

# Citizenship into Practice in England: The Continuing Professional Development Challenge

This paper surveys the strategies adopted in England to support the development of teachers' subject knowledge and confidence in relation to teaching Citizenship, which was introduced as a new statutory subject in the National Curriculum in 2002. It reviews examples of good practice and explores how a continuing professional development (CPD) strategy developed at several levels to support teachers and curriculum managers. It outlines the challenges and obstacles in relation to implementing effective Citizenship education in schools. It also underlines the fundamental importance of Citizenship education if young people are to understand and engage with contemporary events in the early Twenty First Century.

**Keywords:** citizenship education, continuing professional development (CPD), England, education for democratic citizenship (EDC).

## La práctica de la ciudadanía en Inglaterra. El reto del desarrollo profesional continuo

En este artículo se examinan las estrategias adoptadas en Inglaterra para apoyar el desarrollo de una materia que incluya cono-

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cimientos y promueva la confianza en relación con la enseñanza de la ciudadanía. Ésta se introdujo como una nueva materia estatutaria en el currículo nacional en 2002. Se revisan ejemplos de buenas prácticas y se explora cómo continuar con la estrategia de desarrollo profesional llevada a cabo en varios niveles para ayudar a los profesores y a los diseñadores del currículo. Se esbozan los retos y obstáculos relacionados con la efectiva implementación de la educación para la ciudadanía en las escuelas. También se subraya la importancia fundamental de la educación para la ciudadanía si se desea que los jóvenes comprendan y se comprometan con los acontecimientos contemporáneos en el incipiente siglo XXI.

**Palabras clave:** educación para la ciudadanía, desarrollo profesional continuo, Inglaterra, educación para la ciudadanía democrática.

### 1. A CITIZENSHIP SCHOOL

What does a school that is giving young people lots of Citizenship education opportunities look and feel like? Royton and Crompton School is an 11-16 mixed urban comprehensive school in Oldham. Pupils enter the school with results slightly below the national average, but leave it with grades well above the national average (2005 results). There is a strong commitment here to an over-arching approach to Citizenship which relates to the whole school culture, community involvement and the curriculum. The school serves a predominantly white catchment area in a town with a substantial community of Pakistani and Bangladeshi heritage migrants, and where the British National Party is relatively strong. In the wake of major rioting in the town in 2001, the school is committed to both celebrating and understanding cultural diversity.

**Culture:** All around the school, strategically placed display boards communicate and share a range of positive messages. These include displays of pupils' work, equal opportunities posters; photographs from an African Dance Week and drum workshop; a recent visit from the 'Kick Racism out of Football' campaign and various reward boards. Pupil forums for different Year groups take responsibility for the ownership and content of some of these boards. Citizenship is seen as a central component of the school's positive behaviour policy –pupils gain Citizenship points and merits which qualify them for entry in a monthly draw for prizes. There are 'Citizen of the month' awards won respectively recently by a Year 9 pupil who handed in a full wallet he found on the street and a team of Year 10 girls who volunteered to mentor Year 7 pupils struggling with Mathematics.

**Community:** There is a strong sense of the school as a community –with successes celebrated and displayed and pupils involved in planning improvements to the outside play and social areas. An environmental group has been highlighting, through photography. The graffiti and rubbish around the school neighbourhood and then engaging in a clean-up campaign. Pupils who were involved will be leading follow-up assemblies. The school is

seeking to be outward-facing through charity fundraising events such as a shoebox appeal for under-privileged children in Eastern Europe. Year 10 pupils (14-15 year olds) are involved in mini-enterprise projects where they work in teams, set up stalls and raise money for causes of their choice –in 2004 it was victims of the Tsunami and this year support for those effected by the devastating earthquake in Pakistan.

