

# Embedding Citizenship Education in Secondary Schools in England (2002-08)

Citizenship Education Longitudinal Study  
Seventh Annual Report

Avril Keating, David Kerr, Joana Lopes,  
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National Foundation for Educational Research



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## Executive summary

### Introduction

NFER is carrying out a nine year evaluation of citizenship education in England on behalf of the Department for Children, Schools and Families (DCSF, formerly DfES). The Citizenship Education Longitudinal Study (hereafter CELS) began in 2001 and is tracking a cohort of young people from age 11 to 18, who entered secondary school in September 2002 and became the first students to have a statutory entitlement to citizenship education (CE).

It is fitting that the first word should go to those in schools who are attempting to embed CE.

*Citizenship and being a good citizen runs through the school like a stick of rock. It affects everything we do, from our teaching and learning policy to our pastoral policy.*  
Head teacher, **School W**

*...we have so little time it's impossible [to follow the National Curriculum]. Sometimes we have to drop whole topic areas.*  
CE Coordinator, **Harcourt Street School**

*I think CE is an important subject to be taught to actually show them [the young people] that we are part of a wider society and wider world.*  
Teacher, **King Street School**

These quotations underline the many successes that have been achieved in embedding CE in secondary schools since 2002 and the considerable challenges that remain to be tackled.

Indeed, the latest research and evaluation evidence suggests that, overall, citizenship education (CE) has become increasingly embedded and established in secondary schools in England over the course of CELS, from 2002 to 2008. Citizenship is more visible in school structures and processes and school leaders and teachers are more aware of and supportive of its impact and wider benefits for schools, students and local communities. However, closer examination at individual school level reveals that the situation is more uneven, bumpy and fractured. The progress of CE is not always linear and positive but is marked by considerable ebb and flow. Most schools are continuing to embed CE in the curriculum and school culture (though less successfully through community links) but at variable rates. However, there remain a minority of schools where CE is not embedded and where students may not be receiving their statutory entitlement.

There have been a number of recent key policy shifts, particularly concerning:

- the introduction of the new National Curriculum
- the revision and updating of the Citizenship curriculum and addition of a fourth strand *Identities and Diversity: Living Together in the UK*
- a statutory duty on schools to promote community cohesion.

The latest findings from CELS suggest that most schools are aware of these shifts. However, because of a time lag between policy formation and implementation, they are only at the early stages of thinking through the implications for their policy and practice. It is therefore too early to conclude what the future holds for CE in schools. But it is likely that a combination of *individual*, *collective* and *system* level factors will be key to future progress.

The report from which this summary derives outlines in detail why this is the case by addressing the research question: ***how far has citizenship education become embedded in secondary schools in England since 2002, and what does the future hold?*** The question is broken down into six further subsidiary themes and questions. The key success factors and challenges in relation to each of these themes and questions are now summarised.

## **Summary of findings**

### **Delivery models for CE**

#### ***The successes....***

There is a great diversity of delivery models and practices for CE in schools. Overall, however:

- **Discrete time slot:** Schools are increasingly choosing to deliver CE through discrete time slots, though PSHE remains the most popular method of CE delivery.
- **Impact and benefits:** School leaders and teachers are increasingly witnessing (and recognising) the positive impact of CE and the wider benefits it can bring to the school and to students, particularly in relation to student participation.

#### ***The challenges...***

Despite these gains, schools still face a number of difficult challenges in relation to CE delivery; for example:

- **Hindering factors:** Delivery policies and practices for CE in schools can be undermined by factors such as: weak leadership, implementation and coordination; the low status of CE; and pressures on curriculum time.
- **Student awareness:** Student awareness of CE is mixed. There continues to be a risk of confusion among students between Citizenship and PSHE and a lack of awareness of CE where it is not delivered through a discrete time slot.

### **Teaching, learning and assessing Citizenship**

#### ***The successes....***

- **Teaching methods:** Active teaching and learning methods are perceived to be the best suited for the delivery of CE and students report that CE lessons tend to involve more active participation than lessons in other subjects.
- **Classroom climate:** Over time, teachers have become more positive about the extent to which students have a voice in their school. Students as a whole are moderately positive about the classroom climate, with older students (i.e. Post-16) most confident about having a voice in the classroom.

#### ***The challenges...***

- **Teaching methods:** Although active teaching and learning methods are popular with students and increasing in use, teaching is still predominantly delivered through *less active* teaching and learning methods (across all subjects, including CE). The use of active teaching and learning methods varies considerably within and between schools.



- **Topic coverage:** While most schools cover the national curriculum for CE, some struggle to cover all topic areas in equal depth. Reasons for this include: lack of curriculum time; lack of teacher confidence and expertise; and difficulty in engaging (some) students with topics around government, politics and voting (the political literacy strand), as well as those concerning diversity, identity and global issues. The data also raised concerns that there is a drop off in education about citizenship (and especially political literacy) once students progress beyond key stage 4.

## **Staffing and monitoring and evaluating CE**

### ***The successes....***

- **Staffing:** A more specialist and experienced cadre of CE teachers is gradually emerging in schools, as teachers gain more hands-on experience of teaching CE in the classroom.
- **Monitoring and Evaluation:** There have been some improvements in the scope and strength of the monitoring and evaluation systems being put in place by schools. Some schools have developed robust and responsive measures that demonstrate a commitment to improving CE teaching and learning in their schools. These measures make use of internal self-evaluation and external monitoring by Ofsted.

### ***The challenges...***

- **Training:** The 2008 survey data suggests that 50 per cent of CE staff had not received any training in CE, and a sizeable number of teachers feel the need for further training in this area (particularly in the subject matter of CE and political literacy). This interest was contradicted in the qualitative data from the case-study schools, which suggested that there was little appetite for further training. However, this data also indicated that one of the primary reasons for this was the structural barriers (namely the lack of time and resources), which limit participation and enthusiasm.
- **External monitoring:** Ofsted's Section 5 (whole school) inspections could be more robust and consistent in their inspection of citizenship; Ofsted inspections can have a significant impact on the status and practice of CE in schools, but there is some evidence to suggest that some Ofsted inspections have not picked up on weak CE provision.

## **Participation outside the classroom**

### ***The successes....***

- **Student participation, outside the classroom and outside school:** School policies and structures for facilitating student participation within and beyond school have become much stronger since 2002, and there are many examples of good practice in building strong relationships between schools and local and wider communities.
- **School climate:** School staff is positive about the level of democracy in their school, and about the nature of the relationships between staff and students, and the school and the local community. Students, for their part, are moderately positive about the extent to which democratic processes are in place in their schools and colleges.

### ***The challenges...***

- **Student participation in extra-curricular activities:** Student participation levels within and outside of school have remained relatively low, despite increasing reports by senior leaders that a wide range of activities are available at school.
- **Types of student participation:** Despite a strengthening of policies and practices concerning participation schools report that it remains a challenge to engage students and increase participation rates in vertical and horizontal activities. There is a particular challenge in providing students with opportunities to engage in 'vertical' participation activities (activities that involve engagement with real, decision-making processes in schools).

### **Final comment**

It is important that policy-makers and practitioners use the latest CELS findings (and particularly the success factors and challenges) to inform their current and future actions concerning citizenship education. There is a particular need to strengthen the support available to schools to address, with confidence, the new National Curriculum, the revised and updated Citizenship curriculum, and the requirements concerning *Identities and Diversity* and *community cohesion*.

Action is also required to tackle the structural challenges facing CE in schools, particularly in those that are failing to meet their statutory duty for CE. The main challenges for CE are those concerning: increasing ability and confidence to address the political literacy strand; improving assessment standards; meeting on-going training needs; strengthening school inspections; and helping schools to embed CE not just in the curriculum but also in the school culture and wider community.

### **Design and methods**

The research design of CELS is based on four interrelated components:

- a longitudinal survey of a cohort of Year 7 students tracking the whole year group through Years 9 and 11 and 13 (or equivalent when they are aged 18), their schools and their teachers
- four cross-sectional surveys of Year 8, 10 and 12 students, their schools and their teachers
- 12 longitudinal school case studies
- a literature review.

The findings in this summary are from the final (fourth) sweep of the Study's cross-sectional survey. A nationally representative sample of 317 schools and colleges in England completed the survey during the spring term of 2008. Visits were also made to 12 case-study schools in the summer term of 2008. The case-study schools, whilst not nationally representative, are illustrative of the range of different approaches to, and experiences of, citizenship education. The latest data (from 2008) was also compared alongside that from previous cross-sectional surveys in 2006 and 2004 and prior case-study visits in 2006, 2004 and 2002. This combined data enables analysis of the research question from three perspectives or lenses: *breadth*, *in-depth* and *over time*.

# 1. Introduction

## 1.1 Introduction to the CELS Study and report focus

NFER is carrying out a nine year evaluation of citizenship education in England on behalf of the Department for Children, Schools and Families (DCSF). The Citizenship Education Longitudinal Study (hereafter CELS) began in 2001 and is tracking a cohort of young people from age 11 to 18 who entered secondary school in September 2002 and became the first students to have a statutory entitlement to citizenship education (hereafter CE)<sup>1</sup> (QCA, 1998).

The overall aim of CELS is to study the *short-term and long-term effects of the compulsory citizenship education* curriculum on students and schools in England, and to answer key questions such as:

- What are the effects of citizenship education on the knowledge, skills and attitudes of young people?
- How is citizenship education being delivered in schools?
- How are these different delivery methods shaping outcomes for students and schools?

CELS seeks to address these questions with four interrelated components: two *quantitative*, namely a longitudinal survey (conducted biennially) and a cross-sectional survey (conducted biennially); and two *qualitative*, namely longitudinal case studies of schools (visited biennially) and on-going literature reviews.<sup>2</sup>

To date, CELS has conducted research with 816 schools and 37,809 students, and examined through its annual reports some of the key dimensions of citizenship education policy in England today, such as: school policy and practice for CE (before and after the introduction of the 2002 Citizenship Order): the citizenship-related attitudes, experiences, and knowledge of students; and the factors which influence the decision-making processes in schools concerning citizenship education.

Now in its penultimate year, the Seventh Annual Report for CELS focuses on the development of citizenship education policy and practice in schools over time, and in particular, the question: ***how far has citizenship education become embedded in secondary schools in England since 2002, and what does the future hold?*** In other words, the report investigates to what extent citizenship education has taken root in secondary schools and become firmly established in school policies and practices since its introduction in September 2002, and how well set it is to move forward.

This focus has been deliberately chosen for a number of reasons: first, and primarily, because it makes best use of the latest CELS data (particularly in relation to the longitudinal case-study schools) in answering the Study's overall research aims and objectives; second, because it builds upon the findings in previous CELS annual reports and findings; third, because it enables us, as researchers, to build toward the final outcomes from CELS; and fourth, because it relates to the evolving policy context, in terms of both citizenship education (CE) and general education. These reasons are explored in more detail in the following sections of this introduction.

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<sup>1</sup> Citizenship is currently part of a non-statutory framework for personal, social and health education (PSHE) and citizenship at key stages 1 and 2 (pupils age 5-11) in primary schools and a statutory foundation subject at key stages 3 and 4 (students age 11 to 16) in secondary schools in England. Schools have been legally required to deliver citizenship education for all 11 to 16 year olds since September 2002.

<sup>2</sup> Further details about the CELS research components can be found in Appendix 1.

## 1.2 How does the report focus relate to CELS research aims and objectives?

The CELS research aims and objectives are set out in detail in Appendix 1, but in short, the key **research aims** can be summarised as follows:

RA1 What are the short-term and long-term effects of citizenship education on the knowledge, skills and attitudes of young people?

RA2 How is citizenship education being delivered in schools, and how are these different delivery methods shaping outcomes for students and schools?

RA3 What changes should be made to the delivery of citizenship education in order to improve its potential for effectiveness?

With its focus on the *embeddedness* of citizenship education, the Seventh Annual Report contributes to each of these research aims. However, the findings in this report are especially relevant for the efforts to address the second and third aims of CELS. In particular, Chapter 2 focuses on the delivery methods that have been adopted and adapted by schools, a task which corresponds with RA2. Chapter 7 contributes towards RA3 by assessing the key findings to date to derive a series of recommendations for policymakers and stakeholders.

This report also contributes directly to a number of the Study's **research objectives** (ROs). These research objectives provide more detailed findings which, when combined, help to answer the Study's three research aims. The Study research objectives to which this report relates most closely are:

**RO2** An analysis of the ways in which students', teachers' and school leaders' understandings of citizenship changes over time, and how this influences the provision of, opportunities for participation in, and actual participation in, school and wider community activities (contributes to Research Aim1).

**RO3** The identification and categorisation of the main models of delivery of citizenship education and the factors which underpin these delivery models (RA2)

**RO5** An overview of the way in which the delivery process develops and changes as citizenship education becomes more embedded in the curriculum (RA2).

**RO6** An overview of practitioners' views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability) (RA3).

**RO7** An assessment of the models or strands of delivery of citizenship which appear to be the most effective (RA3)

For the purposes of this report, the overarching question for this Seventh Annual Report has been broken down into **six subsidiary themes and questions**. This decision was taken to help manage, organise, and report coherently on the mass of data that has been collected in the course of the four visits made to each of the 12 longitudinal case-study schools involved in CELS since 2002. These subsidiary themes and questions, in turn, relate to and help address the overall CELS research aims and objectives. The following table sets out these subsidiary themes and questions and shows how they help to address the broader CELS research aims (RAs) and research objectives (ROs).

	<b>Subsidiary Theme</b>	<b>Subsidiary Question</b>	<b>Link between the ROs and RAs of CELS</b>
1.	<i>Delivery method</i>	How is citizenship education (CE) being delivered by schools in 2008, and how far have these approaches changed since 2002?	<b>RO5 (RA2)</b>
2.	<i>Teaching, learning and assessment</i>	What structures and resources have schools put in place to develop CE teaching, learning and assessment, and what has changed since 2002?	<b>RO6 (RA3)</b>
3.	<i>Staffing, monitoring and evaluation</i>	How have schools staffed CE, what systems have they put in place to monitor and evaluate CE, and how far have these approaches changed since 2002?	<b>RO6 (RA3)</b>
4.	<i>Opportunities for participation (vertical and horizontal)<sup>3</sup></i>	In what ways do schools enable students to put citizenship learning into practice and how have these developed over time? ( <i>i.e.: Have schools become democratic spaces and increased the range and depth of opportunities for vertical and horizontal participation in the curriculum, in the school culture, and in the local and wider community?</i> )	<b>RO2 (RA1)</b>
5.	<i>Key factors for success</i>	What key factors, and in what combination(s), make for successful CE provision in schools and how far have these been recognised and built on since 2002?	<b>RO7 (RA3)</b>
6.	<i>Challenges and recommendations for action</i>	What are the current and forthcoming challenges for schools in embedding citizenship education (CE), and what recommendations for action do our findings suggest?	<b>RO6 (RA3)</b>

The report contains a reminder at the start and end of each chapter of which subsidiary theme and question is being addressed and of how the findings contribute to CELS research aims and objectives. This then allows a brief overview of the findings from this report in relation to these aims and objectives to be included in the final chapter. It is hoped, in this way, to provide clear signposting for the reader in each chapter about what data is being analysed, what the key findings are and how these contribute to the overall CELS research aims and objectives.

<sup>3</sup> Jochum *et al.*, 2005 draw a distinction between 'horizontal' and 'vertical' participation. 'Horizontal' participation relates to participation in community activities, charities, sports clubs, and/ or associations, and is less formal. 'Vertical' participation, meanwhile, relates to participation in political affairs, including participation in political processes and governance related to the decision-making processes in institutions and in society. So in schools student participation in sports teams would be classed as 'horizontal', while membership of the School Council or similar body would be viewed as 'vertical'. This distinction has been used in previous CELS annual reports (see, for example, Ireland *et al.*, 2006).

### **1.3 How does this focus build on previous CELS annual reports and findings and build toward final CELS outcomes?**

This Seventh Annual report also provides a further update from CELS on the progress of citizenship education in and beyond schools since 2002. As such, it builds on, and must be seen in the context of, the six annual CELS reports that have been published to date. A brief overview of these reports is set out in Appendix 1, but, in short, the previous reports have focused on issues such as: active citizenship practices and attitudes among young people; students' experiences, understandings and views of citizenship education and wider citizenship issues; and the ways in which schools have developed a delivery model for CE that reflects the needs and priorities of the local community.

The Seventh Annual Report not only builds from but also adds to the findings from CELS to date. Specifically, it allows findings from the analysis of the latest quantitative and qualitative data (collected in 2008) and to be set alongside those from analysis of previous data, thereby providing an 'over time' perspective, looking back from 2008 to 2002. This 'over time' perspective is particularly powerful in relation to the qualitative data from visits to the 12 longitudinal, case-study schools (see Appendix 3).<sup>4</sup> It enables the general trends emerging from the quantitative survey data to be examined in greater depth and success factors and challenges in the delivery and implementation of CE in schools to be identified.

This report also builds toward the final outcomes from CELS (see Postscript). It updates the current policy context for education in general and citizenship education in particular, notably the preparedness of schools for the new National Curriculum (including the revised and updated Citizenship curriculum), and sets the conclusions and recommendations for action within that context. It also makes use of much of the in-depth data collected, over time, through the qualitative, case-study strand of CELS. This context setting and data coverage makes the reporting of the final outcomes from CELS more manageable. It means that the final reporting can refer back to the data and key findings in this, and previous annual reports, rather than repeat them in detail. This should make for much shorter and sharper outcomes, that are relevant to a range of audiences.

### **1.4 How does the report focus fit with the changing policy context?**

As noted in previous CELS annual reports, policy for citizenship education (CE) and general education has evolved considerably between 2002 (when Citizenship was introduced) and 2008 (when the latest CELS data was collected). It has continued to evolve in 2009. This policy context is important. It provides background to the latest CELS data, helps to explain some of the success factors and challenges that are identified in this report, and frames the report's conclusions and recommendations for action. The following sections, therefore, outline in brief the key policy shifts that have taken place and/or continue to take place since the writing of the sixth annual report in 2008, in terms of citizenship education (CE) and general education policy.

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<sup>4</sup> The names of the 12 case-study schools have been changed to metaphors. This is to preserve their anonymity, in line with agreeing to take part in CELS, and also for effect rather than listing them as school A, B, C, D etc. One page summaries of the progress of CE in each school are provided in Appendix 3.



### 1.4.1 Evolving policy context for citizenship education (CE)

In terms of the evolving policy context for citizenship education (CE), there has been a continuation of the five main interrelated shifts noted in previous reports, namely:

- a reorientation of the focus of discussion around the concept of 'citizenship' from bolstering political participation to its contribution to strengthening notions of identity, diversity, cohesion and integration in the United Kingdom (UK)
- a refocusing of the aims and purposes of citizenship education in schools to foster not only political socialisation (the original Citizenship Advisory Group focus) but also to build greater understanding of issues of identity, diversity, cohesion and integration in relation to schools and their local communities
- a deepening of the notion and practices of student participation and pupil voice in and beyond schools
- an extension of citizenship education policy and practice beyond schools and young people to other education institutions and sectors (e.g. post-16 education and training and higher education (HE)), local communities and the adult population
- a more cross-governmental policy approach to citizenship issues and citizenship education, involving not only the DCSF (in relation to schools) but also other government departments such as Department for Communities and Local Government (DCLG), the Home Office and the Ministry of Justice.

These shifts have come about through three main policy thrusts in education for citizenship. The first has seen an increasing emphasis on *strengthening the voice and involvement of children and young people* in education and other areas in society. This has resulted in a series of initiatives to promote student participation and pupil voice in and beyond schools. The second has witnessed increased efforts to *galvanise citizen engagement, strengthen community cohesion and prevent extremism* in local communities. The third, influenced by the above policy shifts, has seen *revisions made to the original 2002 Citizenship curriculum* as part of the new National Curriculum, which was launched in September 2008. The latest policy developments in each of these thrusts are:

#### 1. Strengthening student participation and pupil voice

- the establishment of a Youth Citizenship Commission (YCC) by the Ministry of Justice in 2008 to examine ways of developing young people's understanding of citizenship and increase their participation in politics.

#### 2. Galvanising citizen engagement and strengthening community cohesion

- Guidance for local authorities and local cohesion practitioners on dealing with, and planning for, community cohesion
- A new duty on schools to promote community cohesion and Ofsted to monitor schools performance in this area
- *Guidance on the Duty to Promote Community Cohesion* (DCSF, 2007) which explains to schools the meaning of community cohesion and how schools can contribute to this process, and highlights examples of good work already underway

- The launch of a national pilot School Linking Network (SLN) to promote school linking and strengthen cohesion between local authorities (LAs), schools and local communities.
- As part of a cross-governmental agenda on preventing extremism (see HM Govt, 2008a and b), the publication by DCSF of a toolkit to provide schools with practical advice on the contribution they can make to preventing violent extremism developing in young people (DCSF, 2008b).<sup>5</sup>

### 3. Revising Citizenship in the National Curriculum

Since September 2008, schools have had to deliver a new National Curriculum which includes a revised and updated Citizenship curriculum. The policy thrusts in citizenship (particularly those on student participation and pupil voice and citizen engagement and community cohesion) have influenced the tenor and nature of the new National Curriculum for schools, as well as the revisions made to Citizenship as a statutory subject. The new National Curriculum places political socialisation, political literacy, and student participation at the heart of the curriculum by including as one of its key overarching aims the aspiration that the curriculum should enable all young people to become *'responsible citizens who make a positive contribution to society'* (QCA, 2007).

Meanwhile, the original 2002 Citizenship programme of study has been considerably revised (QCA, 2007), based on on-going practice in schools and the need to adapt to changing priorities and issues concerning the concept of citizenship in society. The main revisions are: a greater emphasis on the development of concepts such as *democracy and justice* and *rights and responsibilities*: and, more significantly, the addition of a new, fourth strand entitled *Identities and diversity: living together in the UK* which involves students:

- Appreciating that identities are complex, can change over time, and are informed by different understandings of what it means to be a citizen in the UK.
- Exploring the diverse national, regional, ethnic and religious cultures, groups and communities in the UK and the connections between them.
- Considering the interconnections between the UK and the rest of Europe and the wider world.
- Exploring community cohesion and the different forces that bring about change in communities over time (QCA, 2007).

It is this latter strand which considerably alters the original focus of the citizenship curriculum and makes explicit its role in educating not just for *political literacy* but increasingly for *community cohesion*, as recommended by the *Diversity and Citizenship Curriculum Review* report (Ajegbo, 2007).

These developments confirm how young people's civic and political participation, and its connections with citizenship education (CE), continue to take centre-stage in the policy arena, albeit in a reshaped form from 2002. Above all, these latest policy developments have succeeded in broadening the role of CE, both in schools and local communities. Citizenship

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<sup>5</sup> That is: DCSF (2007c) *Guidance on the duty to promote community cohesion*; DCSF (2008a) *Community Cohesion Resource Pack*; DCSF (2008b) *Learning to be safe: a toolkit to help schools contribute to the prevention of violent extremism*; HM Government (2008a) *The Prevent Strategy: A strategy for delivery* May 2008; HM Government (2008b) *The Prevent Strategy: A Guide for Local Partners in England Stopping people becoming or supporting terrorists and violent extremists* May 2008.



education is now framed as making a considerable contribution to addressing issues of identity, diversity, integration and cohesion in and beyond school. This is alongside its original role in strengthening and deepening civic and political participation.

#### 1.4.2 Evolving policy context for education

The development of citizenship education (CE) policy and practice in schools does not take place in a vacuum. It is influenced not just by shifts in CE policy but also by on-going developments in general education policy. As noted in previous annual reports, there have been considerable shifts in education policy since Citizenship became a statutory subject in 2002. Some of these shifts are directly related to CE policy developments, notably student participation and pupil voice. These shifts are important in helping to explain some of the success factors and challenges that have impacted and continue to impact on how far schools have succeeded in embedding CE policy and practice from 2002 to 2008. They also provide the context within which the conclusions and recommendations for action in this report are framed and will be considered.

The main shifts in policy for general education of relevance to this report are:

- **Increase of specialist schools and academies** - in tandem with the raising standards agenda, there has been a move to offer greater choice in how schools are managed and organised. *Academies* are publicly funded schools which are independently managed by external sponsors. They are often in challenging areas and have increased flexibility to focus the curriculum on the particular needs of their students. *Specialist schools* work in partnership with private sector partners and are able to designate a specialism that they will focus on alongside the broad curriculum. Specialisms are selected from a list that includes languages, technology, arts, business and enterprise and humanities, which includes citizenship linked to a humanities subject (interestingly, schools are not permitted to choose to specialise in just citizenship). One of the longitudinal, case study schools in CELS has adopted this approach and has become a school with a specialism in humanities (Citizenship and History).
- **Growth of Assessment for learning (AfL)** - part of the personalisation of learning and centred on ongoing self-assessment of pupil learning. The main aim of AfL is to provide students with qualitative feedback on their progress at any time and/or all the time in order to improve their learning and achievement. It seeks to increase the autonomy of the learner and raise students' achievement. AfL developments have taken place especially in relation to the core National Curriculum subjects, with plans to spread the process to all subjects, including CE.
- **Introduction of 'light touch' school inspections** - Ofsted has a duty to inspect schools at least once every three years. It has moved from week-long, detailed whole school inspections to a shorter, 'light touch' model, often referred to as Section 5 (whole school inspections). This new model typically involves a two day inspection with little advance warning for schools. The inspection focuses on a discussion of the school's self-evaluation and performance with the school's senior management and an assessment of the school's performance in relation to the five outcomes of Every Child Matters, as well as the new duty on schools to promote community cohesion.
- **Launch of the new National Curriculum** - the new National Curriculum (including the revised Citizenship curriculum) was launched by QCA in September 2008. It encapsulates the main shifts in education policy in its aims, intentions and structure. Of particular note is the fact that the new National Curriculum offers greater flexibility to senior management and teachers in schools to design and build their own '*...locally determined curriculum that matches the ethos of the school, the needs and capabilities of its community of learners, and the local context*' (QCA 2007: p.5).

- **Primary Curriculum Review** - the final report of the Primary Curriculum Review, chaired by Sir Jim Rose, holds the promise of a more coherent statutory entitlement to citizenship education for pupils in primary school. Citizenship education is included as part of the area of learning *Historical, geographical and social understanding*, one of the six statutory areas of learning that make up the proposed primary curriculum (Rose, 2009).
- **Macdonald Review** - an independent review of the proposal to make Personal Social, Health and Economic education (PSHE) statutory in primary and secondary schools conducted by Sir Alastair Macdonald (Macdonald, 2009).

These policy shifts in education directly and indirectly influence the context in which CE is implemented, the CELS research is conducted, and the CELS data and reports are to be understood.

## 1.5 Methodology, data sources - quantitative and qualitative - and approaches to the data

The research design of the CELS Study is based on four interrelated components, two of which are quantitative longitudinal surveys and one of which is qualitative longitudinal school case studies.<sup>6</sup> They include:

### Quantitative

- A longitudinal survey of a cohort of Year 7<sup>7</sup> students tracking the whole Year 7 group through Years 9 and 11 and 13 (or equivalent when they are aged 18), their school leaders and their teachers
- Four cross-sectional surveys of Year 8, 10 and 12 students, their school leaders and their teachers (in a different set of schools in each survey).

### Qualitative

- Longitudinal school case studies<sup>8</sup>
- A literature review.

Further details about the survey methodology, sample information and data analysis techniques, are provided throughout this report and in Appendix 2.

The CELS data sources enable the 'embeddedness' of CE in schools to be examined in this report through three different lenses, namely *breadth*, *in depth*, and *over time*. The '*breadth*' of analysis comes from findings from the latest (and final) sweep of the cross-sectional survey of students, teachers and school leaders, which was conducted in spring 2008. The '*in depth*' analysis is provided by the latest qualitative data from the 12 CELS longitudinal case-study schools (from visits conducted in summer term 2008). The '*over time*' perspective comes from comparing the latest data (collected in 2008) alongside that

<sup>6</sup> See Appendix 1 for further details about the research aims and objectives and outcomes (to date) of the Citizenship Education Longitudinal Study (CELS).

<sup>7</sup> In terms of age of students and year groups the following classification applies in schools in England. Year 7 students age 11-12, Year 8 age 12-13, Year 9 age 13-14, Year 10 age 14-15, Year 11 age 15-16, Year 12 age 16-17, Year 13 age 17-18.

<sup>8</sup> CELS began with 20 longitudinal case-study schools, a sample which has since been reduced to 12 for reasons of manageability. The schools are visited every two years throughout the Study and interviews are conducted with school leaders, citizenship coordinators, teachers and groups of key stage 3 and 4 students.

collected from previous cross-sectional surveys conducted in 2006 and 2004 and prior visits to the case-study schools undertaken in 2006, 2004 and 2002.

Finally, using this combined data, the Seventh Annual Report identifies some of the factors that have been critical to schools' success in embedding citizenship education policy and practice since 2002, and some of the challenges that remain. The success factors and challenges are set within the context of previous findings from CELS, looking back in time from the situation in 2008 to 2002 when statutory citizenship education was introduced, and also looking forward from 2008/9. This temporal comparison underlines the power of a longitudinal study such as CELS. These success factors and challenges inform the conclusions and recommendations for action in the closing chapter.

## 1.6 Report structure

This opening chapter has outlined the focus and context of this report. The following four chapters explore distinct themes concerning CE in schools. **Chapter 2** examines how schools have chosen to deliver citizenship education (CE) in the curriculum, how far these delivery models have changed over time, and the factors that have contributed to any change (CELS Research Outcome 2). **Chapter 3** then examines on the teaching, learning and assessment policies that have been developed by schools for CE, and the extent to which these have evolved since 2002. Particular attention is paid to the question of whether schools are encouraging students to develop active citizenship skills in the classroom (CELS RO6).

**Chapter 4** widens the scope to consider how well CE has been integrated into school systems and structures. It looks at two particular key areas: *staffing*, namely how are CE teachers selected and trained; and *monitoring and evaluation* - that is, whether schools have sought to assess their progress in delivering CE and, if so, whether they have made any use of the outcomes (CELS RO6). **Chapter 5** then further broadens the scope the notion of citizenship learning and investigates what opportunities young people have to put their citizenship learning into practice and to participate beyond the curriculum/classroom and in school and in the wider community (CELS RO2).

**Chapter 6** seeks to summarise the distinct themes in the preceding four chapters and present an overview of the current state of CE delivery in schools in England and how it has progressed since 2002. This overview enables the identification of critical success factors that have helped schools to embed citizenship education in policy and practice, and also of key challenges that remain (CELS RO7).

**Chapter 7** draws the findings of the report together through a series of conclusions, which use the data links of *breadth*, *depth* and *over time* to ensure the overarching research question and to set out a series of recommendations for action for key groups involved in the delivery of CE in and beyond schools, namely - policy-makers, practitioners and stakeholders support agencies (RO6). There is also a Postscript and a series of supporting appendices. The Postscript explains where CELS goes from here in terms of final data collection and reporting. The appendices provide background to CELS - methodology, research staff and outputs, details about the data collection and analysis undertaken for this report and short overtime summaries for the trajectory of citizenship education in each of the 12 longitudinal, case-study schools.

## 2. Delivering Citizenship

One of the research objectives of CELS is to provide ‘*an overview of the way in which the delivery process develops and changes as citizenship education becomes embedded in the curriculum*’ (RO6). This chapter makes a considerable contribution to meeting this objective.

### Key findings from the cross-sectional survey

- **Main delivery method:** Although PSHE (Personal, Social and Health Education) remains the most popular vehicle for delivering citizenship education (CE) at key stages 3 and 4, its use as one of the *main* vehicles for delivery has declined since 2006. By contrast, delivery through discrete time slots has increased as a *main* method over the same period.
- **Overall school approach:** More schools are making more explicit links between citizenship education and the activities taking place in wider school life (such as assemblies and extra-curricular activities). This suggests that CE has become further embedded within schools.
- **Rationales for delivery approach:** These have become more ‘citizenship-focused’ and less pragmatic; that is, schools are now less concerned about fitting CE into the existing school structure and more interested in taking steps to improve the quality of the subject.
- **Benefits and impacts:** There has been a notable increase in the number and teachers (school leaders) reporting that CE has a range of benefits and has a positive impact on students. School leaders and teachers are mainly positive about CE, particularly its impact on students’ engagement and participation in and beyond school.

### Key findings from the longitudinal case-studies

- **Diversity of approaches:** A wide range of approaches have been adopted for the delivery of CE in the curriculum, including different combinations of delivery in specific timetable slots; through collapsed timetable events and assemblies; and cross-curricular delivery.
- **Prominence of CE:** Making students aware of where CE is being delivered remains a challenge in schools which do not deliver it in a discrete, CE-only, timetable slot.
- **Factors contributing to good provision:** These include: CE being granted a curriculum slot in the school; the momentum for CE being maintained over time; and schools being responsive to internal and external monitoring and evaluation processes.
- **Factors hindering CE:** These include: leadership and coordination shortcomings; a narrow focus on the delivery of GCSE Citizenship; CE having a low status in the school; and pressure on curriculum time.

## 2.1 Introduction

The Citizenship Advisory Group (QCA, 1998) adopted a 'light touch' flexible framework for citizenship education (CE) and recommended that '*schools consider combining elements of citizenship education with other subjects*' to encourage what it termed '*flexibility of provision*' in schools. As a result, the 2002 Citizenship Curriculum Order does not prescribe how schools should implement CE. Instead, it was left to schools to decide how to interpret the '*flexibility of provision*', be it through discrete curricular timeslots, cross-curricular teaching, and/or extra-curricular activities. School teachers and senior managers were (and are) expected to exercise their professional judgement and to take into account the school's unique context, culture, circumstances and existing staff expertise when deciding the most appropriate delivery model(s) for CE.

One of the research objectives of CELS is to provide '*an overview of the way in which the delivery process develops and changes as citizenship education becomes embedded in the curriculum*'. This chapter makes a considerable contribution to meeting this objective by examining the question: *how is citizenship education (CE) being delivered by schools in 2008, and how far have these approaches changed since 2002?*(RO6). In particular, this chapter:

- examines what delivery models have been put in place for CE at key stages 3 and 4, focusing on whether (and how) citizenship education is delivered within the curriculum.
- explores data from the CELS cross-sectional survey that was conducted with teachers and school leaders in 2008, along with the qualitative data collected in 2008 from the 12 CELS case-study schools.
- looks back over time to identify how far schools' delivery models have changed since 2002 (when CE became statutory), and what factors may have contributed to any changes.
- compares the 2008 CELS data to data from previous CELS cross-sectional surveys (conducted in 2004 and in 2006) and CELS case-study visits (first undertaken in 2002).

