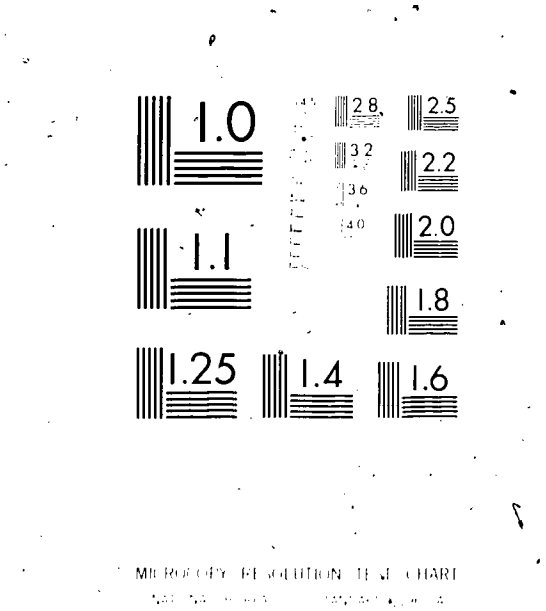
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ABSTRACT

A definition of Citizenship (CE) should include: (1) a general statement which focuses on the CE domain, (2) a statement of underlying principles, (3) a list of included content areas, (4) specification of learner outcomes, (5) a list of instructional modes, and (6) a description of the kinds of institutions included in the CE movement. Citizenship Education is "an educational effort which seeks to teach all citizens the knowledge, skills, and behaviors which will dispose and enable them to participate effectively in a democratic society in a manner which contributes to the common welfare and is personally satisfying." CE related programs or disciplines include community, economic, energy, environmental, law-related, values, and multicultural education; interpersonal skills; the social sciences; and political-participation training. Learner outcomes are formulated according to knowledge, skills, and attitudes gained. Knowledge of institutions and of major issues past and present is necessary. Inquiry, interpersonal, and action skills as well as attitudes of commitment and respect should be developed. Modes of instruction extend beyond the traditional to parental and community involvement and use of the media. CE programs will be more successful if they consider the institutional climate and interpersonal relationships, and if they involve institutions such as government, business, labor, religious organizations, and youth service groups. (KC)

A POSITION PAPER

CITIZEN EDUCATION: A WORKING DEFINITION

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Citizen education (CE) is a term, or slogan, which appears with increasing frequency in the professional literature. Activities abound in the area. Recently, a U.S. Office of Education task force has developed recommendations for a national-level CE program; two national conferences on the topic have been convened; and numerous publications use this slogan as a central theme. Most immediately, Research for Better Schools has initiated a five-year CE program of research, development, and dissemination.

Given this growing activity and the present "softness" of the term CE among laypersons and professionals alike, it becomes important to define it in a way that will make possible a common understanding of its meaning. The slogan was a conscious construction in 1976 by a group of educators who had a general idea of what they meant by it. First, in formulating the slogan, they deliberately meant to imply that it carries an imperative charge -- that is, it suggests that we ought to teach individuals to become effective citizens. Further, it might roughly translate into the same genus as, or a reconstruction of another slogan: "citizenship education" -- a reconstruction in the sense that it is broader in scope, incorporates new pedagogy, involves many institutions in addition to schools, focuses upon all ages, emphasizes action and participation, selectively rejects old theories, and addresses new problems in our society today.

Stipulating A Definition

The purpose of this paper is to stipulate a working definition of CE. By working definition we mean a statement that will develop and mature as our CE experience grows, not a formal, precisely delineated definition. Thus the defining process will continue over time and the definition itself take firmer shape as we become clearer about what is possible and desirable. This working definition will attempt to point the direction for CE, outline the domain, and provide rules for what should -- and should not -- be included. It will almost certainly raise questions -- questions which may well stimulate more clarity in further definitions. But we hope that our effort to stipulate a definition will move forward the CE field, so that decisions, actions, commitments, and resources can be effectively mobilized.

