issues which have political, economic, or social significance.
2. To have access to relevant information and materials.
3. To form and express opinions on controversial issues without jeopardizing his/her relationship with the teacher or the school.

Source: *Policy IKB, Controversial Issues*, in LINCOLN COUNTY SCHOOLS, BOARD POLICY MANUAL, available at <http://www.lincoln.k12.nc.us/>.

erans of Foreign Wars, the Kiwanis, local businesses, the police department, and the Chamber of Commerce, lent assistance to school-based civic projects in some of the districts studied.<sup>18</sup> By engaging community and professional organizations, school officials may find extra resources for activities that help students participate in civic life.

School officials also may find it advantageous to network with state and national organizations that promote civic education. In North Carolina the Civic Education Consortium is a statewide partnership of more than 200 organizations and individuals that seeks to build a new generation of knowledgeable, caring, and involved citizens. Cited in the *Washington Post* as “a model alliance that links schools with community leaders around important issues,”<sup>19</sup> the Consortium develops and promotes initiatives to revitalize civic education throughout the state. (For contact information for the Consortium and other North Carolina and national organizations that support civic educa-

tion, see page 33.) The Consortium's Web site has more information about these and other groups and resources.

### Developing Board Policy Promoting Civic Education

*School board policies are statements that set forth the purposes and prescribe in general terms the organization and program of a school system. They create a framework within which the superintendent and the staff can discharge their assigned duties with positive direction. They tell what is wanted. They may also indicate why and how much.*<sup>20</sup>

One of the purposes of school board policy is to provide clarity and guidance about the priorities of a school system. Although districts can address their priorities through other channels, board policy is important because it captures a board's thinking about a matter and sets the tone for the school system's response.

**W**hen citizenship is a local priority, it may enter into board policies on several matters, including board operations, personnel, community relations, student conduct, and the educational program. The board policies that govern the educational program are key to strengthening civic education.

### School Board Policies in North Carolina

In their mission or philosophy statements, many school systems in North Carolina indicate that preparing students to be good citizens is a local priority. For instance:

- *The mission of the Richmond County Schools, in partnership with family and community, is to ensure a quality education in a safe environment enabling each student to become a life-long learner and productive citizen.*
- *The Cherokee County School System is committed to educating all students who attend its schools. . . . In a safe and nurturing atmosphere, students will develop a positive self-image, independent thinking skills, a system of values, and decision making abilities. Cherokee County Schools will prepare them to live as responsible, self-actualizing, and contributing citizens, thereby fulfilling the community's trust and enhancing its perception of the system.*<sup>22</sup>

Statements like these establish good citizenship as a local priority and set the stage for board policies that reinforce civic education.

When citizenship is a local priority, it

## A CHARACTER EDUCATION POLICY INCLUDING CITIZENSHIP

### DURHAM PUBLIC SCHOOLS

The Durham Public Schools Board of Education believes that it is vital that the public schools support the efforts of families and our community to teach all young people certain fundamental, commonly agreed upon character traits. Support for character development will strengthen the Durham Public Schools' efforts to establish a safe and orderly environment where students will have optimum conditions for learning. The Board of Education further believes that everything a school does teaches values to students. The school system employees, then, should strive to teach the agreed upon character traits by example. These traits include the following:

1. **Citizenship** Serving a community by assuming the duties, rights, and privileges of belonging to the community
2. **Courage** Demonstrating the will to face challenging situations
3. **Fairness** Considering all points of view without self-interest or prejudice
4. **Honesty** Demonstrating truthfulness, fairness, and trustworthiness
5. **Kindness** Exhibiting gentleness, goodness of heart, compassion, friendliness
6. **Perseverance** Pursuing objectives with great determination and patience
7. **Respect** Acting with tolerance, courtesy, and dignity toward one another
8. **Responsibility** Accepting accountability for one's own words and actions; dependability in carrying out one's duties and obligations
9. **Self-Discipline** Demonstrating the will to gain control of one's behaviors.

The administration, and instructional staff, and site-based decision-making committees shall work together to integrate instruction that teaches and reinforces these character education goals into the curriculum and other activities of the Durham Public Schools. These efforts should focus on the following three (3) areas:

1. **Curriculum**, including the Standard Course of Study, extracurricular activities, and other curricular activities.
2. **School climate**, including rules and procedures, student behavior, modeling by staff and students, parent education, and other(s).
3. **Service learning**, including peer tutoring, volunteerism, community outreach, service projects, and other(s).