## 2.2 Findings from the cross-sectional survey

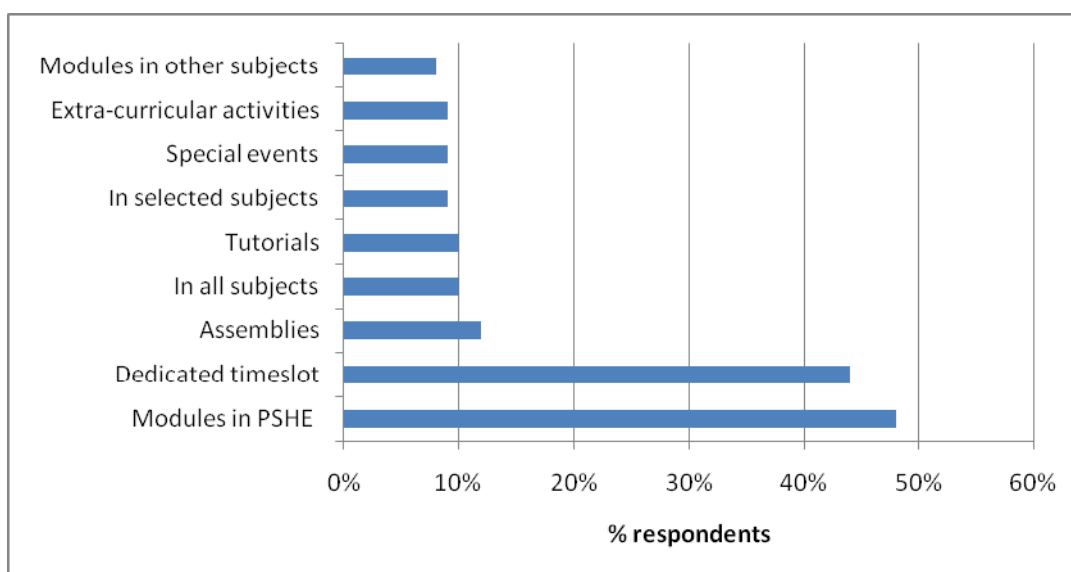
The cross-sectional surveys with school leaders and teachers reveal that, over the course of CELS to date, key changes have taken place in the methods of delivery of CE at key stages 3 and 4. This section presents the main messages from the survey, focusing in particular on: the delivery methods in place, why these models were selected and staff perceptions of CE. This section also examines the direction of the changes which have occurred over time.

### 2.2.1 Delivery Methods

One of the key aims of CELS has been to examine how schools are delivering CE through the curriculum at key stages 3 and 4. The 2008 cross-sectional survey of school leaders reveals that more schools than ever are favouring the use of dedicated timeslots for CE as a *main* delivery method (see Figure 2.1 below). Although PSHE continues to be the most popular 'main' delivery method (selected in 48 per cent of schools), CE-dedicated slots are now a close second (with 44 per cent of schools prioritising this method). Indeed, between 2006 and 2008, the use of PSHE as the main delivery vehicle declined by nine percentage points, while the use of discrete lessons increased by 15 percentage points.

The time devoted to CE delivery in CE-dedicated timetable slots has also risen. In 2008, 80 per cent of schools who had a timetabled slot gave CE 45 or more minutes a week compared to only 67 per cent in 2006.

**Figure 2.1 - Main delivery methods for CE according to School Leaders (2008)**



Base: All school leaders surveyed (N = 185).

Source: Citizenship Education Longitudinal Study (CELS), Cross-Sectional Survey 2008, NFER

Respondents were able to select all answers that applied: responses will not therefore total 100%

The cross-sectional survey data also show that, as part of their CE delivery, proportionally more schools are making more explicit links between citizenship learning in the curriculum and CE activities as part of wider school life. In the 2008 schools survey, school leaders reported that the following methods are used as part of schools' overall delivery approaches for CE:

- **Assemblies** - used in over three-quarters of schools (81 per cent of schools, up from 67 per cent in 2004).
- **Extra-curricular activities** - used in just under a half of schools (49 per cent of schools, up from 37 per cent in 2004).
- **Special events** - used in 44 per cent of schools (up from 37 per cent in 2004).
- **Specific subjects** - used in around two-fifths of schools (41 per cent, up from 35 per cent in 2004), with the most common subjects used as a vehicle for CE being PSHE, RE, History, and Geography (in 80, 73, 62 and 55 per cent of schools, respectively).
- **Tutorials** - used in 37 per cent of schools (up from 30 per cent in 2004).

In addition, compared to 2006, both *assemblies* and *extra-curricular activities* were more frequently identified in 2008 as being part of schools' *main* methods of delivery for CE.

This increase in the popularity of a wide range of methods for the delivery of CE is consistent, for the most part, with teachers' perceptions of what is *effective* CE delivery. Teachers have become increasingly positive towards the delivery of CE in *assemblies* and through *extra-curricular activities*, as well as through *discrete slots*. All three were viewed as effective by proportionally more teachers in 2008 than in 2004. In addition, delivery through *PSHE* is now seen to be effective by proportionally fewer teachers, which may explain its declining use.

## 2.2.2 Rationale for Delivery Methods

The reasons behind the selection of schools' delivery approaches are a further indicator of the increased acceptance and perceived importance of CE. Over time there has been a rise in the proportion of school leaders saying that the rationale for their school's delivery approach was motivated by 'citizenship-focused' concerns, as opposed to wider school issues. For example, in 2008, proportionally *fewer* school leaders than in 2004 said that their approach to CE was chosen to:

- build on *current practice* (54 per cent, a decrease of 22 percentage points).
- *avoid overcrowding the curriculum* (30 per cent, a decrease of nine percentage points).
- satisfy *statutory requirements* (58 per cent, a decrease of eight percentage points).

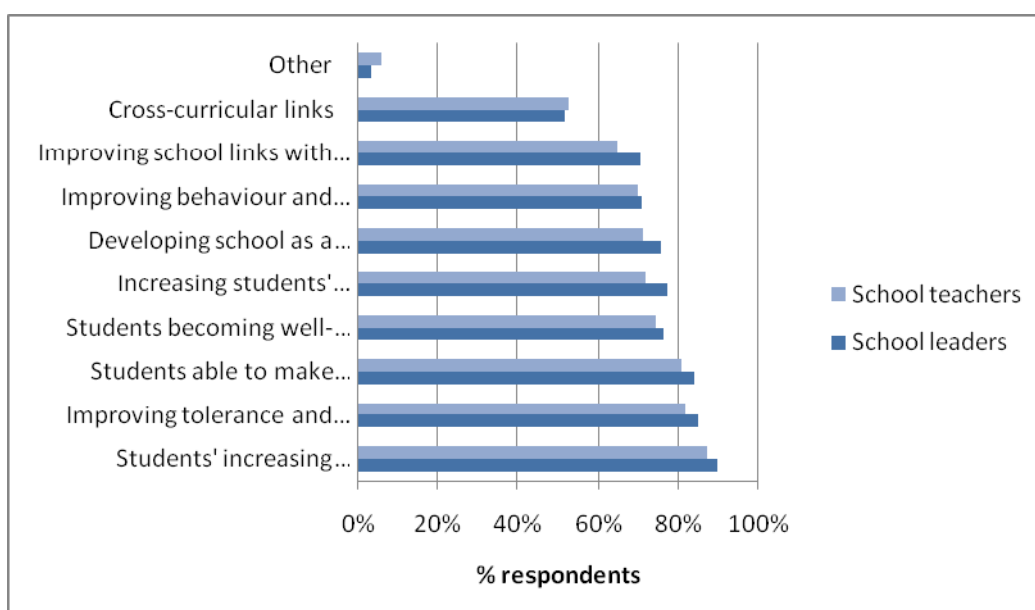
By contrast, proportionally *more* school leaders in 2008 than in 2004 said that their school's approach to CE was influenced by 'citizenship-focused' concerns, such as ensuring that citizenship:

- had a *specialist team* to teach it (43 per cent, an increase of 14 percentage points).
- provision was of a *high quality* (54 per cent, an increase of six percentage points).
- was a *distinct subject* (29 per cent, an increase of five percentage points).

## 2.2.3 Impact and benefits of CE

In 2008, the data indicate that a high proportion of teachers and school leaders feel that CE is of benefit to their school, the most commonly perceived benefits being: an *increased awareness of the local community*; *greater tolerance*; and a contribution to *students' ability to make decisions* (see Figure 2.2 below). Proportionally fewer teachers than school leaders perceive CE to have the benefits listed, but responses across types of benefit follow a similar pattern to that of school leaders.

**Figure 2.2 - Benefits of CE according to teachers and school leaders (2008)**



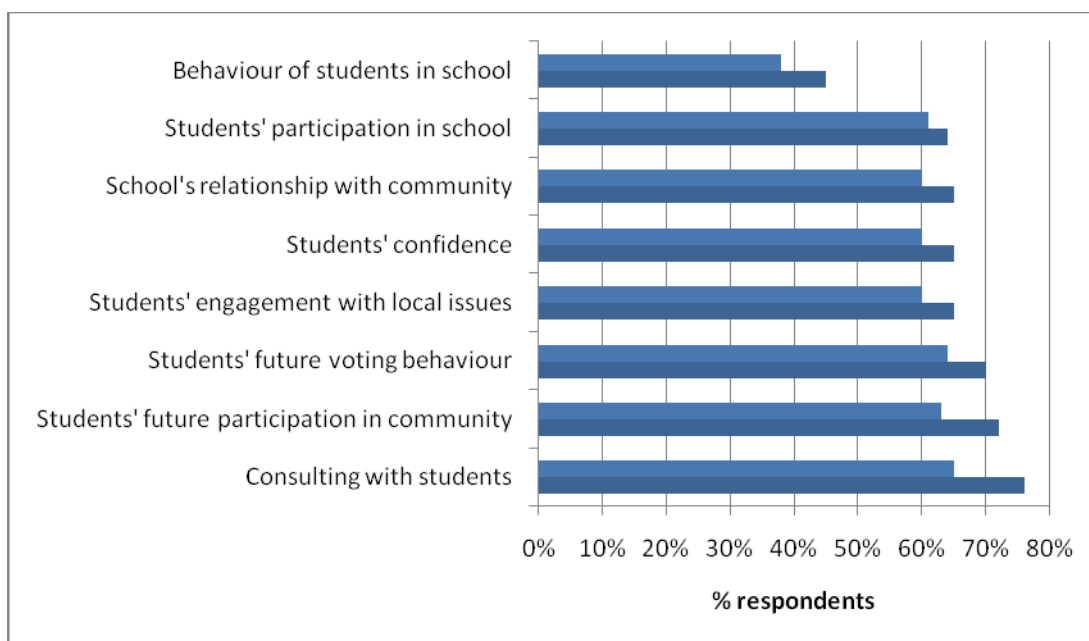
Base: All school leaders (N = 185) and teachers (N=754) surveyed.

Source: Citizenship Education Longitudinal Study (CELS), Cross-Sectional Survey 2008, NFER  
Respondents were able to select all answers that applied: responses will not therefore total 100%



In terms of the *impacts* of CE, the latest survey data (2008) show that school leaders and teachers are mainly positive about CE. School leaders most often report that the introduction of CE is having *some* or a *large* positive impact<sup>9</sup> on *consultation with students*, and on students' likelihood of *voting* in the future and of *taking part in community activities* (as shown in Figure 2.3). Teachers most often cite these areas of impact, as well as student's *engagement with local community issues*.

**Figure 2.3 - Areas in which CE is having *some* or a *large* positive impact (2008)**



Base: All school leaders (N = 185) and teachers (N=754) surveyed.

Source: Citizenship Education Longitudinal Study (CELS), Cross-Sectional Survey 2008, NFER

Over time, the data show that school teachers and leaders are now more positive about the impact of CE. When 2008 data are compared with those from 2006, proportionally more respondents report that CE is having *at least some* impact on students':

- *Confidence* - the number of school leaders citing this impact has increased by 12 per cent since 2006, while the number of teachers citing this impact increased by 15 per cent.
- *Future participation in the community* - the number of school leaders citing this impact has increased by nine per cent since 2006, while the number of teachers citing this impact increased by five per cent.
- *Behaviour* - the number of school leaders citing this impact has increased by seven per cent since 2006, while the number of teachers citing this impact increased by eight per cent. For instance, in 2008, 45 per cent of school leaders thought this was the case, compared to 38 per cent of teachers.

<sup>9</sup> As opposed to *little* or *no* impact.



Moreover, compared to 2006, in 2008 proportionally:

- more school leaders thought that CE was having a *large* impact on student's *participation in school* (an increase of seven percentage points).
- more teachers thought that CE was having *at least some* impact on student's *engagement with local community issues* and the *school's relationship with the wider community* (an increase of nine and eight percentage points, respectively).

In sum, the latest data from the cross-sectional survey suggest that CE has become increasingly embedded in school life over the course of CELS to date and that its status has improved, with increases in the allocation of dedicated timetable slots for CE. This chapter now turns to the longitudinal case-study data to explore in more detail: the different formats through which CE is delivered in the curriculum; how delivery has evolved over time; and the factors which contribute to this.

### 2.3 Findings from the longitudinal case-studies

The 12 CELS longitudinal case-study schools illustrate the variety of approaches being used to deliver citizenship education. They also highlight how schools are combining more than one type of delivery in order to achieve coverage of the CE curriculum.

Most CELS case-study schools deliver CE within a specific timetable slot (i.e. through discrete rather than cross-curricular delivery). These specific timeslots are generally slots which CE shares with other subjects or areas, such as PSHE, careers education and guidance (CEG), or religious education (RE). Some schools have carousel systems in place for this shared timetable slot. However, two schools *do* deliver CE in a timeslot which is exclusively used for CE. In both cases, this is at key stage 4 and is used for the delivery of the Citizenship GCSE short-course.

In four schools, the delivery of CE in the curriculum is carried out *only* within specific timetable slots, either in a CE-only slot or in a slot that it shares with other subjects. By contrast, in most CELS case-study schools, CE delivery takes place in a wide range of arenas (which is in line with the survey data). Indeed, cross-curricular delivery and/or collapsed timetable events are often used to complement delivery in specific timeslots. Two schools also use assemblies.

The qualitative data also highlight that, across the 12 case-study schools, CE is granted differing degrees of prominence in the curriculum and that, as a result, there are varying degrees of CE 'visibility' to students. For example, CE is delivered in a very visible and explicit way in the specialist humanities school (**Humanities High**), which has created a distinct 'citizenship department' and introduced a specific timetable slot for the delivery of CE which is explicitly labelled 'Citizenship'. Unusually, in this school it is 'citizenship' which subsumes PSHE, careers education and guidance, and religious education, all of which share the same 'citizenship' slot. Two other CELS case study schools have also made citizenship visible by renaming the slot shared by CE and PSHE as 'PSHCE', where 'C' stands for 'citizenship' (namely **London Road School** and **Blackrock School**). At the other end of the spectrum, in **Arcadia High School**, citizenship is delivered implicitly as part of PSHE (See Appendix 3).

Where delivery is *not* conducted via a dedicated slot, one recurring challenge is to ensure that students are aware of the fact that they are being taught citizenship; that is, if CE is delivered in a cross-curricular format, or alongside subjects such as PSHE, students are not always aware of the citizenship-dimension of their learning. **Blackrock School** has taken particular steps to overcome this challenge across the curriculum. As subject teachers were

not making CE as explicit to students as the CE Coordinator wished, she has designed a curriculum grid so students can see where they are being taught CE in different subject areas. Similarly, the coordinator in **Dovecote Road School** reinforces the message that CE objectives need to be clearly communicated to students by looking out for this in her comments and lesson observations of other teachers' planning and lessons.

Across the 12 schools, the students interviewed were generally aware of citizenship-related topics being covered in the timetable slots in which CE is delivered. However, the students in **Elm Tree School** recommended that the distinction between PSHE and CE be made clearer, for some students remain confused about the difference between the two areas.

### **2.3.1 Continuity and change in delivery models over time**

The overall trajectories of each of the 12 CELS case-study schools across the period 2002 to 2008 are mapped in Appendix 3, thereby providing a quick overview of how key dimensions of CE have developed over time. These 12 maps highlight that, in most of the CELS case-study schools, the delivery models for CE in the curriculum have remained largely unchanged between 2002 and 2008. However, in five of the CELS case-study schools, considerable changes to the delivery model have taken place.

In some cases, *continuity of delivery approach* over time is a positive finding, since it means that schools which made a strong start in the early days of statutory CE have been able to maintain a high level of provision over time, thus indicating a growing degree of embeddedness for CE. In other cases, however, continuity has not been as positive a phenomenon, as it has meant delivery has not improved, and CE has not progressed as might have been expected.

The same is true for schools that have *changed* their delivery models considerably since 2002. In some CELS case-study schools, changes in delivery approach have been the direct result of monitoring and evaluation processes and can be seen as effective problem-solving. As a result, there is considerable capacity in these schools to continue to improve CE provision into the future. However, in other case-study schools change has been as a consequence either of lack of direction for CE and/or weak leadership and coordination.

The trajectories of the 12 CELS case-study schools, and the contributing factors are examined in more detail in the following sections.

#### ***Continuity of high-level provision***

Continuity of delivery model has mainly been found in CELS case-study schools where a high level of CE status and provision has been in place since 2002 and/or where a high momentum for CE has been maintained over time. For instance, in the specialist humanities school (**Humanities High School**), CE has been delivered discretely as 'Citizenship' since September 2002 and provision built on a long-standing humanities programme covering citizenship topics. On the other hand, in **Elm Tree School** continuity has seen the further broadening of CE delivery in 2008 to include the use of specific subjects to deliver CE, in addition to delivery through PSHE. This broadening is seen by the coordinator as evidence of the confirmed embeddedness of CE across the school, six years on from the subject becoming statutory.

### ***Continuity: factors hindering progress***

In other cases, the reasons behind continuity in provision for CE are less positive. They arise from coordination shortcomings, as well as the chosen approach of senior management, the school's ethos, and related choices.

In **Mine Road School**, for instance, there has been continuity by default - in large part because of shortcomings in the subject's coordination. The original delivery model was set up by a coordinator who has now left and not been replaced; there is, therefore, no coordinator to map, oversee and drive delivery across the curriculum, and CE continues to drift as a result. In **King Street School**, on the other hand, it is the approach of *senior managers* which has arguably hindered progress. In this school, senior management attach great value to CE and exert a strong grip on its planning and delivery at key stage 4. However, they are not actively involved in key stage 3 provision, which tends to be overlooked by these senior managers and remains underdeveloped. For example, in 2006, key stage 3 provision was described by one member of staff as being '*messy and piecemeal.*'

Finally, in **Springfield School** it is the school's strong *academic ethos* which has shaped the approach to CE. Delivering the citizenship GCSE short course in a timetabled lesson has been perceived, since 2002, to be the only way to give CE any status within the school. The school has therefore persevered with this approach. This is despite facing administrative and coordination challenges such as a lack of specialist and committed staff, and being aware that this delivery model provides only a very particular and narrow CE focus.

### ***Change: factors promoting positive development***

Where positive change has marked the trajectories of the CELS case-study schools, a key factor has been a willingness to respond to the outcomes of Ofsted's inspections and/or the school's own monitoring and evaluation processes.

The impact of *Ofsted inspections* is clear in **Queens Road School** (see also Chapter 4). This is an academic school, where the timetable is overcrowded and a non-examined subject such as CE therefore struggles for time and status. However, following Ofsted's comments about minimal time being dedicated to CE at key stage 4, the school has extended provision in specific timetable slots from Year 9 (where it was exclusively delivered in the past) to now include delivery in Years 8, 10 and 11.

On the other hand, the planning, monitoring, and evaluation processes in **Dovecote Road School** have been strong all along. As a result, CE provision has been constantly refined in response to feedback from students and staff, and also to maintain the quality of delivery. This was done whilst navigating the constraints associated with CE being a low status subject amongst its exam-orientated key stage 4 students (see case-study vignette).

## Vignette 1 - Delivering CE at Dovecote Road School from 2002 to 2008

**Dovecote Road School** is a faith school with a strong ethos and an emphasis on academic achievement. Its coordination and monitoring systems for CE are overseen by a member of the senior management team. Close monitoring and regular reviews have allowed this school to develop and adapt the ways in which CE is delivered, whilst taking into account staff and student views as well as curriculum-related constraints and pressures.

In 2003, senior managers in **Dovecote Road School** initially elected to deliver CE through a combination of *cross-curricular* teaching in all subjects and *discrete* teaching in tutor time. This was felt to be the best approach for the school, given its timetable constraints and the range of CE topics to be covered. It was believed that the cross-curricular delivery would enable the school to make use of what was already being done in different subjects, and that it would highlight the connection between citizenship and everyday life. On the other hand, dedicated classes (i.e. delivery in personal and religious education by form tutors) were thought to ensure the whole citizenship programme was covered and that teachers would not be overburdened.

Following monitoring and evaluation, the initial approach to CE was modified and by 2005 a module format had been introduced to deliver CE within personal and religious education. This format allowed form tutors to specialise in particular citizenship or PSHE modules and was devised to reduce the burden on staff and to make delivery more effective.

Further changes were made in again in 2006, in response to monitoring and revision. At this point, the school's delivery of CE within personal and religious education was adjusted: at key stage 4, CE started to be delivered in Year 10 only (with PSHE covered in Year 11). This change was in response to the fact that by key stage 4 students were unclear when they were being taught CE and PSHE, and saw CE largely as a waste of time since it did not contribute to a GCSE. Cross-curricular delivery through designated subjects continued in both 2005 and 2006.

Finally, by 2008, still further changes have been implemented in response to the on-going monitoring and review. At key stage 3, CE has begun to be delivered in every subject and through special 'event days', which were introduced to cover citizenship topics that were difficult to address through cross-curricular provision. This change followed the increase of curriculum time for subjects such as ICT, which in turn reduced the time and space available for CE. Meanwhile, at key stage 4, CE provision was reconfigured to be delivered in a weekly tutorial slot *in addition to* delivery in religious education. This weekly tutorial slot was shared by CE, careers education, and PSHE. CE is delivered after May exams in Year 10 and then in the first part of Year 11. This new arrangement was introduced because there was insufficient time in the Year 10 tutor time to cover the CE curriculum but because students become very exam-oriented in Year 11 it's best to cover CE quickly at the beginning of Year 11 (when it is then followed by PSHE).

### ***Change: factors promoting deterioration or discontinuity of delivery***

Since 2002, there has been a notable decline in the curriculum provision for CE being offered by some CELS case-study schools. The main factors associated with this relate to the low status of CE, the lack of momentum and leadership for CE in the school, and pressures on curriculum time from other subjects. As a non-examined subject, CE has had low status in two academic CELS case-study schools. The impact of this factor is clearest in **Harcourt Street School**, a school which was slow to introduce CE provision following the 2002 Citizenship Order and whose coordinator expressed, even in 2008, the concern that the school might not be meeting its legal obligation to teach citizenship:

*...we have so little time it's impossible [to follow the national curriculum]. Sometimes we have to drop whole topic areas.*

Provision in this school has been marked by changes in approach: from unidentifiable provision (2002), through trialling and dropping the GCSE short-course (4), delivery as part of PSHE (2005), and joint delivery with RE and PSHE using a thematic approach (2006), to delivery in focused units as part of Personal Development (2008) (See Appendix 3). So far, no satisfactory approach has been found and it is felt by staff that CE is gradually being watered down and pushed out of the curriculum.

In **Northwest Community School**, the deterioration in CE delivery stems, in large part, from a lack of momentum and loss of direction. CE was originally intended by senior managers to be a whole-school initiative, taught in a cross-curricular manner. However, this approach proved difficult to manage and coordinate and did not take off. By 2008, the school was on its fourth citizenship coordinator, and delivery was exclusively undertaken by form tutors in a timetable slot shared by CE and PSHE, rather than through all subjects as originally envisaged (See Appendix 3). As a consequence, the status of citizenship has never been strong in the school and has undergone further decline, with teachers disengaged and coordination weak and almost non-existent.

Pressure on curriculum time from other subjects (such as ICT and the core subjects) has also contributed directly to the reduction of time allocated to CE in two other CELS case-study schools: namely in **Arcadia High**, a school which has been in special measures, and in **Dovecote Road School** (see case-study vignette above).

## 2.4 Summary and conclusions

This chapter set out to explore the question *How is citizenship education (CE) being delivered by schools in 2008, and how far have these approaches changed since 2002?* In so doing, the chapter provides valuable findings to help address CELS research objectives, particularly concerning how delivery changes as citizenship becomes more embedded in the curriculum. It reveals that, overall, the CELS survey and longitudinal case-study data present a positive picture regarding the way in which schools have implemented CE in the curriculum between 2002 and 2008. Nonetheless, there remain some schools where CE has not been developed in the curriculum, as envisaged by the Citizenship Advisory Group and in line with the Citizenship Order, and, as a result, its delivery has not become embedded in the school.

The cross-sectional survey data indicate that CE is a subject and a concept that is continuing to strengthen within the curriculum. The use of dedicated timeslots as a *main* delivery method has increased, and a wider range of opportunities for citizenship learning are being offered by schools. Furthermore, and teachers (school leaders) are now more positive about the benefits and impacts of CE. It is possible that the two variables (delivery and staff perceptions) mutually reinforce each other, with the strengthening of the subject ensuring that further benefits and impacts are perceived, and vice-versa. Time may have also played its part as, by now, staff and students may have developed a better understanding of the subject's purpose and role in their school, enhancing both the implementation and the impact of CE.

The case-study data corroborate the survey findings in so far as many of the CELS case-study schools have developed solid provision for CE in the curriculum and are continuing to monitor and improve current provision. However, the case studies also illustrate how, in some schools, efforts to progress citizenship delivery have been hindered by a range of factors including weak leadership, poor coordination, the low status of CE, and pressures on curriculum time. Many of these factors have been ever-present and, as evidenced by previous CELS annual reports and Ofsted findings (see Kerr *et al.*, 2007; Ofsted 2006) have hampered the implementation of CE since 2002.

Indeed, CE delivery in a number of case-study schools is currently regressing rather than progressing, with the danger that it is barely visible and, in time, might become invisible and perhaps even non-existent. It is schools in these circumstances which present a particular challenge for those wishing to further implement and improve the delivery of CE in schools. Given the failure of internal mechanisms to date, these schools may require greater external intervention, if the downward trajectory of CE is to be reversed and it is to move forward. However, this is a delicate issue given the emphasis on a 'light touch' approach to citizenship and the encouragement to schools, through the revised National Curriculum, to use greater flexibility in designing and building a curriculum that suits their circumstances. The balance between flexibility and prescription in the delivery of the citizenship curriculum is an issue that will be followed up with the case-study schools in the final year of CELS.

Of course, the delivery model is only one of the dimensions to be considered when evaluating the degree of embeddedness of CE in schools. The next chapter examines three issues which both shape and are shaped by the chosen curriculum delivery models, namely: schools' teaching, learning, and assessment policy for CE.

### 3. Teaching, learning and assessing citizenship

This chapter provides findings that help to address the CELS research objective to provide ‘an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability (RO6)).

#### Key findings from the cross-sectional survey

- **Teaching methods:** Students and teachers generally thought that lessons (across all subjects including citizenship) are more often characterised by *less active* teaching and learning methods than by *more active* ones, particularly at key stage 4.
- **Classroom climate:** Over time, teachers have become more positive about the extent to which students have a voice in their school. However, the views of students (particularly younger ones) are less positive than those of teachers and have remained largely unchanged throughout CELS to date
- **Citizenship topics studied:** Students report that they have studied a wide range of citizenship education (CE) topics, but that not all topics are covered to the same depth.
- **Assessment methods:** A wide range of assessment methods are used in CE, including self-assessment and assessment based on student responses in class. Just under a third of schools have introduced (or are planning to introduce) assessment by Citizenship GCSE at key stage 4.

#### Key findings from the longitudinal case-studies

- **Teaching and learning in CE:** Active teaching and learning methods are perceived to be the best suited for the delivery of CE and students report that CE lessons tend to involve more active participation methods than lessons in other subjects. However, the prevalence of active methods varies between and within schools.
- **Resources:** In many schools, the availability of resources to support the delivery of CE has improved since 2002, but a number of challenges remain to be overcome, particularly in the development of up-to-date resources that motivate students and support more active learning.
- **Citizenship topics studied:** Most schools cover the national curriculum for CE, but some face difficulties in achieving full coverage due to lack of curriculum time, delivery through optional subjects, and the challenge of engaging (some) students with topics around the **political literacy** strand such as *government, politics, voting and the legal system* as well as topics concerning *identities, diversity, and European and global issues*.
- **Assessment methods:** Most schools assess achievement in CE and the GCSE short course in CE is becoming increasingly popular. However, in three schools no assessment of CE is undertaken due to a mixture of time constraints and senior management views that CE is not a subject which can be assessed.

### 3.1 Introduction

This chapter explores the question: *What structures and resources have schools put in place to develop CE teaching, learning and assessment, and what has changed since 2002?* and provides findings that help to address the CELS research objective to provide ‘an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability)’ (RO6). It examines the teaching, learning and assessment policies that have been developed by schools for citizenship education (CE). The analysis focuses on four key aspects:

- the use of more ‘active’ teaching and learning methods (which are believed to foster active citizenship skills).
- whether classroom climate fosters the active involvement of students in lessons.
- the level of coverage of citizenship-related topics.
- how student learning is being assessed and recognised.

Particular attention is paid to whether schools are encouraging students to develop active citizenship skills. The Citizenship Order (and wider citizenship education literature and practice) emphasises that citizenship learning involves not just the acquisition of knowledge and understanding, but also the development of skills that will equip young people to become active citizens. As the Crick Report noted:

*It is vital that teachers have the knowledge, understanding, skills and confidence needed to be successful in the interactive teaching approaches which underpin effective learning in citizenship education.* (QCA, 1998, p.30)

In examining these issues, the chapter focuses on 2008 CELS data from the cross-sectional survey and from the 12 longitudinal case-study schools. It also looks back over data from previous cross-sectional surveys (2004, 2006) and case-study visits (began in 2002) in order to identify any trends in how the teaching, learning and assessment of CE has evolved since 2002.

### 3.2 Findings from the cross-sectional survey

This section presents data from the CELS cross-sectional surveys of students in Years 8, 10 and 12 in both schools and colleges. More specifically, the analysis focuses on the:

- types and prevalence of active teaching and learning methods that are being used in schools.
- range of citizenship-related *topics* being covered, and whether this has changed *over time*.

Findings from the student survey are complemented with data from the teacher survey.

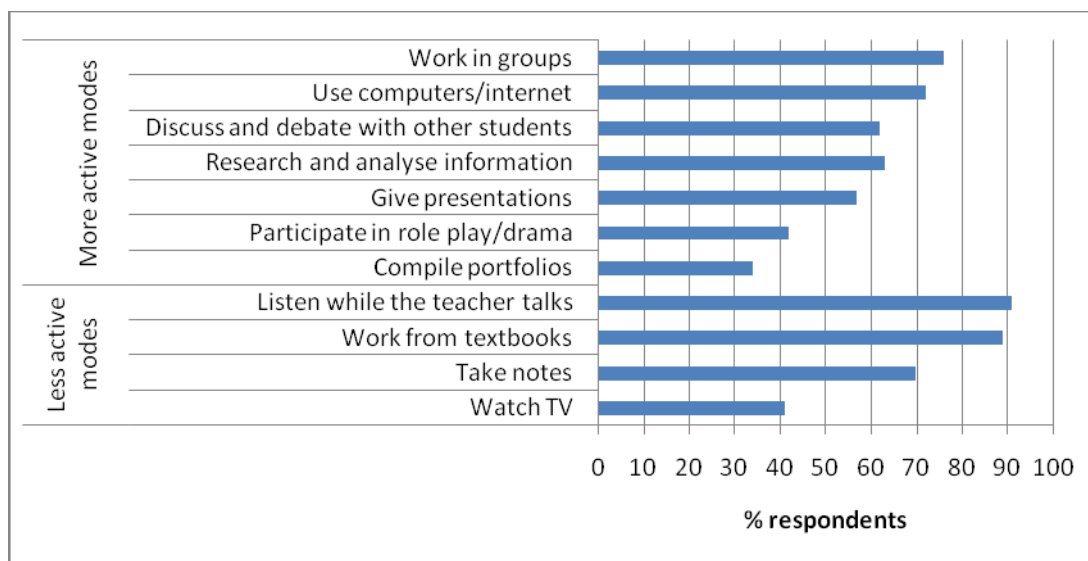
#### **Student participation in class and lesson planning**

Overall, in lessons across all subjects (including those in CE) *less active* types of teaching and learning activity predominate over *more active* types. This is clear from student responses to the 2008 survey regarding the frequency with which different teaching and learning strategies are used in their classes (see Figure 3.1 below).



The 2008 data also show that, across all subjects (including CE) many students take part in lesson planning and management. Indeed over half (58 per cent) of students report discussing *how to work* during lessons, at least sometimes. However, only around a quarter (24 per cent) report having been involved in *planning the teaching* sometimes or more often. It is also interesting to note that, of all the year groups surveyed, Year 10 students are the least positive about the extent to which active teaching strategies are employed; one reason for this may be that the pressures of preparing for GCSE examinations at key stage 4 may encourage more didactic teaching, including in the Citizenship GCSE short course.

**Figure 3.1 - Teaching strategies used in lessons *sometimes* or *often*, according to students (2008)**



Base: All Year 8, 10 and 12 students surveyed in schools and colleges (N = 6,472).  
 Source: Citizenship Education Longitudinal Study (CELS), Cross-Sectional Survey 2008, NFER

In comparison to students, teachers are more positive about the regularity with which *more active* forms of teaching and learning occur in the classroom. Similar mismatches between the views of students and teaching staff have been found and discussed in previous CELS reports; see, for instance, Kerr et al. (2007).

### Classroom climate

Besides teacher-led activities in class, the CELS surveys also explored *classroom climate*<sup>10</sup> in order to examine the extent to which young people are able to contribute in class, not just in CE lessons, but in all lessons or subject areas.

Data from the teacher survey indicate that, on average, teachers are highly positive about *classroom climate* and the amount of opportunities for student participation in the classroom. Teachers have also become increasingly positive about classroom climate throughout CELS to date.

<sup>10</sup> *Classroom climate* is a composite variable derived through factor analysis. High scores indicate that students discuss and debate, bring up issues for discussion, receive unbiased information from teachers, express their views (even if they disagree with teachers), and are encouraged to make up their own minds. Possible *Classroom Climate* scores range from 0 to 100; as a qualitative indication for how high or low students scored on these composite variables, scores in the 35 to 65 range are described in the text as *moderate/fairly*, those below that range as *low*, and those above it as *high*.

Students, by contrast, tend to be less positive than teachers about *classroom climate*. Factor analysis of the 2008 student survey data indicates that, on average, students are *moderately* positive about classroom climate (mean score = 58.8). On the one hand, most students report that, at least sometimes, students *bring up issues from the news for discussion* in class and *feel free to express their opinions* (60 and 78 per cent of students, respectively); student responses to these items have remained relatively stable over time.

On the other hand, there are mixed feelings amongst students in terms of how much they feel that teachers *respect student opinions* and how much they *feel free to disagree with their teachers*. The oldest students surveyed (Year 12) were more likely than any other age group to feel they could take part in class in a democratic way, and, on average, were also more likely to respond positively to questions relating to classroom climate. This may reflect the different teaching and learning climate fostered in post-16 education and training settings compared to that at key stages 3 and 4 in schools.

### Topics covered

Students in Years 10 and 12 were asked whether they had learned about a range of CE topics in the previous 12 months. The 2008 data show that students study a wide range of CE topics, that some topics are more frequently covered than others, and that students are not always aware of whether they have been taught topics that are part of the Citizenship curriculum. Indeed, between 11 and 25 per cent of students answered 'don't know' in relation to each citizenship topic.

Students report that the citizenship topics that they have studied *least* often are *global community*, the *European Union (EU)*, *voluntary groups* and *resolving conflict* (with 63, 62, 62 and 60 per cent, respectively, responding 'no' or 'don't know' for each topic). One possibility is that these topics may have been delivered as part of subjects other than 'citizenship', and may or may not have been framed under the particular 'headings' used in the citizenship curriculum. By contrast, the citizenship topics that students report *most* frequently having learned about are *rights and responsibilities*, *different cultures*, *the environment* and *crime and punishment* (with 69, 66, 64 and 63 per cent, respectively, responding 'yes' for each topic).