**Curriculum:** Citizenship has status as a subject within the curriculum. The subject co-ordinator has taken forward Citizenship enthusiastically for all students. The school appointed a Citizenship/ Social Science newly qualified teacher who was promoted to Citizenship co-ordinator in her second year of teaching. She plans to introduce an examined Citizenship Studies short course for all students at key stage 4 (14-16) and to re-visit the Key Stage 3 audit (11-14 year olds) undertaken two years ago. Looking ahead, to further sharpen the Citizenship focus in the curriculum, the school will be creating smaller specialist teams of Citizenship teachers. They also aim to clarify and develop the contribution of other subject departments –such as R.E. and Geography– to students’ experience of Citizenship.

**Celebrating Cultural Diversity:** The school has incorporated into its teaching programmes a locally developed teaching pack for Citizenship called Culture and Diversity: An Oldham Focus. This is a superb resource containing a range of high quality teaching and learning activities for all year groups. They lead into the anti-racism unit of work in Year 7 with activities from a ‘Tribes’ desert island resource. An observed lesson highlighted the power of ‘Tribes’ activities in enabling Year 7 pupils come to grips with the different ways in which society is formed, controlled and governed. Pupils are invited to work in groups, create their own identity, elect their own leaders and then start to create laws for their desert island. They then have to merge with another group and go through the process again –issues related to power structures, how to elect leaders, laws and the their enforcement and the difficulties of accommodating newcomers and working co-operatively are strongly reinforced.

How can continuing professional development programmes help to achieve this kind of school buzzing with Citizenship activities?

## 2. INTRODUCTION AND CONTEXT

Developing the subject knowledge and confidence of teachers is a key component in relation to the effective implementation of Education for Democratic Citizenship (EDC) practices and approaches across Europe. One of the challenges identified in the recent *All European Study in Education for Democratic Citizenship Policies* (Kerr, Mikkelsen, Froumin, Losito, Pol and Sardoc, 2004) was that:

“The overall pattern in the Western European region is of limited, sporadic teacher training related to EDC with the majority of it generalist in initial teacher training and optional in terms of in-service training. This does not match with the crucial role

of teachers in developing effective EDC practices. It raises serious questions about the ability and effectiveness of teachers to promote the more active, participatory approaches associated with the reforms of citizenship education in many countries” (p. 25)<sup>2</sup>.

Policy-makers have high hopes for Citizenship in England, which in September 2002 became the first new foundation subject to be added to the National Curriculum in secondary schools since 1988. This has been characterised as an “historic shift in educational policy-making” (Kerr, 2003, p. 1). Few school leaders would deny the importance of citizenship education, which aims might be summarised as helping young people to become more aware of their rights and responsibilities; knowledgeable about the social and political world; articulate in their opinions; and capable of having an influence on the life of the community and the wider world at large.

Some teachers and senior leadership teams of English schools, however, are less enthusiastic about the workload, timetabling and Continuing Professional Development implications of implementing Citizenship during a period of continual curriculum change and perceived initiative overload. England is undoubtedly representative of a broader European compliance gap between official policy rhetoric on EDC and practice on the ground in schools. As a new subject in the school curriculum, Citizenship currently lacks the academic traditions, research and development base and collected wisdom of experience which underpin policy and practice in other established curriculum subjects. As an identified cross-curricular theme in the English curriculum in the 1990s, most schools had paid scant attention to Citizenship learning, often assuming that good citizens were being formed through a mysterious form of osmosis that is encompassed in the phrase ‘school ethos’.

The strategies that schools can adopt in encouraging increasing numbers of their pupils to meet the aims of Citizenship education vary significantly. There are exciting opportunities for innovation, community projects and all kinds of ‘active’ learning. It was stressed in the Crick Report (Qualifications and Curriculum Authority [QCA], 1998) that Citizenship should never become the learning of a series of dry and unrelated facts. English schools have been granted the flexibility to create a curriculum that is relevant to their pupils, connects with their interests and experiences, and provides them with opportunities to engage with civic and political processes to achieve democratic change. Some excellent practice is beginning to emerge –the National Foundation for Educational Research (NFER) reported that around 25% of schools are progressing well (Kerr, Ireland, Lopes, Craig and

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<sup>2</sup> For wider European context and further discussion of these issues cf. Torney-Purta, Schwillie and Amadeo (1999); Naval, Print and Veldhuis (2002); Audigier (1999) and Naval, Print and Iriarte (2003).

