

107TH CONGRESS  
1ST SESSION

# S. 1238

To promote the engagement of young Americans in the democratic process through civic education in classrooms, in service learning programs, and in student leadership activities, of America's public schools.

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## IN THE SENATE OF THE UNITED STATES

JULY 25, 2001

Mr. WELLSTONE (for himself and Mr. DAYTON) introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

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## A BILL

To promote the engagement of young Americans in the democratic process through civic education in classrooms, in service learning programs, and in student leadership activities, of America's public schools.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Hubert H. Humphrey  
5 Civic Education Enhancement Act".

6 **SEC. 2. FINDINGS AND PURPOSE.**

7 (a) FINDINGS.—Congress makes the following find-  
8 ings:

1           (1) Civic knowledge, civic intellectual skills,  
2 civic participation skills, and civic virtue on the part  
3 of the United States citizenry are all crucial for the  
4 vitality of a healthy representative democracy.

5           (2) In the years after leaving secondary school,  
6 young Americans are becoming less engaged in the  
7 democratic process. Whereas 50 percent of Ameri-  
8 cans between the ages of 18 and 25 voted in 1972,  
9 only 38 percent of that age group voted in 2000.

10          (3) The most recent nationwide survey of in-  
11 coming college freshmen, conducted by the Higher  
12 Education Research Institute at the University of  
13 California at Los Angeles, reports that only 28.1  
14 percent of the students entering college in the fall of  
15 2000 reported an interest in “keeping up to date  
16 with political affairs”. This was the lowest level in  
17 the 35-year history of the survey. In 1966, 60.3 per-  
18 cent of students reported an interest in political af-  
19 fairs.

20          (4) According to a Harvard University survey  
21 published in 2000, 85 percent of young people said  
22 that volunteer work is better than political engage-  
23 ment as a way to solve important issues, suggesting  
24 a disconnection between the record high rates of vol-

1 unteerism by young Americans and an interest in  
2 public affairs by these young citizens.

3 (5) The 1998 National Assessment of Edu-  
4 cational Progress (NAEP) Civics Assessment re-  
5 vealed startling results in terms of United States  
6 students' competence in civics at grade levels 4, 8,  
7 and 12. At each grade level, the percentage of stu-  
8 dents shown to be below the basic level outnumbered  
9 the percentage at the proficient level and at the ad-  
10 vanced level combined. 31 percent of fourth grade  
11 students, 30 percent of eighth grade students, and  
12 35 percent of secondary school seniors scored below  
13 the basic level in their civics achievement.

14 (6) A 1999 study published by the Lyndon B.  
15 Johnson School of Public Affairs at the University  
16 of Texas at Austin showed that the introduction of  
17 mandated State assessments in other fields, but  
18 typically not in civics, has resulted in a reduction in  
19 the amount of class time spent on civics.

20 (7) From the 1950s until the 1970s, new and  
21 veteran teachers in the field of social studies had  
22 high-quality professional development opportunities  
23 made available to them through programs funded by  
24 the Federal Government as part of the National De-  
25 fense Education Act of 1958 (Public Law 85–864;

1 72 Stat. 1580), the Education Professions Develop-  
2 ment Act (Public Law 89–329; 79 Stat. 1254), the  
3 National Science Foundation Act of 1950 (42  
4 U.S.C. 1861 et seq.), and other programs designed  
5 by the Department of Education. Most of those fed-  
6 erally funded opportunities—particularly helpful for  
7 new teachers—have disappeared.

8 (8) Service-learning programs, when such pro-  
9 grams are high in quality and linked to other civics  
10 curricula, have been shown to increase student effi-  
11 cacy in public affairs and to enhance students’  
12 knowledge of how government works and how social  
13 change can be brought about. According to a 1997  
14 study by Youniss, McLellan, and Yates and a 1999  
15 study by Melchoir, over 80 percent of participants in  
16 high-quality service-learning programs felt they had  
17 made a positive contribution to their community.  
18 More importantly, according to another 1997 study,  
19 by Billig and Conrad, individuals who participated in  
20 service-learning programs as secondary school stu-  
21 dents were shown to be more engaged in community  
22 organizations and to vote, 15 years after the service-  
23 learning experiences, than were the individuals’ non-  
24 participant counterparts.