Over time, two changes in the level of coverage of citizenship topics are apparent:

- more students in 2008 report learning about *the environment* than in previous years (64 per cent in 2008, compared to 55 per cent in both 2004 and 2006).
- coverage of *voting and elections* peaked in 2006 (with 36, 42 and 35 per cent of students reporting learning about this topic in 2004, 2006 and 2008, respectively); this was possibly due to a general election taking place in 2005.

In general, proportionally more Year 10 than Year 12 students report having learned about CE topics in the last 12 months. This is probably due to the fact that students are more likely to study CE at pre-16 (where it is a statutory subject), than at post-16 (where there are optional A and AS level citizenship courses and general studies programmes). This raises questions about the extent to which students continue citizenship learning in post-16, education and training settings.

Among Year 10 students, there has also been an increase over time in the proportion of students who report having studied certain citizenship topics. Over the course of CELS to date, Year 10 students increasingly reported that they had learned about *crime and punishment* (66 and 74 per cent in 2004 and 2008, respectively), *parliament and government* (35 and 48 per cent in 2004 and 2008, respectively) and *voting and elections* (31 and 40 per

cent in 2004 and 2008, respectively). This growing student recognition of citizenship topics may be a further sign of the increasing embeddedness of CE in schools, and further support the evidence about delivery presented in Chapter 2.

### 3.2.2 Assessment

The 2008 data indicate that over half of schools surveyed have an agreed assessment policy for citizenship education (CE) at either key stage 3 (54 per cent) and/or key stage 4 (51 per cent), and that a broad range of assessment methods are used in CE. The most common methods are those that involve self-assessment (used in 67 and 55 per cent of schools with an agreed assessment policy at key stages 3 and 4, respectively), student responses in class (used in 60 and 52 per cent at key stages 3 and 4, respectively) and observation of students in class (used in 57 and 51 per cent at key stages 3 and 4, respectively). The slightly lower percentages for the prevalence of these assessment methods at key stage 4 may be due to the Citizenship GCSE short course being used by some schools as a main or additional approach to assessment.<sup>11</sup> Just under a third (31 per cent) of schools are using or planning to use the short course GCSE in Citizenship to assess progress at key stage 4, a proportion which has increased by six percentage points since 2004.

The data show that, between 2004 and 2008, there was a marked increase in the use of peer assessment and presentations for assessing CE. The use of peer assessment increased by 22 percentage points at key stage 3 (to 45 per cent) and by 17 percentage points at key stage 4 (to 37 per cent). Similarly, the use of presentations increased by 17 percentage points at key stage 3 (to 45 per cent) and by nine percentage points at key stage 4 (to 35 per cent). By contrast, over the same period, the data show a notable decline in the use of portfolios: down 20 percentage points at key stage 3 (to 27 per cent) and down 12 percentage points at key stage 4 (to 32 per cent).

These same themes concerning teaching, learning and assessment in CE are now explored from a qualitative perspective in the sections below, using the data from the 12 longitudinal case-study schools.

## 3.3 Findings from the longitudinal case-studies

This section presents data from the biennial visits to 12 case-study schools conducted over the course of CELS. These visits have provided rich in-depth data about: the *teaching and learning* approaches and the *resources* used to deliver CE in the curriculum; the extent to which a breadth of *citizenship topics* are covered; and how CE is being assessed in these schools. The key findings from this data are set out below.

### 3.3.1 Teaching and learning approaches

A wide range of teaching and learning methods are used to deliver CE in the curriculum in the 12 case-study schools. These include methods which stimulate active and independent learning (e.g. discussion, group work, research and drama), as well more didactic activities (e.g. teacher talk and textbook- and worksheet-based tasks). Students often report that CE lessons involve *more active* teaching and learning methods than those experienced in lessons in other subjects.

Across the CELS case-study schools, there is general agreement amongst students and teachers that it is desirable and effective to use *active* teaching and learning methods when delivering CE. For instance, both teacher and student interviews indicate that students enjoy

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<sup>11</sup> The survey only asked schools about the GCSE short course in citizenship, as the full course GCSE in citizenship was only made available from 2009 onwards (see [www.aqa.org.uk](http://www.aqa.org.uk)).

discussion, and the opportunity it presents to express their own opinions and to listen to those of others. In addition, active teaching and learning strategies can also make it easier to learn about citizenship education. As one student noted: ‘Some [citizenship] lessons are quite easy because instead of... just copying out of the textbook, the teacher... involves you in the lessons.’

Nevertheless, a note of caution needs to be added when considering active teaching and learning approaches. However desirable such approaches are for CE, the benefits need to be set alongside the potential pitfalls. For example, in one of the case-study schools visited, students had a clear recollection of undertaking experiential learning activities in CE lessons, but had difficulty identifying what the point of the activities was, and what they had learned.

Moreover, in practice, and despite the desirability of more active methods, citizenship education is often delivered through a *mixture* of methods, active and didactic. While some case-study schools favour active methods, others instead use a more didactic approach in lessons, and complement this with a range of opportunities for active learning and participation outside of the classroom (including those explored in Chapter 5). By contrast, one case-study school (**Mine Road**) favours a didactic approach to CE above all else with little or no opportunities for active teaching and learning.

The balance struck between active and didactic teaching and learning strategies for CE within the curriculum in each case-study school is influenced by a range of factors relating to the characteristics and policies of the school, including its approach to the implementation of CE. The influence of these factors leads to differences in approach *between* schools. In addition, teaching and learning in CE also varies *within* schools, due to the characteristics and preferences of staff and students. These factors are examined in the next two sections.

### 3.3.2 Factors leading to differences *between* schools’ teaching and learning

A number of factors appear to influence the overall approach to the delivery of CE in each case-study school’s curriculum. These factors relate to: (a) how a school has elected to implement CE; (b) whole school policies towards teaching and learning; (c) schools’ monitoring and evaluation processes; and (d) pragmatic concerns, such as the availability of resources and curriculum time.

#### (a) *Implementation of CE*

Schools have adopted a range of *delivery models* (see Chapter 2), *approaches to staffing* (see Chapter 4), and *types of assessment* (see below) for CE, and all these aspects of the implementation of CE have the potential to impact on a school’s teaching and learning strategies for CE.

*Delivery models* can influence the range of teaching and learning methods used for CE in the curriculum. For instance, **London Road School** uses more discussion and less written work during its dedicated CE slot, in the belief that appropriate levels of written work will be undertaken via the cross-curricular dimension of CE (that is, in other subject areas).

By contrast, pressures associated with the need to deliver the Citizenship GCSE short course (and therefore cover content for the exam) can lead to more didactic approaches and the use of a more limited range of resources (as tends to be the case in **Mine Road School** and **Springfield School**). The effect of such examination pressures can be compounded by the absence of a core, specialist teaching team who are committed to CE, as this can lead to some teachers not dedicating as much time as otherwise to planning CE lessons, and not going beyond the booklets and textbook provided (see also Chapter 3).

Weaknesses in the implementation and coordination of CE can also be associated with limitations in teaching and learning. In the case of **Harcourt Street School**, citizenship delivery has had little impetus, with the result that CE is being slowly pushed out of the curriculum and there are few opportunities for active learning. Moreover, in **Northwest Community School**, where coordination is weak, the coordinator reports that greater emphasis is placed on covering core content than on developing student skills. In this school, the coordinator has more active extension activities available to support the topics covered in CE lessons but reported that no teacher has asked to use them.

Meanwhile, some case-study schools have created shared schemes of work, lesson plans and/or resources, which are made available by the CE coordinator to all departments and teachers that are delivering CE across the curriculum. These resources can contribute to setting a school's overall teaching and learning approach to CE, such as in **Humanities High School**, where discussion is written into the CE schemes of work and is then promoted across the school through designated subjects. However, the influence of such resources should not be overestimated. They are often non-prescriptive and their impact is dependent on the extent to which individual members of staff follow the common guidelines that have been set out by the CE coordinator (as seen below) or chose to use their own methods and resources.

#### **(b) School policies regarding teaching and learning**

Schools' policies and priorities regarding teaching and learning can also impact on how CE is delivered. This is particularly noticeable in the case-study schools **London Road, King Street, Queens Road, and Dovecote Road**. For instance, **London Road School** is designated an *accelerated learning* school, as part of which the school tries to accommodate every type of learner in lessons. This leads to the inclusion of visual resources, resources for kinaesthetic learning and interpersonal activities in every lesson including those on citizenship. A further example of this impact can be seen in **King Street School**, where senior management place great store on experiential learning and learning about contemporary issues. This teaching and learning philosophy has, in turn, influenced the school's approach to CE, and encouraged the school to build in study visits as part of citizenship learning and avoid the use of textbooks.

#### **(c) Monitoring and evaluation processes**

There is evidence in some case-study schools that their internal monitoring and evaluation processes have led them to adapt their teaching and learning practices accordingly. In **Blackrock School**, for instance, CE lessons are interactive and there is very little written work. This approach reflects feedback from students that they prefer this style of lesson.

#### **(d) Pragmatic issues**

The availability of resources for the delivery of CE in a school can affect the degree to which a variety of teaching and learning approaches are used. For instance, access to computers (and therefore the use of ICT for CE) is limited in two schools (**King Street School** and **Arcadia High**). By contrast, in **Harcourt Street School** CE is delivered by a well-resourced department and one teacher reported that this solid base has encouraged him to move away from didactic approaches in his CE teaching.

Availability of resources is a particularly important influence on CE delivery where it is taught by **non-specialist teachers**. Non-specialists may have more limited time, confidence and enthusiasm to plan and look for resources for their CE lessons since their first commitment is to their main subjects. This is the case in **Springfield** and **Mine Road Schools** where non-

specialists, because of their lack of confidence and unfamiliarity with certain citizenship topics, rely in their citizenship lessons on the resources produced by others.

The **size of class groups** can also affect the teaching and learning approaches adopted and teachers' ability to deliver CE in active ways. For instance, the large size of student groups can make it difficult to organise study trips or to involve all students in discussion unless it is done through whole-class discussion. Similar challenges were noted with regards to active citizenship activities (see Chapter 5 and section 3.3.3 below).

These factors account for differences *between* schools in their overall approach to the teaching and learning of CE. However, differences *within* individual schools are also apparent, and the next section examines some of the factors which can engender these differences.

### **3.3.3 Factors leading to diversity of approach *within* schools**

A number of factors appear to contribute to variance in the teaching and learning approaches used *within* a school to deliver CE in the curriculum. These tend to fall into two categories - (a) staff characteristics and preferences and (b) student characteristics.

#### **(a) Staff Characteristics**

The characteristics of individual members of staff can affect the type and range of teaching and learning methods used to deliver CE. For instance, in **Humanities High**, discussion is written into the CE schemes of work but it is acknowledged that students' opportunities for discussion depend on how long individual teachers dedicate to discussion in their CE lessons. Interviews with students in **Springfield and Dovecote Road Schools** revealed a similar pattern; that is, not all students have had the same opportunities for debate and discussion in their CE lessons.

Teachers' individual preferences, commitment to CE and understanding of the subject seem to be the main reasons for teachers' differences in approach. For instance, one teacher described his individual style as 'old chalk and talk' (**Harcourt Street School**), which, in turn, has limited his interest in, and use of, active teaching methods. As for commitment to CE, staff who are more committed reportedly are likely to put more time and effort into planning and resourcing their lessons. Finally, a recently-qualified teacher (in **Springfield School**) thought that unless staff have recently qualified or attended training they are unlikely to understand the aims and purpose of CE as set out in the National Curriculum, particularly the active, participatory components. This lack of understanding may affect teachers' approach to the teaching and learning of the subject.

#### **(b) Student characteristics**

There is also some evidence that schools and teachers vary their teaching and learning approaches according to the characteristics of the students being taught, including:

- *Students' age and level of study* - for example, in **Humanities High**, students are given increased opportunities to undertake independent and active learning as they get older (also found above to be a general trend in the survey data). Also as noted above, however, was the fact that schools tend to use more didactic methods during examination years (i.e. during key stage 4).
- *Classroom behaviour* - behavioural issues in some classes can limit the use of active teaching and learning strategies (although issues associated with group work can be alleviated where the teaching is conducted by experienced teachers).

- *Students learning styles and preferences*: for example, one teacher reported that he adapts his delivery style according to the learning needs and preferences of his students, to try to take into account their preferences for reading or writing.
- *Ability*: teachers report that some teaching activities are more effective with some groups than with others, although there is not necessarily a consensus on what these are. For example, one teacher felt that brighter students were more 'able' for, and engaged by, discussions and debates, whereas another teacher (in a different school) felt that the discussion element of CE made it easier for the *less* able to get to grips with CE.

That said, regardless of the characteristics of staff or students, the ability of teachers to use different teaching and learning approaches is partly influenced by the resource availability and use. The issues surrounding resource use are considered in the next section.

### 3.3.2 Resources

The teaching and learning of citizenship education in the case-study schools is supported by a wide range of resources, from textbooks, worksheets and DVDs to drama groups, study trips and external speakers (e.g. local councillors, MPs and MEPs, charity representatives and police and prison officials).

Some of the resources are obtained from *external organisations*, such as charities; the media (e.g. news items, BBC Newsround); NGOs including citizenship NGOs (e.g. the Citizenship Foundation and School Councils UK (SCUK)); and citizenship professional associations and support networks (e.g. Association for Citizenship Teaching (ACT), Post-16 Citizenship Development Programme and citizED teacher training network). Other resources are put together *in-house* (often from internet material) by the CE coordinator, individual teachers, or subject departments (where delivery is cross-curricular). These in-house resources have, in some schools, been improved over the course of CELS to date. For instance, in **Springfield School** the CE topic booklets are now less prescriptive and offer more activity and extension options. Meanwhile, **Humanities High** has developed a finance game in collaboration with a bank in order to cover the financial literacy components of CE.

In the CELS case-study schools, textbooks and worksheets tend to be associated with more passive teaching and learning approaches. However, these resources can have a number of advantages: a textbook can reassure teachers, cover a broad range of citizenship topics in one resource, and help to supplement other materials. In addition, both textbooks and worksheets can be especially useful in supporting the delivery of CE where it is taught by non-specialists, and/or where teaching is tied to an examination syllabus, notably the Citizenship GCSE short course (as in **Springfield School**).

Nevertheless, over-reliance on textbooks and worksheets can lead to students feeling bored and becoming disengaged and de-motivated. Some case-study schools are therefore keen to supplement the use of textbooks and worksheets by presenting CE information using DVDs or videos. These, however, are not without problems. In **London Road School**, for example, the students we interviewed told us that although DVDs and videos are a good way to learn about CE, they can also be as 'boring' as textbooks.

Speakers from the 'real world' can also help to motivate and enthuse students about CE. For example, in **Dovecote Road School**, outside speakers have proven particularly useful in addressing citizenship topics linked to the political literacy strand, such as government and the political system; the legal and justice system; and European and international organisations. It is felt that these topics do not fit neatly anywhere else in the curriculum (in a cross-curricular approach), that teachers lack knowledge and confidence in teaching them and that students find them dry, boring and unrelated to their everyday interests and

experiences. The use of outside speakers (such as local politicians, judges, and youth workers) who have recent and relevant experience has helped to bring these topics to life for young people and bridge the gap between theory and practice.

ICT resources are widely employed in CE lessons in the case-study schools, including the use of interactive whiteboards and computers to make presentations and show video clips. In the majority of case-study schools, ICT-use both in and beyond the classroom has risen over the course of CELS. This is partly due to the spread of personal laptops for teachers and interactive classroom equipment, which can be used to show clips from the internet. However, it should be noted that this trend is not universal. Restricted access to computers for teachers and in classrooms is still an issue in some schools while it should also be remembered that not all staff are equally keen on nor sufficiently confident in using ICT tools for CE teaching.

### ***Constraints on resources available***

Despite the positive developments noted, schools contend with a number of constraints when resourcing the teaching and learning of CE – most notably *financial, time and practical* constraints.

Financial constraints can affect the *range of resources* used in the delivery of CE. For instance, students may not have the funds to pay for field trips, and/ or schools may not have the funds to buy new textbooks or materials. Financial constraints can also mean schools have to *put together their own* resources rather than purchasing them (see case study vignette from **Queens Road School** below). However, this strategy is not necessarily ideal. One case-study school leader (**Arcadia High School**) noted that in-house, coordinator-compiled resources are not necessarily of the greatest quality, and called for more resources to be made available to support CE teaching and learning. He also suggested the creation of a national grant-like fund to which schools could apply with their own, innovative proposals for CE projects.

### **Vignette 2 - Creating CE resources at Queens Road School**

**Queens Road School** is a school where *active learning* is encouraged and promoted. Indeed, every tenth school day is made up of 'enrichment activities' which are facilitated by teachers and external visitors and allow students to take part in independent and active learning. In keeping with this approach, the delivery of CE is characterised, as the coordinator describes it by more 'talking and thinking' than by note taking, and discussion, debates and other active methods are frequently used.

The school has purchased some CE resources (including some citizenship GCSE textbooks), but these are perceived to have their shortcomings - notably, in the words of the coordinator, being '*too dry for lessons*'. However, the overall budget to support CE is small, and, as a result, a decision has been taken to create the majority of CE resources in-house. These in-house materials are compiled using the internet, materials that arrive through the post and TV (such as Teachers' TV from which a DVD on PSHE / CE was put together). The school also has community links through parents and governors and international links which they use for some resources.



Coordinators and teachers often have little time to access, sift through, explore and evaluate the many resources available for CE. This can be a particularly important factor in schools where CE is delivered by non-specialists and / or teachers who are more committed to other subjects and have limited time for CE. Another time constraint results from pressure to achieve good exam results in all subjects, including in CE where it is delivered through the GCSE short course. For example in one case-study school (**Kings Road School**), this pressure is reportedly making teachers less willing to spend time out of the classroom and study visits in CE and other subjects are being curtailed as a result.

### 3.3.3 Topic coverage

Most of the CE coordinators in the 12 case-study schools report that, overall, their schools cover the national curriculum for CE, either in full or reasonably well. However, there are exceptions to this coverage. The one outstanding exception is **Harcourt Street School**, where it is acknowledged that the time dedicated to CE is so limited that whole topic areas have to be dropped (see Chapter 2 for factors contributing to this state of affairs). Likewise, in **Queens Road School** the time dedicated to CE is also not sufficient to cover all the listed topics. Meanwhile, in **London Road School** cross-curricular delivery leads to some coverage issues because not all students take all the subjects through which CE is delivered.

Despite good coverage of CE topics in most schools, there are some content areas which teachers find more challenging to address than others. The main challenges concern topics linked to the *political literacy* strand of citizenship, namely government, politics, and voting. There are also issues with covering topics associated with the new fourth strand in the new Citizenship National Curriculum around *identities and diversity*, as well topics addressing European and global issues. Some of the challenges these topics raise are outlined below.

#### **Government, politics, and voting**

Teachers reported that teaching government, politics and voting to students was very challenging. This was attributed by some to the fact that students are not interested in politics and politicians, and that the topic is 'dry' and hard to make interesting and relevant for young people. Others pointed to the fact that current teaching practices are often not sufficiently creative and that resources are not up-to-date and thus fail to capture students' imagination or interest.

Student interviews in the case-study schools corroborate teachers' views that students do not necessarily engage well with the *political literacy* strand of citizenship and with topics concerning government, politics, and voting. That said, in most of the case study schools at least some of the students see the point of covering this area, even if others find it dull or too complicated.

Echoing this sentiment, some teachers indicated that they take students' age into account when considering when and how to address these topics. For example, in one school (**Dovecote Road**), European and EU (European Union) topics are only introduced in Year 9, as it is thought that students will be better able to understand them then. Similarly, the coordinator in **Springfield Road** suggested that, although it is helpful to have CE in the curriculum, it is post-16 students who can benefit most from, and are most engaged by, CE and political literacy as they approach voting age and the take-up of adult roles and responsibilities. However, it could be that this problem stems more from *how* these topics are taught, rather than whether these topics are age-appropriate.

It should also be noted that it is hard to disentangle the exact nature of the relationship between lack of student engagement with the political literacy topics and the challenges teachers face in teaching them. It is a chicken and egg situation in terms of what comes first.

It begs the question to what extent does how the political literacy topics are taught contribute to student disinterest and vice-versa?

### ***Identities, diversity and global issues***

In most case-study schools, students were positive about covering topics related to identities and diversity. However, in two schools, some staff thought that the socio-cultural homogeneity and isolation of the local community presented particular challenges in addressing these topics with students in the school. The challenge was at two levels. At the first level, it was an issue concerning lack of experience and ignorance. The isolation of the local community meant that students had little or no experience of, or engagement with, those from other backgrounds and, therefore, a level of ignorance about what went on beyond their local area. At the second level, it was an issue concerning attitudes within the community and the home. These views are sometimes repeated by students, and teachers felt that it was important, but also challenging, to tackle the negative views that were expressed about people from other backgrounds and cultures.

A related issue was raised about teaching European and global issues in **Arcadia High School**, where one teacher thought that it can be challenging to engage students with topical European and global issues because, being from a remote rural area, some do not feel that it affects their daily life.

This suggests that further support may be required for schools and teachers in addressing these CE topics, especially given the renewed emphasis on *identities and diversity* in the new Citizenship National Curriculum and schools' legal duty to promote community cohesion (see Chapter 1).

#### **3.3.4 Assessing Citizenship**

Only three of the 12 case study schools have not yet established systems for assessing student achievements in CE (namely **King Street, Northwest Community, and Queens Road**). In schools where systems have been put in place, assessment takes a variety of forms including: assessment within CE-dedicated timeslots and in other subject lessons; teacher-led assessment as well as self- and peer-assessment; and the assessment of written and non-written work.

Assessment in CE is supported, and achievement recognised, by reports in most case-study schools, as well as by portfolio-type records, and/or qualifications and certificates. In **Dovecote Road School**, for example, there is a citizenship card to recognise active citizenship, while in **London Road School**, the less academic students can obtain an Asdan qualification which contains CE elements. Four of the case study schools offer the citizenship GCSE short course at key stage 4 (**Springfield, Mine Road, Elm Tree and Humanities High**). It should also be noted that formal assessment using the GCSE is becoming increasingly popular, with many case-study schools considering either upgrading to the full GCSE in citizenship in the near future, or introducing this examination course for the first time.

Whether and how CE is assessed is influenced by constraints relating to time and staffing resources, the characteristics of the schools and their students, the coordination and status of CE, and staff views about the assessment of CE. These are examined in the following sections by considering: first, the factors which have fostered or hindered the development of CE assessment over time; secondly, the motivations underpinning the introduction of citizenship GCSE course; and finally, the challenges faced by schools in the implementation of their chosen model of CE assessment.

### **Assessment practice over time**

Although assessment practice in CE in schools has remained relatively unchanged over the course of CELS (at least to date), positive developments have taken place in two case-study schools. These developments highlight the value of a committed coordinator and/or the high status of CE as a subject. In **Springfield School**, for example, the CE coordinator (who is a specialist CE teacher) has built formative assessment into lessons. In the specialist citizenship school (**Humanities High**), there has been considerable tightening of assessment, with the introduction of a marking policy, a structure for report writing, and stipulated points in the teaching programme where assessment is to take place.

On the other hand, persistent time constraints (**Queens Road School**) and long-standing views that CE cannot be assessed (**Kings Road School**) have prompted two case-study schools *not* to develop CE assessment strategies. The latter perspective was summarised in 2005 by the school leader at **Kings Road**:

*...we are in the realm of attitudes and philosophy [with CE], rather than content. And who is going to be arrogant enough to mark those? We could give marks for participation, but what would you give the quiet, reflective listener?*

### **Motivations underlying the introduction of the Citizenship GCSE course**

As for the citizenship GCSE course, considerations which can motivate schools to introduce this mode of assessment at key stage 4 include:

- achieving programme coverage and good exam results.
- motivating and engaging students to engage with the subject (particularly beneficial in academic, exam-focused schools), and
- enhancing the credibility of CE.

In addition, in **Arcadia High School**, the GCSE is being considered as a means of enhancing students' awareness of CE and, in **Blackrock School**, it will be introduced in response to student calls for a qualification in the subject. It should also be noted that offering a *full* GCSE citizenship course can have added advantages over a short course. Indeed, in schools in challenging circumstances, it is thought that upgrading the GCSE offer for citizenship to the full GCSE can help with motivating and enhancing the career opportunities of students, as well as help with the school's academic performance. It can be particularly useful in meeting the crucial national target of ensuring their students achieve five or more A\*-C grades in GCSE or equivalent exams.

The reactions of many of the students interviewed mirror schools' motivations for introducing a citizenship GCSE. In most case-study schools, students identified career-related advantages associated with having a qualification in CE, even if to some this only applied to specific careers (e.g. social work, law and politics). In one school (**Kings Road School**), students also thought that having an exam would encourage students to work harder in CE lessons. In yet another case-study school (**Dovecote Road School**), the value of a qualification in CE was seen to depend on how much it is worth (i.e. full GCSE versus short course). It must however be added that, in many case-study schools, students did express concerns that having a CE exam could increase the stress and strain of exams on students, increase their overall workload and 'spoil' the nature of CE by turning CE lessons to be more like those in other examination subjects (i.e. with less emphasis on active approaches and discussion and more on teacher talk and work from textbooks and worksheets). Some students also mentioned that they felt that CE was not something which could be easily assessed, although others welcomed qualifications and/or certificates to show publicly what they have learned in the subject.

Despite the enthusiasm of many case-study schools for the citizenship GCSE, it is noteworthy that some schools have not introduced it and are unlikely to do so. In **London Road School**, for instance, staff are concerned that their students may not be sufficiently able to cope with an exam in this area. In this school, where active teaching and learning dominates, it is also felt that the citizenship GCSE is more about theory and knowledge acquisition, not active practice and skills development, and is therefore not particularly suitable to the way that the school approaches CE. Additional concerns about the move to a citizenship GCSE that were raised by teachers were: the fact that it is knowledge-based, artificial, and restrictive; that failing a citizenship exam may have a damaging impact on students; and that this examination is a rather blunt instrument to evaluate student progress in meeting the overall curriculum aim of every student becoming an active and responsible citizen.

### **Challenges faced by schools**

The case-study data reveal that schools face a number of challenges regarding the assessment of CE. These are mainly of a practical nature and are often associated with how they have elected to implement CE. For instance, cross-curricular delivery can make it hard to assess CE in a cohesive way because many staff are involved in teaching and, by extension, assessing it. However, where assessment is tightly monitored by the CE coordinator (such as via reports and lesson observations) it is possible to ensure greater consistency. On the other hand, delivery of CE in a shared timetable slot can make it impractical to individually assess all the subjects delivered in the same slot.

The citizenship GCSE short-course also presents particular challenges in two case-study schools because of the large numbers of students involved and, in one case, the lack of commitment from some staff to ensuring that their student groups comply with the aims and spirit of the GCSE coursework. For example, staff have been unable to provide all students opportunities to take part in active participation activities and, as a result, students' GCSE coursework activities are based on activities which require only minimal student action and involvement (e.g. fund raising and mock-trial activities).

Another challenge relating to the assessment of CE is that assessment should reflect what students do within but also beyond the classroom. **Dovecote Road School** appear to successfully do this through their citizenship card where students get points for citizenship activities around the school. In **Kings Road School**, assessing CE beyond the classroom was highlighted as an area of difficulty, and it was suggested that it would be helpful to have database software to help monitor students' citizenship-related activities within and beyond the school.

Finally, just as for teaching and learning, there is also a degree of teacher discretion regarding how CE assessment is conducted. For instance, even if formative assessment has been built into lessons, whether it takes place in practice is dependent on how and whether staff decide to use it.

### **3.4 Summary and conclusions**

This chapter set out to explore the question *What structures and resources have schools put in place to develop CE teaching, learning and assessment, and what has changed since 2002?* The findings help to address the CELS research objective to provide *'an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability (RO6))*. They reveal that, overall, the CELS survey and case-study data present a mixed picture regarding how schools are addressing the teaching, learning and assessment of CE.

First, the survey data suggests that *less* active, more didactic teaching and learning methods predominate in schools, although the delivery of CE in the curriculum seems to compare favourably to that of other subjects in terms of the balance between more and less active teaching and learning. Nevertheless, the case-study data illustrates that there is considerable variability in terms of teaching and learning practice both *between* and *within* schools. This is an interesting finding that will be followed up with the case-study schools in the final year of CELS. It goes against the prevailing messages underpinning the revised National Curriculum which include encouragement to schools to develop more independent learning and employ a broader range of active teaching and learning approaches that take advantage of advance in information and communications technologies (ICTs).

Second, students report studying a variety of CE-related topics in the CELS survey, but a sizeable proportion report not knowing whether individual topics have been covered. The case-study data suggest that these difficulties may stem from constraints on the amount of curriculum time available for CE, the difficulty of engaging students with some topics (particularly those related to the *political literacy* strand and the new *identities and diversity* strand in the new citizenship curriculum); and/or from a degree of implicitness in the delivery of CE (see prominence issues in Chapter 2).

Third, while the 2008 survey of school leaders indicates that about half of schools have an agreed policy for the assessment of CE, an almost equal number do not. Furthermore, the case-study data suggest that some schools are not assessing CE at all, or they struggle with practical constraints on assessment. Furthermore, although the popularity of assessment via a GCSE seems to be on the increase, staff and students also reported a number of possible drawbacks to this form of assessment, not least the difficulty in enabling all students to engage in meaningful active citizenship activities as part of the coursework element of the GCSE.

As this chapter illustrates, many factors contribute to this mixed picture. Among these, however, individual-level factors are particularly influential. In other words, teaching, learning and assessment in CE are strongly influenced by the extent to which teachers and school leaders are: committed to CE; understand its purpose; place a priority on the subject; and, allow its principles of active participation to permeate school and classroom life. These issues are picked up again in Chapter 4, which examines schools' policies for staffing and evaluating CE.

## 4. Staffing, monitoring and evaluating citizenship education in schools

This chapter provides findings that help to address the CELS research objective to provide *an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability)* (RO6).

### Key findings from the cross-sectional survey

- **Staffing:** While schools tend to use existing staff to teach CE, over time they have been able to develop a more specialist and experienced cohort of staff to teach CE.
- **Training:** The proportion of teachers having received training in CE has remained stable over time (at around 50 per cent). Teachers continue to highlight the need for further training in CE, particularly in relation to its subject matter, assessment and reporting, and teaching methods.
- **Teacher confidence:** Around half of CE teachers report being *very confident* about teaching about environmental issues, crime and punishment, and the media, but a considerable number of teachers are still *not at all confident* about teaching about the economy, government, or European and global issues.

### Key findings from the longitudinal case-studies

- **Staffing:** The majority of case-study schools are using a cross-faculty approach to staffing CE, rather than dedicated 'core' teaching teams. This can help to embed CE across the school, but also has a number of weaknesses, notably lack of continuity, less teacher expertise and confidence, and teaching duties being imposed on teachers with little interest or expertise in the area).
- Imposing CE teaching duties on staff undermines teacher interest, morale, and teaching practice (as well as the spirit of CE itself). Low teacher interest and engagement can, in turn, have a knock-on effect on student perceptions of, and attitudes towards, CE teaching and learning.
- **Training:** In stark contrast to the survey findings, there is little appetite among CE staff for CPD in citizenship education, despite the fact that many teachers have received little or no training in the area (internal or external). Some interest was expressed, however, in training on community cohesion issues.
- **Monitoring and evaluation:** There have been some improvements in the scope and strength of the M&E systems being put in place by schools, but there is still considerable room for improvement in many schools.
- External monitoring by Ofsted could be more robust and consistent; Ofsted inspections can have a significant impact on the status and practice of CE in schools.

## 4.1 Introduction

*'In theory, we cover all the issues we have been asked. In practice, it's only as good as the staff who deliver it.'*

Senior manager in **Humanities High School**

This chapter examines the question *How far have schools staffed CE, what systems have they put in place to monitor and evaluate CE, and how far have these approaches changed since 2002?* As with the previous chapter, this chapter provides findings that help to address the CELS research objective to provide *'an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability' (RO6)*). It explores another barometer of how embedded citizenship has become in schools, namely whether citizenship education is being integrated into school systems and structures.

Within this broad theme, this chapter focuses on two key policy areas in schools, namely: how are CE teachers selected and trained? And how is CE monitored and evaluated? Schools' staffing and training policies are particularly important. When CE was introduced in 2002, it was envisaged by the Citizenship Advisory Group that schools would deliver CE teaching through a mixture of existing teaching staff, supplemented, in time, by a corpus of fully-trained, subject-specialist teachers who would gradually emerge. The resultant professional base would consist of new citizenship teachers from initial teacher training institutes and retrained and/or 'upskilled' existing teachers who had received continuous professional development (CPD) from providers such as ACT (Association for Citizenship Teaching) and citized. These 'specialist' teachers would then contribute to building the status of CE in schools and give it a recognisable subject identity, and ultimately lead to CE becoming embedded in the curriculum and school cultures.

Though staffing issues are the primary focus of this chapter, it also examines the systems and structures that CELS schools have put in place to monitor and evaluate CE. This data sheds light on whether schools have sought to assess their progress in delivering CE, and whether they have adapted their policies and practice to reflect any changes or weaknesses they identified.

To examine current practice and policy in this area, the chapter draws on the 2008 data from CELS cross-sectional survey and its 12 case-study schools. The analysis also draws on quantitative data from previous cross-sectional surveys (2004, 2006) and qualitative and longitudinal data from the 12 case-study visits (started in 2002). This data allows us to identify trends in how the staffing, monitoring and evaluation strategies for CE have evolved in schools since its statutory introduction in 2002.

## 4.2 Findings from the cross-sectional survey

The cross-sectional surveys of teachers and school leaders include a range of questions which allow us to track changes in school policies in the areas of staffing and monitoring and evaluation.

### 4.2.1 Staffing CE

Four key findings emerged from this data. First, on the whole, schools still tend to allocate CE teaching duties to *existing* staff, rather than hiring new teachers with specific experience and training in citizenship education. The 2008 survey of school leaders showed that the majority of schools (64 per cent) have recruited no new staff for CE, and nor do they plan to do so. Likewise, of the schools which have appointed a coordinator (90 per cent of the total),

most (89 per cent) were internal appointments. However, it is also notable that, between 2006 and 2008, there is a considerable increase in the proportion of schools having recruited new staff to teach CE (up from 13 per cent of schools in 2006 to 24 per cent in 2008). This increase may be due to natural turnover of staff over time, or changes to delivery models that require new and different types of teachers with particular citizenship training. As Chapter 2 highlighted, there has been an increase in the number of schools using a discrete delivery model for CE in the curriculum, which could, in turn, require additional, trained staff.

Second, and related to this last point, there has been a notable decline in the numbers of schools using *all teachers* and *all tutors* to deliver CE, a popular option in the earlier years of CELS. In 2004, *all teachers* and *all tutors* were involved in the delivery of CE in 38 and 59 per cent of schools, respectively, whereas comparable figures for 2008 are 25 and 44 per cent of schools, respectively.

Third, when selecting staff for CE teaching duties, schools seem increasingly able to draw on a cadre of teachers with relevant experience. In 2004, only around a third of schools (32 per cent) were staffing CE with *those with experience of teaching CE*, but this proportion has now grown to just under half of schools (45 per cent in 2008). Whilst this figure is still relatively low, particularly in comparison to teacher expertise in other national curriculum subjects, it represents a notable increase on 2004.

Similarly, the proportion of schools having appointed a CE coordinator on the basis of their experience of teaching CE has increased over time, from 36 per cent in 2004 to 41 per cent in 2008. By contrast, there has been a decrease in the proportion of schools having appointed a coordinator primarily because of their *experience of other subjects* (from 69 to 63 per cent in 2004 and 2008, respectively) or their *knowledge of the requirements* (from 68 to 61 per cent in 2004 and 2008, respectively).