Definitions Are Time-Specific

We have said that CE falls into the tradition or genus of the earlier umbrella term "citizenship education" (also referred to interchangeably as "civic education"). Citizenship education has a long and venerable tradition in our country. It has been influenced and shaped by three major factors: current events and issues, contemporary ideology, and prevailing pedagogical fashion.

First, citizenship education programs are conceptualized and shaped by the period in which they occur, by the important events, issues, and characteristics of that period. For example, the mass immigration of the late 1800s gave rise to citizenship education efforts which emphasized the Americanization of all people, the building and assimilation of a common culture and tradition.

Again, citizenship education in the 1940s and 1950s emphasized the responsibility of citizens to serve the nation in the face of international strife and threats from fascism and communism.

A second factor -- the contemporary ideological mood -- strongly influences how citizenship education programs are focused. For example, the ideologies of Rousseau and Locke underlay the citizenship education emphasis on freedom and liberty of the post-Revolutionary period. Religion and its corollary moral codes of behavior shaped civic education in colonial America. Underlying the Americanization movement of the late 1800s was the "melting pot" ideology -- the notion that a "dominant," "right," "American" culture existed to which those of different heritage must adapt. In the mid-twentieth century citizenship education was responsive to the prevailing ideology that democracy as practiced by the USA was self-evidently the right and true desire of all persons. Thus various ideologies, then as now, shape the citizenship education movements of their time, asking strategic questions, providing answers to social problems, and specifying what are believed to be worthwhile objectives.

A third factor influencing conceptions of citizenship education is the prevailing fashion of pedagogy. For example, citizenship education in colonial America emphasized punishment and didacticism and moralistically preaching to students about religiously grounded notions of "right" and "good." Rote learning and the dramatic emphasis of ceremony and pageantry were prominent teaching devices during the late 1800s. The learner was bonded to the nation through public participation and social engagement in patriotic ceremonies. The 1950s found us emphasizing discussion and examination of issues, for we believed that

reasoning should be respected and reinforced and that learners could and should be persuaded. All of these pedagogical fashions had an impact on the civic education of their time.

How do these three factors today influence our proposed stipulated definition of CE? First, consider current events and problems. There is strong evidence that large groups of people in our society have a sense of personal powerlessness vis-a-vis our political institutions. There is a concomitant lack of civic participation, a negative perception of politicians and civic leaders, and a withdrawal into privatism and even narcissism. All of these characteristics are particularly true of those on the bottom of the socio-economic ladder. Finally, there is clear evidence of a growing ignorance about our government and the civic processes and issues which must concern citizens. Any contemporary CE program must address and, if possible, redress these problems -- and be modified in so doing.

Current ideology also has an impact. New formulations of CE must accommodate, or at least take a position with respect to, the issues of racial and sex equality, pluralism, equity in economic opportunities, and citizen concerns such as ecology. Areas of ideological conflict are not far to seek, and they necessarily affect how we define CE.

Finally, the current state of the science and art of pedagogy makes itself felt in several ways. The conceptual perspective of educational technology -- with its emphasis upon objectives, precision, content analysis, and evaluation as a basis for development and validation -- is one major influence on our stipu-

lated definition. Several learning theories come into play as important factors. Developmental theories of learning provide a powerful and persuasive framework for designing and implementing CE programs, particularly their hypotheses of specific stages of social growth that begin with unadorned egocentrism and proceed upward through acknowledgement of and caring for others to a world consciousness of all persons. Research by social psychologists provides us with data about how to teach people to think, how to dispose them towards altruistic acts, and how to engineer environments that encourage cooperative relationships among them. Studies in political socialization help answer questions such as: What influences people to become involved in their community? What skills and behaviors are appropriate to teach for political activism? What is desirable civic behavior? How can people engage constructively in community affairs? Finally, teaching approaches such as simulation, student internships, and role-taking training also bear on a CE working definition.