1           (9) Our Nation’s public middle schools and sec-  
2           ondary schools often miss opportunities to develop  
3           and support student governments that are viable  
4           voices for students in the operations of those  
5           schools. A 1996 study by the National Association of  
6           Secondary School Principals showed that fewer than  
7           50 percent of high school students believed that  
8           their student government “affects decisions about  
9           cocurricular activities” and barely  $\frac{1}{3}$  expressed con-  
10          fidence in those governments’ ability to “affect deci-  
11          sions about school rules”. Moreover, schools rarely  
12          take full advantage in encouraging formal involve-  
13          ment by students in local or State government.

14          (10) While a variety of civic education enhance-  
15          ment programs have been implemented through Fed-  
16          eral Government efforts and at the State and local  
17          levels, no comprehensive, national research exists on  
18          the short- and long-term efficacy of such programs  
19          in encouraging civic knowledge and other learning or  
20          in promoting civic engagement.

21          (11) As a political scientist, mayor, Senator,  
22          and Vice President, Hubert H. Humphrey exempli-  
23          fied consummately the application of civic knowl-  
24          edge, civic intellectual skills, civic participation skills,

1 and civic virtue in the representative democracy of  
2 the United States.

3 (b) PURPOSES.—The purposes of this Act are—

4 (1) to promote interest and engagement in  
5 democratic processes by Americans, particularly by  
6 younger Americans, through a variety of civic edu-  
7 cation programs;

8 (2) to promote the vitality of elementary school  
9 and secondary school civics curricula and pedagogy  
10 through innovative professional development oppor-  
11 tunities for teachers of social studies and related  
12 fields;

13 (3) to promote service-learning programs in  
14 public schools that are effective in promoting lasting  
15 civic involvement by students through developing  
16 and expanding professional development opportuni-  
17 ties for teachers participating in the school-based  
18 programs under the Learn and Serve America pro-  
19 gram carried out under subtitle B of title I of the  
20 National Community Service Act of 1990 (42 U.S.C.  
21 12521 et seq.);

22 (4) to permit local educational agencies to use  
23 funds made available under an innovative education  
24 program to support certain community service and  
25 service-learning programs;

1           (5) to provide funding for public schools desir-  
2           ing to revitalize the efficacy of student governments  
3           in the decisionmaking process within those schools;

4           (6) to provide funding for public schools to de-  
5           velop opportunities for secondary school students to  
6           participate formally in local or State government ac-  
7           tivities; and

8           (7) to carry out a national study to gain a  
9           fuller understanding of the efficacy of various civic  
10          education strategies in promoting civic knowledge  
11          and other learning and in promoting long-term in-  
12          volvement in civic affairs.

13 **SEC. 3. DEFINITIONS.**

14          In this Act:

15           (1) **ELEMENTARY SCHOOL.**—The term “elemen-  
16           tary school” has the meaning given the term in sec-  
17           tion 14101 of the Elementary and Secondary Edu-  
18           cation Act of 1965 (20 U.S.C. 8801).

19           (2) **INSTITUTION OF HIGHER EDUCATION.**—The  
20           term “institution of higher education” has the  
21           meaning given the term in section 101(a) of the  
22           Higher Education Act of 1965 (20 U.S.C. 1001(a)).

23           (3) **LOCAL EDUCATIONAL AGENCY.**—The term  
24           “local educational agency” has the meaning given

1 the term in section 14101 of the Elementary and  
2 Secondary Education Act of 1965 (20 U.S.C. 8801).

3 (4) SECONDARY SCHOOL.—The term “sec-  
4 ondary school” has the meaning given the term in  
5 section 14101 of the Elementary and Secondary  
6 Education Act of 1965 (20 U.S.C. 8801).

7 (5) SECRETARY.—The term “Secretary” means  
8 the Secretary of Education.

9 (6) STATE EDUCATIONAL AGENCY.—The term  
10 “State educational agency” has the meaning given  
11 the term in section 14101 of the Elementary and  
12 Secondary Education Act of 1965 (20 U.S.C. 8801).