Finally, schools tend to allocate teaching duties to teachers of particular subjects (such as RE (religious education) and PSHE (Personal, Social and Health Education)). In 2008, just under two-thirds (63 per cent) of schools had selected teachers of *particular subjects* to teach CE, a figure which has remained stable over the course of the study to date.

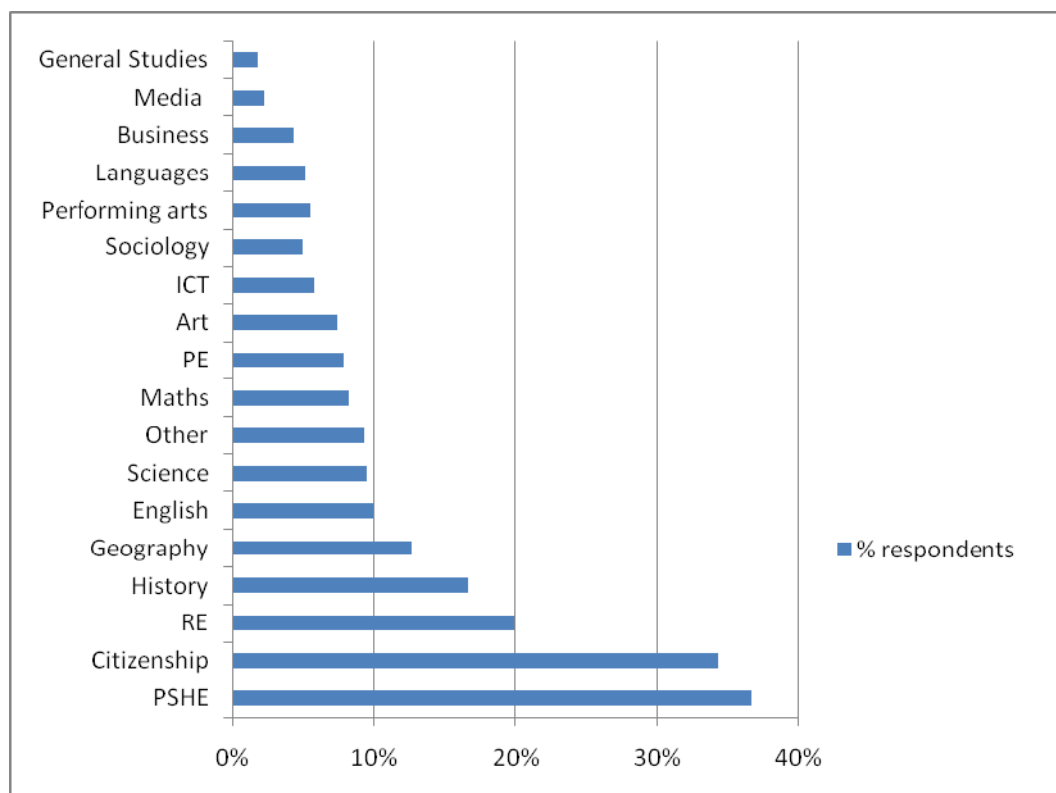
#### **4.2.2 Developing the expertise base for CE**

Although a greater proportion of CE staff have experience of teaching in this subject area, CE is not always the main subject for these teachers, as Figure 3.1 below illustrates. The CE teachers surveyed in 2008 most frequently reported having *PSHE* rather than CE as one of their main subjects. The broad range of subject backgrounds of those teaching CE is also unique, compared to teacher expertise in other national curriculum subjects, and indicative of the cross-curricular approach to CE and/or use of tutorial time in some schools.

However, over time, there has been a notable increase in the proportion of teachers indicating that CE is *one* of their main subjects (34 per cent in 2008, up from 25 per cent in 2004). This echoes the findings presented in Chapter 2, which noted an increase in the delivery of CE as a discrete subject, a model which is likely to require more subject-specific staff and, over time, afford them more subject-specific teaching experience.



**Figure 4.1 - Main subjects taught by CE teachers (2008)**



Base: All school teachers (N = 754) surveyed.

Source: Citizenship Education Longitudinal Study, Cross-sectional survey 2008, NFER

Respondents were able to select all answers that applied: responses will therefore not total 100%

The CE expertise and experience that teachers have gained appears to be primarily drawn from 'hands-on' teaching in the classroom, rather than internal or external training. Indeed, in 2008 less than half (47 per cent) of teachers report having received any training in relation to CE, a proportion which has remained relatively unchanged since 2004.

Of the teachers who have received training, similar proportions report the training to have been one of three types: *external*, *internal* and/or *informal* (with each type of training having been attended by around 60 per cent of trained respondents). Some have also received a *professional qualification in CE* and, between 2006 and 2008, there was a notable increase in the proportion achieving this type of qualification (from 27 to 37 per cent, respectively).

Those teachers who *have* attended external training most frequently credit it to the *Local Authority (LA)* (55 per cent of externally-trained teachers), although it is not possible to be certain whether or not this training was cascaded from regional or central government and/or merely facilitated by the LA using external trainers. In addition, just over a third (34 per cent) of externally-trained teachers have attended training provided by *citizenship organisations* and around a quarter (23 per cent) have turned to *commercial providers*.

The vast majority of teachers who have attended training have found all types of training *quite useful* or *very useful*, with only around two per cent in each case expressing that they had not found the training of any value.

Although many teachers have reported receiving good quality training, in 2008 just under two-thirds (65 per cent) of all teachers are still reporting that they have on-going *training needs* in aspects of CE. This figure has decreased by ten percentage points since 2004, but still represents a substantial number of those teaching the subject.

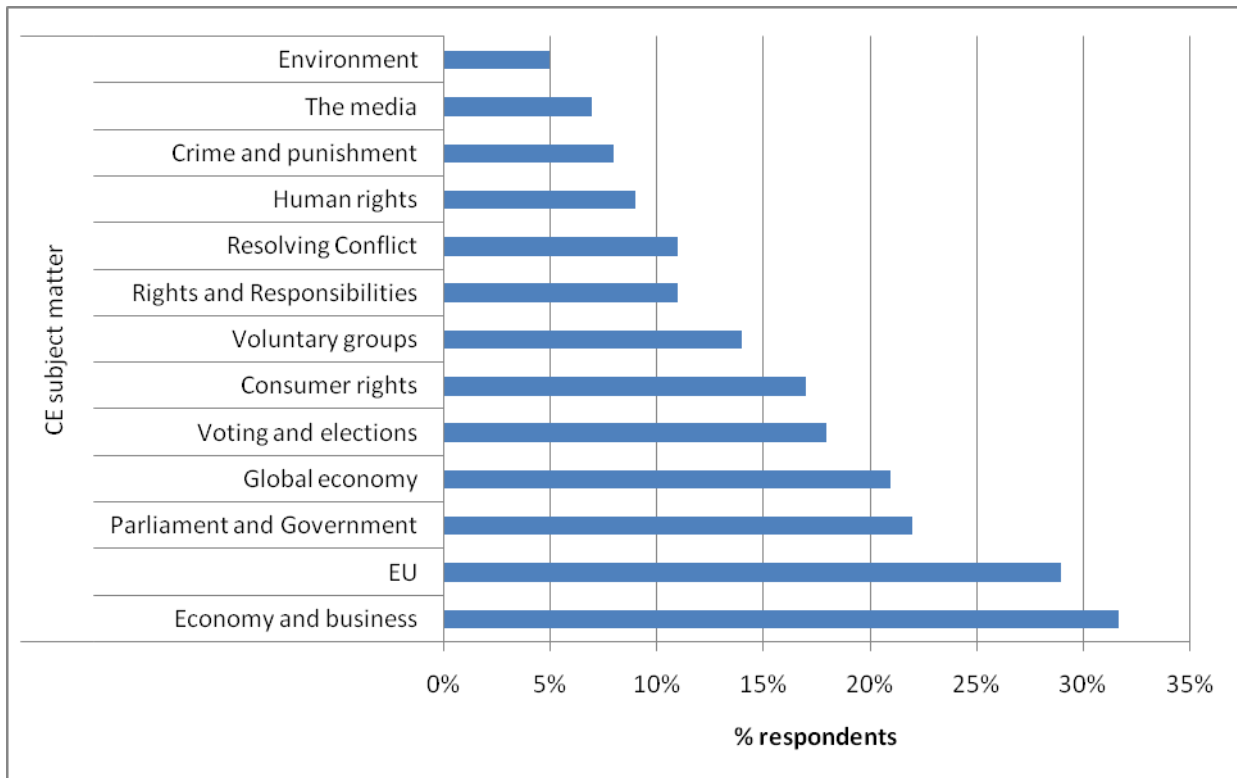
When asked to specify what their training needs are, around three-quarters (76 per cent) of teachers asked for professional development concerning the *subject matter* of CE (an increase of seven percentage points since 2004). A similarly high proportion (73 per cent) expressed a need for training related to the *assessment and reporting* of CE (perhaps reflecting the fact that only 15 per cent of staff had received training from examination boards). Finally, just over half (53 per cent) of teachers are interested in learning more about *CE teaching methods*, particularly more active approaches.

The high proportions of staff expressing a need for further professional development, particularly around the subject matter of CE, possibly stems from a lack of confidence around teaching certain elements of the CE programme. The 2008 data indicate that around one-third of teachers are *not at all confident* about teaching *economy and business issues* and the *European Union (EU)*, while around one-fifth are *not at all confident* with teaching about *parliament and government* or the *global community* (see Figure 3.2 below). These proportions have remained stable since 2004.

In comparison, around half of CE teachers are *very confident* about teaching *environmental issues* (55 per cent), *crime and punishment* (48 per cent), and *the media* (46 per cent). Confidence levels in some of these areas is also growing: between 2004 and 2008, there was an increase in the proportion of teachers who were *very confident* about teaching *crime and punishment* (from 43 to 48 per cent, respectively) and *rights and responsibilities* (from 32 to 39 per cent, respectively).

This increase in teacher confidence is a positive development, but should not overshadow the fact that considerable numbers of teachers continue to struggle with key aspects of citizenship education, namely teaching about political literacy, political institutions, and the economy. Some of the reasons for these on-going difficulties are illuminated below through the qualitative data from schools.

**Figure 4.2 - Percentage of teachers who are “not at all confident” teaching CE topics (2008)**



Base: All school teachers (N = 754) surveyed.

Source: Citizenship Education Longitudinal Study, Cross-Sectional Survey 2008, NFER

Respondents were able to select all answers that applied: responses will therefore not total 100%

### 4.3 Findings from the longitudinal case-studies

As noted in the introduction to this chapter, it was assumed that, in time, a cohort of expert, teaching staff would gradually emerge from new initial teacher education courses to deliver CE alongside existing teachers in schools. Longitudinal data collected from the 12 case study schools show that this policy has had mixed results. Some case study schools have indeed developed a core teaching team, with clear responsibility for, and expertise in, teaching citizenship (e.g. **King Street, Elm Tree, Humanities High, Harcourt Street and Queens Road School**). This model is most commonly found at key stage 4, in schools which have opted to offer the GCSE short course in Citizenship. In these instances, the core staff are usually selected for their interest in CE, and/or their knowledge of the area or a related subject such as history, religious education and/or PSHE.

In the majority of the CELS case study schools, however, citizenship teaching is a ‘whole school’ or cross-faculty responsibility; that is, all teachers are involved in delivering CE, or can be called upon to do so. This staffing model is particularly prevalent at key stage 3, and may be used *in addition to* a core teaching team approach at key stage 4. A common reason for the use of the cross-faculty model is that the school has adopted a cross-curricular approach to delivering CE, and that form tutors and subject teachers are responsible for delivering CE lessons (or a large proportion of the teaching). In some instances, however, this situation arises because schools have adopted an *ad hoc* approach to staffing CE, whereby CE teaching is allocated to teachers who have time left on their timetables, rather than because of their experience, expertise, or interest.

This cross-faculty approach has, in some cases, helped to embed CE across the curriculum and the school. **Elm Tree School**, for example, has chosen to deliver CE using both a cross-faculty and a specialist approach. CE is taught across the curriculum by all form tutors at key stage 3; at key stage 4, this teaching is then supplemented by more 'specialist' teachers who have been selected because of their expertise in a related area. The coordinator believes that this approach has ensured that *'the number of subjects that have integrated citizenship is good [and CE is] nicely embedded.'*

A cross-faculty approach can also raise the status of the subject, and underline to staff that citizenship is also their responsibility. This point was made by the CE Coordinator in **London Road School**, which has used a cross-faculty model to date, but plans to create a core teaching team with a designated, specialist teacher. The pros and cons of the new delivery and staffing models were summarised by the Coordinator as follows:

*[as part of the new delivery model,] CE and PSHE will be led by the new teacher but other teachers will volunteer to teach it - so you'll only have teachers teaching it who want to. The downside is that as soon as everyone knows there is a specific team they will take less responsibility and teach less of it in their lessons and the ethos was that everyone should be involved*  
(CE Coordinator in **London Road School**).

The case study visits also revealed a number of other weaknesses to the cross-faculty staffing model. First, staff are often selected on an ad hoc basis, and for convenience, not expertise because, as the CE coordinator in **Humanities High** pointed out, *'it is seen as one of those subjects which... anybody can teach.'* However, this can also mean that schools do not 'always get the best teachers doing the job', as a teacher in **Blackrock School** put it.

Second, if the cross-faculty model is adopted, there tends to be little continuity in staffing from year to year. Part of this staff turnover may be attributed to general staffing issues (in one school, for example (namely **Springfield School**), 25 per cent of the citizenship team had changed because of retirement or moves to other schools), but in many cases, the turnover occurs as teachers have less 'free' time on their timetables in subsequent years, or they manage to opt out of teaching CE again. Regardless, the results are the same: new teachers have to be trained each year, wasting time and resources for the CE coordinator, teachers, and the school.

Third, teachers tend to be less confident in teaching the subject, because they often do not have prior training or expertise in CE or related subjects. This barrier is not insurmountable, and one school (**Dovecote Road School**) highlighted that they have tackled this problem by providing lots of resources and support for teachers who lack experience and confidence, and by highlighting the links between CE and the teacher's main subject area. The CE Coordinator feels the latter measure, in particular, has been very successful:

*At key stage 3 it has turned out to be very good because the citizenship topics link into their own subject matter and they feel very confident. For example, doing folk songs to do with the industrial revolution they bring in human rights, a fair wage and trade unions. In French [class] they talk about the EU and the importance of languages. In Geography [class] they do diversity in London, the different communities - living in the [rural area] versus living in London. So, in many ways they feel more secure, because it's their subject but we brought in a citizenship focus*  
(CE Coordinator, **Dovecote Road**).

What appears to be more problematic is that teachers in many cross-faculty schools often feel that the teaching duties have been imposed on them; indeed, even the CE coordinator may have little say in selecting the CE staff. For example, one coordinator (**Springfield School**) told us that:

*[New recruits] come in as teachers appointed in charge of other subjects and are surprised to find citizenship on their timetable. Most have a professional approach, some kick up quite a fuss and have to be told by authorities higher than me that that's what they're doing.*

This issue can also extend to the selection of CE coordinators. When asked how and why s/he was appointed, the coordinator for School **King Street School** explained 'I was in the wrong place at the wrong time.'

There appear to be two key implications of imposing CE teaching on non-specialist staff. First, these teachers tend to be less interested in, and/or committed to, teaching CE. Second, and more damaging still, imposing teaching duties in this way can generate resentment among the teaching staff and the coordinator, as the CE Coordinator in one school highlighted:

*... the humanities staff feel that the short course was dumped upon them and this impacts on the way they teach it. Some are very positive, they're not all negative, but others loathe it. I can't ensure it's always taught by enthusiastic teachers so consequently it gets taught by those who loathe it. The ethos of the school is relevant because it's "you will do that" rather than find out who is enthusiastic about it and make a team from that*

(CE Coordinator in **Mine Road School**)

As a result, many CE coordinators do not like this cross-faculty, non-specialist approach, and believe that specialist core of teaching staff would be more appropriate. The CE Coordinator in **Humanities High** summarised this view as follows: 'CE is best taught by people with an interest and experience in the field.' Without these factors, schools have found that teachers often have negative attitudes towards CE, which can, in turn, have a knock-on effect on students' perceptions of, and attitudes towards, the subject (discussed in further detail below).

### **Teacher Training: External, internal and informal**

In relation to training, the longitudinal qualitative data from teachers produced a mixed view of teachers' training levels and needs. Some teachers we interviewed have received high level qualifications in citizenship education, and there is some evidence to suggest that teachers who have qualified more recently have received some form of training during their initial teacher training courses. Other schools offer their own in-service training, or plan to do so in the near future when revised delivery and staffing models are implemented. Some of this internal training and planning can be quite comprehensive. **Harcourt Street School**, for example, organised three away days for staff in 2006, in order to build confidence and allow subject planning.

However, it was also apparent that some teachers and coordinators have received little or no training. This appears to have a negative impact on staff interest, engagement, and quality, according to the CE Coordinator in **Mine Road School**:

*There's never been any training on it. Some of the new teachers coming in have it as part of their PGCE. They're more willing and enthusiastic about getting involved. But the rest of us who didn't have any training in it, we're just teaching it like its content, if we're honest about it.*

This lack of pedagogic training may also help to explain, as discussed in Chapter 3 (see Section 3.4), why more active teaching and learning approaches have failed to take off in some schools, not just in CE, but across the curriculum.

Yet, somewhat surprisingly, the interviews also indicated that there is currently little appetite among teachers in the CELS case-study schools for further training in citizenship teaching. This is in stark contrast to the findings from the cross-sectional survey which, as noted above, revealed that just under two-thirds (65 per cent) of all teachers are still reporting the need for training in CE in 2008.

The interviews revealed a variety of reasons for this disinterest. Some teachers feel that they have no need for *further* training, as they have already undertaken high level training, and/or gained considerable experience on the job. For others, the disinterest in training appears to be linked to their general ambivalence about teaching the subject, and the fact that the subject is a low priority in their career and their school. The following response from a teacher in **Springfield School** exemplifies this view:

*CE CPD is not something I would prioritise. I would consider doing it, if asked, but given the nature of CE in this school, I don't think I would be that inclined. There are other things... that I quite would like to do [instead].*

Structural barriers are also a crucial issue. Teachers reported that they are already too busy, and cannot find the time to undertake additional training. Moreover, the overall culture of the school can also mitigate against staff wanting and accessing training, by throwing up barriers such as, the belief that there is limited finance available to pay for training and/or a replacement to cover their absence during the school day.

Despite this general trend, however, there was some limited interest in some quarters in further training, primarily in relation to new policy initiatives (such as community cohesion and CE in the new national curriculum) rather than CE itself. More comprehensive training needs were also identified in **Northwest Community School** and **Elm Tree School**. However, a teacher from this school also warned against relying on existing staff to act as 'experts' who can cascade training. As the **Elm Tree** teacher pointed out:

*If I had to take what I had learnt and pass it on, I'm not sure I would get it right... We need someone to come and talk to all members of staff.*

#### **4.3.2 Monitoring and Evaluating CE**

Like all curriculum areas, citizenship education is supposed to be subject to *internal monitoring and review* (the systems that each school puts in place) and *external monitoring* (by Ofsted). Monitoring and evaluation is important for schools, in general, and helps to provide a range of evidence that can be used to: identify strengths and weaknesses in provision and practice; identify support and training needs; assess progression and set realistic targets; and prepare for school self-evaluation as well as Ofsted inspections. Monitoring and evaluation is particularly important in CE because it: is still a relatively new subject in schools and one that it is still evolving in terms of policy and practice; still has support and training needs; is delivered within and beyond the classroom; requires careful co-ordination and planning. Monitoring and evaluation in CE provides school with valuable evidence to help to progress the area and set realistic targets and expectations.

In terms of **internal** systems for **monitoring and evaluation** (M&E), a range of measures are being used by the CELS case study schools to monitor and evaluate their teaching and learning practices for citizenship. These include:

- *quantitative measures*, such as examination results (including, where relevant, GCSE results) and surveys of student knowledge, or student views about teaching quality, subject delivery and enjoyment.
- *qualitative measures*, such as lesson observations, and verbal feedback from members of staff and students (formal or informal).

The case study visits illustrated that a number of schools have developed strong and effective M&E systems over the course of the study to date. Improvements have been particularly notable in **Blackrock School, Dovecote Road, Springfield**, and **Arcadia High**, and the following vignette illustrates some of the internal systems that schools can put in place.

### **Vignette 3 - Monitoring and Evaluation of CE in Arcadia High**

Since CE was introduced in 2002, **Arcadia High** has developed a multi-faceted system of monitoring and evaluating its citizenship teaching and learning. These measures include:

- A progress review at least twice every half term by the CE Coordinator, who talks to staff about how they are getting on, and where they are up to in the syllabus and schemes of work they have been provided with.
- Evaluation and feedback forms, completed by staff and students (currently taking place during the tutorial period). These forms ask staff and students to evaluate the materials that the CE Coordinator has provided, and allow the Coordinator to evaluate if materials have worked and to monitor whether the teachers are dealing with the specified content at the appropriate times.
- Evaluation sheets for out-of-the-box days and activities, which are completed by tutors, providers and students. For example, external speakers are asked to evaluate their experience in the school.
- An annual audit of the subject area by the head of department (which is undertaken across the school, in each subject). The CE Coordinator uses this opportunity to identify aspects that have not worked so well, and to pinpoint any gaps that need to be filled or improvements that can be made for the following year.
- The CE Coordinator has also been asked by the school leadership team (SLT) to evaluate his own performance as CE coordinator (and all other aspects of his job)

The CE coordinator regularly reports all of this feedback to senior leaders, and presents suggestions (and budget costings) for the further developments to a meeting of the SLT at the end of each school year. This information is then used to make adjustments to the existing curriculum and to plan for the coming academic year.

However, it was also apparent that, in many schools, there is room for improvement in the M&E systems used for citizenship education. For example, **London Road School** conducts mapping and planning for CE within each year group, but does not conduct any strategic planning *across* the whole school or between the year groups. **Queens Road** appears to rely heavily on informal feedback from students, and the **Northwest Community School** has dropped some of the M&E measures it had previously implemented due to lack of time and staffing pressures.

Moreover, even in schools where M&E is strong, teachers highlighted that little time was allowed to conduct this process. As the CE Coordinator in **Springfield School** explains:

*When others are teaching, so am I. So, it's difficult for me to go around and do quality control or lesson observations. I have asked for some free time, but it's not forthcoming yet. I [just] trust the teachers are doing their work.*

Similarly mixed results were found when the levels of external monitoring were examined.

### **External monitoring systems**

All of the schools we visited had been subject to at least one Ofsted Section 5 (whole school) inspection since 2002, and most had been inspected twice. A review of the resultant Ofsted reports suggests that CE has not always been a key priority for Section 5 inspections; CE is often not mentioned explicitly in these reports, and few make reference to how CE was being delivered within the curriculum (this aspect of CE is only mentioned in reports on five of the 12 CELS case study schools). Instead, these reports often only provide indirect information on how CE is progressing in the school, usually by providing information about the opportunities for students to participate in student voice initiatives (such as school councils) or extra-curricular activities.

Some teachers also expressed negative views about the scope and validity of Ofsted Section 5 inspections. One school, for example, reported that during their last inspection:

*... [Ofsted's] focus was teacher and learning standards and achievement, and they light-touched citizenship and the PSHE and RE curriculum - paid them cursory lip service. They looked at the paper work and what was going on. Their view is that it was satisfactory but in truth they did not get underneath it, really."*  
(SMT member, **Arcadia High**).

This school was placed in special measures during its last inspection, which may account for the focus on standards and achievement, to the detriment of subject areas that are often considered to be comparatively less critical. However, similar accounts were provided by staff in one of the high-achieving case study schools. Staff had expected the school's very limited CE programme to be 'clobbered' by the Ofsted inspectors, and were extremely surprised that no mention was made of these limitations in the feedback from Ofsted; indeed, by contrast, staff were told that they '*are doing an excellent job with the time available.*'

In other schools, by contrast, Ofsted inspections (and their resultant reports) have highlighted weaknesses in schools' CE provision and prompted schools' to take action and reform their delivery methods. For example, **Springfield School** increased the opportunities for student participation in response to Ofsted's concerns about provision in this area. Similarly, in past reports, Ofsted has been critical of the assessment structures in **Elm Tree School**, which have as a result been revised to try to rectify the shortcomings. In addition, as noted in Chapter 2, **Queens Road** has made extensive changes to its CE provision following criticism from Ofsted about the minimal time being dedicated to CE at key stage 4. Directly as a result of these comments, **Queens Road** has revised its delivery model and increased and extended CE teaching to Years 8, 10 and 11 (previously, CE curriculum time was concentrated on Year 9). The school also plans to further extend CE to Year 7 in the near future.

The Ofsted report played a vital role in the transformation of CE teaching in this school; as one teacher at the school put it: '*Ofsted said CE needed to be improved and that focused minds.*' The inspection also helped increase the importance of CE on the school's agenda, and increase the level of SMT support available (albeit perhaps not by choice).



#### 4.4 Summary and conclusions

This chapter set out to examine the question: *how far have schools staffed CE, what systems have they put in place to monitor and evaluate CE, and how far have these approaches changed since 2002?* The findings detailed in this chapter help to address the CELS research objective to provide *an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability (RO6)*. Overall, the survey and qualitative data reveal a somewhat mixed picture of schools' policies towards CE staffing and monitoring and evaluation. It is clear (and positive) that schools are increasingly able to draw on experienced staff to teach CE, rather than having to appoint new teachers or to allocate teaching duties to staff with no experience in the area. Many teachers also report having undertaken high-level training and/or acquiring high levels of hands-on experience in the classroom. Furthermore, a considerable number of teachers report being very confident about teaching certain CE topics. Combined, these findings suggest that a cohort of confident, experienced and specialist CE teachers is gradually emerging.

However, the data also give cause for concern, and indicate that, in many schools, CE staffing and monitoring policies have not yet become embedded. In the majority of cases, CE teaching duties are viewed as a whole school or cross-faculty responsibility, and all staff are expected to, or can be called on, to deliver aspects of the CE programme. While in some cases this approach was found to help to embed CE across the whole school, in many cases this approach means that CE is delivered by staff with little experience of, expertise in, or enthusiasm for CE. These problems were found to be particularly acute in schools where CE teaching duties are imposed on teachers, who, as a result, often resent the imposition.

Developments in monitoring and evaluation policy are more encouraging. It is clear that some schools have developed robust and responsive measures and strengthened their M&E systems. Yet it is also clear that some schools have only ad hoc or weak systems in place. Monitoring by external agencies is similarly patchy; Ofsted's Section 5 inspections have been thorough and effective in some schools, and have prompted improvements in CE delivery and provision. In a number of cases, however, Ofsted inspectors have failed to identify or acknowledge the weaknesses in schools' CE provision, or have failed to mention CE at all. This confirms the need for internal and external monitoring systems to be strengthened, but that there is also a range of good practice that can be drawn on in the process. Ofsted have developed a new inspection framework for September 2009 onwards, and it is planned that this will help to provide further support and guidance to inspectors (and schools) in their evaluation of CE in schools.

The next chapter addresses moves from the curriculum to address how far schools are developing CE beyond the classroom through student participation in and beyond the school.

## 5. Putting citizenship into practice outside the classroom: participation policies, practices and opportunities in and beyond schools

This chapter provides findings that help to address the CELS research objective to *analyse the ways in which students', teachers' and school leaders' understandings of citizenship changes over time, and how this influences the provision of opportunities for participation in, and actual participation in, school and wider community activities (RO2).*

### Key findings from the cross-sectional survey

- **School democracy:** Students are moderately positive about the extent to which democratic processes are in place in their schools and colleges. However, students are not as positive about school climate as teachers and school leaders, who hold positive perceptions about school democracy, school ethos, and staff-student relationships.
- **Participation in extra-curricular activities:** Student participation levels within and outside of school have remained relatively low, despite increasing reports by school leaders that a wide range of activities are available at school.
- **Involvement of the community:** School leaders feel that their school's *relations with the local community* are good. Local community groups were widely felt to have contributed to the teaching of CE but were less likely to have been involved in developing the school's approach to citizenship.

### Key findings from the longitudinal case-studies

- School policies and structures for facilitating student participation and pupil voice have become much stronger since 2002, and there are many examples of good practice in building strong relationships between schools and local and wider communities.
- However, schools also highlighted that they find it difficult to forge links with outside communities, and to engage students and increase their participation rates in activities.
- Many have also found it difficult to make clear and consistent links between the citizenship learning that takes place inside and outside the classroom.
- The level and quality of democracy in schools was mixed. Some schools treat pupil voice as merely a 'box-ticking' exercise, or limit the practice because of concerns about students' judgement and behaviour.
- School ethos and the characteristics of the local community are key variables in this area and can work to support and/or impede participation.

## 5.1 Introduction

This chapter examines the question: *in what ways do schools enable students to put citizenship learning into practice and how have these developed over time?* That is, have schools become democratic spaces and increased the range and depth of opportunities for vertical and horizontal participation in the curriculum, in the school culture, and in the local and wider community? In so doing, it provides findings that help to address the CELS research objective to *analyse the ways in which students', teachers' and school leaders' understandings of citizenship changes over time, and how this influences the provision of opportunities for participation in, and actual participation in, school and wider community activities* (RO2).

Participation is a vital dimension of citizenship and citizenship education, and this was reflected in the policy initiative that transformed citizenship into a statutory subject. Underpinning this initiative was the vision that schools would become 'democratic laboratories', wherein students would learn about citizenship in the classroom but also have opportunities to put that learning into practice in the school through formal structures (such as school councils) and informal mechanisms (such as pupil voice initiatives), and also in the community beyond the school. Citizenship learning would take place in three overlapping contexts: *the taught/formal curriculum, school culture and ethos* and *wider community*. In other words, by placing citizenship learning in the curriculum, this would act as a 'Trojan horse' and spread out to impact on school ethos and democratic practices in the school, and to build stronger links to local and wider communities beyond. Indeed, the Chair of the Citizenship Advisory Group, Professor (Sir) Bernard Crick, promotes this vision in a quote at the front of the Citizenship Order:

*Citizenship is more than a statutory subject. If taught well and tailored to local needs, its skills and values will enhance democratic life for us all, both rights and responsibilities, beginning in school, and radiating out.*  
(QCA, 1999 p.13)

This chapter examines the extent to which this vision has come to fruition in schools, focusing in particular on school policies and practices towards participation in the school (*school culture and ethos*), and opportunities outside the school (*wider community*), and student engagement with these forms of participation. This chapter will focus on key measures of participation, namely:

- *School climate and culture*: the place of participation in schools' citizenship education policy, and the extent to which schools have developed a democratic culture and ethos.
- *Vertical participation*: the opportunities provided by schools for participation in political processes and real decision-making in schools and/or society (Jochum *et al*, 2005).
- *Horizontal participation*: the opportunities provided by schools for participation in community activities, charities, sports clubs, and associations. These are less overtly 'political' types of participation, but can provide an indication of the level of engagement with civic and social life and can therefore be used as another measure of the participatory dimension of citizenship (Jochum *et al*, 2005).
- *Student engagement and efficacy*: student take-up of the citizenship-related activities provided by schools, and their ability to effect change.<sup>12</sup>

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<sup>12</sup> Student participation in the classroom, and active learning, are additional measures, but these issues are only briefly touched upon here, and are instead discussed in detail in Chapter 3 on Teaching, Learning and Assessing Citizenship.

Like the preceding chapters, this issue is examined using quantitative survey and qualitative interview data, but focuses primarily on the qualitative data and experience of the longitudinal case-study schools participating in CELS from 2002 to 2008. This allows us to describe not only the types of participation that are currently available to young people, but also to illustrate the developments that have taken place in this area over time and the challenges that remain. First, however, we turn to the cross-sectional survey data, which provides an overview of the key trends in this area.

## 5.2 Findings from the cross-sectional survey

The CELS cross-sectional surveys provide important insights into how schools and students are putting citizenship education (CE) into practice outside the classroom. Here, we focus on three key dimensions: perceptions and processes of whole school democracy; student participation in extra-curricular activities both inside and outside of school; and interaction with local communities. This analysis is based on data from the 2008 cross-sectional survey of Year 8, 10 and 12 students in schools and colleges, as well as previous rounds of the same survey (from 2004 and 2006). Findings from the student surveys are complemented by an analysis of data from the surveys of teachers and school leaders.

### 5.2.1 Perceptions and processes of whole school democracy

Factor analysis of the 2008 data show that students are only *moderately positive* about the extent to which they have opportunities to have a say in their schools (mean score for *democracy in school*<sup>13</sup> = 45). Moreover, while many students feel there are at least some opportunities for vertical participation in their school (i.e. engagement with decision-making), only around half or fewer students feel that there are 'quite a bit' or 'a lot' of such opportunities (see Figure 5.1 below).

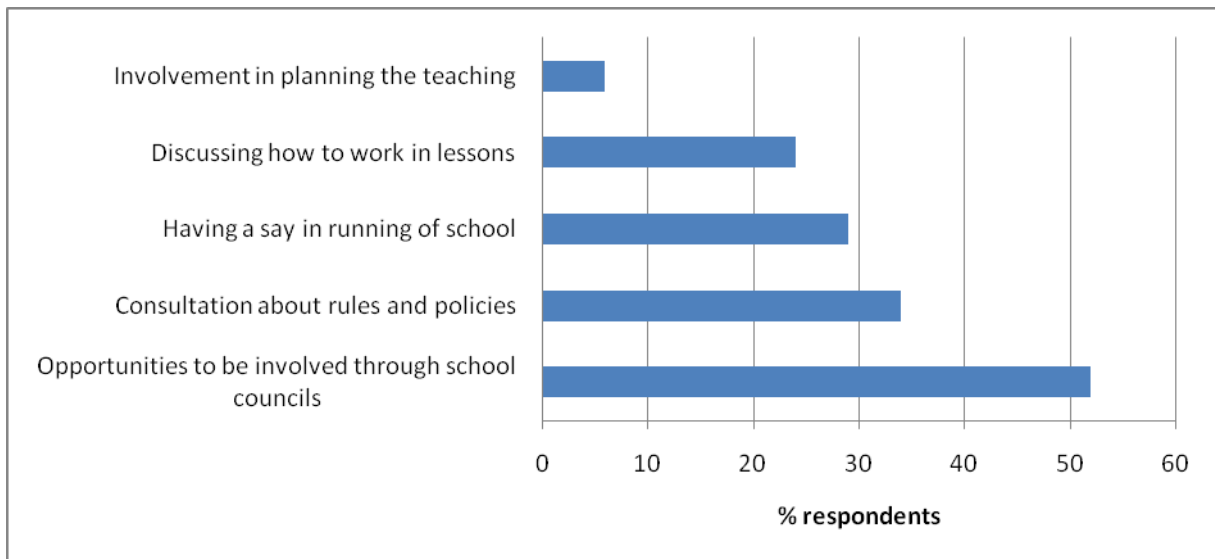
Two further trends in this data were notable. First, of the three year groups surveyed, Year 10 students are the *least* positive about the potential for vertical participation in their school. This echoes the findings of the 2005 Fifth Annual report, where a similar Year 10 'dip' was identified and discussed (see Cleaver *et al.*, 2005).

Second, after a notable increase between 2004 and 2006, student perceptions of school democracy levelled off and stabilised between 2006 and 2008.

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<sup>13</sup> *Democracy in school* is a composite variable derived through factor analysis (see Methodology in Appendix 2). High scores indicate that students feel that they have a say in how their school (or college) is run and organised (such as through student councils and consultations), and are involved in planning the teaching and in discussions about how to work during lessons. Possible *Democracy in school* scores range from 0 to 100; as a qualitative indication for how high or low students scored on these composite variables, scores in the 35 to 65 range are described in the text as *moderate/fairly*, those below that range as *low*, and those above it as *high*.