To recapitulate, our CE definition will, like preceding ones, reflect concerns of the current scene, contemporary ideology, and the best we now know about teaching and learning. The definition will, like preceding ones, be time-bound and take its legitimate place as a new generation of citizenship education defined. Now let us turn to the task of definition.

The CE definition which we propose includes six elements: (1) a general, somewhat abstract statement which focuses on the CE domain and which provides a very rough rule of exclusion-inclusion; (2) a statement of the basic principles underlying our thinking; (3) a list of content areas generally included in CE; (4) specification of learner outcomes; (5) a list of modes of instruction

to be included; and (6) a description of the kinds of institutions that will join in the CE movement. In a sense we are modeling the definition on those of other major educational movements -- for instance, career education or bilingual education -- since we conceive CE, like them, to be much more than simply a curriculum effort.

A General Definitional Statement

Herewith a one-sentence definition: CE is an educational effort which seeks to teach all citizens the knowledge, skills, and behaviors which will dispose and enable them to participate effectively in our democratic society in a manner which contributes to the common welfare and is personally satisfying. Admittedly, this statement is at such a level of abstraction that it will be of limited help to the schoolperson. Indeed, do not all school efforts constitute some kind of CE? Certainly reading, mathematics, shop, and physical education, for instance, might all be included under this single-sentence definition. Yet the statement does stipulate to a degree. For instance its use of the word "participate" correctly implies an emphasis on action. It also rules out certain areas -- that is, it cannot be understood to stress science qua science, nor can it include vocational education as a principal focus.

To amplify further, CE is here seen in a particular context which has been described in life-role analyses of human behavior. This perspective holds that we have principal roles to play in life, e.g., worker, spouse, parent, citizen, and these roles can serve to organize the school curriculum. The life-roles training might include personal development, basic skills education (mathematics and language arts), aesthetic education, career/vocational education, and per-

haps family education. When considered in this context, CE is seen as that area which focuses upon social interaction -- how we live together, how we interact with others, how we govern ourselves, and how we participate in social and "body politic" units.

This one-sentence definition also implies two interrelated criteria for judging the quality of citizen participation in our democratic society: The participant must contribute to the common welfare; and that participation must be personally satisfying. Here we call for a synergy, whenever possible, between the common welfare and the individual's satisfaction; at the least, a balance; if possible; a congruence. We do not call for the individual to sacrifice his/her interests to serve the commonweal. Nor, of course, are we saying that it is enough to participate only in a way that is satisfactory to oneself. It may be impossible to adhere to these two criteria. However, it seems worthwhile to attempt to do so, for they best express our concern for both the individual and the community in a democratic framework.

Underlying Basic Principles

What premises and values are implicit in our definition? Our proposed CE definition is conservative in the sense that its expressed values and conceptualizations are traditional. Of course, this characteristic may change or be modified as the program develops, or as specific places, groups, and persons adapt it. Nevertheless, we view this working definition of CE as advocating historical American democratic values: equality, respect for all persons, rational decision-making; and liberty, or self-determination, constrained only by the three preceding values. These basic principles are embedded in the signal

historical documents of our country; they are embedded in the mechanics of our government; and they underlie the basic precepts of our civil law.

The CE effort will emphasize aggressive inquiry and examination of issues. Thus it will not take positions on specific civic controversies, e.g., abortion. Rather, it will set forth the basic principles and then call upon citizens to work out the implications of these principles with regard to a particular issue. Thus there is a deliberate emphasis on the values of reasoned debate, civil discourse, rational argument, and open examination. Dissent, questions which challenge, and controversies will be invited and dealt with in CE -- a position consistent with education's current approaches to issues in dispute.