Source: *Policy 3025, Character Education*, in DURHAM PUBLIC SCHOOLS, BOARD OF EDUCATION POLICIES, available at <http://www.dps.durham.k12.nc.us/dps/Structure/board/BoardPolicies/Policy3000new/3025.html>.

in the policies varies from none to explicit direction about teaching citizenship. Of the 14 districts represented, 4 do not mention citizenship or civic education in their educational policies, and 3 affirm in their policies that good citizenship is an important product of a child's schooling but provide no further guidance on the subject. The remaining 7 affirm in policy that good citizenship is important and give some definition to its place in the educational program.

The policies from Lincoln County Schools and Durham Public Schools serve as examples of board direction on civic education. The policies of the Lincoln County Schools illustrate how a board can provide staff with considerable guidance about teaching civic education without having a policy dedicated to citizenship instruction or character education. Lincoln County board policies list "citizenship and civic responsibility" as the second goal of the instructional program, indicating that students should "acquire skills and knowledge necessary for effective citizenship."<sup>23</sup> Two other instructional policies address citizenship. The first policy, "Controversial Speakers," states, "When correctly handled, the use of controversial speakers becomes an invaluable component in accomplishing the goals of citizenship education."<sup>24</sup> This policy encourages teachers to build on the standard curriculum by inviting community resources into the classroom to help students learn citizenship skills related to controversy.

The other Lincoln County educational policy dealing with citizenship, "Controversial Issues" (see the sidebar, page 35) opens with an explanation of why the policy exists: to further the instructional program's goal of training for effective citizenship. There follows a sentence underscoring the importance of three components of the instructional program that teach effective citizenship: "our American heritage, the rights and privileges we enjoy as citizens, and the citizenship responsibilities that must be assumed in maintaining a democratic society."<sup>25</sup> The remainder of the statement focuses on the need for students to master democratic dissent, one skill of effective citizenship. This policy reinforces the importance of civic education for administrators and teachers, and it

may enter into board policies on several matters, including board operations, personnel, community relations, student conduct, and the educational program. The board policies that govern the educational program are key to strengthening civic education. An analysis of current educational policies of a sample of North

Carolina school systems illustrates what some districts do (see Table 1).

The three policy types represented in Table 1—no single policy, character education policy, and citizenship-type policy—reflect how the boards organize and label their policies dealing with civic education. The attention to citizenship

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sets guidelines encouraging them to use controversy in a professional manner to teach citizenship skills.

The policies of the Durham Public Schools treat citizenship as a component of character education (see the sidebar, opposite). As observed by the directors of the Center for Civic Education, civic education and character education “have always gone hand in hand. Indeed, the basic reason for establishing and expanding public schooling was to foster those traits of public and private character necessary for our great experiment in self-government to succeed.”<sup>26</sup>

The first sentence states the rationale for the Durham policy: that the schools must support family and community efforts to teach nine character traits, including citizenship. The policy defines citizenship, highlighting service and community. It specifies an integrative approach to teaching and reinforcing the character traits, rather than treating them as distinct subject matter. The policy lays out three areas—curriculum, school climate, and service learning—for implementation but leaves development of implementation strategies to the administration and the local school community.

Five of the school systems represented in Table 1 have a type of citizenship policy (citizenship, citizenship instruction, or citizenship and character education) that provides direction about civic education. All five policies include instructions about the use of patriotic sym-

bols in the curriculum. They encourage students to develop an understanding of citizenship, although they differ on what that means. They also deal with local curricular decisions pertaining to citizenship. They specify who makes the local decisions (a curriculum committee, the schools, or the principals) and what the local curriculum consists of (strategies to promote good citizenship, a district curriculum, or instructional plans for the schools). Four of the policies discuss service learning. Related matters, such as student conduct policies, character traits, controversial issues and speakers, and teaching about religion, also appear in some of the policies. The five citizenship policies address pressing legal and administrative concerns about civic education.

**National Recommendations for School Board Policies**

The Center for Civic Education recently issued a position statement to guide the development of educational policy by states and school boards seeking to strengthen the preparation of young citizens in schools.<sup>27</sup> The position statement is part of the Center’s national campaign to promote civic education, and the statement’s four tenets establish citizenship as among the highest priorities of the public schools. The tenets suggest ways in which policy makers can address the rationale and the educational contents of a citizenship policy.

The first tenet of the Center for Civic Education’s position statement proposes a rationale for policies governing citizenship instruction when the school board’s intent is to strengthen civic education:

- *Education in civics and government should not be incidental to the schooling of American youth but a central purpose of education essential to the well-being of American democracy.*<sup>28</sup>

Educational policies governing citizenship are justified, indeed vital, if a board considers civic education to be a “central purpose of education essential to the well-being of American democracy.” The tenet underscores the national importance of civic education. Some school boards prefer a rationale based on developing the local mission regarding citizenship. Alternatively, boards can use

both local and national reasons for promoting civic education to explain why they have educational policies on citizenship instruction.