Cleaver, 2004) and both central government agencies and the fledgling subject association, the Association for Citizenship Teaching (A.C.T.) have recognised the importance of disseminating case studies of good practice as effectively and swiftly as possible.

Overall, however –and perhaps unsurprisingly– a gap has emerged between policy ideals and the realities of the implementation of Citizenship in practice in schools. Early evidence from the government’s inspection agency, the Office for Standards in Education (OFSTED) and an NfER citizenship longitudinal study indicated that schools were struggling to implement the statutory requirements for Citizenship. OFSTED reported, for example, in June 2003 that in over half of 25 schools surveyed the management of the introduction of citizenship had been unsatisfactory. Citizenship had been introduced as a ‘light touch’ statutory order open for schools to interpret flexibly in the light of their own particular circumstances. Nevertheless, for ‘light touch’ many schools had read ‘soft touch’ and given the new statutory subject area little status or curriculum time.

A further overview report in February 2004 (Office for Standards in Education, 2004) confirmed these findings and added that:

“Some of the weakest lessons were in tutor time, with pupils’ experience limited by the lack of commitment of some teachers and the inadequate time available. Lack of commitment was also shown where citizenship was taught by a large team of teachers, sometimes the whole staff...” (p. 7).

The 2002-2003 Annual Report from OFSTED (2004) noted that:

“At Key Stages 3 and 4, teaching in citizenship is good or better in only about half of schools inspected, a much smaller proportion than for all other subjects” (p. 6).

The second NfER survey (Kerr and Cleaver, 2004) reported that half of the students in their large sample did not realise that they had been studying citizenship at all.

### **3. WHY HAS IMPLEMENTING CITIZENSHIP IN ENGLAND PROVED DIFFICULT?**

#### **3.1 The contested nature of the subject**

The most recent overview of the implementation of Citizenship in English Schools (Kerr and Cleaver, 2004) concluded that:

“Many schools remain unclear about definitions of citizenship education in terms of what the core citizenship curriculum is and how their existing practice can contribute to it. There is particular confusion between explicit citizenship education, as set out in the curriculum Order, and its relationship to implicit citizenship through the contribution of PSHE, values and school ethos” (pp. 26, 35).

#### **3.2. The low priority and status of the subject in some schools**

Citizenship is rightly seen as ‘more than a subject’ –it also relates to whole school ethos and policies and extra-curricular activities. But it is a subject in its own right. Embedding

Citizenship within, across and beyond the curriculum requires support and drive from the top to be successful (an excellent management and self-evaluation tool for Citizenship can be obtained at [www.dfes.gov.uk/citizenship](http://www.dfes.gov.uk/citizenship) (Lloyd, with Kerr, Maclean, Newton, and Citizenship Team DfES, 2004). A lack of understanding about the place of Citizenship in the curriculum at the top of schools and colleges can lead to it being assigned low priority. Around half of schools in the 2004 NfER survey in England had adopted either a minimalist or solely ethos-focused response to the arrival of Citizenship. Yet if there is not something identifiable –by pupils as well as teachers– as Citizenship within the school curriculum, for example if it dissolves implicitly into tutorial time, pupil learning is likely to be fragmented and superficial.

### **3.3. Different readings of the Citizenship National Curriculum**

There are major differences in the ways in which teachers interpreted the Citizenship National Curriculum (1999) in England. In a significant introductory section to the Programme of Study, it was noted that “teaching should ensure that knowledge and understanding about becoming informed citizens are acquired and applied when developing skills of enquiry and communication and participation and responsible action” (p. 2). In other words, the three strands of the curriculum needed to be seen as inter-related. OFSTED (2003) noted that there were early problems associated with whole school Citizenship audits of the ‘enquiry and communication’ and ‘participation and responsible action’ strands of the National Curriculum:

“Some schools used the audit to show that they were teaching these skills throughout the school curriculum, when in fact they were not set in the context of ‘knowledge and understanding about becoming informed citizens’” (p. 10).

