EVALUATION IN CIVIC EDUCATION:
The Case of Indiana Secondary Schools, USA

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Abstrak

Artikel ini menggambarkan hasil penelitian tentang penilaian pendidikan civic pada beberapa sekolah menengah di Indiana, Amerika Serikat. Penelitian komparatif-deskriptif ini bertujuan untuk mengkaji berbagai kondisi yang berhubungan dengan penilaian pendidikan civic pada sekolah menengah di Amerika dan memikirkan kemungkinan penerapannya pada sekolah menengah di Indonesia. Temuan penelitian ini antara lain mengindikasikan bahwa ada beberapa konsep dan model penilaian yang diterapkan pada sekolah-sekolah menengah di Indiana yang patut dan baik pula untuk diterapkan pada sekolah-sekolah menengah di Indonesia, seperti konsep penilaian portofolio.

Key Words: *Evaluation, Assessment, Civic Education, Competency-Based Curriculum, Portfolio Assessment*

I. INTRODUCTION

The purpose of Civic Education in Indonesia is to develop and preserve glorious values and morals based on Indonesian culture that can be implemented in daily attitude and behaviour of students, both as individuals and as members of society, citizens, and God's creatures. In this sense, Civic Education seeks to educate students to "be aware of the knowledge, attitudes, and skills connected with principles of democracy; comprehension of state constitution, citizen's rights and responsibilities; state's rule of law; good government; citizenship; sovereignty of the people; free and fair tribune; equality and equity; justice; human rights; civilization; cultural differences; democratic process; citizenship activities; national identity/attribute; civil society; the market economy; political process; and separation/distribution of power" (CICED, 2000).

In addition, Civic Education is also intended as an effort to educate and supply students with good character, knowledge, and basic skills in relationship between other human beings and citizens or relationship between citizens and their government, and as an education of national defense for all students. However, thus far the

goals of Civic Education have not been implemented in the daily lives of Indonesian students. It could even be concluded that Civic Education in Indonesia has failed to educate and to build good attitudes and behaviours of Indonesian students and to assist them in becoming good citizens. Most of Indonesian educational observers and experts concluded that democracy in Indonesia at this time has failed. The failure of Civic Education in Indonesia, among other things, is caused of inaccuracy in evaluation or assessment of the course at schools. The methods or instruments have often not been consistent with the evaluation guidelines given to the course as stated in curricular.

With a new *Competency Based Curriculum*, Civic Education should be done through *performance-based assessment (evaluation)*, known as *authentic assessment*. In this type of evaluation, teachers can use the combination of several techniques, that is, "activity records, anecdotal records, rating scales of attitudes, action records, work collection, individual assignments, group or class assignments, discussions, interviews, observation records, behaviour mappings, portfolios, questionnaires, sociometric measurements, teacher-made tests, achievement-standard tests, and psychological-standard tests" (Curriculum Center of Indonesia, 2002).

The accomplishment of Civic Education in the future is still uncertain, because the new Competency Based Curriculum is still not grounded in definite goals of Civic Education, that is, the building of good character or good attitudes and behaviour of students. Learning-achievement and indicators formulated in the curriculum are generally still focused more on developing the *cognitive domain* and less on developing the *affective domain.* This can be identified by reviewing the current indicators, such as, *to explain, to say, to give an example, to analyze, to describe, to simulate, to make a record, to compare, to identify, to elaborate,* and so on.

To solve these problems, teachers must choose or apply the most appropriate teaching strategies for Civic Education in the classroom, including in the evaluation. There are many evaluation systems that can be used in the Civic Education to improve the quality of student outcomes. For this reason, a comparative study about evaluation in civic education has been conducted in several Indiana's secondary schools

The importance of evaluation system for achieving Civic Education goals was investigated in this study through observation, interviews, and document analysis in the Civic Education/Social

Studies classroom in selected secondary schools in Indiana, USA. This study stressed the implementation of evaluation used by classroom teachers. It tried to answer such questions as: 1) How do the teachers develop an evaluation in the area of Civic Education at secondary schools in Indiana?, 2) How do the teachers implement evaluation within the classroom?, 3) What are the broader implications of evaluation for the student?, and 4) Is it possible to apply the methods of evaluation used in Indiana secondary schools to those in Indonesia?