Responsible participation in government and civic life is another underlying value. CE contends that all persons should feel an obligation to contribute to the commonweal in some manner. Privatism, withdrawal into one's own world, and self-concern ("I just want to do my own thing") are viewed as undesirable. Individuals must, at times, join the common effort -- the human community -- and contribute their actions, judgments, and voice. CE programs will seek to dispose learners to do this.

The proposed working definition of CE is also founded on the notion (substantiated by research data and theories) that social and political behavior is grounded in personal development and learning. Research has documented that persons with a strong sense of self and efficacy are most able and most likely to be contributing members of their community, while those who view themselves as pawns and victims are more apt to be destructive and to abrogate the principal

values of our society through aberrant behavior, e.g., crime, aggression, and withdrawal. Therefore, CE programs must penetrate beyond the assessment of political behavior and knowledge to a consideration of how individuals develop, how they learn our basic democratic principles, and how they can apply them in responsible interpersonal and social actions.

Finally, CE holds that educators and schools have not only the right but the obligation to teach citizen behavior which contributes to the social welfare. As agents of the state, the schools are empowered to put the case for positive social actions. Indeed, for most of our history, it has been assumed that the development of responsible citizenship in children was an integral function of the school. The resources of education, and its immediate continuous access to children of all backgrounds for a large part of their formative years, make schools the obvious institution to assume leadership and responsibility in CE. Today this responsibility is heavier than ever because of the waning influence of social institutions which were once strong CE co-advocates with the schools. In short, schools have a mounting imperative to carry out CE programs which aggressively espouse the principal values of our society. To cite Terrel H. Bell, former U.S. Commissioner of Education, "Of all the institutions that serve the public, certainly our educational institutions ought to be foremost in concern and commitment to both the preservation and improvement of our American system of government. This ought to be a universal commitment that transcends almost all others in priority and in importance. The responsibility heavily rests with education and with our educational establishment nationwide, kindergarten through graduate school, public and private. American education must devote more of its resources to the improvement of ... the quality of life and living -- bringing enlightened citizen commitment to government."

In summary, then, our approach to CE calls for: (1) advocacy of our basic values of respect for all persons, equality, freedom, and rational decision-making as embedded in our history, law, and government; (2) open debate and consideration of all issues; (3) active, constructive community participation by citizens; (4) an emphasis on the individual's personal growth and learning as they relate to social interactions and, thereby, the broader issues of behavior in the community, the nation, and the world; and (5) commitment to the conviction that schools have the right, indeed the obligation, to mount CE programs.

Content Areas of CE

We have found it valuable to list existent educational programs and disciplines that we perceive as being included, in whole or in part, in the CE domain. We can then say that CE consists of combinations of these subjects and content.

The distinction we draw between educational programs and disciplines is that an educational program is chiefly concerned with instructional outcomes, with what should be taught; it has stated imperatives. A discipline, on the other hand, is chiefly concerned with knowledge creation; it emphasizes methodology and findings. For example, political education (program) has stated objectives related to effective political behavior, and well-developed curricula exist. Political science (discipline), in contrast, emphasizes the creation of new theory and data and research methodology. This paper selects well-developed education programs in preference to the allied disciplines in areas where both exist. In areas where no education programs exist, we have listed the disciplines (e.g., we mention political education but do not list political

science; conversely, we list organizational development (discipline) because there is no "mirror" educational program).

For another distinction, we consider that an educational program like civics falls wholly within CE, while, for instance, only selected aspects of environmental education are also germane to CE: decision-making skills, knowledge about specific issues, and citizenship dispositions. (The reverse side of the coin is that environmental education includes significant portions of information, skills, and dispositions that we feel are not in the CE domain -- e.g., science and scientific techniques for measurement.)

As a result of consultations with many individuals and a review of the literature, we have developed the following list (Figure 1) to lead to an understanding what is meant by the CE slogan.