The full implications of citizenship as a national curriculum subject were not understood.

### **3.4. Cross-curricular approaches to Citizenship can be problematic**

Teaching and learning subjects via cross-curricular routes is invariably complex. There may on occasions be a coincidence of subject content but no necessary coincidence of ‘dual’ learning. Are there shared understandings across the History, Geography, Religious Education (R.E.) and Personal Social and Health Education (PSHE) departments as to the nature of the Citizenship National Curriculum? Certainly, it is rare that History, Geography or RE. teachers see themselves explicitly as teachers of Citizenship. Different areas of the curriculum have their own distinct subject cultures (and sense of subject pride and identity) which it can be difficult for new areas to penetrate (Brett, 2004). How often is a Citizenship co-ordinator freed up to monitor the quality of Citizenship work undertaken across different school departments? Too often the cross-curricular approach is a paper exercise related to auditing the curriculum with little subsequent exploration of the implications of ticking a

particular box. Cross-curricular approaches can tend to be stronger on paper than evident in classroom realities. An audit could and should constitute the beginning of a journey to enhance pupil understanding of contemporary issues. In reality, cross-curricular approaches are often at best implicit and more often fragmentary or illusory (Bolívar, 1996).

### **3.5. A lack of models as to how progression in Citizenship might be assessed and evidence that existing practice is ‘weak’**

OFSTED (2003) concluded that, “Assessment is currently a weak aspect of citizenship and few schools have progressed very far with it” (p. 17). Teaching and learning approaches in England have been accurately critiqued by international observers as being too often led (and hamstrung) by an over-emphasis upon summative external assessment (at the ages of 7, 11, 14, 16, 17 and 18) but equally a lack of rigour in thinking about the quality of students’ learning in Citizenship, and how they can be set supportive targets to improve their Citizenship knowledge, skills and participation, can be just as damaging.

The different forms of curriculum provision that can be made for Citizenship in English schools include:

- Teaching within and through other subjects (explicit cross-curricular provision).
- Whole school and suspended timetable events.
- Learning through pupils’ participation in the life of the school and wider community (e.g. projects or investigations undertaken during a work experience).
- Tutorial group activity in form time.
- Teaching as part of a timetabled PSHE/RE course by a specialist team.
- Discrete provision taught by a specialist in separate curriculum time.

Each of these approaches has advantages, disadvantages and implications. There was no one ‘blueprint’ for how to build in and implement the statutory Citizenship requirements prescribed by central government. Nevertheless, however the approaches outlined above are combined, effective means of co-ordinating, assessing and evaluating students’ learning and progress need to be built into all provision. There is a range of advice available from central government sources in England on how this might be achieved (e.g. QCA, 2002). Schools, however, are generally struggling to implement coherent policies in relation to assessment despite the guidance frameworks.

### **3.6. The relationship between Citizenship and Personal Social and Health Education has proved to be problematic**

The dominant model for the organisation of the Citizenship curriculum has been through existing (non-statutory) personal, social and health education (PSHE) programmes. This area of the curriculum covers areas such as drugs and alcohol education, bullying and racism from a personal as opposed to a public policy perspective. Whilst there is scope for

complementary approaches and useful synergy, some schools and teachers have treated PSHE and Citizenship as being synonymous. OFSTED underlined that schools need to recognise what is new and distinctive about citizenship and what distinguishes it from PSHE. A further consequence of this link is that traditionally oral work has been favoured in PSHE and comparatively little written work undertaken. Oral work and debate is at the core of Citizenship, too, but it also needs to show that it has rigour in other ways. The link with PSHE has also led in practice to a relegation of the 'political literacy' strand of citizenship –which is a foundational element of effective citizenship education.