**Figure 5.1 - Vertical participation in school by students: students reporting *quite a bit* or *a lot* (2008)**



Base: All students surveyed (N=6,472).

Source: Citizenship Education Longitudinal Study (CELS), Cross-Sectional Survey 2008, NFER

School leaders and teachers tend to have a more positive view of the school climate and student opportunities for vertical participation. Factor analysis of the 2008 surveys of school leaders and teachers indicates that, on average, staff consider their schools to be *moderately democratic* (mean scores for *democracy in school* = 64 and 53 for school leaders and teachers, respectively). Staff perceptions of *democracy in school* have consistently become more positive throughout the study to date (in contrast to students' perceptions, which, as noted above, have stabilised after an initial increase). The 2008 data also indicate that school leaders are more positive than teachers about the extent to which their school is democratic and inclusive. For instance, 74 per cent of leaders (strongly) agree that the *whole school is involved in decision-making*, compared to just 46 per cent of teachers.<sup>14</sup>

This positive view of school democracy among staff is complemented by staff views on school ethos and student-staff relationships. The 2008 survey also shows that school staff view the ethos of their school as *highly positive* (mean score for *positive school ethos*<sup>15</sup> = 69 and 74 for teachers and leaders, respectively), and a high proportion of school leaders and teachers (strongly) agree that their schools enjoy *good staff-student relationships* (96 and 93 per cent, respectively). In addition, high levels of staff report that students are *encouraged to participate* in extra-curricular activities (95 and 91 per cent, respectively), which further suggests that the climate of schools tends to be positive towards student participation. This seemingly positive atmosphere, however, is contrasted by student take-up of these opportunities, as the next section illustrates.

<sup>14</sup> The fact that the data indicate a degree of mismatch between the views of different groups (students, teachers and leaders) is consistent with findings discussed in previous CELS reports (e.g. Cleaver *et al.*, 2005; Ireland *et al.*, 2006; Benton *et al.*, 2008).

<sup>15</sup> *Positive school ethos* is a composite variable derived through factor analysis (see Methodology). High scores indicate that students have a positive attitude towards their school and academic achievement, are encouraged to take part in extra-curricular activities and discuss with teachers how work during lessons, and parents support student achievement. Possible scores range from 0 to 100 and are described in the same way as for *Democracy in school*, above.

## 5.2.2 Opportunities for student participation

The 2008 student survey reveals relatively low levels of student participation in vertical or horizontal activities. The low rate of participation in vertical activities is particularly marked: only 13 per cent of students report having represented their peers on the student council, and only 45 per cent have even participated in electing student council members.

The take-up of the horizontal participation activities on offer in schools is also relatively low. According to the 2008 survey, the top five activities taken up by students via their schools include: raising money (42 per cent); sports (41 per cent of students); arts (24 per cent); homework clubs (23 per cent<sup>16</sup>); and hobbies (12 per cent). Fewer than ten per cent of students reported involvement in each of the following types of activities: environmental, debating, computer, human rights, religious, youth clubs, student exchanges, helping in the community, or working on the school newspaper or as a counsellor. In addition, around a third (31 per cent) of students indicated that they were not involved in any clubs or activities in school.

Over the course of CELS to date, there has been no change in the relatively low figures for students' vertical and horizontal participation. Yet, the 2008 data indicate that young people attending schools *are* encouraged by schools to take part (as noted above, over 90 per cent of both school teachers and leaders reported that this is the case). The 2008 survey of school leaders also indicates that schools provide considerable opportunities for participation (as has also been the case over the course of CELS to date). For instance, almost all schools have a school council in place, and provide sports, computer, arts, homework, and charity clubs within their schools. In fact, if anything, throughout the study so far there has been an increase in the proportion of schools offering some types of extra-curricular activities. The fact that student participation rates remain relatively low, despite schools' efforts at increasing participation, suggests that the previously identified mismatch between offer and take-up of extra-curricular activities (e.g. Cleaver *et al*, 2005; Ireland *et al*, 2006) is an ongoing issue.

However, the levels of participation in school-based activities may also be linked, at least in part, to non-school factors. This possibility is supported by the fact that the patterns of horizontal participation activities outside the school are very similar to those within school, as revealed by the 2008 data.<sup>17</sup>

## 5.2.3 Interaction with local communities

Student involvement in the community beyond the school (which can include the local, national, European and global community) was seen by the Citizenship Advisory Group as an essential requirement of citizenship education. It has been built into the Citizenship Order in the curriculum. Such community involvement helps young people to: view themselves as members of society; develop skills, knowledge and understanding; experience active citizenship; and, prepare for life beyond school.

In terms of involvement of the outside community, the 2008 data indicates that the vast majority of schools enjoy a good relationship with the local community (83 per cent of school leaders (strongly) agreed that there was a good relationship between their school and the local community). Despite this, however, community groups are one of the local stakeholders to be *least* often included in consultations around the whole school approach to CE (in 2008

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<sup>16</sup> *Homework clubs* are particularly popular with Year 12 students, who are over-represented in this category.

<sup>17</sup> The exception are *youth clubs* and *hobbies*, in which proportionally more students take part outside school than in school, which may be due to the wider availability of these activities outside the school.

just nine per cent of schools reported discussing their plans for CE with this type of stakeholder).

Communication channels and awareness-raising in respect to the subject, however, appear to have broadened over time: compared to 2004, more schools in 2008 published information about their approach to CE online (an increase of 11 and six percentage points for the publication of *citizenship guidelines* and of *information on CE lessons*, to 18 per cent and 12 per cent respectively). In addition, the 2008 data show that members of the community (public and voluntary sector professionals, in particular) are widely involved in subject delivery. The most frequently involved are the police (indicated by 61 per cent of teachers who responded that they were involving external people), voluntary groups (60 per cent), nurses (52 per cent), theatre groups (51 per cent), and local politicians (34 per cent).

In sum, the cross-sectional data paints a relatively positive picture of school policy and processes for participation outside of class. However, students' views are only moderately positive regarding participation, and participation rates among students remain relatively low. This raises questions about the strength of school policies, and/or why these policies are not reflected in student responses. These issues are explored in the next section, using the longitudinal qualitative data from the CELS case study schools.

### 5.3 Participation policies, practices and opportunities in case-study schools

The data from the case-study schools highlights the many good practices that are taking place, but also the challenges of facilitating vertical and horizontal participation beyond the classroom.

In terms of *horizontal* participation, all schools provide a range of opportunities, including sports, charity and fundraising activities, debating clubs, mentoring and volunteering programmes, and young enterprise schemes. Likewise, all of the schools that were visited had some opportunities for *vertical* participation in school decision-making, through structures such as school councils and student consultation processes. For example, **Arcadia High School** had student representatives undertake evaluations of lessons, sit in on interviews for new staff, and attend the Board of Governors meetings as student governors. Other schools mentioned student representation on school committees for teaching and learning and/or pastoral issues; student consultation about issues such as colour schemes, canteen food, and school uniform; and/or allowing students to select the charities that their work would benefit.

The case studies also suggest that the role of, and structures for, student participation have become much stronger since 2002, when the first visits were conducted by the CELS research team. The developments in vertical participation and student voice are particularly notable. For example, in 2002, student councils were still relatively new and/or underdeveloped, and many schools were struggling to develop structures and opportunities for meaningful student involvement in school decision making. However, all have since increased the role of students in their decision-making processes voice. **London Road School** and **Northwest Community School**, for instance, re-launched their school councils in 2006/07, while **Queens Road School** has transformed its culture rather than its structures, as the following vignette illustrates.<sup>18</sup>

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<sup>18</sup> The increasing strength of vertical participation and student voice initiatives in **Queens Road School** was also noted in the latest Ofsted report. Ofsted was similarly positive following its inspection of **Blackrock School**, where the most recent inspection report described student voice as 'outstanding' and the student council 'powerful and effective'.

#### Vignette 4 - Developing Pupil Voice at Queens Road School

**Queens Road School** illustrates some of the developments that can be made in school policy towards pupil voice. When this school was first visited, the school placed strong emphasis on horizontal participation in civic life (especially through charity work), and facilitated vertical participation via the house system and a school council. However, the Student Council was a new development, and one which had yet to fully engage the interest or trust of the student body. By the second case study visit (in 2005), the SMT was placing greater emphasis on students' role in decision-making (with one noting: '*student voice is ever so important*'), yet the teacher we interviewed revealed that, in practice, '*students have a voice, but only on certain topics.*'

Nonetheless, during the case study visit in 2008, both senior managers and teaching staff described how student consultation is '*much more genuine now*' and the '*student council is now much more relevant and students feel that they are listened to more.*' For example, students in this school have become involved in teaching and learning group, and have started doing classroom observations for staff who agree to this.

It is interesting to note that vertical participation is not only limited to formal structures; many schools have also adopted informal channels for students to have their voice heard. For example, in addition to having a school council, the head teacher at **School Dovecote Road School** '*sits in the dinner hall once a week... so the students have got direct access to him*' and has instituted '*circle time every Friday with their tutor so they bring up any issues then.*'

Furthermore, opportunities for student participation are not limited to the school grounds, and the case studies provide interesting examples of how schools are engaging with their local communities and the wider world. These activities may include:

- *School trips to local and national civic institutions* (such as the Houses of Parliament, local courts, and local council buildings).
- *School trips to historical sites* that have a citizenship dimension. For example, one school (**London Road**) arranged visits to a local Jewish museum in order to promote knowledge and understanding of Judaism among their students, which they felt was lacking.
- *Visits from external speakers* - for example, local councillors, members of parliament (MPs), paramedics, the police, prison governors and officers, representatives from charities and local heritage organisations, etc.
- *Community service programmes* - where students help out in local community sites, such as the local library, park, or homes for the elderly; or where schools arrange visits to or from other schools to provide mentoring, to learn more about other faiths, or to work with disabled students.
- *International links* - such as school trips abroad (usually to European countries); charity work for developing countries; or 'virtual' links with schools in Europe and the developing world.

Some more concrete examples of the links schools are making are described in the following vignette.



## Vignette 5 - Building Local and International Links in Case-study Schools

**Queens Road School** provides a good illustration of the types of activities that can be undertaken in the local community:

*[In Queens Road there is a] huge amount of community activity within school and outside, and willingness to participate and contribute. In the local community, there is a community service programme where [sixth form] students volunteer for things like mentoring in other schools, helping in the local library... The sixth form also run a listening line for the lower school. As part of an Excellence Cluster they work closely with other schools in the area (CE Coordinator from Queens Road School).*

Meanwhile, **Arcadia High School** demonstrates how international ties can be developed, and indeed used to strengthen links with the local community. The school is based in a town that campaigned to be awarded 'Fair Trade Town' status, and make a contribution to combating injustices in trade with the developing world. **Arcadia High** and its students have been active participants in the associated Fair Trade activities. For example, students have set up a Young Fairtraders group, run a Fair Trade shop during school hours, organise fundraising activities, and contribute to the town's Fair Trade website. Similar initiatives have also been implemented by **Blackrock School**.

**Northwest Community School** also combines local and international links by organising International Days for its Year 7 pupils and Year 6 pupils from local primary schools. As part of these Days, the school organised a series of activities and lessons that encouraged language learning, cultural awareness and tolerance. Older pupils from the school also participated in the event, by providing support to teachers on the day.

Citizenship activities *outside* of class can also reinforce citizenship learning *in* the classroom. For example, **Queens Road School** has links with schools in Kenya, and when violence erupted after the Kenyan elections in late 2007, these events inspired lots of discussions about elections and democracy in class. For most schools, however, developing links between the curriculum and extra-curricular activities remains a challenge, as the next section highlights.

### 5.3.1 Challenges to Implementing Pupil Participation

Despite the developments that have taken place in the area of participation, these case studies also reveal that crucial challenges remain. These challenges arise in the following areas:

- Forging strong links with the local community and the wider world
- Linking citizenship learning inside and outside the classroom
- Engaging students
- Democratising school culture

Each of these issues is now addressed in turn.

## Forging strong links with local community and the wider world

We have already seen the great efforts that some schools are making to forge links with local and international communities. Nonetheless, the case study visits suggested that many schools struggle to facilitate participation outside of school and to forge links with the local community and the wider world. Student participation continues to be largely centred around the school and/or based in the school grounds, and engagement with the outside world is often reduced to fundraising for charities or visits from external speakers; occasional class visits to civic institutions; or forms of horizontal participation (such as sporting or creative activities, or work experience). Many staff in the CELS case-study schools were conscious that this is a weak point in their citizenship provision, and that the challenges have not abated since CELS began in 2001.

The key challenges that were highlighted during staff interviews were:

- the size of the school (large schools found it more difficult).
- difficulties in engaging parents; the costs of funding outside visits.
- the bureaucracy of stringent health and safety legislation concerning outside visits by individual students and groups.
- the restrictions of the timetable, and
- the pressures of examinations and standards particularly with key stage 4 students (Years 10 and 11).

Both individually and combined, these factors made it difficult to take students out of lessons. For example, one school (**Springfield School**) has stopped inviting external speakers in recent years because visits of this nature require two timetable slots, which are difficult to identify in an already crammed timetable). The challenge presented by large groups was illustrated by the CE Coordinator in **Mine Road School**:

*We can't get 300 students all to do individual community groups - it's impossible to manage. We can't get that done effectively; we have one lesson a week with them. So they end up doing research-based activities, things like whole class fundraising or a mock trial. It's invariably school-based because we can't manage anything else.*

However, while the Coordinator in **Mine Road School** seems resigned to this fate, **Blackrock School** has recently taken radical steps to address their limitations in this area and has appointed a non-teaching member of staff whose remit includes the task of developing community links. **Elm Tree School** has taken similar steps in appointing someone with business experience to manage the school's links with the local community, local businesses and the local services (Council, social services, police etc.).

## Linking citizenship learning inside and outside the classroom

Linking citizenship learning inside and outside the classroom has been a challenging issue since the introduction of statutory Citizenship in schools in 2002. Previous annual reports, as well as those from Ofsted, have highlighted the difficulties, both practical and philosophical of making such links. On the one hand, it is not easy to find out what students do outside the classroom, given much learning in schools remains curriculum driven and classroom based. On the other hand, there remain staff for whom assessing students as active citizens is something of an anathema both in and beyond schools. They have particular concerns about how students who fail such assessment will be labelled. Meanwhile, previous annual reports

have picked up on the lack of joined up policy and practice in the rise of participation and pupil voice initiatives nationally (see Benton *et al.*, 2008) and making explicit links to participation through citizenship education. The plethora of policy initiatives can mean that schools do not always see or make links between those with similar aims and goals.

Indeed, the case-study visits highlight that the link between active citizenship *outside* the classroom and citizenship learning *in* the classroom is not always apparent, to students or staff. This gap was highlighted by a CE teacher in **Springfield school**:

*I work very closely with the house system and I think there is a lot of stuff kids do (like raising money for charity) that does not get flagged up as being citizenship-related. There's a lot of charity work that we do here... that is in a sense the essence of citizenship but it's [viewed as] just a house thing. And citizenship is just a lesson they don't particularly enjoy that they have once a week. There's a separation of the two.*

Even the CE coordinators are not always aware of the overlap between extra-curricular and curricular learning for citizenship in their school. For instance, when asked about participation outside of class, the CE Coordinator in **Mine Road School** told us that:

*The PSHE Coordinator could tell you about a whole range of things but **I wouldn't know about them** ... A lot of time is devoted to CE in the PSHE/pastoral programme but **that's nothing to do with me** and the active CE and school forum elements I don't have anything to do with them at all.*

[emphasis in bold added]

The distinction that is drawn between participation and citizenship may stem, in part, from the fact that participation initiatives were not introduced primarily as part of the 2002 Citizenship Curriculum Order, but instead either pre-date or post-date this order and are seen to be linked to other policy initiatives such as pupil voice and Every Child Matters (ECM). For example, the CE Coordinator in **Springfield School** notes that while there has been a marked increase in participatory activities in recent years, but that 'CE is not entirely responsible for these things... [and] the school as a whole do not see them as citizenship.'

Also important is the way in which activities are categorised and coordinated (or not, as the case may be). In **Mine Road School**, extra-curricular activities and participation are often categorised as being part of PSHE rather than citizenship, and the school lacks a coordinating mechanism to oversee and 'join up' these activities. Or as she put it, student participation and activities in her school are 'ad hoc' and:

*They're not planned or organised or schemed or built in. They stem from PSHE but they have a CE side to them... The charities stuff is often done by heads of year in an ad hoc way and RE do a lot too but the lady in charge of RE is only in charge of RE. I have expressed this, it must have been a million times, this all needs to be pulled together and not by a head of one subject but by a coordinator for CE (CE Coordinator in **Mine Road School**).*

## Engaging students

Even schools with a wide range of opportunities for horizontal and vertical participation can find it difficult to secure student participation in and engagement with these activities.

**Harcourt Street School** has established a School Council, but has found that students do not want to sit on the Council; as the CE teacher explains: 'We have a difficulty with kids wanting to be identified as good citizens', students 'don't want their peers to know' they participate in activities such as these.

Other schools have had more success at engaging their students, but participation is often limited to a select few; this was noted by staff in **King Street, Mine Road** and **Springfield Schools**. For example, in **Springfield School**, student participation is largely limited to sixth formers, and an SMT member acknowledged that:

*The student council is mainly a sixth form student council. We have not been very successful in terms of involving the other year groups in it. We haven't got the message right in terms of how we present it to younger students and how they feel they can have some influence in the school.*

Exam pressure was cited by some as a key contributing factor to low student engagement, particularly at key stage 4 level where students are preparing for GCSEs and therefore have less time for extra-curricular activities. In some cases, activities of this nature are seen by students to contribute to their chances of getting into university.

**Elm Tree School** has attempted to overcome the challenge of engaging students by making the School Council more representative and creating more opportunities for students in all years to get involved on their terms. In particular, they have created separate councils at key stage 3 and at key stage 4, and representatives from each year group then meet at 'full' School Council; in other words, in this school there are, in effect, three students councils, that dovetail together. Each year group votes representatives to either the key stage 3 or key stage 4 Council, who report back to them on Council matters during tutor time. The CE Coordinator believes that this tiered system works well in engaging students and building their confidence in participating as they move through the school:

*Older students can dominate discussion but by having separate Councils at key stage 3 and key stage 4 you give the younger students, particularly those new into the school, an opportunity to have a real voice. It's nice when you see the older students inducting and mentoring the younger ones, it breeds a real sense of community in the school.*

However, the evidence from **Mine Road School** suggests that the challenges in some schools can be more fundamental, and that students may lack the capacity, skills, and/or confidence to be active. According to the CE Coordinator in **Mine Road School**, active learning has not been successful as:

*We have to thrash things out of them, telling them what to write down, and that does rather defeat the object.*

This concern was echoed by a teacher in **Queens Road School**, who noted:

*As the students are all girls some of them can be a bit passive, even though they are bright and conscientious so they feel a bit more uncomfortable with the participatory aspect of citizenship.*

As a result, and despite their efforts to promote active citizenship, the **Queens Road School** teacher notes: 'sometimes we are concerned that we produce nice girls who don't say very much.'

### **Democratising school culture or ticking a box?**

Finally, but most crucially, the qualitative case studies show that in some schools, the structures are merely paying 'lip service' to the notion of student participation in school governance, and that, in practice, students (and sometimes even staff) do not have a chance to affect real change and/or are not engaging with the concept of active participation. Concerns about this were expressed by students and staff, with one teacher describing pupil voice in their school (**Harcourt Street School**) as '*laughable*', and a teacher from another school going so far as to say:

*Our school is appalling! Sorry to be so negative, [but] to [even] get the head to agree to non-uniform days, it's like getting blood out of a stone. It's begrudgingly given.*  
(Teacher, **Mine Road School**).

A more common view, perhaps, was that: *'The students are consulted about almost everything and then the Head and Senior Management do what they wanted in the first place'* (CE Coordinator, **Springfield School**).

Several reasons for this were cited in the case-study visits. On the one hand, the school may lack a commitment to the democratic vision, and while *'it's a well meaning situation'* it can become *'just a case of ticking boxes'* (CE Teacher, **Harcourt Street School**). On the other hand, the reticence may stem from a lack of trust in students' ability to exercise their rights and responsibilities. This view was summarised by a teacher in **Dovecote Road School**:

*[Students] don't always make informed choices. There is some tangible evidence of them having their opinions taken on board but only sensible ones. I don't believe in complete democracy with children. But that's important for them to learn as well, isn't it?*

Student discipline is also a concern for some teachers who: *'...fear that if they give any autonomy or responsibility to the kids they will fail, and they will get the blame'* (CE Coordinator, **Mine Road School**).

However, the dissonance between 'democratic' policy and practice can generate frustration among staff and students. This sentiment was expressed by a staff member in **Springfield School**:

*This is not me being negative. It's just the reality [...] I am very aware that I am sitting here being cynical, where 2 years ago I would have been slightly more upbeat... but at the moment it's sometimes hard to hang onto your enthusiasm for the subject and the principles that it's trying to foster.*

Furthermore, it means that schools can overlook a valuable opportunity to help students become active and responsible citizens, as a teacher from **Mine Road School** pointed out:

*I think we miss out on quite a few opportunities. [...] Everything's driven to exams, but when you do these things like fundraising that's when you best learn about the issues [...] If kids were give responsibility more often they would know how to handle it, have fun and that would be great for the ethos.*

Yet the prospects of change in this school appear limited, as **Mine Road School** existing ethos is currently inhibiting the types and level of participation available to students. The crucial role of school ethos, and other factors, is discussed in the next section.

### **5.3.3 What factors influence participation policy, practice and opportunities?**

The above illustrates that schools are offering a wide range of opportunities for participating in and outside of school, but that practice and engagement are variable across and within schools, and that there are also a number of key barriers and challenges to face. What, then, are the factors that facilitate or inhibit the development of successful and meaningful policies and practice? The CELS case-study schools indicate that there are two key factors that underpin school policy and student engagement: first, the characteristics of the school ethos and climate, and second, the characteristics of the community in which the school is based.

## **School ethos and climate**

By its very nature, school ethos and climate permeates all aspects of a school's policy and practice, and the question of student participation (horizontal, vertical, or otherwise) is no exception. It is perhaps no surprise, therefore, to find that participation outside of the classroom flourishes where the school ethos includes the goal of cultivating citizenship in and beyond the formal curriculum. For example, **Blackrock School** has been judged by Ofsted as outstanding for pupil voice, and cultivating citizenship is a crucial plank of the school ethos. Or as the Headteacher put it:

*Citizenship and being a good citizen runs through the school like a stick of rock. It affects everything we do, from our teaching and learning policy to our pastoral policy.*

Likewise, there were limited opportunities for participation in schools which have yet to develop a democratic climate. As the CE Coordinator of **Mine Road School** explains:

*The ethos of the school – [...] No one has autonomy; it's very top down to everything... Because there is a lack of autonomy in the school people are less inclined to take responsibility. It affects the school at all levels.*

However, the case studies also highlighted some other interesting dimensions. Faith schools, for example, often place a strong emphasis on civic participation and voluntarism, and actively and successfully encourage participation among their students. This relationship is summarised by one of the teachers in **Dovecote Road School**:

*I've worked in all kinds of schools and the main difference in a church school is that everyone pulls together, the parents, the teachers, and pupils - everyone. The students are encouraged all the time to think about others; that's really the ethos of the school and I think that's why we have not had to change too much about what we are doing in the school. CE was always there we have just had to make it a bit more explicit and more obvious to students that that's what they're doing.*

In this case, however, an interesting contradiction emerged. While the school encourages participation in communities and school activities, there were some questions about the school's commitment to democratic decision-making. Or as one teacher from the school put it: *'Everyone does what they're told here. If the SMT wants something done a certain way we do it'*.

There can also be a tension between encouraging achievement and participation, and we found that active citizenship often struggles for status and value in exam-focused schools. These high-achieving schools may have a wide range of extra-curricular activities, but student participation may be driven by individualistic rather than civic goals (such as CV building for university entrance), and that the active component of citizenship learning is secondary to examination subjects, even in schools that offer the Citizenship GCSE. Therefore, while the school is fostering participation, this is not the same as efficacy. Nonetheless, we also found that it is possible for some schools to maintain a keen interest in achievement in academics *and* citizenship. **Queens Road School**, for example, is a high achieving academic school, which manages to combine this with a strong community focus and outward-looking perspective. As one of the CE teachers put it, the school wants:

*...to make sure [students] develop as human beings as well as academically... The [students] are empowered and able to do things and they think for themselves.*

## Characteristics of the local community

School ethos and climate are determined by the senior leaders and staff, but there are other influential factors which are beyond the control of the school. Of particular interest in this context is the way in which the characteristics of the local community can influence how citizenship education is received and taken up by students in and beyond the school. For example, the CE Coordinator in the rural school (**Arcadia High**) we visited noted that: *'One of the hardest things we have to teach is about race and things like that because kids don't ever experience anything like that here.'* Staff also indicated that promoting citizenship links beyond the local area has also proved particularly challenging for this rural school, although as the discussion above has illustrated, the school has instituted a good programme to develop international and local community links.

It is also important to note that the difficulties of developing engagement with the wider world are not restricted to rural schools; schools in small urban centres face similar challenges with parochialism, as the teacher in **King Street School** highlighted:

*Our goals are to place [the local city] within a global environment. I'm absolutely shocked at the attitude [...]. I have never been anywhere or lived anywhere that has such an isolated view of the world. [...] We went to Stratford-upon-Avon recently and one of the kids had never been on a train before! They hadn't passed the [county] border. How can you talk about being a global citizen when you've never passed the county border?*

Despite these difficulties, staff in both schools were keen to stress the importance, and potentially transformative role, of citizenship education, as the following quotes illustrate:

*I think CE is an important subject to be taught to actually show them that we are part of a wider society and wider world*  
(Teacher in **King Street School**).

*[this school is in] a rural, isolated community and so needs to provide students with opportunities to go out and see how the rest of the world experienced life, and how [for example] their buying and spending effects the global economy*  
(SMT member from **Arcadia High School**).

In other words, in spite of the challenges, CE is seen as an important way of introducing students to the wider world, and highlighting their place in, and contribution to, a community that extends from the local to the international. However, this is just one of the perceived successes and challenges of CE, and the next chapter explores these successes and challenges in greater detail.

## 5.4 Summary and conclusions

This chapter sought to examine the question *'In what ways do schools enable students to put citizenship learning into practice and how have these developed over time? (i.e.: Have schools become democratic spaces and increased the range and depth of opportunities for vertical and horizontal participation in the curriculum, in the school culture, and in the local and wider community?)*. In so doing, it provided findings that help to address the CELS research objective to *'analyse the ways in which students', teachers' and school leaders' understandings of citizenship changes over time, and how this influences the provision of opportunities for participation in, and actual participation in, school and wider community activities'* (RO2).

It revealed that schools have made considerable headway in establishing the systems and structures to facilitate student participation and pupil voice. There has not only been a notable increase in the number of schools with student councils and student voice initiatives, but also a growing sense among many school staff of the importance of engaging students, both in school decision-making and in extra-curricular activities. However, it is also apparent that, for many schools, there is still some way to go in creating the democratic culture and school climate that encourages the creation of truly meaningful, effective and democratic structures and schools. As the above section underlines, democratic structures and policies in schools are only meaningful if they are underpinned by a supportive and democratic school ethos. Without a commitment to CE and democratic decision-making, school councils and student consultations can become box-ticking exercises, and CE can become marginalised by the focus on examination results.

Overall, however, this data also shows that student participation continues to be low, particularly in the vertical participation activities - that is, activities that give young people the opportunity to engage with decision-making processes. The latter perhaps gives particular cause for concern, as it is these activities which are most closely aligned with citizenship activities that it is hoped that students will pursue in later life. This suggests that there is still considerable work to be done in this area, and that we need to reflect upon ways to engage students more actively and effectively. This challenge, and the other crucial tasks facing CE, is discussed in the final two chapters.



## 6. Citizenship education in schools in 2008: Successes and challenges

### 6.1 Introduction

The preceding four chapters have examined the developments that have taken place in citizenship education (CE) in schools between 2008 and 2002, when Citizenship was first introduced as a statutory subject. These chapters focus on distinct themes: delivery models for CE (Chapter 2); teaching, learning and assessment approaches (Chapter 3); staffing and monitoring and evaluation policies (Chapter 4); and student opportunities for participation outside the classroom (in the school and in the wider community) (Chapter 5). This chapter seeks to draw together these different themes, and present an overall picture of the current state of CE in schools in England, and how it has progressed to date. The process allows us to highlight the different types of school provision of CE that are emerging. It also allows us to identify the critical success factors that have helped to embed CE in these schools over the first six years of statutory provision and the challenges that remain.

This chapter attempts to answer the question '*What key factors, and in what combination(s), make for successful CE provision in schools and how far have these been recognised and built on since 2002?*'. It provides findings that contribute to answering the overall CELS research objective of making '*an assessment of the models and strands of delivery of citizenship which appear to be most effective*' (RO7). The overview offered in this chapter is divided into three sections. First, we examine whether there are different 'types' of CE provision in schools, by comparing the schools in 2008 to the CELS typologies that were developed in 2003 and 2006. Second, we consider the successes that are apparent in schools, and the success factors that have emerged from the data in the delivery of CE. At the same time, we also discuss the challenges still to be tackled by schools, policymakers, and stakeholders. Finally, in the third section, we identify some of the key variables that unite the CELS schools and their implementation of citizenship education.

The overall conclusions from the report and recommendations for action by key groups involved with CE are then set out in Chapter 7.

### 6.2 Typology of schools

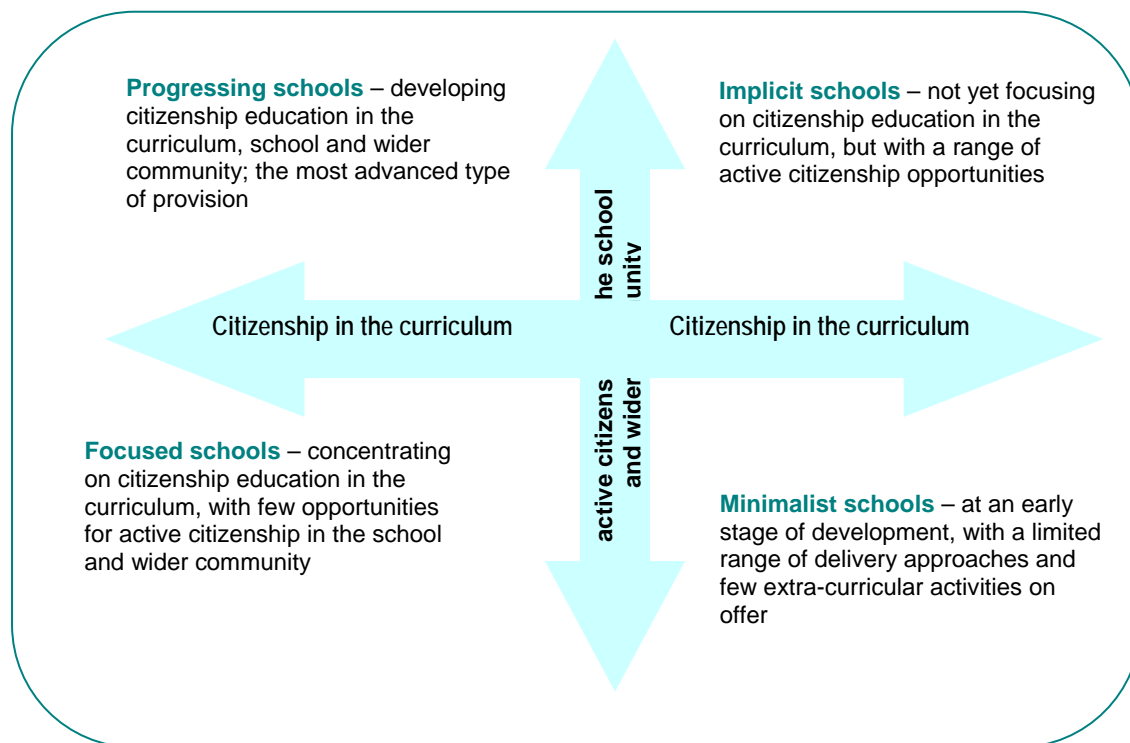
The 'light touch' policy framework for CE has generated a great diversity in CE policies, practices, and experiences in schools, as CELS has highlighted in this and previous reports (see, for example, Kerr *et al*, 2007). The 2002 Citizenship Order provides only a broad outline of how citizenship education is to be implemented in schools, which has meant that schools have chosen a range of methods for delivering CE to their students. Despite this diversity, CELS has been able to identify some common themes and develop a typology of school types that broadly and succinctly describes the key common features of the CELS schools.

#### The First Typology (2003)

The first typology was developed in 2003, following the first longitudinal survey of schools undertaken by CELS (see the Second Annual Report, Kerr *et al*, 2004) and not long after Citizenship had been introduced as a statutory subject. This framework summarised the initial overall approaches taken by schools to the delivery of citizenship. Schools were classified in terms of two dimensions: their *implementation of citizenship education in the curriculum* and their *provision of opportunities for active citizenship in the school and wider community*. By focusing on these two variables, the Study found that the type of CE approach being adopted by the CELS schools could be categorised into one or four different types.

The key features of these four types are described in Figure 6.1 below. Roughly equal numbers of schools were found in each category: that is, 24 per cent of schools were categorised as *progressing*; 27 per cent as *focused*; 23 per cent as *minimalist*, and 26 per cent were *implicit*.

**Figure 6.1 - School Approaches to Citizenship Education (2003)**



### The Second Typology (2006)

This first typology was revised three years later (in 2006) in light of the wider and richer volume of CELS data, and in order to take into account the views of both senior staff and students (the latter of which was not included in the original typology because of a lack of reliable data<sup>19</sup>). The revised typology differs from the first in two key ways. First, it is based on a survey of cross-sectional schools, rather than the schools in the longitudinal survey. Second, this typology takes into account not only curriculum and active citizenship provision, but also student efficacy,<sup>20</sup> student participation levels, and the importance of CE in the curriculum (see Kerr *et al*, 2007).

Using these new measures, the 2006 report identified four main types of school provision for CE, each with a main driver (or drivers):

<sup>19</sup> Students surveyed in schools in 2002/2003 had not, as yet, had sufficient teaching and learning in Citizenship in schools to form any meaningful judgement on the nature, quality and impact of provision.

<sup>20</sup> The term *student efficacy* refers to whether students feel they have an opportunity to have their say both in running the school and in the classroom, and whether students have a positive attitude to involvement in voluntary activities.

<p><b>School type 1: Curriculum-driven</b></p> <p>This type of school provides a firm grounding of citizenship education in the curriculum but is less strong in the areas of participation and has inconsistent levels of student efficacy. The key driver for citizenship education is the <i>curriculum</i>.</p>	<p><b>School type 2: Student efficacy-driven</b></p> <p>Schools in this category have a sound or high level of student efficacy in the school, but are weak on student take up in extra-curricular activities and its delivery of citizenship through the curriculum. The key driver for citizenship education is <i>student efficacy</i>.</p>
<p><b>School type 3: Participation-driven</b></p> <p>Schools in this category have higher than average levels of student participation but their students feel low levels of efficacy and the importance placed on citizenship as a curriculum subject is average. The key driver for citizenship education is <i>participation</i>.</p>	<p><b>School type 4: Multiple drivers</b></p> <p>In this type of school, students not only express high levels of efficacy and show high levels of participation, but citizenship education is also viewed as a strong and central subject within the curriculum. There are a number of key drivers for citizenship including the <i>curriculum</i>, <i>student efficacy</i> and <i>participation</i>.</p>

School Type 4 is what some observers have defined as offering a ‘full service’ or ‘*citizenship-rich*’ delivery model (Breslin and Dufour, 2006). It is, therefore, an ‘ideal’ type and the model which comes closest to turning the vision of the Crick Report (Advisory Group, 1998) for citizenship in schools into effective practice.