The purpose of this study was to examine and to describe several condition related to evaluation (assessment) at Secondary Schools in Indiana with the possibility of application in Indonesian Secondary Schools. Specifically, the purposes are to examine and to describe the development of evaluation systems based on the local curriculum, the implementation of the evaluation system within the classroom, the broader implication (advantages) of the evaluation system, the barriers faced by teachers in developing the evaluation system, to think about the possible application of the evaluation system in Indonesian Secondary Schools. This study was success in that it resulted in a moderately thorough description of these evaluation practices.

Evaluation and Assessment in Learning Process
Gullickson (2003) asserts that evaluation is "a systemic investigation of the worth or merit of a student's performance in relation to a set of learner expectations or standards of performance". Assessment is "a process of collecting information about students to aid in decision making about the progress and development of the students". Evaluation and assessment of students is central and an important thing to student learning in every school and classroom. Without evaluation and assessment, teachers do not know if the learning has taken place, nor can they plan for future learning opportunities.

The most common technique for evaluating an instruction in the United States involves an oral teacher questioning. The second most common technique involves paper-and-pencil testing where the questions are posed in written form. Instrument used in the instruction can be classified in three major categories: (1) nationally standardized tests and scales, (2) achievement tests developed by local, regional, or state agencies, and (3) tests constructed by teachers themselves. Tests, as part of assessment, can be and are usually formulated as: completion (short answer);

true-false (alternative); multiple choices; matching; or essay. In addition, there are alternative evaluation strategies that can be used in the instruction, such as "I learned" statements, portfolios, interviews, observations, etc. In evaluating attitudes and values, teachers may use attitude scales, questionnaires, checklists, rating scales, observation reports, anecdotal records, reports of group discussions, class diaries, log books, committee reports, etc. (Welton& Mallan, 1992; Banks, 1999, Curriculum Center of Indonesia, 2002; Stanulis, 2003)).

Specifically for Civic Education or Social Studies, there are several assessments that can be used to measure and improve students' abilities – performance assessment (task), authentic assessment, and portfolio assessment. Singer: (1997) asserted that *performance assessment* is "a direct evaluation of student competence in a number of different areas using a variety of assessment devices, including standardized tests. Performance assessment attempts to directly measure student's ability to think critically, write clearly, express idea orally, and work cooperatively" (p. 299). *Authentic assessment* is "a form of performance assessment that minimizes the use of tests and encourages direct assessment of student performance during learning activities and through the evaluation of student work". *Portfolio assessment* is "students performance evaluated based on a collection of their work assembled over an extended period of time". The portfolio demonstrates growth as well as final achievement. In addition to a collection of student work, a portfolio is useful document that symbolizes a student mastery of a subject area during a class or a course of study. It must be integrated into the instructional and assessment fabric of a school's social studies program. For portfolio programs to be effective, students and teachers need specific guidelines for creating, assembling, and evaluating student work.

Evaluation and Assessment in Civic Education

Civic Education is important for character building of a nation. Civic Education is a way to educate people about how to be a good citizen because it is connected with values and character education. Some conceptions of Civic Education maintain that we can train students in a short list of skills that provide them the means to good citizens. Wright (1993), for instance, maintains that "Civic Education is values education because the very notion of Civic Education that one holds is in itself bound up with values". If of

one holds that Civic Education consists of inculcating certain virtues such as obeying authorities or keeping one's desk tidy, then one must value this. If one believes that students should be taught how to go about making their own decision, then one must deem this to be important. The key questions in Civic Education are: how people ought to be treated and how disputes between people should be resolved. These are moral questions and they demand that students have particular knowledge, abilities, and dispositions (characters). Moreover, Mabe (1993) stated that "Civic Education is far more profound enterprise rather than citizen-skills or mechanics-of-government approaches suggest, and successful Civic Education, he said, involves moral education. Another way to put this is that Civic Education is not morally neutral, and that to engage in Civic Education is to engage in moral education".

The goal of creating good citizens is an important mission of the entire school, particularly of the social studies and, of course, the Civic Education curriculum. It can be achieved and can be purposefully assessed (Parker, 1992,). Because good citizenship is closely tied to attitudes, evaluation or assessment in these courses should plus more emphasis on attitudes (affective domain).