### **3.7. Assessment practices in Citizenship need to be different but are under-developed in both theory and practice**

The kinds of participatory assessment mechanisms that are important to Citizenship –for example, self-assessment; peer assessment; portfolios of evidence; oral work and debate; community projects; a focus on the 'soft' skills of negotiation, team work and participation all have under-developed pedagogic roots in theory and research evidence. Skills (such as reasoning, collaborating, communicating, presenting, debating etc.) and dispositions (such as empathising, tolerating, reflecting and being open-minded) require very different forms of assessment compared to those used to test retention of factual knowledge. In many of these areas, practice is in the process of development in schools rather than secure and established. (And far from being 'soft' skills, of course, these are skills that young people find it hard to both practise and master).

### **3.8. An absence of subject specialist expertise**

In a sense, all those involved with citizenship in secondary schools –from classroom teachers to senior managers– are learning to shape and teach the subject. The baseline research undertaken across 318 schools in England in the academic year 2001-2002 indicated that the majority of teachers (71%) had not received any training in relation to citizenship education. A more recent survey by Community Service Volunteers (2003) indicated that in around half of schools no-one other than the Citizenship co-ordinator had received CPD in Citizenship education (although this figure had improved to 37% by 2004).

## **4. THE CPD STRATEGY FOR CITIZENSHIP IN ENGLAND**

The existence of these varied obstacles created some fundamental challenges for Citizenship CPD. The rest of this paper outlines an overview of the national CPD strategy for Citizenship in England and discusses the potential of certification as a way of developing experienced teachers' confidence in teaching Citizenship.

There are a variety of strands intended to feed the continuing development of Citizenship as a vibrant subject in schools. These include (from the base upwards):



#### 4.1. The expansion of Citizenship as a subject specialism in initial teacher education

Around 600 new teachers have been trained with a Citizenship subject specialism over the past five years. England is unique in Europe in training distinct Citizenship subject specialists. These beginning teachers bring new ideas, new resources, contact with recent developments, energy, enthusiasm, commitment and opportunities for staff development. Citizenship is bringing people into teaching with strong academic social science backgrounds who have struggled, on subject knowledge grounds, to be accepted for teaching courses in the past. Many have already been promoted to Citizenship co-ordinator posts. There is strong evidence that being involved in Initial Teacher Education (ITE) is an excellent form of CPD and participating in a training partnership can stimulate change and promote good practice not only at a departmental level but also the wider school level. The CitizED project – a collaborative body involving Higher Education organisations involved with Citizenship ITE – has an excellent website full of useful resources on many aspects of Citizenship teaching and learning ([www.citized.info](http://www.citized.info) – see also Gearon, 2003).

#### 4.2. Support for the CPD work of Citizenship Advanced Skills Teachers (ASTs)

Around 60 Citizenship ASTs were appointed nationally, initially with 100% central government funding. In the North West region of England, for example, in areas such as Cumbria, Bury, Warrington and the Wirral, Citizenship ASTs provided useful individualised support to schools in their locality as an element of their 20% outreach work, sharing good practice and sitting down alongside over-stretched Citizenship co-ordinators to share their expertise. Nevertheless, overall the AST network proved too small to fulfil its potential with many areas of England lacking support from this source of expertise.

#### 4.3. The appointment of a team of regional CPD advisers for Citizenship and the creation of a DfES CPD Handbook

Advisers were appointed to support teachers in different areas of England. They came from varied backgrounds including higher education and teacher training; a special school deputy headteacher; a local education authority adviser; and an experienced consultant within a Citizenship organisation (The author was one of these advisers). The advisers aimed to:

- Provide support for schools and promoted good practice in citizenship education in secondary schools (with some related work at Primary and post-16 levels).
- Work in partnership with local authority advisers, Advanced Skills Teachers, higher education institutions and individual schools to create regional networks of support.
- Lead direct training work with Citizenship co-ordinators working within local and regional networks.

- Develop training materials in partnership with a range of central government organisations and other national agencies.
- Identify case studies of good school practice to feed into a DfES Citizenship CPD Handbook which was published in early 2006 (with some material available on the DfES website). It is called *Making Sense of Citizenship* (Huddleston and Kerr, 2006).

Nevertheless, the original intention to base an adviser in each of the nine government regions of England was scaled back to the appointment of four advisers in 2003-2004 and three advisers working two days a week in 2004-2005. The team was then disbanded.