Figure 1

CE-RELATED PROGRAMS/DISCIPLINES

Civics

Community Education

Economic Education

Energy Education

Environmental Education

Equity Education

Family Education

Global-Perspective Education

History

Interpersonal Skills

Law-Related Education

Moral/Ethical/Values Education

Multicultural Education

Organizational Development

Personal Development

Political-Participation Training

Problems of Democracy

Social Development

Social Science

The list is a mixed bag -- sometimes specific and narrow in definition and sometimes broad and ill-defined. Yet the contents reflect concern with problems and issues of our contemporary society. Indeed, many of the areas reflect widely accepted imperatives for remedial action, or denote information that could be used to address societal problems.

In one sense, the topic areas might be summed up as social learning, learning in the content and context of our democratic society. That is, the CE program will seek to determine what we should teach learners to enable them to participate effectively in society -- what they need to know to function comfortably and effectively.

CE as Learner Outcomes

There is considerable overlap among the items on the previous list. For example, many of the educational programs teach decision-making skills; again, many emphasize the same attitudes or disposition, for instance, equality of persons. If we analyze the topic areas in the light of our generalized defi-

nition and our previously espoused basic principles of CE, we can synthesize a definition which consolidates and yet reflects a common core of the content areas listed.

In order to do this, let us look at educational programs and disciplines in terms of learner outcomes -- what the learner should know, what the learner should be able to do, and what the learner would probably decide to do in a specified situation.

Following educational conventions, we have cast our CE objectives as three categories of learner outcomes. The first category is knowledge -- what should the learner know? This is the traditional emphasis upon the student's ability to recount certain facts and concepts at the teacher's request. The multiplication tables and spelling exemplify this kind of knowledge. It is measured by traditional testing techniques. The second category is skills -- what should the learner be able to do, at what level of proficiency? Reading, carpentry, and computer programming are examples of skills that are measured by presenting the learner with a related task and assessing his/her performance. The last category is generally called dispositions or attitudes -- what the learner would probably do in a specific case and the reasons he/she would give for doing it. Willingness to help, obeying rules, and truthfulness are a few dispositions that would be considered desirable in a CE effort. Dispositions are difficult to measure; most often learners are presented with hypothetical situations and asked what they would do in those situations, or their behavior is observed in selected situations and they are then interviewed in order to learn the reasons for their action.

In line with this model, let us examine our CE definition in terms of knowledge, skills, and disposition outcomes (Figure 2). The sum of these is our best answer to the question: "What does a citizen need to know, need to be able to do, and need to be disposed to do, in order to be a good citizen, participating in our democratic society in a manner which contributes to the common welfare and is personally satisfying?"

Figure 2

CITIZEN EDUCATION LEARNER OUTCOMES

The goal of Citizen Education is to prepare students for current and future responsibilities in their interpersonal, community, and political lives by fostering the acquisition of the following knowledge, skills, and dispositions leading to personal satisfaction and the realization of democratic principles:

Knowledge

- Knowledge of the dynamic institutions and systems that exert influence in our society -- law, economics, politics, religion, international relations, ethics, and technology
- Knowledge of the historical and contemporary context of recurring social issues related to the above institutions
- Knowledge of the major issues and problems forecast for the above areas and others that may emerge

Skills

- Inquiry skills -- which enable learners to select, organize, evaluate, and use information, with special, but not exclusive, reference to problem-solving and decision-making
- Interpersonal skills - which enable learners to engage in communication, act cooperatively, exercise leadership, and take part in arbitration
- Action skills -- which enable learners to formulate problems, generate alternatives, set goals, plan strategies, consider consequences, and evaluate courses of action

Figure 2 (continued)

Dispositions

- o Respect and caring for others
- o Commitment to equality of all persons
- o Commitment to rationality
- o Commitment to personal freedom limited only by the above commitments
- o Identification with positive primary groups, and local, national, and world communities
- o Commitment to action and participation

Note that the knowledge outcomes have been divided into three sub-categories. We want citizens to know about the institutions and systems that influence our society. We also want learners to know issues of the past, issues of the present, and issues which are forecast for the future. This information enables the citizen to participate effectively in our democratic society; it also becomes the basis for decision-making and action in the civic arena.