13 **SEC. 4. CIVICS EDUCATOR PROFESSIONAL DEVELOPMENT.**

14 (a) AUTHORIZATION.—The Secretary is authorized to  
15 award grants to institutions of higher education, State  
16 educational agencies, and other nonprofit educational pro-  
17 viders to enable such institutions, agencies, and providers  
18 to establish and operate teacher training and retraining  
19 institutes that focus on effective and innovative ap-  
20 proaches and processes for the teaching of civics.

21 (b) APPLICATIONS.—Each institution of higher edu-  
22 cation, State educational agency, and other nonprofit edu-  
23 cational provider desiring a grant under this section shall  
24 submit an application to the Secretary at such time, in



1 such manner, and accompanied by such information as the  
2 Secretary may reasonably require.

3 (c) CIVICS INSTITUTES.—The teacher training and  
4 retraining institutes authorized in subsection (a)—

5 (1) shall—

6 (A) be conducted primarily during the  
7 summer months with the possibility of short fol-  
8 low-up sessions at other points in the year;

9 (B) be 2 to 6 weeks in duration, including  
10 follow-up sessions;

11 (C) be of a size small enough to allow a  
12 seminar format;

13 (D) train and retrain teachers who teach  
14 in elementary schools and secondary schools;  
15 and

16 (E) focus on improving grade-appropriate  
17 pedagogy or curricula in specific areas of civics  
18 education; and

19 (2) may incorporate participation by elementary  
20 school and secondary school students.

21 (d) STIPENDS.—

22 (1) IN GENERAL.—From grant funds received  
23 under subsection (a), an institution of higher edu-  
24 cation, State educational agency, or other nonprofit  
25 educational provider shall award stipends to individ-

1 uals participating in a training and retraining insti-  
2 tute carried out by the institution, agency, or pro-  
3 vider under this section. The institution, agency, or  
4 provider may also offer course credit as an incentive  
5 to participants.

6 (2) AMOUNTS.—Stipends awarded under this  
7 subsection shall include allowances for subsistence  
8 and such other expenses as the Secretary may deter-  
9 mine to be appropriate, taking into account any ad-  
10 ditional incentive being provided in the form of  
11 course credit, and shall be awarded in a manner that  
12 is consistent with prevailing practices under federally  
13 supported programs comparable to the program car-  
14 ried out under this Act.

15 (e) DISTRIBUTION OF GRANTS.—In awarding grants  
16 under this section, the Secretary shall seek to achieve an  
17 equitable geographical distribution of training and retrain-  
18 ing opportunities throughout the Nation, taking into ac-  
19 count the number of children in each State who are public  
20 school students.

21 (f) AUTHORIZATION OF APPROPRIATIONS.—There  
22 are authorized to be appropriated to carry out this section  
23 \$25,000,000 for fiscal year 2002, and such sums as may  
24 be necessary for each of the 5 succeeding fiscal years.

1 **SEC. 5. EXPANSION OF PROFESSIONAL DEVELOPMENT OP-**  
2 **PORTUNITIES FOR TEACHERS IN THE LEARN**  
3 **AND SERVE AMERICA PROGRAM.**

4 (a) **FUNDING AMENDMENT.**—Section 501(a)(1)(A)  
5 of the National and Community Service Act of 1990 (42  
6 U.S.C. 12681) is amended by striking “, \$45,000,000 for  
7 fiscal year 1994 and such sums as may be necessary for  
8 each of the fiscal years 1995 through 1996” and inserting  
9 “\$65,000,000 for fiscal year 2002, and such sums as may  
10 be necessary for each of fiscal years 2003 through 2006”.

11 (b) **SERVICE-LEARNING INSTITUTES.**—The National  
12 and Community Service Act of 1990 (42 U.S.C. 12501  
13 et seq.) is amended—

14 (1) by redesignating section 116B as section  
15 116C; and

16 (2) by inserting after section 116A the fol-  
17 lowing:

18 **“SEC. 116B. SERVICE-LEARNING INSTITUTES.**

19 “(a) **AUTHORIZATION.**—The Corporation is author-  
20 ized to award grants to institutions of higher education,  
21 State educational agencies, and other nonprofit edu-  
22 cational providers to enable such institutions, agencies,  
23 and providers to establish and operate teacher training  
24 and retraining institutes that focus on effective and inno-  
25 vative approaches and processes for school-based service-  
26 learning programs.