### Where are we at in 2008?

Further data was collected from schools and students in 2008 begging the question: how do the schools in 2008 compare and/or fit to schools in earlier typologies? To what extent have schools continued to evolve in their provision of CE since 2006, and indeed, 2003?

These questions can be approached in two different ways, depending on whether we use the 2008 quantitative cross-sectional data or the qualitative longitudinal school case-study data that was collected between 2002 and 2008.

### 2008 cross-sectional survey data

By virtue of the cross-sectional nature of the data, there is no overlap between the schools surveyed in 2006 and 2008. However, we can, nonetheless, calculate the proportion of schools from the 2008 quantitative cross-sectional data that fit into the different school types that were identified in 2006, and compare how these figures have broadly changed between 2006 and 2008. The results of this analysis are set out in table 6.2 below.

**Table 6.2 - Comparing school approaches to citizenship education in 2006 and 2008**

		<b>Grouping and Key Driver</b>			
		<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
		<b>Curriculum</b>	<b>Student efficacy</b>	<b>Participation</b>	<b>All 3 Drivers</b>
	<b>Student Efficacy</b>	Mixed	Average / High	Low	Average / High
	<b>Level of student participation</b>	Low	Average / Low	Average/High	High
	<b>Importance of CE in curriculum</b>	High	Low	Average	Average / High
<b>2008</b>	<b>Number of schools</b>	55	47	27	55
	<b>%</b>	30	26	15	30
<b>2006</b>	<b>Number of schools</b>	55	51	30	78
	<b>%</b>	26	24	14	36

*CELS cross-sectional survey 2006, 2008, NFER.*

At first glance, there appears to have been a decrease between 2006 and 2008 in the proportion of schools belonging to Type 4 and an increase in those belonging to Type 1. However, these differences proved not to be statistically significant, and any minor numerical differences that are apparent are likely to stem from sampling differences between 2006 and 2008. In other words, the proportion of schools falling within each type is essentially unchanged since 2006, and there has not been much progress towards more schools having the citizenship-rich provision that typifies Type 4.

That said, it is encouraging to note that in both 2006 and 2008, Type 4 ‘citizenship-rich’ schools are one of the largest groups in our sample (around a third of schools) and that a further group (of over a quarter of schools) place high importance on citizenship education in the curriculum.

### Qualitative longitudinal data from the 12 CELS case-study schools

Implicit	Minimalist
Arcadia High School Queens Road School	Harcourt Street School Northwest Community School
Focused	Progressing
King Street School Mine Road School Springfield School	Blackrock School Dovecote Road Elm Tree School Humanities High London Road School

With the qualitative case-study data, we can see how these schools fit into the typologies from 2003 and 2006, and, in the process, consider how much (or how little) progress schools have made in embedding CE over time.

Using the first typology, the 12 CELS case-study schools can be broadly considered to fall into the following categories:

Within the second typology, the schools can be categorised as follows:

Type 1: Curriculum-driven	Type 2: Student efficacy-driven
Harcourt Street School Humanities High King Street School Mine Road School Northwest Community School Springfield School	
Type 3: Participation-driven	Type 4: Multiple-drivers <i>(Curriculum, student efficacy and participation)</i>
Arcadia High School Queens Road School	Blackrock School Dovecote Road Elm Tree School London Road School

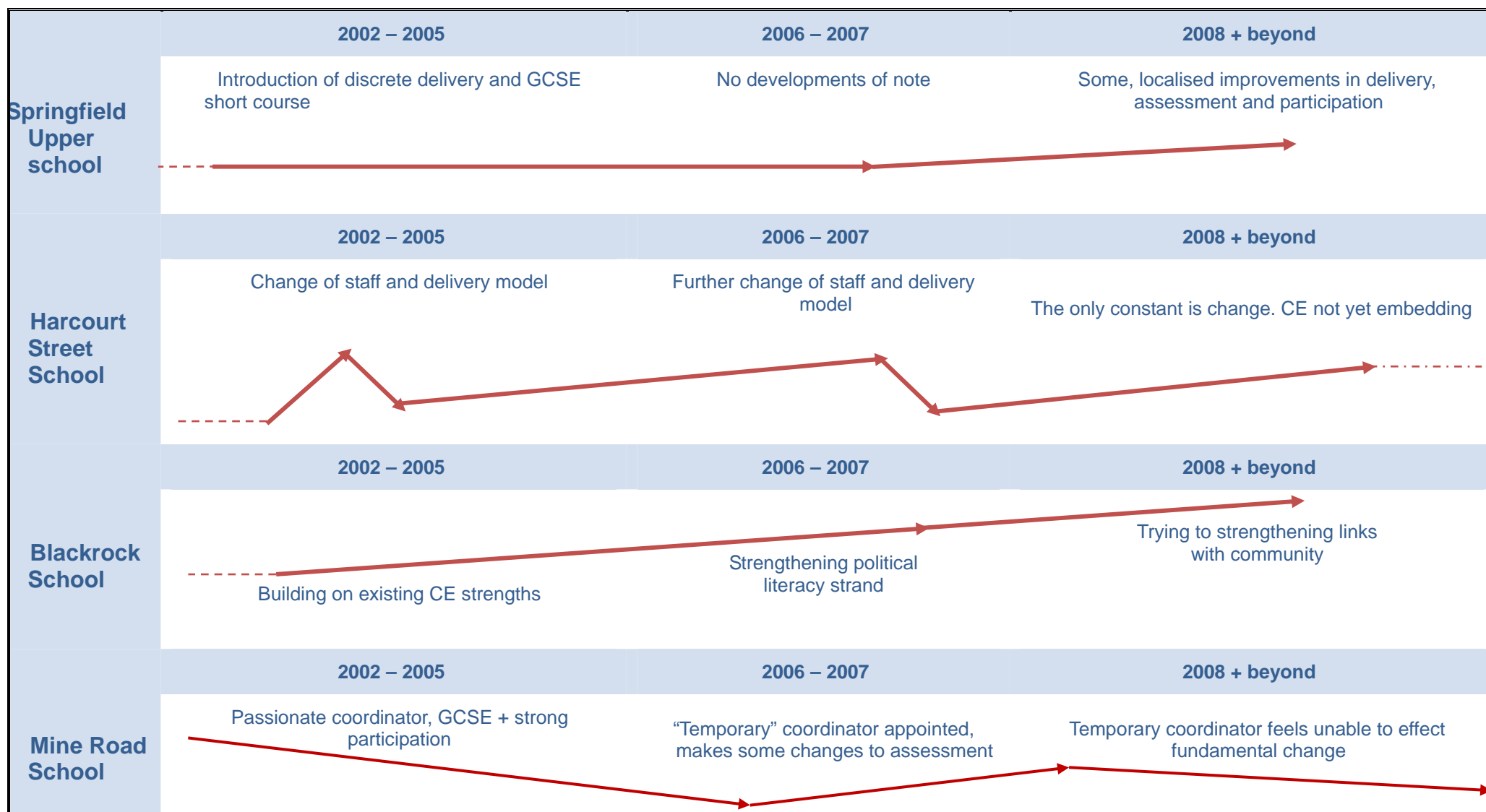
This comparison indicates that, in most cases, schools which started off well (i.e.: were *progressing*) have gone from strength to strength and continue to be citizenship-rich (i.e.: *Type 4*). There have also been notable gains in schools which adopted an *implicit* approach. These schools (namely **Arcadia High School** and **Queens Road School**) have abandoned this approach and developed their CE provision, particularly in the area of participation, which can now be considered a core strength of both schools.

However, it must be remembered that these categories are an ideal type and that, in practice, school policy and practice are more complex, fluid, and contradictory than a typology of this nature allows for. This is underscored in the longitudinal case-study summaries that have been prepared for each of the 12 CELS schools (See Appendix 3). These summaries seek to present an overview of the trajectories that each school has taken since 2001, and how policy and practice have changed over time. To illustrate the range of developments, Figure 6.3 below presents a snapshot of four of these case-study schools.

Further details about these, and the other CELS schools, are set out in Appendix 3. What this brief snapshot serves to do here is to highlight that CE does not always develop in linear or positive fashion, and that school policy and practice in CE can ebb and flow over time. The summaries in Appendix 3 also underline that schools can have developed positive practices in some areas of CE (such as CE learning via the curriculum), and yet have neglected other crucial aspects (such as developing democratic channels for student participation in the school).

The difficult balancing act which schools face, in promoting CE learning within, across and beyond the school, is further underlined in the next section, where the various successes that have taken place thus far are contrasted with the remaining challenges.

Figure 6.3 - Exemplars of the trajectories of CE in 4 of the CELS case study schools



## 6.3 Successes and challenges

The four thematic chapters of this report have highlighted that a wide range of developments have taken place in citizenship education (CE) since its introduction as a statutory subject in 2002 with many evident successes. However, it is also apparent that a considerable number of challenges remain in embedding CE in schools. The key successes and challenges in each area are summarised below.

### 6.3.2 Delivery models for CE

#### *The successes....*

There is a great diversity of delivery models and practices in schools, as Chapter 2 illustrates. Overall, however:

- **Discrete time slot:** Schools are increasingly choosing to deliver CE through discrete time slots, though PSHE remains the most popular method of CE delivery.
- **Delivery methods:** There is a wider range of delivery methods for CE in schools, including combining discrete curriculum time with other methods (such as assemblies and / or collapsed timetable days)
- **Making links:** Schools are using more elements of school life as CE delivery vehicles, and making more links between CE in the curriculum and citizenship-related learning in other areas of school life
- **CE focus:** School leaders and CE coordinators are basing delivery methods for 'citizenship-focused' reasons rather than purely pragmatic reasons. This increases the momentum for CE over time and accords it high status.
- **Impact and benefits:** School leaders and teachers are increasingly witnessing (and recognising) the positive impact of CE and the wider benefits it can bring to the school and to students, particularly in relation to student participation..

#### *The challenges...*

Despite these gains, schools still face a number of difficult challenges in relation to CE delivery.

- **Hindering factors:** Delivery policies and practices for CE in schools can be undermined by factors such as: weak leadership, implementation and coordination; low status of CE and pressures on curriculum time.
- **Learning opportunities:** The opportunities for citizenship learning in other areas of the curriculum and in wider school life are not always clear, to teachers or students.
- **Student awareness:** Student awareness of CE is mixed. There continues to be a risk of confusion among students between Citizenship and PSHE and a lack of awareness of CE where it is not delivered through a discrete time slot.
- **Teacher support:** In some schools, CE still lacks status and support among the teaching staff as a whole.



### 6.3.3 Teaching, learning and assessing Citizenship

#### *The successes....*

- **Teaching methods:** Active teaching and learning methods are perceived to be the best suited for the delivery of CE and students report that CE lessons tend to involve more active participation than lessons in other subjects.
- **Classroom climate:** Over time, teachers have become more positive about the extent to which students have a voice in their school. Students as a whole are moderately positive about the classroom climate, with older students (i.e. Post-16) most confident about having a voice in the classroom.
- **Topic coverage:** Most of the CE coordinators in the 12 case-study schools report that, overall, their schools cover the national curriculum for CE, either in full or reasonably well and students report they have studied a wide range of CE topics.
- **Assessment:** A wide range of assessment methods are used in CE, including self-assessment and peer assessment. There has also been a notable increase in the use of (or at least interest in) GCSE courses for assessing student progress.
- **GCSE take up:** Formal assessment using the GCSE is becoming increasingly popular as many case study schools are considering either upgrading to the full GCSE in citizenship in the near future, or introducing this examination course for the first time.

#### *The challenges...*

- **Teaching methods:** Although active teaching and learning methods are popular with students and increasing in use, teaching is still predominantly delivered through *less active* teaching and learning methods (across all subjects, including CE). The use of active teaching and learning methods varies considerably within and between schools.
- **Classroom climate:** Students (particularly younger ones) are less positive than school leaders and teachers about the extent to which their voice is heard in their school.
- **Resources:** Though the availability of resources to support the delivery of CE has improved since 2002, the type and range of resources used can be limited by financial, time, and practical constraints.
- **Topic coverage:** While most schools cover the national curriculum for CE, some struggle to cover all topic areas in equal depth. Reasons for this include: lack of curriculum time; lack of teacher confidence and expertise; and difficulty in engaging (some) students with topics around *government, politics* and *voting* (the *political literacy strand*), as well as those concerning *diversity, identity* and *global issues*. The data also raised concerns that there is a drop off in education about citizenship (and especially *political literacy*) once students progress beyond key stage 4.
- **Assessment:** The 2008 cross-sectional survey indicates that almost 50 per cent of schools have not yet implemented assessment policies for CE, six years after its introduction as a statutory subject. This is due to a range of factors including teacher and time constraints, as well as senior management views, in some schools, that CE cannot be assessed.

### 6.3.4 Staffing and monitoring and evaluating CE

#### *The successes....*

- **Staffing:** A more specialist and experienced cadre of CE teachers is gradually emerging in schools, as teachers gain more hands-on experience of teaching CE in the classroom.
- **Training:** Around half of those teaching CE having received training, to date. They report that they are generally happy with the quality of that training.
- **Teacher confidence:** Teachers have grown in confidence in teaching certain CE topics, particularly those concerning *environment, crime and punishment* and *the media*.
- **Monitoring and Evaluation:** There have been some improvements in the scope and strength of the monitoring and evaluation systems being put in place by schools; some schools have developed robust and responsive measures that demonstrate a commitment to improving CE teaching and learning in their schools. These measures make use of internal self-evaluation and external monitoring by Ofsted.

#### *The challenges...*

- **Staffing:** CE is often staffed in an ad hoc fashion, with teaching duties allocated on the basis of convenience and availability, rather than experience (with CE or a related subject) or enthusiasm. This, in turn, can undermine the continuity and status of the subject, and prohibit the development of a corpus of experienced, confident teaching staff.
- **Training:** The 2008 survey data suggests that 50 per cent of CE staff had not received any training in CE, and a sizeable number of teachers feel the need for further training in this area (particularly in the subject matter of CE and *political literacy*). This interest was contradicted in the qualitative data from the case-study schools, which suggested that there was little appetite for further training. However, this data also indicated that one of the primary reasons for this was the structural barriers (namely the lack of time and resources), which limit participation and enthusiasm.
- **Teacher confidence:** A considerable number of teachers lack confidence in teaching about certain CE topics, notably those concerned with *the economy, politics and government* and *European and global issues*.
- **Monitoring and evaluation:** While there have been some improvements in the scope and strength of the monitoring and evaluation systems being put in place by schools, there is still considerable room for improvement in those schools which rely on weak, informal, and often ad hoc processes.
- **External monitoring:** Ofsted's Section 5 (whole school) inspections could be more robust and consistent; Ofsted inspections can have a significant impact on the status and practice of CE in schools, but there is some evidence to suggest that some Ofsted inspections have not picked up on weak CE provision.

### 6.3.5 Participation outside the classroom

#### *The successes....*

- **Student participation, outside the classroom and outside school:** School policies and structures for facilitating student participation and pupil voice within and beyond school have become much stronger since 2002, and there are many examples of good practice in building strong relationships between schools and local and wider communities.
- **School climate:** School staff are positive about the level of democracy in their school, and about the nature of the relationships between staff and students, and the school and the local community. Students, for their part, are moderately positive about the extent to which democratic processes are in place in their schools and colleges.
- **Involvement of the community:** School leaders feel that their school's *relations with the local community* are good. Local community groups are widely felt to have contributed to the teaching of CE but are less likely to have been involved in developing the school's approach to citizenship.

#### *The challenges...*

- **Student participation in extra-curricular activities:** Student participation levels within and outside of school have remained relatively low, despite increasing reports by senior leaders that a wide range of activities are available at school.
- **Linking citizenship learning:** Many schools have also found it difficult to make clear and consistent links between the citizenship learning taking place in the curriculum, in the school and in the wider community (i.e. between learning in the three 'Cs' of citizenship education - *curriculum, culture and community*)
- **Links beyond the school:** Despite the gains made in this area, schools also highlighted that they find it difficult to forge links with outside communities,
- **Types of student participation:** Despite a strengthening of policies and practices concerning participation schools report that it remains a challenge to engage students and increase participation rates in vertical and horizontal activities. There is a particular challenge in providing students with opportunities to engage in 'vertical' participation activities (activities that involve engagement with real, decision-making processes in schools)
- **School climate:** The level and quality of democracy in schools was mixed. Some schools treat student voice as merely a box-ticking exercise, or limit the practice because of concerns about students' judgement and behaviour. There was also a notable gap between students and staff views of the level of school democracy, with the latter more positive than the former.

### 6.4 Summary and conclusions

This chapter sought to use CELS data to answer the question '*What key factors, and in what combination(s), make for successful CE provision in schools and how far have these been recognised and built on since 2002?*'. It provides findings that contribute to answering the overall CELS research objective of making '*an assessment of the models and strands of delivery of citizenship which appear to be most effective*' (RO7). In particular, following in-depth analysis of specific themes within CE practice in schools in preceding chapters, this

chapter has revisited and updated the typology of school approaches to citizenship education, linking the quantitative data from the cross-sectional survey with the quantitative, longitudinal data from the case-study schools so as to provide a crude overview of the trajectory of CE within and across schools. It has also brought together the key findings from the previous four chapters, and detailed the successes in developing CE in schools, the key factors behind such success, as well as the challenges that remain.

This latter aspect has been particularly useful. It has highlighted not only how much progress has been made to date in embedding CE in schools, but has also reminded us of the number of challenges that remain in the four key thematic areas explored in this report namely: delivering CE; teaching, learning and assessing CE; staffing and monitoring and evaluating CE; and encouraging student participation beyond the classroom.

What becomes clearer when you look at the trajectory of CE (and the combined findings from the four thematic areas) is the ebb and flow of citizenship education in schools over time and also the interrelationship of the four thematic areas and of the successes and challenges. Though this report addresses the four thematic areas separately, in practice, successes and challenges in each are interrelated. It is not possible, for example, to isolate challenges in delivery methods for CE in schools from those in assessment approaches, or, similarly, the successes in staffing of CE from those in teaching and learning approaches.

The final chapter to this report, Chapter 7, picks up this interrelated approach in looking across the key findings from this chapter (and preceding ones) in order to revisit and provide definitive answers to the overarching research question (and subsidiary questions) that frame this report, namely *how far has citizenship education become embedded in secondary schools in England since 2002 and what does the future hold?* It also uses the considerable challenges that remain for CE, both current and forthcoming, to set out recommendations for action for key groups involved with CE policy, practice and provision in and beyond schools – policy-makers, practitioners and stakeholders/support agencies.

## 7. Conclusions and recommendations for action

### 7.1 Introduction and contexts

This chapter answers the final subsidiary theme of this report, namely: *what are the current and forthcoming challenges for schools in embedding citizenship education (CE), and what recommendations for action do our findings suggest?* As with preceding chapters, this chapter provides findings that help to address the CELS research objective to provide *an overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability)* (RO6).

The opening chapter to this report set out the main focus for this CELS Seventh Annual Report, namely to explore the overarching research question: ***how far has citizenship education become embedded in secondary schools in England since 2002, and what does the future hold?*** It explored the rationale for this focus, what CELS data was used to examine the question, and how the question was broken down into six further subsidiary themes and questions. It also showed how the emerging findings from these themes and questions were linked to the overall research aims (RAs) and research objectives (ROs) for CELS, and explained how these findings will be revisited in the final outcomes from CELS. The subsidiary themes and links to the overall CELS research aims (RAs) and research objectives (ROs) are, as follows:

	<b>Subsidiary Theme</b>	<b>Subsidiary Question</b>	<b>Link between the ROs and RAs of CELS</b>
1.	<i>Delivery method</i>	How is citizenship education (CE) being delivered by schools in 2008, and how far have these approaches changed since 2002?	<b>RO5 (RA2)</b>
2.	<i>Teaching, learning and assessment</i>	What structures and resources have schools put in place to develop CE teaching, learning and assessment, and what has changed since 2002?	<b>RO6 (RA3)</b>
3.	<i>Staffing, monitoring and evaluation</i>	How have schools staffed CE, what systems have they put in place to monitor and evaluate CE, and how far have these approaches changed since 2002?	<b>RO6 (RA3)</b>
4.	<i>Opportunities for participation (vertical and horizontal)</i>	In what ways do schools enable students to put citizenship learning into practice and how have these developed over time? ( <i>i.e.: Have schools become democratic spaces and increased the range and depth of opportunities for vertical and horizontal participation in the curriculum, in the school culture, and in the local and wider community?</i> )	<b>RO2 (RA1)</b>
5.	<i>Key factors for success</i>	What key factors, and in what combination(s), make for successful CE provision in schools and how far have these been recognised and built on since 2002?	<b>RO7 (RA3)</b>
6.	<i>Challenges and recommendations for action</i>	What are the current and forthcoming challenges for schools in embedding citizenship education (CE), and what recommendations for action do our findings suggest?	<b>RO6 (RA3)</b>

The preceding chapters have answered, in turn, all six subsidiary themes and questions, with the exception of the second part of No. 6: *what recommendations for action do our findings suggest?* This leaves the straightforward task in this final chapter of providing an overall conclusion to the overarching research question behind this report.

Accordingly, this chapter has three sections. The introduction (first section) reminds us of the contexts for CELS and citizenship education (CE) which have helped to frame the focus for this report and against which the conclusions are drawn. The second section offers conclusions to the two parts of overarching question, namely *how far has citizenship education become embedded in secondary schools in England since 2002?* and *what does the future hold for CE in secondary schools?* It also provides an overall conclusion. The conclusions are seen through: the three interrelated lenses of the CELS data in this report (i.e. *breadth, in depth* and *over time*); and against the three contexts where citizenship learning was to be developed (i.e. in the *curriculum, school culture* and the *wider community*). The section also identifies some common factors that influence how far embedded CE has become in schools and how it will fare in the future. The third section builds from the conclusions in this chapter and from the current and forthcoming challenges (as detailed in Chapter 6) to set out recommendations for action for key groups involved with CE: namely policy-makers, practitioners and stakeholders/support agencies.

Before reaching conclusions it is important to remind ourselves of the contexts for CELS and citizenship education which help to frame these conclusions. The CELS data that has been presented in this report enables conclusions to be drawn using three different *lenses* or perspectives namely:

- *Breadth* - using quantitative data from the final sweep of the cross-sectional survey of students, teachers and school leaders (conducted in Spring 2008)
- *In depth* - employing qualitative data from the latest visits to the 12 longitudinal case-study schools (conducted in Summer term 2008)
- *Over time* - comparing the latest quantitative data with that collected in previous cross-sectional surveys in 2006 and 2004 and the latest qualitative data with that collected in previous visits to the case-study schools in 2006, 2004 and 2002.

Meanwhile, the context for citizenship education enables us to contrast what has actually happened to CE in secondary schools against the original vision and expectations for CE policy and practice. This vision and expectations underlined that citizenship education in schools would:

- Comprise **three strands** - the strands of *social and moral responsibility, community involvement* and *political literacy*, with the latter strand being the new element of CE.
- Promote **active learning** - an emphasis on active, experiential and participative teaching and learning approaches.
- Be a **subject and more than a subject** - be located in the curriculum but then permeate from this curriculum base into the whole school and wider community beyond.
- Take place in **three contexts** - citizenship learning would take place in three distinct but interrelated areas: the *formal or taught curriculum*; the *school culture and ethos*; and, *links with the wider community* (known as the 3 'Cs' of citizenship - *curriculum, culture* and *community*).

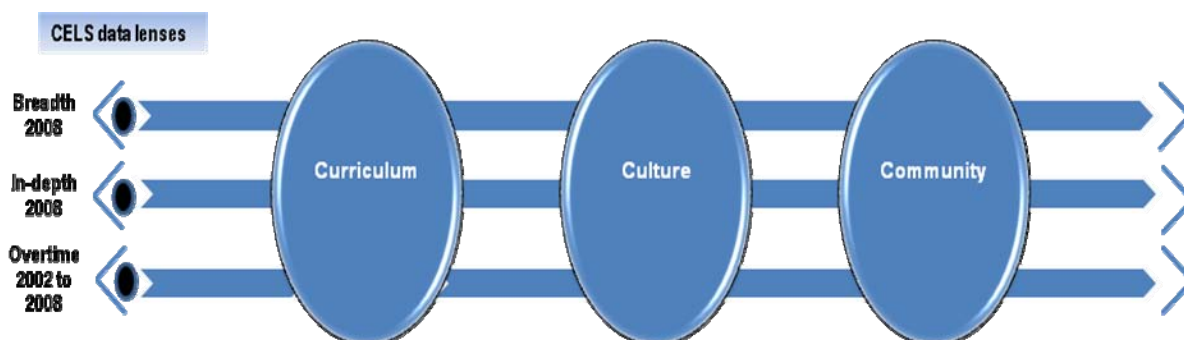
- Be deliberately **light touch** - in laying out a minimal, yet rigorous, curriculum framework (in comparison to other National Curriculum subjects) that schools would have flexibility to approach using the professional expertise of staff and dependent on the particular context of the school and its local community.
- Require proper **resources** - in terms of curriculum time, school leader support, staffing, teaching materials and teacher training.
- Continue beyond the **age of 16** - as the Citizenship Advisory Group stated in its Final Report '*if citizenship education is to be accepted as important, not only for schools but for the life of the nation, it must continue beyond the age of 16*' (QCA, 1998: 28).

On top of this, the opening chapter also pointed out how the contexts for CE and education in general have continued to shift since 2002, when Citizenship became statutory in secondary schools. This shifting context needs to be taken into account when reaching conclusions and considering recommendations for action, notably the on-going moves to strengthen student participation and pupil voice, personalise learning and, more recently, to promote community cohesion. The shifting context is particularly important when answering the second part of the overarching research question: *what does the future hold for CE in secondary schools?* The next section considers the conclusions arising from the report findings.

## 7.2 Conclusions

The conclusions to this report are divided into two parts, in line with the overarching research question. The first set of conclusions addresses the question: *how far has citizenship education become embedded in secondary schools in England since 2002?* and the second set: *what does the future hold for CE in secondary schools?* These are followed by a short overall conclusion. As noted in the previous section, the conclusions are seen through: the three interrelated lenses of the CELS data in this report, and against the three contexts where citizenship learning was to be developed. These differing perspectives add weight and depth to the overall conclusion. Figure 7.1 below shows the relationship between the lenses and contexts.

Figure 7.1 - CE analysis perspectives CE Learning Contexts



## 7.2.1 How far has citizenship education become embedded in secondary schools in England since 2002?

### ***Breadth (across schools)***

So how far has CE become embedded in secondary schools from the perspective of *breadth* across schools?

#### ***In general***

Seen from the perspective of the 2008 cross-sectional schools, there are clear signs that citizenship education is becoming more established and embedded in school policies and practices. Comparison of these schools with the revised typology of school approaches to CE confirms the predominance of Type 4 'citizenship-rich' schools and Type 1 who emphasise citizenship education in the curriculum. CE clearly has recognition, status and resources in these schools. It is also interesting to note that school leaders and teachers increasingly recognise the broad benefits of having citizenship education in the curriculum, in the whole school and in the community. They are also more positive about the impact of CE on student confidence and behaviour and on their future actions and activities in the community. In short, they can see the wider benefits of CE both for their schools, their students, and their communities.

#### ***Learning contexts for CE***

- ***Curriculum***

Citizenship education is strongest and most embedded within the context of the school curriculum in these schools. Schools recognise this and have adjusted their delivery model to give CE a dedicated timeslot and more curriculum time. Staff are more confident in teaching familiar CE topics, though less familiar with other topics (particularly those concerning the *political literacy* strand), while assessment practices are becoming more embedded in those schools that assess CE, particularly through the introduction of the Citizenship GCSE.

- ***School culture***

In terms of the permeation of citizenship education across the structures and processes of the whole-school, the picture is more mixed. There are signs of the spread of CE from the curriculum and its increasing visibility in certain school structures and processes. However, this is also considerable evidence of the need for further development in these structures and processes.

In terms of staffing, this report shows that there is an increasing cadre of experienced staff, led by experienced coordinators, who teach CE. These teachers come from a wide range of subject backgrounds. Increasing numbers of schools are also recruiting new staff to teach CE, perhaps as a consequence of increasing dedicated timeslots. However, despite their growing experience, this report also highlighted the ongoing need for training among existing CE teachers, particularly in the areas of subject/ topic coverage, assessment, and reporting and teaching methods.

There is also evidence of the spread of CE practice through the strengthening of student participation and pupil voice. School leaders and teachers are particularly positive about the spread of democratic practices in their schools. However, there are more opportunities for students to participate in 'horizontal' than in 'vertical' activities, and there is mismatch between the attitudes of school leaders and teachers and those of students. Students in these schools are only moderately positive about their degree of 'voice' in school decision-making.



- **Wider community**

The data from the cross-sectional schools suggests that there is a strong base for making links through CE between schools and their communities. However, the links are largely one way with the local community coming into the school rather than the school extended out into the community. School leaders report good relations with the local community. Though local community representatives are least involved in planning the Citizenship curriculum they are increasingly involved in its delivery.

***In-depth (within case-study schools)***

What conclusions can be drawn about the embeddedness of CE in schools from the perspective of *in-depth* within case-study schools?

***In general***

As was demonstrated in the preceding chapters, the *in-depth* lens is more revealing about the degree of embeddedness of CE at individual school level. In particular, it provides a greater understanding of how CE policies and practices are conceived, developed, and implemented, and how they evolve when faced with the realities and compromises of daily practice. There are echoes with the conclusions from the broader cross-sectional data but also present significant variations, which result in more mixed and contradictory conclusions. The findings from visits to the case-study schools in 2008 highlight how:

- CE does not always develop and embed in a linear or positive fashion in schools.
- School policy and practice for CE is more complex, fluid and contradictory than the broader picture suggests.
- CE policies and practices in schools can ebb and flow considerably.
- The embedding of CE policies and practices is uneven with strengths in some contexts at the same time as weaknesses in others (e.g. CE embedded in the curriculum at the same time as minimal student participation and pupil voice in the school culture).
- Schools continue to find it challenging to simultaneously develop and balance CE across the learning contexts of the curriculum, school culture and wider community.
- Some schools have been considerably more successful at embedding CE policies and practices than others.
- There is no one uniform approach to embedding CE in schools, though there are common factors which can reinforce or hinder embedding.

***Learning contexts for CE***

- **Curriculum**

While CE is also most embedded in the curriculum in case-study schools, there is a mixed picture of what that embedding involves and how it is being achieved. The case-study findings show that:

- Schools are using more than one delivery model (i.e. not just a dedicated timeslot) to cover the breadth of the CE curriculum.

- The original delivery model chosen for CE in schools has remained largely unchanged.
- There are a number of supportive factors that encourage CE embedding in schools, including having a clear vision about CE, good coordination and continuity and consistency in staffing, resources and delivery.
- Students see CE lessons as more active than those in other subjects, except at key stage 4 where the constraints of the Citizenship GCSE syllabus commence.
- Schools use a wide range of resources in teaching the Citizenship curriculum.
- The *political literacy* strand of CE is challenging for teachers to teach and difficult to make interesting and appealing to young people.
- The visibility of CE in the curriculum for students is variable, ranging from crystal clear (a named CE slot) to invisible (subsumed within PSHE).
- Policy developments in general education can help to embed CE policies and practices, for example the positive impact of Assessment for Learning (AfL) on CE assessment and the encouragement given to pupil voice at curriculum and whole school level.

- **School culture**

What comes through is a mixed picture in terms of the permeation of CE from the curriculum across the school culture, ethos, structures and processes. The case-study schools reveal that:

- Many schools take a whole-school or cross-faculty approach to CE out of necessity, with some supplementing this with the adoption of a core CE specialist team.
- Monitoring and evaluation of CE is very strong in some schools, but there is considerable room for improvement in procedures in most schools.
- Ofsted inspections are producing mixed results for CE in schools, sometimes strengthening and other times undermining policy and practice.
- The place of and structures for student participation and pupil voice have become much stronger in schools (e.g. rise of school councils) but some schools have responded by paying lip service to the policy and neutering or constraining the power and potential of such voice.
- Some schools draw a distinction between CE and student participation, seeing CE as a narrow curriculum subject and participation as a separate whole-school issue.

- **Links with the community**

The case-study schools highlight how this is the most challenging learning context for embedding CE. They show that CE policy and practice is largely embedded in schools and not permeating beyond the school gates through links with the wider community. They also underline the variety of practical, mitigating circumstances which make such links difficult to establish and maintain. However, these schools also demonstrate that the characteristics of the local community can impact on how schools approach CE. The case-study schools also reveal the lack of a real link between active learning experiences that students have in school with any such learning experiences they may have outside school.

### ***Over time (across and within schools)***

What conclusions can be drawn about the embeddedness of CE in schools from the perspective of *over time* (i.e. from 2002 to 2008) across and within schools?

#### ***In general***

As has been noted in previous CELS annual reports, the *over time* perspective is a powerful feature of a longitudinal study. It enables the breadth and in-depth conclusions to be set within an even broader and deeper perspective. Over time conclusions reinforce previous findings and trends and also highlight new developments. In particular, they help to build a sense of overall trajectory for the development of CE across and within schools, as evidenced by the case-study school trajectories in Appendix 3.

#### ***Learning contexts for CE***

- ***Curriculum***

The over time perspective underlines how CE has become most embedded in the curriculum within and across schools. It confirms previous findings that:

- Schools have continued to narrow the initially broad delivery models adopted for CE (largely cross-curricular involving all teachers and all subjects) and move toward the use of a dedicated timeslot for CE.
- Classroom climate has become more positive.
- The *political literacy* strand remains the most challenging aspect of CE curriculum delivery for teachers to teach and motivate young people.
- Assessment policies, where they are in place, are becoming much clearer, more visible, and more rigorous.
- Continuity and consistency in vision, leadership, and coordination are key factors in embedding CE in the curriculum.

- ***School culture***

The over time perspective reveals the continuation of the trend for the permeation and embedding of CE in certain school structures and processes, particularly in relation to staffing, monitoring and evaluation and the strengthening of student participation and student voice. It highlights that:

- Schools continue to use existing staff to teach CE.
- Staff are building more confidence in what they deliver but still lack confidence in teaching certain topics, notably those in the *political literacy strand*.
- There is a Year 10 dip in student efficacy - the sense of their ability to affect change in their schools and lives - compared to Year 8 and 12 students who are more positive.
- Student perceptions of school democracy (i.e. the extent to which their schools are democratic spaces) has risen since 2002, but has now levelled off.

- There remain limited opportunities for young people to experience ‘vertical’ participation compared to those for ‘horizontal’ participation.
- There is a mismatch between the number of opportunities that schools provide for student participation and their take up by young people.
- ***Links with the community***

The over time perspective confirms that embedding CE through links with the community remains an unfulfilled goal in schools. This is in spite of positive relationships between schools and their communities.

### **Common factors**

The three sets of conclusions, particularly the *in-depth* perspective, highlight a number of common factors that influence the extent to which CE has become embedded within and across schools. As was shown in previous chapters, the influence of these factors can be both negative and positive and can hinder or encourage embedding. Some of these factors have been highlighted in previous reports and CELS publications. They include:

#### **People - individual level factors**

The strength and extent of

- School leadership recognition, vision, and support for CE
- Coordinator commitment and leadership of CE
- Teacher confidence and enthusiasm for CE
- Student engagement with, and take-up of ,CE opportunities
- Community support for CE.