The other three tenets of the Center for Civic Education’s position statement define a significant role for civic education in a district’s instructional program:

- *Civics and government is a subject on a level with other subjects. Civics and government, like history and geography, is an integrative and interdisciplinary subject.*
- *Civics and government should be taught explicitly and systematically from kindergarten through twelfth grade whether as separate units and courses or as a part of courses in other subjects.*
- *Effective instruction in civics and government requires attention to the content of the discipline as well as to the essential skills, principles, and values required for full participation in and reasoned commitment to our democratic system.*<sup>29</sup>

As policy guidelines, the tenets establish civic education as a priority in the classroom from kindergarten through twelfth grade. They parallel the civic literacy requirements of the North Carolina Standard Course of Study and strongly encourage local curriculum development. They acknowledge that well-prepared teachers help students acquire a set of civic knowledge, skills, and dispositions that leads to responsible citizenship. The tenets direct greater administrator and teacher attention to civics curricula and the teaching of civic education. Citizenship policies reflecting these tenets can “create a framework within which the superintendent and the staff can discharge their assigned duties with positive direction” toward strengthening civic education.<sup>30</sup>

The report of the 1999 University of Texas study of state and local civic education policies also makes some general recommendations about citizenship policies and practices. One recommendation urges local school officials to adopt



board policies that “reaffirm for principals, teachers, parents, students, community leaders, and local citizens the centrality of civics in K–12 curricula and courses.”<sup>31</sup> The study found that, in many districts, teachers were unaware that their school board had policies relating to civic education. Consequently the report also recommends that school officials ensure that their board’s civics policies be communicated effectively to teachers. A third recommendation encourages local policy makers to support civic activities and also to communicate their importance to teachers.<sup>32</sup> The recommendations from this report highlight the importance of board policies that strengthen civic education and the need for local officials to inform their community and staff about the policies.

## Conclusion

This article has presented three cost-effective strategies for promoting civic education at the school district level. In every school system in North Carolina, some teachers, and often some community groups, are instructing young people about citizenship. School officials can bolster the fragmented and largely unrecognized efforts of those educators and organizations by treating good citizenship as a priority. School officials build the context for learning. In a context supportive of civic education, students will be better prepared for their role as American citizens.

## Notes

1. CENTER FOR CIVIC EDUCATION, CIVITAS: A FRAMEWORK FOR CIVIC EDUCATION 5 (Charles N. Quigley ed., Calabasas, Cal.: the Center, 1991).
2. NATIONAL ASS’N OF SECRETARIES OF STATE, NEW MILLENNIUM PROJECT—PHASE I, A NATIONWIDE STUDY OF 15–24 YEAR OLD YOUTH 5–10 (1999), available at <http://www.nass.org>.
3. ANTHONY D. LUTKUS ET AL., NAEP 1998 CIVICS REPORT CARD FOR THE NATION 23 (NCES 2000-457, Washington, D.C.: Nat’l Center for Educ. Statistics, 1999), available at [www.ed.gov/nationsreportcard](http://www.ed.gov/nationsreportcard).
4. *Id.* at 23, 58. For a further discussion of this report, see Susan Leigh Flinspach & Jason Bradley Kay, *Modeling Good Citizenship for the Next Generation*, POPULAR GOVERNMENT, Winter 2001, at 17.
5. POLICY RESEARCH PROJECT ON CIVIC ED-

UCATION POLICIES AND PRACTICES, THE CIVIC EDUCATION OF AMERICAN YOUTH: FROM STATE POLICIES TO SCHOOL DISTRICT PRACTICES at xvii (Policy Research Project, Report No. 133, Lyndon B. Johnson School of Public Affairs, Univ. of Tex. at Austin, 1999), available at [http://www.civiced.org/ceay\\_civicedpolicyreport.html](http://www.civiced.org/ceay_civicedpolicyreport.html).

6. *Leandro v. State of North Carolina*, 346 N.C. 336, 488 S.E.2d 249 (1997). The court described the four elements as follows:

A “sound basic education” is one that will provide the student with at least: (1) sufficient ability to read, write, and speak the English language and a sufficient knowledge of fundamental mathematics and physical science to enable the student to function in a complex and rapidly changing society; (2) sufficient fundamental knowledge of geography, history, and basic economic and political systems to enable the student to make informed choices with regard to issues that affect the student personally or affect the student’s community, state, and nation; (3) sufficient academic and vocational skills to enable the student to successfully engage in post-secondary education or vocational training; and (4) sufficient academic and vocational skills to enable the student to compete on an equal basis with others in further formal education or gainful employment in contemporary society.