There are several techniques that can be used to measure or evaluate student's attitudes, such as: Likert Attitude Scale; Thurstone Scale Construction; Gutman Scaling; Bogardus Social Distance Scale; A Single Item; Self Report Attitude-Measurement Technique; and so on. Other techniques that also can be used in measuring attitudes are interview and observation.

II. METHODOLOGY

This study took place in several secondary schools in Indiana. Case study approach was used in this study. Collaboration between Universitas Negeri Padang and Indiana University led to the selection of these schools as a unit of analysis.

The research design used is descriptive. The time frame for data collection is two months. Three kinds of methods were used to collect data in this study. These include: *partial observation*; *semi-structured interviews*; and *document analysis*. The use of qualitative methods in this study was suitable for obtaining accurate, representative, and authentic data from multiple sources. This case study report is expected to contribute an understanding of evaluation in the classroom that may lead to ideas for developing Civic Education and improving evaluation of Civic Education in Indonesian secondary schools.

III. FINDING AND DISCUSSION

A. *General*

According to current Indiana's Academic Standard curriculum, there are four main course clusters (subject areas) for every school grades, that is, English/Language Arts, Mathematics, Science, and Social Studies, applied in Indiana Schools (see appendix C for details), including Secondary Schools at Monroe and Owen counties where this study was conducted. And, here, Civic Education is generally not a specific course. The civic education is, in fact, integrated on particularly some courses (standards) in Social Studies subject area for every school grades, that is, 1) History, 2) Civics and Government, 3) Geography, 4) Economics, 5) Individuals, Society, and Culture for Grade K – 8. And for grades 9 – 12, the Civic Education is integrated on courses of: 1) World History and civilization; 2) World Geography; 3) United States History; 4) United States Government; 5) Economics; 6) Psychology; 7) Sociology (Indiana Department of Education, 2000, http://www.Indiana standards.org/grade2. asp?subj=soc).

Besides, some secondary schools, like Owen Valley High School, offered several supplement courses, either required or elective courses, like Citizenship and Civics and Patriot Expo Seminar (required), Anthropology, Current Problems/Issues, Street Law 1 & 2, Senior Seminar in Law, and Applied Economics (OVCHS, 2003).

In its evaluation (assessment), these courses more focused and emphasized on cognitive aspect (domain). Mastering of the materials in this aspect become the factor affected the graduation of students. Whereas even though affective domain is also one of assessment aspect, through several instrument, such as student anecdotal record, rating scale, observation record, etc., it would not affect the graduation of the students.

B. *Development of Evaluation (assessment) by Teachers in the Area of Civic Education/ Social Studies at Secondary Schools Based on the Local Curriculum*

With respect to the development of evaluation (assessment) by teachers in the area of Civic Education at Secondary Schools based on the local curriculum, teachers were asked to respond about the procedures or steps they used in arranging (designing) an evaluation system in Civic Education/ Social Studies based on the local curriculum. Generally they responded that they broke things

(learning materials) into units on topics or time periods. Then they took grades on vocabulary, reinforcement activities, opinion writings and, finally, doing various tests (assessments).

The results of all the assessments of student achievement would be used for the purpose of reporting student progress (both individual and group) and planning the educational program. In order to provide meaningful information on student achievement, a variety of assessments were used at all levels, including secondary schools. When standardized assessments are given, reports will be distributed to teachers for use in planning. Teacher teams (grade level, department, etc.) will meet to review these reports and revise their instruction accordingly. The goal of instruction is continuous improvement in achievement as measured by several kinds of assessments, both standardized and additional assessments**.**

C. Implementation of Evaluation (assessment) by Classroom Teachers

In connecting with the implementation of evaluation (assessment) by teachers in the classroom, teachers were asked to indicate the special characteristics and emphasis in arranging (designing) evaluation system (design) for the process of assessment in connecting with aspects they assessed, that is cognitive, affective, and psychomotor, in that Civic Education/Social Studies course. They asked also to indicate the balance of aspects they assessed. Most of them responded that almost all of the assessments in classroom were related to cognitive aspects. Almost never of the assessments were related to other aspects like affective (attitude), because attitude, according to the informants, is most difficult and almost impossible to be measured correctly. Although they sometimes used some instruments for this purpose, such as performance record and student progress report, but this will not affect the graduation of the students.