#### **Culture - collective level factors**

The degree, strength and extent of:

- Status and recognition of CE
- Staff awareness of and support for CE
- Visibility of CE to staff and students
- Promotion of student participation and student voice opportunities
- School culture and ethos in support of CE
- Democratic participation in school
- Links with the wider community.

## Structure / process - system level factors

The degree, extent and effectiveness of:

- Curriculum time for CE
- Assessment policies for CE
- Active teaching and learning approaches
- Monitoring and evaluation of CE (both internal and external)
- Training for CE
- Implementation and coordination of CE
- Staffing approaches to CE
- Resources available for CE
- 'Vertical' and 'horizontal' participation opportunities provided for students
- Linking of CE learning contexts (curriculum, school culture, community links).

All these factors contribute to how far CE has become embedded in secondary schools since 2002. However, it is how they interact that is the key to the complexity, variability, and contradictions in the conclusions reached through the differing perspectives.

It is important to bear this context in mind because it has an influence on the conclusions drawn from the latest CELS data concerning the second part of the overarching research question, namely *what does the future hold for CE in secondary schools?*

### 7.2.2 What does the future hold for citizenship education in secondary schools?

This is not an easy question to answer definitively at this stage of CELS. Further data will be collected from schools and students, and, any conclusions drawn at this stage can only be preliminary. However, what is clear from the latest CELS data, particularly that from the case-study schools, is that citizenship education policy and practice is still evolving in schools and at varying rates. As Chapter 6 underlined, although there have been many successes in embedding CE in school policies and practices, considerable challenges remain.

Some schools are clearly in a much stronger position than others to meet these challenges and to continue to embed CE in policy and practice. However, as noted in the previous section, the unknown in all this is the combined impact of the common factors (at individual, collective and structural level) on the trajectory of CE in schools. The trajectories of the case-study schools (see Appendix 3) reveal that the progress of CE in schools is not linear but rather more uneven, bumpy and fractured. These factors can work, in combination, to strengthen and weaken CE at particular points in time.

For example, the accumulated CELS evidence would suggest that those schools classified as Type 4 'citizenship-rich' and Type 1 curriculum focused are in the strongest position to take CE forward positively. They can continue to build on their existing successes and strengths and rise to current and forthcoming challenges. However, much will depend on how these common factors play out in practice. The situation at **Elm Tree School** puts this

into sharp perspective. The school remains classified as Type 4 'citizenship-rich' and has done much since 2002 to embed CE in the curriculum, to strengthen democratic structures and processes in the school, and to make some links to the local community. It would appear to be in a strong position concerning the future of CE in the school. However, the latest case-study visit revealed that major changes are currently afoot in the school and potentially for CE. Not only is the school about to become a new Academy but the longstanding CE coordinator, who has been the glue that has held CE together, is taking early retirement. Academy status brings with it a new governing body, new funds for buildings and staff, a reshaped senior management team, a revised ethos (and, by extension, values), and the promise of curriculum innovation. The retirement of the CE coordinator brings with it the opportunity to review CE policy and practice and appoint a new coordinator. What is as yet unknown is the combined impact of these changes and how far it will alter the current, upward trajectory of CE in the school. The changes have the potential to reinvigorate CE in the school but also to undermine it. What happens, in practice, in the school is something that we will be following up in the final year of CELS.

It is also important to recognise the gap between policy formation and implementation at national and individual school level. The *over time* perspective in this report highlights a certain time-lag between shifts in policy for general education and citizenship education and their take-up and impact in schools. This has been the case, for example, with the emphasis on strengthening student participation and pupil voice and, more recently, on personalisation and the spread of Assessment for Learning (AfL). As the data from the case-study schools reveal, some schools have been quicker and more assiduous in reacting to these policy shifts than others.

This time-lag in policy implementation is important when attempting to look forward for CE provision in schools. There are considerable challenges to, and opportunities for, developing CE in current policy developments. As was outlined in the opening chapter, there are considerable current shifts in policy for general education and citizenship education, notably with the introduction of a new National Curriculum in schools from September 2008, which includes a revised and updated Citizenship curriculum with a new fourth strand on *Identities and diversity: living together in the UK* that looks to strengthen community cohesion in and beyond schools. Meanwhile, recently, through the Primary Curriculum Review (Rose, 2009) and MacDonal Review (Macdonald, 2009), there are also suggestions to make citizenship education statutory in primary schools and make PSHE statutory in secondary schools.<sup>21</sup> What is evident in reviewing the latest CELS data is that schools are at various stages of awareness of these policy shifts and at differing points of reflection in considering their implications for current policy and practice in the school towards citizenship education.

### **The revised Citizenship curriculum and new fourth strand**

Looking forward, there is evidence that case-study schools are **continuing to review** their practice with regards to CE in the curriculum, and that, in some cases, this is under the impetus of the revised and updated Citizenship curriculum. In some case-study schools, forthcoming timetable changes mean that there will be (a move towards) the introduction of a **specialist team** for CE and/or the increase in the **time** allocated to the delivery of CE in 2009-10. In the specialist citizenship school (**Humanities High School**), the planned increase in time allocated to CE is a result of the perceived need to have more lessons to cover the revised curriculum and the new fourth strand of *Identity and Diversities*.

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<sup>21</sup> It was not possible to elicit views on these two reviews because they came after the collection of the latest CELS data. However, these and other policy developments will be followed up in the final round of data collection in the case-study schools.

However, unsurprisingly, in schools where CE is affected by lack of status and momentum and by pressures on the timetable from core subjects, no increases in time for CE seem planned, despite recognition that too little time is dedicated to it. In fact, in **Woodford Road School**, an exam-rich school where CE is being pushed out of curriculum, the new curriculum is not expected to have much impact due to low status of the subject. In the words of the coordinator, the new curriculum is expected to have 'Very *limited* [impact on the school's practice], *because I know we can't do it and no one's going to check up on us*'. This suggests the inspections of the new curriculum may not necessarily ensure the quality of CE provision (see also Chapter 4).

At the time of the visits (Summer term 2008), most of the case-study schools were still to identify what exact changes would be required as a result of the introduction of the revised and updated curriculum for CE that was to be introduced the following September. This is something that CELS will follow-up in its final stage (see Postscript). For the moment, the (preliminary) data about the introduction of **Identities and Diversity** as a fourth strand of the CE curriculum indicates that:

- Students are, in the main, positive about it and see the value in covering these topics, for preventing or addressing racism, prejudice and bullying.
- Staff and students across schools believe that *Identities and Diversity* is already covered as a topic to some extent in the existing Citizenship curriculum.
- Some staff lack confidence in how to address these topics, particularly in relation to the background of students and in the context of the nature of the local community, and will require training.
- Community contexts are likely to have an impact on how schools address issues of identities and diversity, with some community contexts (particularly those that are monocultural) proving more challenging than others.

Whilst these findings are generally positive, in one school students warned that, as topics relating to identities and diversity are already covered, if more of the same is added, it may become boring. Also, overall, staff and students tended to discuss identities and diversity in relation to multicultural society, race and ethnicity. Other aspects of diversity connected to the citizenship, equal opportunities and community cohesion agendas (e.g. socio-economic diversity) might not be being considered.

### 7.2.3 Overall conclusions

Analysis of the latest data suggests that, overall, citizenship education (CE) has become increasingly embedded and established in secondary schools in England over the course of CELS and that its status has improved, at least to date. It is more visible in certain school structures and processes, particularly those relating to the curriculum, assessment, and monitoring and evaluation, as well as the structures for student participation and pupil voice. School leaders and teachers are more aware and supportive of its impact and wider benefits for the school, students, and local community. There is also a more identifiable and experienced group of staff who coordinate and teach CE.

However, the conclusion reached depends on the particular perspective taken and data analysed. At individual school level, analysis reveals that this overall picture is more complex, fluid, and uneven than at first sight. The 'light touch' nature of the Citizenship curriculum framework, and the explicit encouragement given to schools to fit it to their particular circumstances, means that the overall picture masks considerable differences in approach to CE, both within and across schools. It belies varying degrees of embeddedness

of CE: across schools; in learning contexts (i.e. *curriculum, culture and community*); and in school structures and processes, particularly when measured against the original policy vision for CE.

As for the future of CE in schools, preliminary findings suggest that those schools that have embedded most successfully to date, often Type 4 ‘citizenship-rich’ and Type 1 curriculum focused, are in stronger position compared to other schools. They are well set to build on the strengths in their current policy and practices and rise to the challenges posed by new policy initiatives. Most schools are continuing to embed CE in the curriculum and in the school (though less successfully through links with the wider community), albeit at variable rates of progress. Nonetheless, there remain a minority of schools where CE has *not* been successfully embedded in the curriculum or school culture, and where there are concerns that students are not receiving their statutory entitlement to the Citizenship curriculum.

Many schools are aware of the opportunity and challenges posed by the new National Curriculum and the revised and updated Citizenship curriculum. However, because of the time lag between the formation of policy at national level and its implementation in schools, at the time the case studies visits were conducted, they were only at the early stages of thinking through the implications for their policy and practice in general and, more specifically, for CE. It is too early to conclude what will happen in practice, although the CELS findings presented here suggest that the combination of individual, collective, and system-level factors will be key.

### 7.3 Recommendations for Action

The findings from this report are rich and deep, given the in-depth and over time exploration of the longitudinal data from the case-study schools. They suggest many recommendations for action. However, the focus in this section is on the main recommendations for three groups most closely involved with CE policy and practice: namely **policy-makers, practitioners** and **stakeholders/support agencies**. To increase their relevance, the recommendations are deliberately framed within the context of current policy and practice for general education and citizenship education.

#### Recommendations for policy-makers

The main recommendations for action for **policy-makers** are aimed at government department and agencies who work most closely to promote and support the development of effective CE policy and practice in and beyond schools. They are set within the context of the new National Curriculum, the revised and updated Citizenship curriculum, and the current emphasis on strengthening community cohesion.

#### DCSF (Department for Communities, Schools and Families)

It is recommended that **DCSF** take the following actions:

- Organise a **seminar** to make the main findings from this report available to all policy-makers involved with CE.
- Encourage policy-makers to **use the latest findings**, particularly the successes and challenges, to inform their current and future actions concerning CE.
- Strengthen the **support available** to schools to address, with confidence, the revised Citizenship curriculum and requirements concerning *Identities and Diversity* and community cohesion.



- Take action to tackle the **structural challenges** facing CE in schools, particularly in those schools that are failing to meet their statutory duty for CE and concerning the continued substantial training needs of staff and lack of assessment of CE.
- Produce, in conjunction with other government agencies, a practical '**Guide to Effective CE in Schools**' that contains real case-studies and a summary of the key factors that support best practice.
- Strengthen the ability of schools to address the **political literacy** strand of CE.

### **QCA (Qualifications and Curriculum Authority)**

It is recommended that **QCA** take the following actions:

- Produce **Guidelines to Effective CE Assessment** to strengthen assessment policies and standards for CE in schools, particularly in those schools that do not currently assess CE.
- Develop **practical guidance** to help schools to implement the revised Citizenship curriculum, particularly the new strand on *Identities and Diversity*, within the context of their existing CE policies and practices.
- Address the implications for **active participation in CE at key stage 4**, particularly in the light of the narrowing impact of the Citizenship GCSE.

### **TDA (Training and Development Agency)**

It is recommended that **TDA** take the following actions:

- Work with **training providers** to ensure that the latest findings concerning CE are built into ITT (initial teacher training) and CPD (continuing professional development) programmes.
- Acknowledge the considerable, on-going **training needs** for those teaching CE, six years after its statutory introduction, and decide the practical steps needed to address them.
- Provide **specific, targeted training** to improve teacher confidence in addressing the **political literacy** and **community cohesion** (*Identities and Diversity*) strands of CE.
- Work with other government agencies, particularly NCSL, to ensure **continuity of professional development** for CE in ITT, NQT, CPD and school manager and leadership training that covers the CE contexts of the *curriculum, school culture* and *wider community*.

### **Ofsted (Office for Standards in Education)**

It is recommended that **Ofsted** take the following actions:

- Continue to strengthen **existing inspection arrangements** to ensure that CE policy and practice is a recognisable part of all school inspections. Ofsted have issued revised guidance for inspectors in the new inspection framework for September 2009; however, there is a need for continued monitoring of how far the new guidance is being implemented, and assessment of whether any further developments need to be made to the guidance.

- Decide **what action to take** with those schools that are currently failing to meet their statutory duty to deliver an entitlement to CE for all students.
- Encourage schools to establish effective **internal monitoring and evaluation mechanisms** for CE and combine these with the outcomes of external measures (such as Ofsted inspections) to strengthen CE policy and practice.

### **NCSL (National College for School Leadership)**

It is recommended that **NCSL** take the following actions:

- Build the latest findings for CE, particularly concerning its impact and wider benefits for schools and their communities, into **on-going training programmes** for school leaders and managers.
- Organise **leadership seminars** that showcase, through examples of real practice, the crucial role of leadership and coordination in embedding CE in schools.
- Ensure that school leaders and managers have sufficient training and confidence to address the new duty to promote **community cohesion** in and beyond schools, including through the revised CE curriculum.

### **Recommendations for practitioners**

It is recommended that **practitioners** - school leaders, CE coordinators and teachers -take the following actions:

- Review the **trajectory of CE** in their school in the light of the findings, school trajectories and common factors identified in this report.
- Discuss in school, with students and with representatives of the local community, the perceived **impact and wider benefits of CE** and use the outcomes to raise the status of and embed CE in and beyond the school.
- Consider how well embedded CE is in relation to the **learning contexts** of the *curriculum, school culture* and *wider community*, and take action to strengthen the links between these contexts.
- Draw up a list of the **successes and challenges of CE** in their school and use this to decide how best to approach the new National Curriculum and revised and updated Citizenship curriculum, and, in particular, issues concerning staff confidence levels and training needs.
- Consider the **impact of the local communities and home backgrounds of students** on how the school addresses the new *Identities and Diversity* strand of the revised Citizenship curriculum and the statutory duty to promote **community cohesion**.
- Strengthen **internal monitoring and evaluation mechanisms** for CE and make more use of the outcomes in embedding CE in the school.
- Create more **'vertical' participation opportunities** for students to engage with the decision-making process in school.

- Take action to **close the gap** between school leader and teacher views of democratic practices (student participation and pupil voice) and the less positive view of such practices among students.

### Recommendations for stakeholders / support agencies

It is recommended that **stakeholders/support agencies** take the following actions:

- Work with schools to strengthen their confidence and capacity to cover the **political literacy** strand of CE (through production of resources, training and curriculum inputs etc.).
- Assist schools in reviewing their existing policy and practice and **meeting the challenges** of the new National Curriculum and revised and updated Citizenship curriculum, particularly the *Identities and Diversity* and **community cohesion** components.
- Help schools to embed CE more effectively in the **three learning contexts for CE** of the *curriculum, school culture* and *wider community*, particularly the latter context which includes the local community.

### 7.4 Final Comment

It is appropriate in a report that has focused on CELS qualitative data from the 12 longitudinal case-study schools to leave the last word to those practitioners who have taken the vision and expectations for CE and attempted to embed it into the policies and practices of their schools. The quotes that follow are representative of the overall conclusions in this report about increasing, if uneven, embedding of CE in schools and the varying degrees of preparedness of schools for current and future challenges. They are a snapshot of those collected during the case-study school visits. They characterise the daily realities of embedding citizenship education in schools and emphasise the crucial interaction between individual, collective and system level factors.

*'What we really need is students to see members of staff as citizenship-role models, in the same way they might see a member of the science staff as a role model for science as a subject. Someone who loves the subject, is really enthusiastic about it. [For citizenship, we would need staff to be really] enthusiastic about what being a good citizen is, enthusiastic about being involved in a multicultural society, rather than the other side of it... this fear and suspicion of different parts of the community we live in.'*

Senior Manager, **Queen Street Upper School**

*'I don't get a choice of who teaches CE. It needs to be people with and interest of citizenship or who have had experience of teaching CE before. But occasionally you get people who have gaps in their timetable and that come in not necessarily wanting to do it. It's happened in the past, but I have fought quite strongly that it shouldn't happen. It is seen as one of those subjects.'*

CE Coordinator, **Arcadia High School**

*'...we have so little time it's impossible [to follow the National Curriculum]. Sometimes we have to drop whole topic areas.'*

CE Coordinator, **Harcourt Street School**

*Citizenship and being a good citizen runs through the school like a stick of rock. It affects everything we do, from our teaching and learning policy to our pastoral policy.*

Head teacher, **Blackrock School**

*I think CE is an important subject to be taught to actually show them [the young people] that we are part of a wider society and wider world.*

Teacher **King Street School**

These quotations underline the many successes that have been achieved in embedding citizenship education in secondary schools in England since 2002 and the considerable on-going challenges that remain, within and across schools.

## Postscript - The final stage of the CELS Study

The Department for Children, Schools and Families (DCSF) (formerly DfES) commissioned NFER to undertake a longitudinal study extending over a total of nine years, in order to track a cohort of young people who first entered secondary school in 2002, and are therefore the first students to have a continuous entitlement to citizenship education (CE). The CELS Study is now in its eighth year, and in the remaining year the tasks described below are scheduled to take place.

In **2009**, the final year of the Study, the last **longitudinal survey** will be conducted and the research team will undertake further sophisticated statistical modeling of data, from the sweeps of both the longitudinal and cross-sectional surveys, using the Structural Equation Modeling (SEM) technique. The modeling will build from and be informed by the modeling and results outlined in the Sixth Annual Report (Benton *et al.*, 2008). The NFER research team will also undertake a final catch-up with the **12 longitudinal, case-study schools** via a telephone interviews with the citizenship coordinators. These will take place in the autumn term. The aim will be to gather further data to assess the progress of the schools in meeting the requirements of the new National Curriculum and revised and updated Citizenship curriculum. It will also gauge views on the future of citizenship education in the light of on-going policy developments such as proposals to make PSHE statutory. Finally, the NFER research team will also undertake the compilation of a final **literature review**. The review of the literature will take place during the autumn term and will seek to complement the focus of the **final report** and the themes of previous reports and literature reviews.

The **final report** will be a mixed quantitative and qualitative report, and will draw upon statistical and case-study data from previous, as well as the current year of the Study to answer all the research aims and objectives. It will focus, in particular, upon change over time, outcomes and effectiveness of the introduction of citizenship education in schools, as well as major linked themes. It will conclude by making recommendations concerning the future conduct of citizenship education both in and beyond schools. The literature review will complement the themes of the final report.

# Appendix 1 - The Citizenship Education Longitudinal Study (CELS)

## Background

In 2001, the Department for Children, Schools and Families (DCSF) (then known as the DfES) commissioned NFER to undertake a longitudinal study extending over a total of nine years, in order to track a cohort of young people who first entered secondary school in 2002, and are therefore the first students to have a continuous entitlement to citizenship education.

Following the report of the Citizenship Advisory Group (QCA, 1998), citizenship became a new statutory National Curriculum subject at key stages 3 and 4 in September 2002, for all 11 to 16 year olds in schools in England. The Advisory Group's definition of 'effective education for citizenship' was centred on three separate but interrelated strands: **social and moral responsibility, community involvement and political literacy**.

The accompanying Citizenship Order (QCA, 1999) set out the anticipated learning outcomes in relation to three elements: **knowledge and understanding and skills of enquiry and communication and participation and responsible action**. However, methods of delivery are not prescribed, and although schools are advised to devote no more than five per cent of teaching time to citizenship, they are free to choose how to achieve this goal.

## Research aims and objectives

The overarching research aim (RA) of the Study is *to assess the short-term and long-term effects of citizenship education on students* (RA1).

In addition, there are two subsidiary research aims:

- *To explore how different processes - in terms of school, teacher and pupil effects - can impact upon differential outcomes* (RA2).
- *To set out, based on evidence collected from the Study and other sources, what changes could be made to the delivery of citizenship education in order to improve its potential for effectiveness* (RA3).

The research aims lead to a series of more detailed research outcomes (RO). These research outcomes guide the conduct of the Study and provide findings that help to answer the research aims. The research outcomes are:

RO1 *An assessment of the impact of citizenship education on students' knowledge, skills and attitudes over time (contributes to RA1)*

RO2 *Analysis of the ways in which students', teachers' and school leaders' understanding of citizenship changes over time, and how this influences the provision of opportunities for participation in, and actual participation in, school and wider community activities (RA1)*

RO3 *The identification and categorisation of the main models of delivery of citizenship education and the factors which underpin these delivery models (RA2)*

RO4 *An evaluation of how different models of delivery and other school, teacher and student effects can influence student outcomes (RA2)*

RO5 *An overview of the way in which the delivery process develops and changes as citizenship education becomes more embedded in the curriculum (RA2)*

RO6 An overview of practitioners views on citizenship education (its implementation, delivery and monitoring) and on related training (its availability, quality and applicability (RA3)

RO7 An assessment of the models or strands of delivery of citizenship which appear to be most effective (RA3)

As noted above, each research objective (RO) relates to one of the Study's three aims (RA1, RA2 and RA3).

## Methodology and design

The design of CELS includes a mixed methodology of a quantitative survey component alongside a qualitative school case study component.

### Quantitative

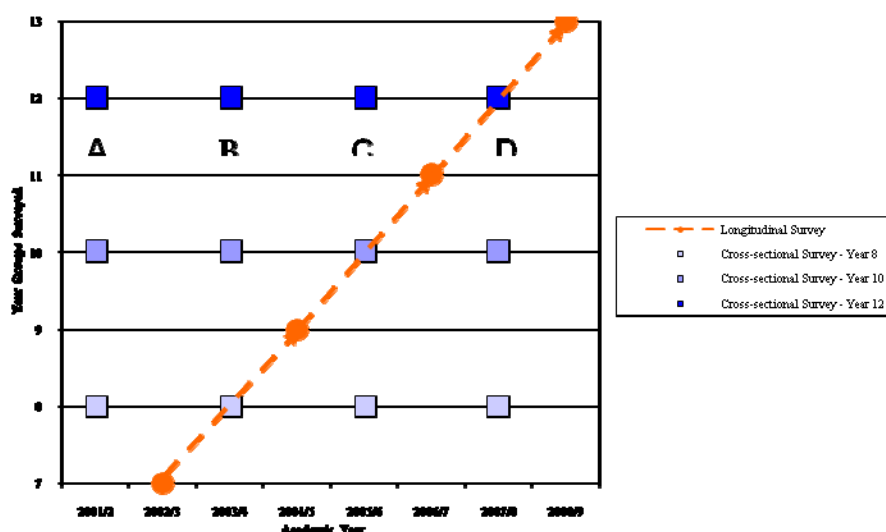
The overall survey design involves linked surveys of school senior managers, teachers and students. There are two series of surveys:

**A longitudinal survey**, based on a complete cohort from a sample of 75 schools. Young people were surveyed in November 2002 following entry to Year 7 and again when they were in Year 9, and again in Year 11. These students are now in Year 13 or equivalent (age 17 to 18), and have been surveyed for the final time (the results of this survey will be examined in the next, and final, annual report).

**A biennial cross-sectional survey**, with questionnaires completed by approximately 2,500 students in each of Years 8, 10 and 12. Each time the survey is run, a new sample of 300 schools and colleges is drawn, and one tutor group (about 25 students) from each takes part in the survey.

The following schematic diagram illustrates the timing of both surveys

Research design of the CELS study



In all schools participating in the surveys (and colleges for the cross-sectional surveys), one senior manager and five teachers/tutors are also asked to complete questionnaires.

## Qualitative

In addition to the surveys, the study incorporates a literature review and 12 longitudinal school case studies. Twenty case-study schools were originally selected, ten from the schools participating in the first cross-sectional survey, and another ten from the schools involved in the longitudinal survey. However, in 2005, the case-study design was reviewed, in the light of practice, and streamlined for reasons of manageability. The number of schools involved was reduced from 20 to 12 (seven cross-sectional and five longitudinal) and these continue to be visited biennially. School visits include in-depth interviews with key school personnel and student discussion groups.

## Research team

The research team is made up of staff at the NFER:

**David Kerr**, Project Director  
**Avril Keating**, Project Leader  
**Joana Lopes**, Senior Research Officer  
**Gill Featherstone**, Research Officer  
**Susan Stoddart**, Project Administrator  
**Thomas Benton**, Project Statistician.

In addition, Professor Pat Seyd (University of Sheffield) and Professor Paul Whiteley (University of Essex) are consultants to the study and work in partnership with NFER.

## Reports

So far, the Study has published seven annual reports (including the current report).

The first report **Citizenship Education Longitudinal Study: First Cross-sectional Survey** (Kerr *et al*, 2003) focuses on the findings from the first survey undertaken as part of the Study, carried out in the year before citizenship education (CE) became compulsory. It provides a baseline of evidence of existing knowledge about and provision of, citizenship education in schools, prior to statutory implementation. In addition, it charts the citizenship-related attitudes and knowledge of students at this time.

The second annual report **Making Citizenship Education Real** (Kerr *et al*, 2004) examines findings from the first longitudinal survey, and first round of case-study visits. It establishes a baseline of the attitudes of students, teachers and school leaders to citizenship education (CE) in the first year following the introduction of statutory citizenship education. It also outlines the emerging approaches to CE in schools and begins to identify and explore the factors which influence the decision-making processes in schools concerning citizenship education.

The third annual report **Listening to Young People: Citizenship Education in England** (Cleaver *et al*, 2005) sets out the findings of the second cross-sectional survey. It focuses specifically on students' experiences, understandings and views of citizenship education and wider citizenship issues.

The fourth annual report **Active Citizenship and Young People: opportunities, experiences and challenges in and beyond school** (Ireland *et al*, 2006) examines findings from the second longitudinal survey, and the second round of case-study visits. It explores the nature and extent of the opportunities and experiences that young people have had in relation to citizenship as an active practice in their schools, both within the curriculum/classroom and the school organisation/culture, and in wider communities. It identifies the



challenges involved in providing such opportunities and experiences and presents key messages for national- and local-level policy-makers, school practitioners, representatives of the wider community and young people.

The fifth annual report **Vision versus Pragmatism: Citizenship in the Secondary School Curriculum in England** (Kerr *et al*, 2007) was based on the findings of the third cross-sectional survey carried out during 2006. Research was focused on the various models of delivery and sought to identify which model was proving the most effective in relation to the aims and objectives of the subject. The embeddedness of the subject was also explored along with the current views of practitioners and the level of training received or required.

The sixth annual report **Young People's Civic Participation in and Beyond School: attitudes, intentions and influences** (Benton *et al*, 2008) focuses on the quantitative component of the research design. It draws on data collected from the third sweep of the quantitative longitudinal survey. The report investigates young people's civic participation in and beyond school and the so-called 'democratic deficit'. It examines young people's attitudes and intentions concerning *formal political participation* and *informal civic and civil participation* and what influences them over time

In addition, the Study has published two literature reviews:

The first, **Citizenship Education One Year on: What Does it Mean?** (Kerr and Cleaver, 2004) focuses on 'definitions, models, approaches and challenges to citizenship education in policy and practice' in the first year of national curriculum citizenship in England.

The second literature review, **Citizenship Education: the Political Science Perspective** (Whiteley, 2005) draws on research in political science which examines the relationship between education and citizenship engagement. As well as discussing a series of alternative models, which can be used to explain why people engage in voluntary activities in politics, it uses data from the longitudinal survey to test some of these models.

A number of journal articles and book chapters discussing the results from the Study have also been published:

Kerr, D. (2008). 'Research on citizenship education in Europe: a survey.' In: Georgi, V.B. (Ed) *The Making of Citizens in Europe: New Perspectives on Citizenship Education*. Bonn: Bundeszentrale für politische Bildung.

Lopes, J., Benton, T., and Cleaver, E. (2009) Young people's intended civic and political participation: does education matter? *Journal of Youth Studies*, Volume 12(1), 1-20.

All outputs from the Citizenship Education Longitudinal Study (CELS) and more information about the Study can be found at the following link:

[www.nfer.ac.uk/research-areas/citizenship/](http://www.nfer.ac.uk/research-areas/citizenship/)

## Appendix 2 - Methodology

The Citizenship Education Longitudinal Study (CELS) comprises cross-sectional surveys which are carried out every two years to gather data from students in Year 8, Year 10 and Year 12, as well as from the leaders and teaching staff in their schools or colleges. In alternate years, a longitudinal cohort of students is being followed from Year 7 through to Year 13, with data also being collected from the leaders and teachers in their schools (see Kerr *et al.*, 2004 for further details).

The present report concentrates on data collected during the fourth cross-sectional survey, which was carried out in spring 2008, but also looks briefly at some trends and comparisons apparent in the cross-sectional survey data collected since 2004. The student data presented in this report are from the cross-sectional surveys of respondents studying at schools (Years 8, 10 and 12) and colleges (Year 12). The staff data is comprised of data from teachers and leaders in schools (not colleges).

### Fourth Cross-sectional Survey Administration

Questionnaires were sent to each participating school or college, for completion by one, randomly selected, whole class in either Year 8, Year 10 or Year 12. Each school or college was also sent questionnaires for completion by the headteacher or their deputy in schools, and their equivalent in colleges, and up to 5 teachers or tutors involved in the delivery of citizenship education or related topics.

### Questionnaires

The questionnaires were identical to those used in the second and the third cross-sectional surveys. Therefore it has been possible to make comparisons between the results from the fourth cross-sectional survey, and those from the second and third cross-sectional surveys.

### Sample

A total of 317 schools and colleges accepted to take part in the 2008 survey. Of these, 227 returned full sets of questionnaires (student, teacher and leader questionnaires) - a 72 per cent response rate. A further 51 schools and colleges also returned (some) questionnaires.

Overall, questionnaires were completed by:

Schools					Colleges		
School leaders	Teachers	Year 8 students	Year 10 students	Year 12 students	College leaders	Tutors	Year 12 college students
185	754	2399	2196	621	47	180	1230

Respondents were from a nationally representative sample of 229 schools and 49 colleges in England drawn during the Autumn Term of 2007-8.

## Case-study schools

### Sample of schools

Following an agreement with DfES in 2005, the number of case-study schools visited during the course of the Study has been reduced from the initial 20 to 12. The 12 schools, which are currently part of the Study, were visited in the Spring and Summer terms of 2008. This report draws on data collected from the 2008 visits, as well as those from previous visits to the same schools, initiated in 2004 on a bi-annual basis<sup>22</sup>.

The case-study schools were not selected to be representative of schools nationally, but rather to illustrate the range of different approaches to and experiences of citizenship education (CE). The 12 schools remaining in the Study were selected to reflect a range of: approaches to the delivery and assessment of citizenship education, geographical location of the schools, school type and specialism. The characteristics of the 12 case-study schools are described below.

- Four schools were in the North, two (NW/NE) in the Midlands and six in the South (SE, SW) of the country.
- Eleven were comprehensive schools and one was a selective grammar school.
- Eight schools had students from 11/12 to 18 years old, two from 14/15 to 18, and two from 11/12 to 16.
- Five schools were large (with over 1,500 students), six schools had between 1,000 and 1,500 students and one school had fewer than 1,000 students.
- Eleven schools were mixed and one was a single sex (girls) school.
- One school was a faith school.
- All schools have Specialist Status. There were three Language colleges, three Technology Colleges, one Humanities College (with citizenship as one of its lead subjects), one Sports College, one Mathematics and Computing College, one Business and Enterprise College, one Science College and one Sports College.
- Eight schools had between one and nine per cent of students eligible for free school meals, two schools had between ten and nineteen per cent eligible and a further two schools had over 20 per cent.
- Six schools had between zero and four per cent of students with English as an Additional Language, four had between five and ten per cent, and the remaining two schools had considerably higher levels (36 and 72 per cent).

A summary of the case study schools in terms of background data can be found in the following table.

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<sup>22</sup> Prior to the reduction in the number of schools, there were two groups of schools, visited in alternate years.

## **Interviews conducted in case-study schools**

Visits typically included interviews with:

- the school's citizenship coordinator
- a school leader
- at least two teachers involved with citizenship
- one group of key stage 3 students
- one group of key stage 4 students.

Schools were asked to select six to seven students at each key stage to take part in a group discussion with a member of the research team. In some schools, teachers made every attempt to ensure that the groups of young people selected were as representative of the wider school population as possible in terms of achievement and enthusiasm levels, and drawn from different tutor groups or classes, where relevant. However, in other schools, students were clearly all drawn from one tutor group or citizenship class, or were higher achieving students, or those that were particularly enthusiastic (such as one school in which all the students interviewed were school council representatives, for example). This point is worth making, because it has an impact upon the nature of student response and means that direct comparisons between student responses are not wholly appropriate.

## **Citizenship education in case-study schools**

More information on the individual approaches of the case-study schools to CE over time can be found in the case-study school overviews (Appendix 3).

## The 12 Longitudinal Case-Study Schools - An Overview

Report Name of school <sup>23</sup>	Springfield School	King Street School	Mine Road School	London Road School	Northwest Community School	Elm Tree School	Humanities High School	Arcadia High School	Harcourt Street School	Queens Road School	Dovecote Road School	Blackrock School
Type 08	Voluntary Controlled – Comp to 18	Community – Comp to 18	Community – Comp to 18	Community – Comp to 16	Community – Comp to 18	Community – Comp to 16	Foundation – Comp to 18	Community – Comp to 18	Community – Comp to 18	Foundation – Grammar	Voluntary Aided – Comp to 18	Foundation – Comp to 18
Age range 08	15-18	12-18	12-18	12-16	12-18	12-16	12-18	12-18	14-18	12-18	12-18	12-18
Sex 08	Mixed	Mixed	Mixed	Mixed	Mixed	Mixed	Mixed	Mixed	Mixed	Girls	Mixed	Mixed
% FSM 08	4%	8%	8%	36%	8%	10%	22%	11%	2%	1%	2%	7%
Size 08	1612	1069	1863	1172	1833	1092	1240	748	1144	1016	1687	1571
% EALs	3%	3%	8%	72%	5%	8%	36%	0%	6%	3%	2%	1%
GCSE banding	4	1	2	3	2	4	1	2	3	5	4	1
Specialism 08	Technology	Mathematics & Computers	Engineering	Sports	Business & Enterprise	Language	Humanities	Technology	Language	Language	Science	Technology


Source: NFER register of schools from DCSF Edubase website and school census data

<sup>23</sup> Note that the names of the schools have been changed in order to protect their anonymity in line with agreeing to participate in CELS. The names chosen are arbitrary and get round the challenge of merely naming their school A, B, C, D etc... they hopefully make reading the report more interesting

### **Appendix 3 - School summary tables**

This appendix is comprised of one page summaries of schools. Each of these summaries illustrates the individual trajectory of Citizenship Education policy and practice, from 2002 to 2008 and beyond, in each of the 12 CELS case-study schools.

**Arcadia High School:** A smaller-than-average technology college in the NE, with small proportion of ethnic minority students. Coordinator's role comes under pastoral area of responsibility and CE learning is cross-curricular and often not made explicit. Active citizenship in local community and in school have developed well. A driving force seems to be providing pupils (almost 100% white, working class and insular) a wider view of the world. Ofsted grade for overall effectiveness of the school: inadequate.