One can easily conceive of a matrix (Figure 3) with societal institutions and systems along one dimension and problems and societal issues (divided into past, present, and future) along the second dimension. The matrix defines the content of CE, identifying the knowledge requisite to effective citizenship.

Figure 3

CITIZEN EDUCATION CONTENT

Societal institutions and systems	Societal issues: Past	Present	Future
Law			
Economics			
Politics			
Religion			
International Relations			
Technology			
Ethics			

Inquiry skills are important because they enable a citizen to obtain and use information effectively to participate in civic and social problem solving. This is based on several premises. First, citizens will participate, and to do so they must have and understand the facts. Farther, they must have the skills to seek and obtain information. Otherwise, they will be passively dependent upon others to spoon-feed information to them. Once having the information, citizens must be able to make judgments -- to select, organize, and evaluate the information they have received. Finally, they must be able to make use of the information -- to make decisions or solve problems. These inquiry skills are essential to informed, effective citizen participation in our society.

Interpersonal skills have also been divided into subgroups. They are important because they enable individuals to communicate their wishes and values and to relate to the values and concerns of others. Such skills are requisites to effective and personally satisfying participation in civic activities.

Finally, action skills are essential, for thoughts without actions have little or no effect. All the objectives are worthless if the learners do not or cannot carry their knowledge and skills into effective action. Action skills highlight the citizen as agent and actor.

Turning to the dispositions, it should be stated that the first four were selected as the basic principles of CE. They must become the basis for learner action. From another point of view, they might be thought of as values. In addition to these four fundamental dispositions, we have included one reflecting a concern and an identification with the learner's community. We believe

that this, too, is basic to CE's concern with civic participation and contribution to the commonweal. Finally, we have included a disposition to act, for, as we have stated, the knowledge, skills, and dispositions are futile without action. Knowledgeable, skillful, principled action is the ultimate CE objective.

Modes of Instruction and Learning

Modes of instruction and learning refers to the contexts and the means within which and through which the learners receive the educational message. With regard to instructional modes, we make an important distinction between our proposed CE effort and past citizenship educational efforts. Rather than relying solely on traditional classroom pedagogy and curriculum, as in the past, we propose that CE use a wide range of instructional modes in order to generate more powerful and systematic programs.

We have identified six different modes of instruction/learning that we feel can create powerful and effective programs: (1) formal classroom curriculum, (2) interpersonal relations, (3) institutional climate, (4) parental involvement, (5) community involvement, and (6) media.

The formal classroom curriculum is what generally happens in the conventional classroom -- course content, teaching techniques, structural methods, and class-time activities. These elements are what people usually mean when they talk about educational programs and curricula. In this case, the CE proponents will go far beyond formal curriculum instruction, contending that it represents only one mode of teaching/learning possible -- particularly in the area of social learning and growth. Indeed, some of the other modes may be more power-

ful than the formal curriculum in their influence on learning social behaviors. We must look at the total experience of the learner and use as many and varied instruction/learning modes as are appropriate and effective.