346 N.C. at 347, 488 S.E.2d at 255.

7. MARGARET STIMMANN BRANSON & CHARLES N. QUIGLEY, THE ROLE OF CIVIC EDUCATION 10 (A Policy Task Force Position Paper, Washington, D.C.: Communitarian Network, Sept. 1998), available at [www.gwu.edu/~ccps/pop\\_civ.html](http://www.gwu.edu/~ccps/pop_civ.html).

8. Mary Ellen Maxwell, *School Board Members Can Inspire People to Get Involved in the Political Process*, SCHOOL BOARD NEWS, Mar. 7, 2000, at 2, 2.

9. James H. Svara, *Key Leadership Issues and the Future of Council-Manager Government*, in FACILITATIVE LEADERSHIP IN LOCAL GOVERNMENT: LESSONS FROM SUCCESSFUL MAYORS AND CHAIRPERSONS 216, 225 (James H. Svara & Assoc. eds., San Francisco: Jossey-Bass, 1994).

10. Flinspach & Kay, *Modeling Good Citizenship*, at 21–23.

11. NATIONAL COUNCIL FOR THE SOCIAL STUDIES, TASK FORCE ON CHARACTER EDUC. IN THE SOCIAL STUDIES, FOSTERING CIVIC VIRTUE: CHARACTER EDUCATION IN THE SOCIAL STUDIES 2 (Washington, D.C.: the Council, 1997), available at [www.ncss.org/standards/positions/character.html](http://www.ncss.org/standards/positions/character.html).

12. POLICY RESEARCH PROJECT, THE CIVIC EDUCATION OF AMERICAN YOUTH, at 189.

13. Carole L. Hahn & Judith Torney-Purta, *The IEA Civic Education Project: National and International Perspectives*, 65 SOCIAL EDUCATION 425, 427 (1999).

14. POLICY RESEARCH PROJECT, THE CIVIC EDUCATION OF AMERICAN YOUTH, at 179–80. Boys State is a leadership program of the American Legion, and Girls State, the American Legion Auxiliary (see <http://www.legion.org/bstate.htm>). The Close Up Foundation, the nation’s largest nonprofit, nonpartisan citizenship education organization, offers instructional programs in Washington, D.C. (see <http://www.closeup.org/>). *We the People* is an instructional program from the Center for Civic Education (see <http://www.civiced.org/programs.html>).

15. NATIONAL COUNCIL FOR THE SOCIAL STUDIES, FOSTERING CIVIC VIRTUE, at 3.

16. BRANSON & QUIGLEY, THE ROLE OF CIVIC EDUCATION, at 19.

17. POLICY RESEARCH PROJECT, THE CIVIC EDUCATION OF AMERICAN YOUTH, at 204.

18. *Id.* at 178–91.

19. E. J. Dionne, Jr., *The Civics Deficit*, WASHINGTON POST, Nov. 30, 1999, at A29.

20. This definition was developed by the National School Boards Association and the American Association of School Administrators. See Nat’l School Boards Ass’n, *Policy Review and Development*, THE ADMINISTRATIVE ANGLE ON POLICY IMPLEMENTATION, No. 4, at 1 (1998).

21. The North Carolina School Boards Association offers general policy guidance through POLICIES TO LEAD THE SCHOOLS, available at <http://www.ncsba.org/policy.html>, or by calling (919) 841-4040.

22. The Richmond County Schools’ mission statement is available at <http://www.myschoolonline.com/site/0,1876,0-24566-33-1691,00.html>. The Cherokee County Schools’ philosophy statement is available from Cherokee County Schools, 14 Hickory Street, Murphy, NC 28906.

23. *Policy IB, Goals of the Instructional Program*, in LINCOLN COUNTY SCHOOLS, BOARD POLICY MANUAL, available at <http://www.lincoln.k12.nc.us/>.

24. *Policy IKBA, Controversial Speakers*, in LINCOLN COUNTY SCHOOLS, BOARD POLICY MANUAL, available at <http://www.lincoln.k12.nc.us/>.

25. *Policy IKB, Controversial Issues*, in LINCOLN COUNTY SCHOOLS, BOARD POLICY MANUAL, available at <http://www.lincoln.k12.nc.us/>.

26. BRANSON & QUIGLEY, THE ROLE OF CIVIC EDUCATION, at 15.

27. POLICY RESEARCH PROJECT, THE CIVIC EDUCATION OF AMERICAN YOUTH, at 221. Also available at [http://www.civiced.org/campaign\\_index.html](http://www.civiced.org/campaign_index.html).

28. *Id.*

29. *Id.*

30. National School Boards Ass’n, *Policy Review and Development*, at 1.

31. POLICY RESEARCH PROJECT, THE CIVIC EDUCATION OF AMERICAN YOUTH, at 111.

32. *Id.* at 111–12.