1       “(b) APPLICATIONS.—Each institution of higher edu-  
 2 cation, State educational agency, and other nonprofit edu-  
 3 cational provider desiring a grant under this section shall  
 4 submit an application to the Corporation at such time, in  
 5 such manner, and accompanied by such information as the  
 6 Corporation may reasonably require.

7       “(c) SERVICE-LEARNING INSTITUTES.—The teacher  
 8 training and retraining institutes authorized in subsection  
 9 (a)—

10           “(1) shall—

11                   “(A) be conducted primarily during the  
 12 summer months with the possibility of short fol-  
 13 low-up sessions at other points in the year;

14                   “(B) be 2 to 6 weeks in duration, including  
 15 follow-up sessions;

16                   “(C) be of a size small enough to allow a  
 17 seminar format;

18                   “(D) train and retrain teachers who teach  
 19 in elementary schools and secondary schools;  
 20 and

21                   “(E) focus on improving grade-appropriate  
 22 service-learning pedagogy or curricula; and

23           “(2) may incorporate participation by elemen-  
 24 tary school and secondary school students.

25       “(d) STIPENDS.—

1           “(1) IN GENERAL.—From grant funds received  
2           under subsection (a), an institution of higher edu-  
3           cation, State educational agency, or other nonprofit  
4           educational provider shall award stipends to individ-  
5           uals participating in a training and retraining insti-  
6           tute carried out by the institution, agency, or pro-  
7           vider under this section. The institution, agency, or  
8           provider may also offer course credit as an incentive  
9           to participants.

10           “(2) AMOUNTS.—Stipends awarded under this  
11           subsection shall include allowances for subsistence  
12           and such other expenses as the Corporation may de-  
13           termine to be appropriate, taking into account any  
14           additional incentive being provided in the form of  
15           course credit, and shall be awarded in a manner that  
16           is consistent with prevailing practices under federally  
17           supported programs comparable to the program car-  
18           ried out under this Act.

19           “(e) DISTRIBUTION OF SERVICE-LEARNING INSTI-  
20           TUTES.—In awarding grants under this section, the Cor-  
21           poration, in consultation with the Secretary of Education,  
22           shall seek to achieve an equitable geographical distribution  
23           of training and retraining opportunities throughout the  
24           Nation, taking into account the number of children in each  
25           State who are public school students.

1       “(f) **RULE.**—Funds appropriated under this section  
 2 shall be used to supplement and not supplant funds ex-  
 3 pended to provide other professional development activities  
 4 under this subpart.

5       “(g) **AUTHORIZATION OF APPROPRIATIONS.**—There  
 6 are authorized to be appropriated to carry out this section  
 7 \$10,000,000 for fiscal year 2002, and such sums as may  
 8 be necessary for each of the 5 succeeding fiscal years.”.

9       **SEC. 6. LOCAL INNOVATIVE EDUCATION PROGRAMS.**

10       Section 6301(b) of the Elementary and Secondary  
 11 Education Act of 1965 (20 U.S.C. 7351(b)) is amended—

12               (1) in paragraph (8), by striking “; and” and  
 13 inserting a semicolon;

14               (2) in paragraph (9), by striking the period at  
 15 the end and inserting “; and”; and

16               (3) by adding at the end the following:

17               “(10) community service programs under which  
 18 qualified school personnel train and mobilize young  
 19 people to measurably strengthen their communities  
 20 through nonviolence, responsibility, compassion, re-  
 21 spect, and moral courage.”.

1 **SEC. 7. GRANTS FOR INNOVATIVE ENDEAVORS IN ENCOUR-**  
2 **AGING ACTIVE STUDENT GOVERNMENT AND**  
3 **STUDENT INVOLVEMENT IN LOCAL AND**  
4 **STATE GOVERNMENT.**

5 (a) GRANTS TO LOCAL EDUCATIONAL AGENCIES.—

6 The Secretary is authorized to award grants to local edu-  
7 cational agencies to enable such agencies to carry out 1  
8 or more of the following activities:

9 (1) Planning, developing, and implementing a  
10 program to invigorate and enhance the efficacy of  
11 student government and other student leadership  
12 programs in the decision-making processes of sec-  
13 ondary schools throughout the school district served  
14 by the local educational agency.