#### **4.4. Sharing and publicising examples of good Citizenship ideas and local teaching resources**

Most local authorities run regular Citizenship network meetings. Some local authorities have regular subject newsletters whilst others are developing websites with Citizenship links. Citizenship CPD is also about developing and disseminating good teaching and learning resources. One local authority, for example, developed materials based upon a major infrastructure project relating to a new bridge across the Mersey river linking Runcorn and Widnes. Young people considered what should be the route of the new Runcorn Bridge and what might be the impact and consequences? The project provided insights, and a potential model for others, beyond the specific Merseyside setting. Skilfully, the resources incorporated a cycle of change approach to Citizenship projects which could apply to any large scale local regeneration project involving public debate and disagreement. The project involved planning, research, doing/making a difference and self and peer evaluation activities. Each step of the project built in options, and beginning and end of lesson activities as well as core lesson tasks. The resources contained differentiated tasks for lower attaining students and set out clear assessment criteria.

In Blackpool advisers and teachers were thinking along similar lines as they looked to link urban renewal with young people and the school curriculum. There are very ambitious plans underway with the aim of transforming Blackpool into the Las Vegas of the north of England over the next two decades. The Council aims to gradually alter the demographics of tourists to the town bringing in wealthier social classes and capitalising on the increasing power of the 'grey pound'. The planned changes encompass considerable change around the central sea-front at Blackpool, new environmental amenities and attractions; all weather retail and leisure spaces and re-designed beach areas. There will be losers as well as winners from the proposed changes and demolition of a substantial amount of local housing. The gambling element of the project has its supporters and opponents. Young people will be key participants in the envisaged changes. A range of Citizenship teaching and learning resources are planned which genuinely involve young people in dialogue about some of the proposed changes. The process of creating these materials will constitute active, creative Citizenship CPD for local teachers.

For Citizenship CPD to truly capture the hearts and minds of classroom teachers –not only in England but in classrooms across Europe– they need to see practical examples of good practice in contexts which they recognise as being replicable in their own circumstances. As the influential ‘Assessment for Learning’ group have put it:

“Teachers will not take up attractive sounding ideas, albeit based on extensive research, if these are presented as general principles which leave entirely to them the task of translating them into everyday practice –their classroom lives are too busy and too fragile for this to be possible for all but an outstanding few. What they need is a variety of living examples of implementation, by teachers with whom they can identify and from whom they can both derive conviction and confidence that they can do better, and see concrete examples of what doing better means in practice” (Black and Wiliam, 2003, p. 12).

#### **4.5. The creation of accredited Citizenship CPD Certification to enhance subject status and identity and develop the skills of classroom practitioners**

In 2005 the DfES piloted Citizenship CPD Certification through four different models in London, the Midlands and the North West. The target group for this training was Citizenship co-ordinators or aspiring co-ordinators. For Citizenship co-ordinators, having a proper regard to personal training needs is probably one of the most important contributory factors in being a reflective practitioner and in being able to provide effective curriculum leadership for others. The certification provided accreditation towards Master’s Level qualifications, although classroom impact was the main motivation for most teachers.

#### **4.6. Providing some central funding and support for the setting up of the Association for Citizenship Teaching (2002) and the CPD work of other key Citizenship organisations such as the Citizenship Foundation and Community Service Volunteers**

These organisations and others were commissioned to develop Citizenship teaching and learning resources in areas where there were found to be ‘gaps’ and also disseminated good practice via training, publications and websites.

#### **4.7. Underlining the centrality of Citizenship as more than just the latest government initiative with headteachers and governors**

The documentation underpinning the National Professional Qualification for Headteachers (NPQH) is full of references to the importance of Citizenship education. The National College for School Leadership was involved in the publication of the Citizenship management tool for schools cited above. Realistically, however, more work is needed at this key level. Senior management, including governors, might consider questions such as: Is there a mission/policy statement for Citizenship? Is it in the school development plan? How effective is the school’s curricular provision of Citizenship (particularly if it is not taught discretely)? How can the school give pupils a genuine (as opposed to tokenistic) voice?