Besides, in this aspect of implementation of curriculum, teachers were also asked to respond about the implementation of the evaluation system (design) within the classroom in connecting with the use of other instrument/technique, beside paper-and-pencil test. Generally they responded that there are several models (kinds) of assessments they used in the area of Civic Education/Social Studies. Although there are many kinds of assessments offered by Indiana Academic Standard, such as: *Diagnostic Test, Cloze Exercises, Unit Tests, Worksheets, Retellings, Portfolios, Reading Logs, Checklists, Daily Journal Assessment, Rubrics and so on*

(Indiana Department of Education, 2002), but, in fact, only some of the assessment models are used by teachers in their classroom, such as: homework, quizzes/puzzles, worksheet, assignment sheet, research paper (project), oral reports, group projects, and the other traditional assessments. Nevertheless, there is an important thing found in this study in connecting with assessment, that is, about *portfolio assessment.*

Portfolios are systematic collections of student work over time. For Indiana High Schools the portfolio for student is usually implemented at the last term (grade) of studying of a student and it's a requirement for all students in graduating their school, as implemented at Owen Valley High School.

In case of "Owen Valley High School, there is a course that fully implementation of this portfolio assessment, that is called "Patriot Expo Senior Seminar" for 1 term and 1 credit. This course is provided for senior student with prerequisite of the expository writing course. This Patriot Expo Senior Seminar is required for all seniors and is a part of the *Patriot Expo*, a name or a motto of which the people of Owen-Spencer called themselves. In this 9-week course, the Expo portfolio will be crated and finalized. All written material will be edited and polished as needed. Students also will prepare and practice for their presentations, which will be held during the final week of the term. Students will be able to finish their visual aids for the presentation. The product phase of the Patriot Expo may be completed outside of class prior to the completion of this seminar. And, the most important is that the Patriot Expo is a graduation requirement for all students (Owen Valley, 2003).

D. Broader Implications of Evaluation (assessment) for Students

With respect to the broader implications (advantages) of the evaluation (assessment) for the students, teachers were asked to respond about the advantages or broader implications of the evaluation system (design) they used toward teaching-learning process in the classroom. Generally, they assert that advantages of the assessment seem only in portfolio assessments.

The advantage of the portfolio assessment is that these collections help students and teachers assess student growth and development. It is essential that students develop a *sense of ownership* about their portfolios so they can understand where they have made progress and where more work is needed.

In the case of Owen Valley High School, for example, the Patriot Expo, as a kind of portfolio assessment, has advantages as follows:

1) Students will increase their critical thinking skills through completion of quarterly cross-curricular writing assessments.
2) Students will increase their problem solving and critical thinking skills through the development and completion of the inquiry-based, senior project presentation (Patriot Expo).
3) Students will increase their critical thinking and problem solving skills through best practice activities and learner-centered projects which are relative to their experience (authentic) and performance assessed.
4) Students can enrich learning experience and help them to become more thoughtful, more appreciative and tolerant of others' ideas, more able to articulate their conclusions, and more directly engaged with the text under discussion.

E. Barriers Faced by Teachers in Developing Evaluation

According to the barriers faced by teachers in developing the evaluation (assessment) system, teachers were asked to express about what barriers they faced in developing the evaluation system in Civic Education/Social Studies. They also asked to tell about what they do to overcome the barriers. Generally, they told that the most barriers they faced are related to students' willingness and limited of time in doing such a many assessment offered by Indiana Academic Standard. The barriers can be described as follows:

1) Many students seem do not like the Social Studies so much compared to other subjects like mathematics and Science, and some of them even do not want to make oral presentation as apart of the assessments
2) It seems more difficult for teachers to do such many assessment models offered by Indiana Academic Standard because of limitedness of time. Rubrics assessment, for instance, have become very big and hard works to do.
3) It is difficult for teachers to make collaboration with parents with respect to doing assessment to students, because some of them are not so aware of these assessments.
4) Many teachers have not been trained well in the most of assessment models, so they are usually not doing an adequate job of using the assessment in the classroom.

5) Another barrier is that when course grades begin to count toward selection decisions, teachers are vulnerable to corruption.