2002 – 2005	2006 - 2007	2008 + beyond
<p style="text-align: center;"><b>Gradually improving M&amp;E systems, guidance and resources for delivery, assessment, and active participation opportunities for students</b></p> 		
<ul style="list-style-type: none"> <li>• <b>Planning:</b> Audit of subjects before implementation + M&amp;E systems put in place.</li> <li>• <b>Delivery:</b> Cross-curricular, part of tutorials (PSHE) + as collapsed timetable events.</li> <li>• <b>Staffing:</b> Coordination by head of English; subject teachers + tutors; external visitors.</li> <li>• <b>Participation:</b> Charity fund-raising; active citizenship provision in every year group. School council in operation + linked to district council. School plans to 'concentrate on getting the kids into our community'.</li> <li>• <b>Assessment:</b> Includes lots of self- + peer-assessment; CE achievements in reports to parents.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Unchanged - all departments now have identified CE in Schemes of Work; CE learning now highlighted to students. Tutorial's status increased + tutors provided with Schemes of Work + resource pack.</li> <li>• <b>Staffing:</b> New coordinator is senior leader with pastoral remit; all tutors + subject teachers involved in delivery; increasing numbers of external visitors used for delivery.</li> <li>• <b>Participation:</b> Using more engaging teaching + learning approaches; school council is more active; Lots of fundraising + community service.</li> <li>• <b>Assessment:</b> Reports to parents as part of subjects but CE not assessed within tutorials.</li> <li>• <b>M&amp;E:</b> Underdeveloped.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Unchanged, but KS3 tutorial period taken away due to timetable constraints + compensated for by collapsed timetable days;</li> <li>• <b>Staffing:</b> All tutors + subject teachers; external visitors.</li> <li>• <b>Participation:</b> Active participation encouraged via school council; charity fund raising + community work in school + beyond; visits (local to international).</li> <li>• <b>Assessment:</b> Now also assess CE in tutorial.</li> <li>• <b>Planning for future:</b> Robust M&amp;E systems for all aspects of delivery; may offer GCSE short-course +/- establish specialist team.</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Improved delivery approaches.</li> <li>• Student voice + participation is strong + growing.</li> <li>• Active citizenship is the strength of the school (Ofsted).</li> <li>• Extensive development monitoring + evaluation systems.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Making CE learning explicit across + beyond the curriculum.</li> <li>• CE in tutorial programme (vs. stand-alone subject) means less credibility.</li> <li>• Staff lack clarity about how to assess CE.</li> <li>• Difficult to cover diversity issues because community is homogeneous + geographically-isolated.</li> <li>• Variation in teachers' effort levels + teaching + learning approaches.</li> </ul>

**Blackrock School:** A larger than average with predominantly white British students. Going from strength to strength. School had a CE-element before 2002, and has worked hard to fill gaps and ensure citizenship permeates the curriculum and ethos. Student voice judged outstanding by Ofsted, and school continuing to strengthen provision. Ofsted score for overall effectiveness of the school: satisfactory


2002- 2005	2006-2007	2008 + beyond
<p style="text-align: center;"><b>Building on existing CE strengths</b></p>	<p style="text-align: center;"><b>Strengthening political literacy strand</b></p>	<p style="text-align: center;"><b>Trying to strengthening links with community</b></p>
<ul style="list-style-type: none"> <li>• <b>Planning:</b> Conducted audit of curriculum for CE links + appointed CE coordinator.</li> <li>• <b>Delivery:</b> Pre-existing cross-curricular provision supplemented with discrete provision through PSHCE.</li> <li>• <b>Participation:</b> Plenty of school and community-based activities, but school council and student voice quite weak. Links with outside world also limited.</li> <li>• <b>Staffing:</b> PSHCE teachers selected for availability not expertise.</li> <li>• <b>Assessment:</b> Active citizenship certificates</li> <li>• <b>Status:</b> CE coordinator is engaged + well-trained. SMT is very supportive.</li> <li>• <b>M&amp;E:</b> Positive report on CE provision from Ofsted.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Mixed approach maintained. Discrete provision through PSHCE as well as cross-curriculum, assemblies, off-timetable days etc. key stage 3 provision stronger than key stage 4.</li> <li>• <b>Staffing:</b> Coordinator trying to develop dedicated and experienced teaching team, but still limited to teachers with spare time. Staff typically very supportive.</li> <li>• <b>Participation:</b> Lots of horizontal participation by pupils, and school council and student voice improving, but still needs work. Opportunities for active learning seem limited, as do links with outside world.</li> <li>• <b>Assessment:</b> active citizenship certificates and informal self-assessment by pupils of own portfolios.</li> <li>• <b>M&amp;E:</b> Coordinator monitors and reviews all CE activities, and prepares a development plan annually, including targets for the future. Also writes schemes of work; updates these regularly.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Original model maintained, but coordinator trying to encourage teachers to make cross-curricular links more explicit</li> <li>• <b>Staffing:</b> Coordinator still waiting for dedicated teaching team, but Learning Mentor appointed for 2009 to work on community links and cohesion.</li> <li>• <b>Participation:</b> Active learning, and student voice much stronger, and lots of charity work undertaken, but local links still weak.</li> <li>• <b>Assessment:</b> Portfolios and participation are assessed. GCSE short-course piloted and to be offered to Year 9 students from 2009 on.</li> <li>• <b>M&amp;E:</b> School conducts mini-internal inspections of all subjects. Ofsted inspection very positive on CE provision.</li> </ul>
<p style="text-align: center;"><b>Successes</b></p> <ul style="list-style-type: none"> <li>• CE has become a strength of the school, and has a high status.</li> <li>• Political literacy strand of CE learning strengthened.</li> <li>• Teachers have become more confident about teaching CE over time, even though they have not received any (external) training.</li> <li>• Improved awareness among teachers and pupils about CE.</li> <li>• More opportunities for student voice.</li> <li>• According to the Head Teacher, <i>'citizenship &amp; being a good citizen runs through the school like a stick of rock.'</i></li> </ul>		<p style="text-align: center;"><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Ongoing system changes: School set to become an academy in 2010; introduction of curriculum and duty to promote community cohesion.</li> <li>• New short course GCSE on CE to be introduced to able students from 2009 on.</li> <li>• Making students aware of the CE learning opportunities they have through subjects other than PSHCE.</li> <li>• Forging links with local community and outside world.</li> </ul>




**Dovecote Road School:** A very large school with one third of students from minority ethnic backgrounds. CE is valued by SMT and coordination and monitoring are strong. One issue is that KS4 students tend to be less engaged by citizenship in the curriculum and the school community, in part due to CE being delivered as a non-examined subject. Ofsted grade for overall effectiveness of the school: outstanding.

2002 – 2005	2006 - 2007	2008 + beyond
<p><b>Strong coordination, planning, staff support and monitoring</b></p>	<p><b>Continued strong coordination and monitoring, but continuing issues with disengagement of KS4 students and curriculum pressures</b></p> 	
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> in tutorial programme with PSHE (coordinator-provided resources and lesson plans); tutorial module rotation introduced so tutors specialise in modules; also some cross-curricular delivery.</li> <li>• <b>Staffing:</b> tutors, teachers of designate subjects + external visitors.</li> <li>• <b>Participation:</b> clubs; fund raising; peer mentoring, support and education; some student voice + key stage 3 council working better.</li> <li>• <b>Assessment:</b> by tutors (bi-annual); by subject teachers; student self-assessment; citizenship awards.</li> <li>• <b>M&amp;E:</b> annual development plan; on-going evaluation; audit of subjects; coordinator is a SMT member.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> in tutorial programme (rotating modules); <i>Key stage 3:</i> modules in tutorial on a carousel with PSHE and IT. <i>Key stage 4:</i> CE in Year 10 only; also cross-curricular.</li> <li>• <b>Staffing:</b> tutors; teachers of designate subject; rotating tutorial modules taught by module specialists + increase staff confidence; external visitors.</li> <li>• <b>Participation:</b> unchanged.</li> <li>• <b>Assessment:</b> unchanged; GCSE short-course and specialist team considered but fail to materialise.</li> <li>• <b>Student engagement:</b> Key stage 4 students less engaged by CE than Key stage 3 students</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> <i>Key stage 3:</i> cross-curricular in every subject plus event days. Schemes of Work put together by departments. <i>Key stage 4:</i> weekly tutorial slot with World of Work and PSHE. RE still taking a big bulk of citizenship issues.</li> <li>• <b>Staffing:</b> tutors; teachers of all subjects; greater staff confidence at key stage 3 because taught within subjects.</li> <li>• <b>Participation:</b> unchanged.</li> <li>• <b>Student engagement:</b> Key stage 4 students not well engaged either by curriculum or active participation in school</li> <li>• <b>Planning for future:</b> on-going monitoring</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• High status and connection to school's religious ethos.</li> <li>• Strong planning, monitoring and evaluation, and staff support.</li> <li>• Good coverage of the curriculum, and students aware of when taught CE and more aware of world and citizenship-related issues.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Lack of specialist team and some staff merely 'resigned' to teaching CE</li> <li>• Lack of GCSE qualification in academic school</li> <li>• Difficulties engaging key stage 4 students</li> <li>• Pressures on curriculum: growing importance of ICT + the World of Work.</li> </ul>

**Elm Tree School:** A larger than average school on south coast, a wide catchment area but predominantly white British. CE is a high status subject + momentum has been maintained in relation to CE in the curriculum. Little evidence shown that as much attention has been given to creating active citizen opportunities within the school. Ofsted grade for overall effectiveness of the school: satisfactory.

2002 – 2005	2006 - 2007	2008 + beyond
		
<p><b>Strong start, explicit key stage 3 delivery, specialist teachers for key stage 4 GCSE</b></p>	<p><b>Assessment at key stage 3 strengthening, staff role in planning increased</b></p>	<p><b>CE in more subjects but specialist teachers lost</b></p>
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> One hour, once a week; taught explicitly through PSE.</li> <li>• <b>Staffing:</b> <i>Key stage 4:</i> taught by humanities, RE, sociology and politics teachers. <i>Key stage 3:</i> PSE taught by tutors. Coordinator receives additional pay for their role.</li> <li>• <b>Participation:</b> School Council in place but not felt to be effective by students who say they had more voice prior to new headship. Other activities available include: school newspaper, sports clubs + Duke of Edinburgh Award. CE classes seen as more interactive.</li> <li>• <b>Assessment:</b> <i>Key stage 4:</i> short course GCSE. Students like the fact there is a GCSE but would prefer it to be optional.</li> <li>• <b>M&amp;E:</b> School self evaluates (i.e. through lesson observations). Felt to be the weakest area of implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Delivery method unchanged. Coordinator would like to see more subject areas involved.</li> <li>• <b>Staffing:</b> Largely unchanged but one new member of staff taken on as an assistant. Staff also have larger role in planning. However, some staff feel that '<i>only a small section of the school actively do CE</i>' + Coordinator feels that staff need more CPD to raise awareness of CE elements in their own subject areas.</li> <li>• <b>Participation:</b> New opportunities for student participation in staff interviews.</li> <li>• <b>Assessment:</b> Felt they needed to assess key stage 3 + have devised own programme. Students develop portfolio as part of coursework.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> A wider range of subjects are now integrating CE.</li> <li>• <b>Staffing:</b> Staffing difficulties have meant that a consistent group of teachers can no longer be used. Staff now felt to be 'conscripts' + no longer specialists. Students apparently recognise this + no longer take it as seriously.</li> <li>• <b>Assessment:</b> in response to Ofsted criticism about CE assessment, level system introduced at key stage 3.</li> <li>• <b>M&amp;E:</b> Audits of each subject ensures that CE aspects are now picked up.</li> <li>• <b>Course content:</b> changing ethnic makeup of students '<i>makes identity and diversity (as a topic) more important.</i>'</li> <li>• <b>Planning for future:</b> Bidding for Academy status. CE considered important to this.</li> </ul>
<p style="text-align: center;"><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Key stage 3 now assessed.</li> <li>• CE has a relatively high status within the school.</li> <li>• Students find the lessons stimulating, feel CE is important + are aware when they are studying it.</li> <li>• More subjects covering CE. Coordinator feels it is nicely embedded.</li> </ul>		<p style="text-align: center;"><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Monitoring + evaluation systems remain weak.</li> <li>• Coordinator feels that it is still a '<i>peripheral subject</i>' + will remain so unless the Government prescribes time allocation.</li> <li>• Student Voice needs strengthening</li> </ul>

**Harcourt Street School:** Semi-rural high school in the NE, larger than average with a wide catchment area and a predominantly white British intake. Exam-focused school that has struggled to find the right place, format, staff, and ethos for CE. Ofsted grade for overall effectiveness of the school: good.

2002 – 2005	2006 - 2007	2008 + beyond
<p style="text-align: center;"><b>Change of staff + delivery model</b></p> 	<p style="text-align: center;"><b>Further change of staff + delivery model</b></p>	<p style="text-align: center;"><b>The only constant is change. CE not yet embedding</b></p>
<ul style="list-style-type: none"> <li>• <b>Planning:</b> conducted curriculum review to prepare for introduction of CE.</li> <li>• <b>Delivery:</b> GCSE short course attempted in 2002/03, but dropped in 2004 + CE incorporated into PSHE.</li> <li>• <b>Staffing:</b> rapid turnover of key staff during this period (new Headteacher + CE coordinator replaced twice).</li> <li>• <b>Participation:</b> Opportunities for student voice have been developed + school '<i>much more democratic</i>' than in the past.</li> <li>• <b>Assessment:</b> Pupils complete self-assessment sheet at end of each unit.</li> <li>• <b>Status:</b> little support among SMT or staff.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> new method introduced. Curriculum re-organised into themes. CE joined with RE + PSHE into 'Tri-studies.' Tri-studies given one hour per week.</li> <li>• <b>Staffing:</b> experienced Head of RE + CE was introduced, + a dedicated team was brought in to teach citizenship.</li> <li>• <b>Participation:</b> charity work is a key aspect of school.</li> <li>• <b>Assessment:</b> pupil work marked, + progress reported to parents.</li> <li>• <b>Status:</b> more support from new headteacher + CE teaching team, but still low because primary ethos + focus is on exams.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> new method: Tri-studies deemed too complicated for students. CE now delivered in focused units of 3-7 weeks as part of personal development. Coordinator is concerned that insufficient time is allocated to CE.</li> <li>• <b>Staffing:</b> 5 staff in total. Co-ordinator + 1 teacher do most of the teaching; staff selected on availability not expertise.</li> <li>• <b>Participation:</b> opportunities for active citizenship + learning still limited, as school dominated by exam-focus. However, charity work remains strong. School council + student voice have improved, but not embedded in ethos or practice.</li> <li>• <b>Status:</b> still little support among SMT or staff.</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Delivered + coordinated by a dedicated team who have at least some training or relevant experience, + are relatively confident teaching CE.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Coordinator is concerned that citizenship is getting pushed out of the curriculum because the school is very exam-driven, the curriculum is already overloaded, + CE has a low status in comparison with exams.</li> <li>• New curriculum presents additional challenges.</li> </ul>


**Humanities High School:** A large, ethnically-diverse, inner-city school. Has delivered CE as a discrete subject for a long time as part of humanities. With CE becoming statutory and one of the school's specialist subject areas, CE's status was strengthened. There are nevertheless challenges associated with staffing and time on timetable and school council seems relatively underdeveloped. Ofsted grade for overall effectiveness of the school: inadequate.

2002 – 2005	2006 - 2007	2008 + beyond
<p><b>CE provision builds on pre-existing course</b></p>	<p><b>Improved schemes of work and assessment</b></p>	<p><b>More lesson time, full GCSE, stronger coordination</b></p>
<ul style="list-style-type: none"> <li>• <b>Planning:</b> no development plan or audit in advance of implementation; builds on pre-existing course; need to improve Schemes of Work.</li> <li>• <b>Delivery:</b> <i>Dedicated classes</i> (CE and RE, half a term of each) + in <i>tutorial time</i> (with careers education). Also some time in assemblies + Humanities-week activities.</li> <li>• <b>Staffing:</b> four CE full-time teachers, senior and middle managers; invited speakers; deputy coordinator needed.</li> <li>• <b>Participation:</b> Wide range of horizontal activities (incl: clubs, peer-mentoring; student-led charity fundraising, community service) + active citizenship coursework, but school council underdeveloped.</li> <li>• <b>Assessment:</b> Largely left to teachers; certificates; trialling GCSE; also some use of ASDAN and COPE qualifications.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Still discrete, with 'citizenship' lessons also covering PSHE, RE + CEG (to a lesser extent); limited monitoring and evaluation.</li> <li>• <b>Staffing:</b> Coordinator is only F-T teacher supplemented by an array of (mostly senior humanities) teachers; invited speakers; still no deputy coordinator.</li> <li>• <b>Course content:</b> <i>Key stage 4:</i> GCSE syllabus. <i>Key stage 3:</i> Schemes of Work have been revamped + active teaching + learning approaches built-in.</li> <li>• <b>Participation:</b> vertical pastoral system, still underdeveloped school council; fund raising activities planned by the students; some volunteering + community service; mock local elections.</li> <li>• <b>Assessment:</b> <i>Key stage 3</i> – half-termly; <i>Key stage 4</i> - GCSE (exams and coursework).</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Unchanged. Schemes of Work for all key stage 3 lessons; GCSE syllabus in key stage 4.</li> <li>• <b>Staffing:</b> By coordinator, new (good) member of staff + array of senior, experienced teachers + invited speakers.</li> <li>• <b>Participation:</b> active citizenship activities (students organising events + GCSE short-course project); school council still underdeveloped.</li> <li>• <b>Assessment:</b> GCSE at key stage 4 + overall, more structured + consistent.</li> <li>• <b>Planning for future:</b> increased time in Year 8-9 to cover new citizenship curriculum; full GCSE to be introduced (and hoped to have a positive impact on school's academic results). New CE teacher to become deputy coordinator.</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• High status of CE due to humanities specialism of school.</li> <li>• Discrete delivery allowing effective delivery of all elements.</li> <li>• Focus on active citizenship.</li> <li>• Students' growing awareness of political + social issues, different points of view + interest in being active citizens.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Only 1 lesson per week at key stage 3 has curtailed opportunities for more active lessons + active citizenship.</li> <li>• Recruitment of suitably-qualified staff difficult.</li> <li>• Lack a team of teachers dedicated to CE.</li> </ul>

**King Street School:** Large comprehensive in South West with a wide catchment area. Having CE already in place before statutory requirement gave them a head start but it seems the momentum of discrete lessons has not been maintained, while KS3 has seen no coordination. However, student voice and active citizenship opportunities have grown. Ofsted grade for overall effectiveness of the school: outstanding.

2002 – 2005	2006 - 2007	2008 + beyond
<p style="text-align: center;"><b>Momentum of discrete lessons declines</b></p>	<p style="text-align: center;"><b>More opportunities for active participation</b></p>	<p style="text-align: center;"><b>New members of staff engaged in planning</b></p>
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> CE taught for 5 years prior to statutory requirement. <i>Key stage 4:</i> Discrete lessons once a week on carousel with health and careers, small class sizes. <i>Key stage 3:</i> Cross-curricular approach and collapsed timetable days.</li> <li>• <b>Staffing:</b> Taught by SMT at key stage 4. Deputy Head chosen by the Head as a teacher due to similar <i>'strength of view, outlook and philosophy about what the kids should learn.'</i> Key stage 3 involves all teachers.</li> <li>• <b>Participation:</b> Trips out; collapsed timetable days; student Council for consultation. Few extra-curricular opportunities.</li> <li>• <b>Course content:</b> One trip out per module. School has no text book rule, and rejects <i>'content driven CE'</i> and <i>'prescription nationally.'</i></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Model unchanged but lack of teaching cover has made it more difficult to take key stage 4 on trips. Teaching on Wednesday and Friday afternoons deemed to reduce its status.</li> <li>• <b>Staffing:</b> same approach, but now neither member of SMT has time allocated to coordinating CE. New coordinator for key stage 3 but <i>'not going smoothly'</i>. On-site police officer gives talks.</li> <li>• <b>Participation:</b> More opportunities - student surveys, staff interviewing, students as lunch time monitors. Students also had training for Student Council duties and seem more positive about the amount of clubs. New sports complex invites the community in.</li> <li>• <b>Assessment:</b> None. Coordinator feels that CE can't be assessed.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Health dropped from the carousel so more time for CE. But class size now bigger due to timetabling issues.</li> <li>• <b>Staffing:</b> New global citizenship coordinator hired to incorporate this element into the curriculum. Policeman removed by authorities, replaced by visiting PCSOs (seen as a as valuable resource). KS3 coordinator no longer in place. Teachers feel more confident about how to deliver CE at KS3.</li> <li>• <b>Participation:</b> Students involved in a high profile environmental campaign. Some feel they have little choice.</li> <li>• <b>Planning for future:</b> No CE development plan or policy.</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• High status amongst SMT and students, but not amongst other teachers.</li> <li>• KS4 have regular lessons.</li> <li>• Improved opportunities for student voice, students feel better listened to and respected.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Little monitoring and no assessment.</li> <li>• No guidance to KS3 staff or mapping of CE curriculum - Coordinator admits it is <i>'messy and piecemeal.'</i></li> <li>• Top-down control of CE agenda, little following of statutory programme of study, content is politically-driven and no ownership by rest of school.</li> <li>• Difficult for Ofsted to recognise CE at KS3.</li> </ul>

**London Road School:** a large inner city school with 90 % of students with English as a second language. CE is taken seriously; it is well mapped and monitored, and the school seems constantly to be seeking ways to improve its organisation of the subject. However, the opportunities for active participation are limited, and citizenship learning is not always explicit to the students. Ofsted grade for overall effectiveness of the school: outstanding.

2002-2005	2006-2007	2008 + beyond
<p style="text-align: center;"><b>Strong start, well mapped</b></p>		
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Key stage 3: Cross-curricular + PSHCE once a week. Key stage 4: CE within humanities + PSHCE.</li> <li>• <b>Course content:</b> Dislike text books. CE lesson plans produced for each subject</li> <li>• <b>Staffing:</b> Coordinator's role is to map CE + heads of departments plan how CE will fit into their subject. PSHE element taught by tutors. All subject teachers have a role, but do not feel it is a priority, lack understanding + targets.</li> <li>• <b>Participation:</b> Enrichment program. Active learning opportunities influenced by Accelerated Learning Cycle.</li> <li>• <b>Assessment:</b> PSHCE books are marked but Coordinator struggles to see how CE can be assessed fairly. Plans to use 'sleuth' ICT system which measures good acts of citizenship.</li> </ul>	<p style="text-align: center;"><b>Teacher confidence grows, monitoring and assessment improves</b></p> <ul style="list-style-type: none"> <li>• <b>Delivery:</b> Delivery unchanged but students now more aware of CE. Now have policies in relation to CE.</li> <li>• <b>Staffing:</b> Staffing unchanged. Teacher confidence growing but issues with certain subject areas. Staff have been trained by theatre group to teach using role play.</li> <li>• <b>Participation:</b> School council has been re-launched and said to be strong. Strong enterprise program.</li> <li>• <b>Assessment:</b> Collapsed timetable days now used for self-assessment + factual knowledge measured through computer test.</li> <li>• <b>M&amp;E:</b> Now lesson plans are complete with aims + objectives. Staff complete survey each time a new module is introduced + coordinator carries out regular lesson observations.</li> <li>• <b>School Community:</b> Coordinator: <i>'this was a citizenship based school anyway. CE has helped to crystallize this + move this on.'</i></li> </ul>	<p style="text-align: center;"><b>Dedicated teaching team to be recruited</b></p> <ul style="list-style-type: none"> <li>• <b>Delivery:</b> Still cross curricular + PSHCE but more curricular weeks</li> <li>• <b>Staffing:</b> Remodelled management structure: There will now be a CE coordinator in each year. The PSHCE element will be taught by a dedicated team of teachers, including a NQT with CE training to ensure similar standards</li> <li>• <b>Participation:</b> a new 6<sup>th</sup> form may provide scope for more clubs and mentoring schemes</li> <li>• <b>Planning for future:</b> May consider the GCSE short course for more able students. Want to make CE links more explicit to students</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• CE has high status in the school + is reflected in the ethos.</li> <li>• CE has been well mapped through the curriculum and monitoring has improved.</li> <li>• All staff have some role in delivering CE in the school, through teaching + contribution to curriculum weeks.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Still consider the cross-curricular + collapsed timetable days to be the best approach despite it being <i>'a pain to assess + a lot of work to organise.'</i></li> <li>• Some concern among staff that new management structure may have impact on strategic mapping of CE + use of dedicated team of teachers may encourage other teachers to ignore their CE role.</li> </ul>



**Mine Road School:** Larger than average school in ex-mining town with a predominantly white British-intake. Strong start with passionate Coordinator and GCSE in place. School unable to keep the momentum up after Coordinator leaves, and staff feel put upon and unable to effect change. Strong participation but lacks strategic coordination. Ofsted grade for overall effectiveness of the school: inadequate

2002-2005	2006-2007	2008 + beyond
<p>Passionate coordinator, GCSE + good opportunities for participation</p>	<p>'Temporary' coordinator appointed, makes some changes to assessment</p>	<p>Temporary coordinator feels unable to effect fundamental change</p>
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Key stage 3: Through humanities subjects and PSHE. Key stage 4: Short-course GCSE, tutorials, one-off events, assemblies and 10 week project.</li> <li>• <b>Staffing:</b> 'passionate' coordinator initiated strong start. Humanities teachers have main role in key stage 3 + at key stage 4 students have own humanities teacher for GCSE CE. Tutors teach PSHE. Confidence-levels vary.</li> <li>• <b>Participation:</b> mentoring programme, charity committee, project, student council.</li> <li>• <b>Assessment:</b> Use student planner for key stage 3 self-assessment. Key stage 4 has GCSE.</li> <li>• <b>School Community:</b> Ethos felt by students and staff to be about 'keeping students in check.'</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Unchanged. New coordinator thinks cross-curricular approach 'interrupts the flow of other subjects'.</li> <li>• <b>Staffing:</b> New coordinator (head of humanities), position imposed with no extra pay.</li> <li>• <b>Participation:</b> Many opportunities but lack of strategic coordination. School Council active but decision making is a 'slow process.'</li> <li>• <b>Assessment:</b> New coordinator structured a new assessment programme for the short course as felt it was lacking. Key stage 3 given a level for attainment.</li> <li>• <b>Monitoring and Evaluation:</b> No mapping taking place and content is repeated. Active participation opportunities not monitored.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Module frequency changed. GCSE classes previously in 6 week blocks, now once a week. Reduction in time for project has meant 'insufficient time to complete' course work.</li> <li>• <b>Staffing:</b> CE coordinator post remains officially open but SMT 'won't fill the post' and coordinator feels that they lack support for their ideas.</li> <li>• <b>Assessment:</b> Goals used instead of levels at key stage 3.</li> <li>• <b>School Community:</b> Coordinator feels the school needs to change its ethos, at the moment it is 'striving for mediocrity. SMT won't let go and give responsibility to others – therefore no one takes it.'</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Strong start to CE delivery because a passionate coordinator was appointed.</li> <li>• GCSE means CE has not disappeared from the curriculum and students receive statutory provision.</li> <li>• Quite a lot of opportunities for participation in extra-curricular activities, but little coordination or monitoring of this takes place.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• School considered by staff and students to have a poor ethos.</li> <li>• Coordinator feels they have little overview or influence</li> <li>• CE learning at key stage 3 not always made explicit and Ofsted and students find it difficult to identify citizenship learning at this stage.</li> <li>• Despite being positive about the need for CE, humanities staff still feel teaching duties imposed rather than a choice.</li> </ul>

**Northwest Community School:** *Mixed community comprehensive in North-west with a specialism in languages. School has implemented discrete delivery and lots of student voice initiatives, but CE status + provision are waning. Ofsted grade for overall effectiveness of the school: good.*

2002-2005	2006-2007	2008 + beyond
<p><b>CE introduced with a minimalist and cross-curricular approach</b></p>	<p><b>Moves to discrete delivery and renews participation</b></p>	<p><b>CE policy drifting?</b></p>
<ul style="list-style-type: none"> <li>• <b>Planning:</b> Internal audit of CE provision concludes that school already has strong community links and cross-curricular provision.</li> <li>• <b>Delivery:</b> Cross-curricular model adopted in order to ensure 'maximum coverage with minimal disruption.' Current practice supplemented with time in tutorial programme, collapsed timetable and citizenship-theme days.</li> <li>• <b>Staffing:</b> delivered by form tutors, supported by experienced Citizenship Coordinator and a CE assistant.</li> <li>• <b>Participation:</b> Also planning to emphasise school council and re-establish charity work.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> <i>New timetable, new delivery method for CE:</i> CE delivered in discrete weekly timeslot along with PSHE, RE, and social education.</li> <li>• Delivered to all students at same time by form teachers + via tutor groups. This slot followed by whole school assembly which sometimes focuses on a citizenship-related theme.</li> <li>• <b>Course content:</b> teaching pack provided by Citizenship Coordinator.</li> <li>• <b>Staffing:</b> New Citizenship Coordinator, but previous coordinator remains active</li> <li>• <b>Participation:</b> School council + charity work re-vamped.</li> <li>• <b>Assessment:</b> GCSE short course considered, but not adopted</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Discrete delivery via tutor groups continued, but limited monitoring + evaluation.</li> <li>• <b>Staffing:</b> New Citizenship Coordinator appointed.</li> <li>• <b>Participation:</b> More emphasis on student voice within the school, than student action outside of school.</li> <li>• <b>Planning for future:</b> more changes to timetable planned.</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Universal method of delivering CE.</li> <li>• Greater sense of community awareness + pupil voic.</li> <li>• Staff more aware of CE + more confident about teaching CE issues.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• CE has recently '<i>lost its way as a whole school thing.</i>'</li> <li>• Needs more time, more training + CPD, and a higher status within the school.</li> <li>• Teachers still lack confidence about teaching political literacy</li> </ul>



**Queens Road School:** Average sized, high-achieving, exam-focused, grammar school for girls. Predominantly white British intake. Strong civic ethos but slow to incorporate citizenship learning into the curriculum. Ofsted grade for overall effectiveness of the school: outstanding.

2002-2004	2005-2007	2008 + beyond
<p style="text-align: center;"><b>Slow, implicit start</b></p>	<p style="text-align: center;"><b>CE drifting and disappearing from curriculum</b></p>	<p style="text-align: center;"><b>Stronger, but now needs to be embedded</b></p>
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Mixed methods - Discrete classes for Years 7 + 9 every fortnight; part of PSHE in Years 10 + 11; and cross- and extra-curricular opportunities.</li> <li>• <b>Staffing:</b> Staffed primarily by humanities teachers who teach related subjects (e.g. history, geography, politics). Coordinator changed twice during this period.</li> <li>• <b>Participation:</b> Strong civic participation ethos, but student voice still underdeveloped; e.g. charity work encouraged + prefects and house system facilitate vertical participation, but school council and active learning is new and not yet fully established.</li> <li>• <b>M&amp;E:</b> Development plan established + to be reviewed annually as part of school's curriculum audit.</li> <li>• <b>Links with wider community:</b> Limited links with local community, but ongoing links with international community, especially Africa.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Discrete classes only for Year 9s, and here only as part of carousel of subjects. Timetable and structure means Yr 9 students still only receive 6 CE lessons throughout the year. Other years rely on PSHE and humanities subjects and extra-curricular activities. School are conscious of the limitations, but have not yet managed to implement any of the planned reforms.</li> <li>• <b>Staffing:</b> Coordinator changes again, + CE team is very small – 1 coordinator + 1 teacher for all Year 9 classes.</li> <li>• <b>Participation:</b> Strong emphasis on participation in school, community, + internationally, especially through charity work. Student voice is stronger, still needs further development.</li> <li>• <b>Assessment:</b> No formal assessment takes place, but teachers review student work, students conduct some self-assessment. Further changes are planned.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> Provision now 'more coherent and extensive' following Ofsted criticism. KS3 + KS4 (Yrs 8,9,10 and 11) now have CE on carousel system with PSHE. Each year group has 6 lessons a year; each lesson being 1 hour long. More curricular time planned.</li> <li>• <b>Staffing:</b> New coordinator appointed in 2007. Delivery changes mean from 2009 on, all tutors will be involved in delivery.</li> <li>• <b>Participation:</b> Now lots more active learning in class; student consultation is 'much more genuine now.'</li> <li>• <b>Planning for future:</b> Provision to be extended to Year 7 from 2009 + additional time also given through tutor period (1 hour every 2 weeks).</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Consistently strong on horizontal participation + ethos.</li> <li>• SMT and teachers have acknowledged the need for more curriculum time + have integrated this into their planning .</li> <li>• Teachers find students more engaged, knowledgeable and equipped with better citizenship skills. Students are enthusiastic about the subject + believe that it has helped teach them: self-confidence; greater awareness; citizenship skills; and that they are more likely to vote.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• Implementing the delivery changes + rolling out CE through the tutor time + training tutors</li> <li>• Provision and status has improved, but does not yet appear to be embedded in school structures + culture. Building on + sustaining the reforms they have implemented will be a challenge if key staff leave.</li> </ul>

**Springfield Road upper school:** Large, exam-focused upper school which implemented the GCSE from the beginning of statutory CE. CE provision is limited by a lack of (shared) understanding of CE; its compartmentalisation into a discrete, weekly lesson; the lack of a specialist teacher, and limited vertical participation in the school. Ofsted grade for overall effectiveness of the school: good.

2002- 2005	2006-2007	2008 + beyond
<p><b>Introduction of discrete delivery and GCSE short course</b></p>	<p>No developments of note</p>	<p>Some localised improvements in delivery, assessment and participation</p>
<ul style="list-style-type: none"> <li>• <b>Delivery:</b> 1 hour weekly discrete slot; self-produced support booklets.</li> <li>• <b>Staffing:</b> coordination of CE in the curriculum by Head of Humanities; specialist CE teacher hired as NQT; over 15 other staff involved in delivery.</li> <li>• <b>Participation:</b> has a vibrant house system, a good range of opportunities for horizontal participation, and some active teaching &amp; learning activities, but its school council and links with the wider community are weak.</li> <li>• <b>Assessment:</b> GCSE short course exam and coursework, to ensure it is taken seriously by students.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> 1 hour weekly discrete slot (not enough to expand on issues, as felt by students themselves, and students forget what has been taught between lessons).</li> <li>• <b>Staffing:</b> as before, mainly non-specialists not particularly committed to CE.</li> <li>• <b>Participation:</b> unchanged.</li> <li>• <b>Assessment:</b> GCSE short course exams and coursework.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Delivery:</b> : 1 hour weekly discrete slot plus delivery in weekly PSHE slot; self-produced support booklets redeveloped.</li> <li>• <b>Staffing:</b> as before, but now also use tutors for teaching CE and coordination now mainly by CE specialist teacher.</li> <li>• <b>Participation:</b> house system increasingly influential and providing opportunities for participation in school and beyond</li> <li>• <b>Assessment:</b> as before; plus formative assessment developed but not necessarily carried out by staff.</li> <li>• <b>Planning for future:</b> timetable changes will allow smaller CE team; possible appointment of a student-voice coordinator; putting monitoring and evaluation processes in place.</li> </ul>
<p><b>Successes</b></p> <ul style="list-style-type: none"> <li>• Improved opportunities for democratic participation in school.</li> <li>• Good, consistent GCSE A*-C grades.</li> <li>• Coordinators have developed a wide range of study and assessment materials.</li> </ul>		<p><b>Ongoing Challenges</b></p> <ul style="list-style-type: none"> <li>• No overall coherent vision for CE and no linking of CE in the curriculum to wider school-life activities.</li> <li>• Large number of staff teaching CE but few committed.</li> <li>• Unsatisfying levels of student voice.</li> <li>• Underdeveloped opportunities to engage with the wider community, complicated by large school size.</li> <li>• Upper school: students not well prepared by middle schools.</li> </ul>

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