#### **4.8. Ensuring that the key educational bodies –both nationally and regionally– speak with one voice on Citizenship**

A joint Citizenship working group made up of representatives from all of the central government agencies –responsible for policy, curriculum support, assessment, and the training of teachers– meets regularly to ensure the consistency of key messages.

#### **5. CITIZENSHIP CERTIFICATION FOR EXPERIENCED TEACHERS**

Several researchers have clarified the key elements of effective CPD programmes for teachers. These characteristics tend to appear again and again (Department for Education and Skills, 2001):

- The training and development should be based on a common and clear vision of what teaching should look like.
- Well-defined standards of classroom practice should be used.
- There should be a subject, or other sharp classroom, focus to the development work.
- The programme should adopt a problem-based approach to achieving improvements.
- The programme should be sustained –not one-off events.
- Support should be secured in the form of coaching and mentoring throughout, from experienced and skilled teaching colleagues.

Other features of what makes for effective CPD and which are more likely to have a demonstrable impact upon classroom practice include the embedding of collaborative learning and enquiry, peer observation and feedback, and coaching and mentoring. It is also helpful if CPD has some form of currency –for example, as credits towards higher degrees. Primarily, however, the core conception needs to be that practitioners are not learning just for themselves but for their students. A mixed model of provision also seems to be effective, involving, for example:

- central training courses through higher education Institutions,
- good training resources and guidance documents,
- regional or locally based training by expert advisers,
- school-based training,
- observing colleagues teach,
- sharing ideas and disseminating good practice and
- carrying out research including action research.

How might these general principles be applied to the professional updating and training of teachers in relation to Citizenship education?

Three areas in England piloted Citizenship certification between January 2005 and January 2006 –in London, Manchester and the Midlands. Each area consisted of a partnership of a higher education institution, local authority agencies and Non-Governmental Organisations (NGOs) working in the area of Citizenship. All three pilot projects worked within the same national framework and over-arching competences (See

Appendix). Each centre recruited around 15 teachers (a mixture of Primary, Secondary, Special School and post-16 although at least half were from secondary backgrounds). The pilots were genuinely exploratory in seeking answers to the question, “What is the most effective CPD framework and support structure to enable teachers and other relevant colleagues to develop and exemplify their Citizenship teaching skills?” Teacher participants had a genuine voice in helping us to answer this question.

The ‘common vision’ and ‘well-defined standards of classroom practice’ came in the form of some Citizenship specific standards organised under two dimensions and eight areas in total (See Appendix). These (draft) standards were intended for use by all of those who teach and lead the citizenship curriculum –for example, humanities teachers, RE teachers, form tutors and citizenship specialists. They aimed to be equally appropriate for teachers in primary, secondary and special schools and those in post 16 education settings (one lesson from the pilot projects was that they needed to be slimmed down to focus on the really key areas). Participants undertook a baseline assessment of their confidence and experience against these Standards. Standards A1-A3 are mainly generic descriptors of features of good teaching whilst Standards B2-B4 identify the key elements of Citizenship knowledge, skills and participation that shadow the English National Curriculum. But there are also a range of Citizenship specific competences that begin to define what are the distinctive qualities of Citizenship teaching: clear classroom groundrules for discussion and debate; the ability to manage discussion of controversial and sensitive issues and challenge prejudice; an awareness of the law in so far as it relates to Citizenship education; the ability to work in partnership with various community stakeholders; a predisposition to consult pupils; and a clear appreciation of the implications of different policy frameworks for Citizenship.

In the north west pilot the participants were supported in various ways to develop their teaching and provide evidence that they were meeting these Standards. For example:

- A handbook outlined and explored the evidence that was needed to complete the certification.
- Formative feedback was provided on written tasks undertaken.
- Training within a higher education institution aimed to identify key planning and implementation issues, drawing attention to good practice guidance and sources of support in specific areas of Citizenship.
- Local authority advisers led local CPD network meetings. Participants worked with other teachers in their area who were engaged in the programme.
- There was specific support for any participants requesting assistance in relation to the ‘Effective Partnerships’ and ‘Participation’ strands of the competences from an NGO representative.
- Advisers were available to make support and planning visits to participants.