The interpersonal-relations instructional mode refers to the immediate person-to-person interaction of the learner's environment. This includes, in part, what has been called the "invisible curriculum." Specific school elements of this mode embrace both (1) staff-learner social exchanges and (2) learner-learner social exchanges. The quality of these exchanges is the chief variable to be considered. For instance, what are the norms, values, and perceptions of the teachers and learners with respect to the principles of equality, respect for all persons, freedom, and rational decision making? What is the nature of interpersonal communications? Is there discrimination, scapegoating, unresolved conflict, hostility? Are there formal and informal mechanisms for encouraging and supporting leadership, for raising and resolving differences? Since CE is concerned with social learning and growth, the interpersonal culture becomes a powerful instructional device. The message is conveyed not by what the teachers say about respect for persons but by how they <u>treat</u> people. Again, in the middle-school years the adolescent peer culture and its concern (or lack of it) about people can be a forceful teacher, a powerful and sometimes destructive shaper of adolescent social learning. In summary, it is our contention that those who would teach CE must be conscious of the interpersonal mode of instruction and learning and its subtleties, must accept the responsibility for influencing the quality and direction of interpersonal relations as part of CE instruction. There are many approaches for doing this, for instance, making people aware of interpersonal aspects, legitimizing discussion of issues, examining the consequences of norms and specific behaviors, and setting goals for change and growth.

A third teaching/learning mode is what we call the institutional climate. Most often this refers to the structure of schools, but it could also refer to the climate of any organization or institution housing CE efforts. Elements of the organizational climate include procedures and structures for developing policy, aspects of school governments, guidance activities, discipline systems, and communication systems within the school. Students live within a social/political organization when they are at school. Participation in this organization can be, in fact is, an influential teacher. If the message of the organization is that students should be passive, take orders, and do what they are told, then, predictably, those students will become citizens who are nonparticipatory, who do not believe in internal control or social efficacy, and who are emotionally and functionally alienated from society. The institutional climate is clearly an important part of the "invisible curriculum."

The fourth mode of teaching/learning is parent involvement. Parents and home life have a strong impact on children's citizenship behaviors, particularly in the early years of life. Basic patterns are set that persist over a lifetime. Thus CE educators must try to touch parents and the home as much as possible, although this is difficult in the current context of the public schools in America. However, specific actions can be carried out, including (1) home/school communications about social behavior; (2) involvement of parents and other family members in policy development related to CE in the schools; (3) introduction of training and workshops in parenting procedures related to CE -- a growing area of interest among parents; and (4) development of parent/learner activities related to CE, such as ceremonies, parent/student council, and so forth. This is an important area which calls for educational pioneering and

leadership. Its potential is enormous, partly because parents want to be involved -- they want to help their children grow in the positive social way set forth in CE.

Community involvement is the fifth mode of learning/teaching. The focus is upon the learners' relationship to institutions/organizations within the community. A powerful and positive socializing force is to involve students in meaningful, authentic social roles in their community -- community defined to include the region, the nation, and the world, although the main focus would be on the local community. Two elements of this mode are the quality of interchanges between the learners and the learning institution and between the learners and the community. To improve and sustain that quality, various steps can be taken. First, foster communication and interaction between learner and community by bringing community speakers into the classroom or going out into the community to collect information. Second, promote student involvement in community issues by holding discussions or, for instance, becoming involved in a project bearing on a community problem. Finally, establish structures and roles for students enabling them to participate in the community; for instance, establish and publicize a clearinghouse for student volunteer community activities, or develop internship programs for learners to participate in government and health-care agencies. There are excellent models of programs in this mode of teaching/learning, and the CE program must stress this valuable approach.

The sixth and final mode of teaching/learning is the use of media. Research has shown that media, especially television, powerfully influences social behavior -- both positively and negatively. A CE effort must be aware

of this power and, if at all possible, use it for CE ends. There are three promising strategies. First, create media programming that focuses on CE objectives. Activity could range from the creation of a CE-type "Electric Company" series to a series of 2 - 3 minute spot clips. This will require substantial federal and/or foundation support, again much as was the case with the "Electric Company" and other program series. A second approach would be to pressure media, employing tactics somewhat like those of the PTA campaign during the last two years. In a sense we would be taking citizen action to persuade the media czars to improve the content and quality of programming. Objections to violence have had an effect. Now demand for positive programming should be initiated. Finally, we can teach learners to be selective and critical about the programs they watch. The school program should make every attempt to teach learners the concepts and the attitudes necessary to move them from being reactive dupes to critical viewers fully aware of media techniques that are used to influence thought and behavior.