In addition, there are other barriers that caused why affective (attitude) aspect is almost never assessed in American schools formally. This is related to the understanding of the concept of Civic (character/moral) Education in American society. At least, there are two major factors that caused why moral or character education becomes a major problem and often to be polemics among experts or educators: *pluralism* and *secularization.*

F. Application of Evaluation (assessment) in Indonesian Secondary Schools

In connecting with the possible application of the evaluation (assessment) system in Indonesian Secondary Schools, it can be explained that some of the evaluation system applied in Indiana Secondary Schools can be applied in Indonesian Secondary Schools. There is an important finding in connecting with portfolio assessment that can be implemented in Indonesian schools. Patriot Expo, for example, is a good part of assessments that could be used by Indonesian teachers to be implemented for their students.

Nevertheless, in another side, some aspect of the evaluation system cannot be applied. As an example, most of American secondary Schools, including Indiana's, do not assess their student attitude (affective domain) formally. In other words, although the teachers educate their students with the values, morals, and characters – through in an integrated course area, that is Social Studies, that includes Citizenship and Civics, Sociology, U.S. Government, U.S. History, Street Law, etc. (Owen Valley, 2003) -- they never assess those aspects of their student formally. Besides, although the teachers sometimes assess their students' attitudes through some alternative (informal) assessments, such as rating scale, student performance, student progress record, etc., the result of the assessment would not affect the graduation of the students.

IV. CONCLUSIONS AND RECOMMENDATIONS

Evaluation or assessment is the process through which teachers judge the quality of work, both of their own or of their students'. Assessment in education is a complicated issue today. There is a large debate about the tools that we use to measure student learning. Traditional schooling has focused almost entirely on standardized

testing, particularly multiple-choices and other closed-ended questions. This remains the dominant approach to student evaluation today. However, there are other ways to assess students' progress and learning, such as observation, interview, rating scale, student's anecdotal records, etc. Many education specialists believed that the traditional approach to testing doesn't reflect the full range of student learning.

The other general finding in this study is that character or moral education, including its assessment or evaluation, is far more complex than teaching language, mathematics or biology, and so on; it requires personal growth as well as skills development. Yet most of teachers typically receive almost no pre-service or in-service training in the character or moral aspects of their craft. Many teachers do not feel comfortable or competent in the values (affective) domain.

There is an important finding of this study that could be well implemented in Indonesian schools, that is, portfolio assessment like the *Patriot Expo* as a good part of assessments that could be used by Indonesian teachers to be implemented for their students. But, in the other side, it is impossible to apply the evaluation (assessment) system of Indiana schools in the area of Civic Education/Social Studies in Indonesian school, because most of American schools, including Indiana Secondary School, do not assess their student attitude (affective domain) formally. Although the teachers educate their students with the values, morals, and characters – through in an integrated course area, that is Social Studies, that includes sociology, citizenship and civics, U.S. Government, U.S. History, etc. -- but they never assess those aspects of their student formally. Besides, although the teachers sometimes assess their students' attitudes through some alternative (informal) assessments, such as rating scale, anecdotal record etc., the result of the assessment would not affect the graduation of the students. This condition is very different from that of Indonesian secondary school where the result of the attitude (affective) assessment affected the graduation of students or their promotion to next grades.

According to what is presented in chapters before, there some recommendations that could be given in this section with respect to this study:
a. Although all children are born with the capacity to be moral, it needs to be nurtured by parents, schools and the community at

large. Otherwise, its development is stunted. Without a firm sense of right and wrong, children tend to become cynical, alienated and extremely selfish.

b. It is important to educate students with moral or character building and to use an appropriate assessment tools to assess it. These become most important because leap in moral understanding, among other things, occurs in early adolescence (teenagers)

c. It is necessary to use a comprehensive approach in developing school assessments (evaluation). If schools (teachers) wish to maximize their moral or character education, make a lasting difference in students' character, and engage and develop all three parts of character (knowing, feeling, and behavior = *cognitive, affective, and psychomotor* domains), they need a comprehensive, holistic approach in moral or character education, including assessment (evaluation). They should not only focus on the traditional assessment but they should also use many kinds of alternative assessments that can reveal all three aspect of character or moral assessment.

d. In evaluating (assessing) the character of their students, they need to recruit parents and the community as partners in character education. They need to collaborate with parents and faith (religious) institutions, local government, and other communities to assess their students in order that the assessment is not bias.

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