15 (2) Planning, developing, and implementing a  
16 partnership program with the appropriate govern-  
17 mental entities to allow formal involvement by sec-  
18 ondary school student representatives in local gov-  
19 ernment activities, on the school board, in the local  
20 educational agency, or in State government.

21 (b) GRANTS TO STATE EDUCATIONAL AGENCIES.—

22 The Secretary is authorized to award grants to State edu-  
23 cational agencies to enable such agencies to carry out 1  
24 or more of the following activities:

25 (1) Providing professional training programs  
26 for student leaders that—

1           (A) inform such student leaders about  
2           local and State government and about the Fed-  
3           eral Government; and

4           (B) are less than 1 week in duration.

5           (2) Providing training programs for student  
6           leaders that—

7           (A) use experienced student leaders to  
8           carry out training on the importance of civic  
9           engagement, methods of engagement, and other  
10          aspects of leadership development; and

11          (B) are less than 1 week in duration.

12          (3) Providing stipends for student leaders who  
13          participate in training programs carried out by the  
14          State educational agency under paragraphs (1) and  
15          (2).

16          (c) APPLICATIONS.—Each local educational agency  
17          or State educational agency desiring a grant under this  
18          section shall submit an application to the Secretary at  
19          such time, in such manner, and accompanied by such in-  
20          formation as the Secretary may reasonably require.

21          (d) AUTHORIZATION OF APPROPRIATIONS.—There  
22          are authorized to be appropriated to carry out this section  
23          \$25,000,000 for fiscal year 2002, and such sums as may  
24          be necessary for each of the 5 succeeding fiscal years.



1 **SEC. 8. STUDY ON THE EFFICACY OF VARIOUS CIVIC EDU-**  
2 **CATION STRATEGIES.**

3 (a) IN GENERAL.—The Office of Educational Re-  
4 search and Improvement shall conduct a study of a rep-  
5 resentative sample of State educational agencies and local  
6 educational agencies, to evaluate the effectiveness of the  
7 various approaches used in civic education in elementary  
8 schools and secondary schools.

9 (b) DURATION.—The study shall not exceed 5 years  
10 in duration.

11 (c) PROCESS.—The study shall be based on a re-  
12 search design determined by the Office of Educational Re-  
13 search and Improvement, in consultation with others, that  
14 involves the use of existing data, and the development of  
15 new data as feasible and advisable.

16 (d) SCOPE OF STUDY.—The study shall examine, at  
17 a minimum—

18 (1) the frequency of the use of various civic  
19 education approaches in elementary schools and sec-  
20 ondary schools and the approaches used for students  
21 at different levels, including—

22 (A) service-learning (as defined in section  
23 101 of the National and Community Service  
24 Act of 1990 (42 U.S.C. 12511));

1 (B) the Close Up program and other experiential learning with State and local government;  
2  
3

4 (C) instruction based on the “We the People . . . The Citizen and the Constitution” curriculum;  
5  
6

7 (D) law-related education programs;

8 (E) participation in simulations of governmental activities;  
9

10 (F) public work programs;

11 (G) participation in student government;

12 and

13 (H) classroom instruction in civics; and

14 (2) the effectiveness of the various civic education approaches in elementary schools and secondary schools and the comparative effectiveness of the various approaches among students at different levels in promoting learning and civic engagement, including effectiveness in promoting—  
15  
16  
17  
18  
19

20 (A) student knowledge as specified in the voluntary National Standards for Civics and Government and in the third National Education Goal;  
21  
22  
23

24 (B) student knowledge of the content of challenging State student performance stand-  
25

1           ards that incorporate civics, government, and  
2           the law;

3           (C) student interest in public affairs and  
4           political activity; and

5           (D) student belief that political engage-  
6           ment is a way to solve important societal prob-  
7           lems.

8           (e) DISAGGREGATION OF RESULTS.—The results of  
9           the study shall be disaggregated by—

10           (1) gender;

11           (2) major racial and ethnic groups; and

12           (3) economically disadvantaged students as  
13           compared to students who are not economically dis-  
14           advantaged.

15           (f) DEFINITION.—In this section, “public work pro-  
16           gram” means a program that involves work on common  
17           projects of civic benefit with a focus on bringing together  
18           individuals with ideological, cultural, racial, income, and  
19           other differences in carrying out the projects.

○