Media is a difficult and tricky area. For example, while we would like to see media programs that further CE objectives, there is the danger of unwittingly abridging the First Amendment. Creating TV programs is extremely expensive and chancey. Indeed, many programs that attempted some social good were never aired and are now on the shelf because they were not deemed attractive and/or were not effectively promoted. Nevertheless, CE cannot ignore the pervasive effect of media. This last mode is a serious challenge calling for creative policy development and innovative action.

Thus we have traced how CE instruction can go far beyond the formal cur-

riculum. We are proposing that CE be aware of these many modes of instruction/learning and mold them to further CE objectives. School is a total social/learning experience for the student. The milieu -- as much if not more than the formal curriculum -- is the real message. We must create a total social experience that illustrates and reinforces what we seek to teach. In order to do this, we believe that a CE effort must be aware of the six modes of teaching/learning which we have enumerated and mobilize them to attain CE learner objectives.

Institutions to Participate in CE

Citizen education is the responsibility of many institutional sectors of our society, not of the schools alone. Indeed, in a sense schools serve as the agent of these other societal sectors. Institutions (sectors) which invest in CE today include local and national government, business, labor, volunteer organizations, religious organizations, youth service groups, the military, the family, and public-interest associations such as consumer-advocate groups. They invest money, offer educational facilities, employ educational personnel, and develop creative curricula -- directed to their own members, the public at large, and often public education -- in an effort to convey that part of the CE message which is important to the particular sectors.

The current effort recognizes that these institutions/sectors have a legitimate place in CE, that they are vital to the movement, and that they have important resources and points of view. When mobilized for a common effort, they will assure a richer, more powerful, more broadly based, and more effective CE.

The Role of Research for Better Schools

Research for Better Schools (RBS) is mandated to focus upon schools, particularly elementary and secondary education. However, the CE component of RBS recognizes that these diverse societal sectors and institutions can contribute to its planning and program. Thus it will: (1) seek to develop alliances with those societal sectors other than public education interested in taking part in CE through voluntary association; (2) support other non-school CE efforts by encouraging teachers and students to participate in them; (3) look to these other nonschool efforts for ideas and expertise as appropriate; (4) invite representatives of other societal sectors to participate in CE efforts as advisors and reviewers; and (5) establish communications among the sectors/institutions through conferences and other mechanisms. In short, RBS recognizes that CE encompasses more than what schools do, that there are many institutions and sectors sincerely engaged in CE, and that a successful CE effort will require the full mobilization of these sectors in partnership with public education.

The partnership will also extend to working in cooperation with the three regional states (Delaware, New Jersey, Pennsylvania), with local school districts, with the parents and public of those school districts, and with the children of the schools. At each level the agencies and the individuals will be involved in the planning and development of CE efforts. For example, state planning groups have already been established in Pennsylvania and New Jersey. These groups have formulated statewide goals in CE and have provided guidance and consultation concerning planning for development. The next step will be the identification of schools that will work with RBS and their state to build CE instructional programs.

A Starting Point

The formulation of this working definition marks the beginning of an effort on the part of RBS to develop CE programs in cooperation with the three regional states. As our work progresses the definition will predictably shift and sharpen. New points will be added and old ones will fall away or be modified. Our concepts will be further modified by our successes and failures, by what works and what does not work.

However, we remain convinced that we must reach past the usual formal curriculum concepts and draw upon the rich background of social behavior theory and research to engineer more powerful, more effective, and theoretically sound instructional efforts. We must look at the school as a total learning experience for children, not as simply classroom events. What happens, for example, among peers, parents, the community, and the school as an institution are central to our definition. The message is delivered as much by the context of the school as it is by the content, or formal curriculum.

Despite the unquestionable future revisions and mutations of this working definition, we believe it gives us a start, sets goals, and helps to illuminate the CE domain.