- Electronic and E-Mail support from course leaders was available throughout the certification process.
- Full bibliographies and web references were provided.

One strength within the north west model was the quality of partnership in terms of planning the training. A steering group involving higher education representatives, four local advisers; and representatives from other Citizenship projects relating to community projects and post-16 citizenship and a representative of the participants met six times over the course of the project. A taught course looked to provide fairly comprehensive coverage across the Citizenship Standards. We were keen to develop the notion that that one 'evidence trail' based upon a sequence of Citizenship lessons –particularly with supporting lesson observation– could enable the demonstration of many of the Standards. One quality that we were looking for in all of the portfolios was high quality annotation. The importance of context and rationale (why do it like this?), annotation, reflection on teaching strategies, pupils' work, and evaluation (what would you adapt?) was very apparent.

Teachers responded well to the training, producing effective portfolios of evidence at the completion of the project. Around 75% completed the process and produced portfolios of an appropriate 'pass' standard. The main constraints on the success of the project were the predictable ones of time for busy teachers to give their Citizenship CPD priority as they are drawn into the day to day immediacies of teaching. Related to this there are question marks about how much broader reading that teachers are able to do or that they might be expected to do within a project like this. The non-completions were either explained by illness or participants having been moved to different roles during the project.

Lessons learned from the pilot projects helped to inform the subsequent development and roll-out of a national programme of Citizenship CPD Certification. Having evaluated the pilot projects, the government announced in March 2006 that it was committed to 1,200 teachers securing Citizenship certification from 2006-2008 and would provide a c.700 Euro subsidy per participant to support the process. The initiative aimed to provide additional critical mass in terms of the numbers of practising teachers seeing Citizenship as a positive area to move into. In the longer term Citizenship education would probably benefit from finding a partner in another area of government –perhaps related to crime, the promotion of democracy and/or community cohesion– which will have the vision to see that funding devoted to Citizenship education represents an investment in social capital for the future (and ultimately money saved in paying for the effects of social dislocation and alienation) (Print and Coleman, 2003).

## 6. CONCLUSION

Injecting elements of Citizenship into the school curriculum has been an education policy response by a variety of governments in Europe and elsewhere the world when faced

with political disengagement, xenophobia, youth alienation, shifting national identities, global conflicts and increasing movements of people. Facilitating learning which encourages informed and active citizenship is not easy! The roots of Citizenship education in English schools have been established but they are fragile and not deep. Citizenship CPD will be most effective in schools and departments which see themselves as learning organisations with clear policies on training and improvement promoted by senior management and involving all of the staff. Teachers also need to be enthused by Citizenship ‘champions’ both from within their own ranks and amongst senior teachers.

The success of Citizenship in the future, in both England and Europe, will depend upon the creation and nurturing of local, regional, national and international ‘communities of practice’ (A community of practice is an extended group of people –perhaps involving voluntary networks and related professionals as well as teachers– sharing a belief in and promoting a similar set of educational understandings and practices). It will also depend upon continuing support for teachers –both political and financial– by policy-makers.■

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**ESTUDIOS**  
CITIZENSHIP INTO  
PRACTICE IN ENGLAND:  
THE CONTINUING  
PROFESSIONAL  
DEVELOPMENT CHALLENGE

## APPENDIX

### Draft Standards for the certification of the teaching of citizenship Dimension A Teaching and Managing Pupil Learning

#### Theme A1 Establishing a safe and effective learning environment

The teacher:

1. Consults with pupils to determine their needs, identify levels of knowledge and understanding, attitudes, language, misconceptions, and plans teaching so that it is relevant to pupils' lives and interests.
2. Plans lessons and activities that include strategies to meet the needs of all pupils.
3. Develops clear ground rules with classes and uses them to maintain a climate of trust and mutual respect between pupils, the teacher and visitors and to maintain professional boundaries.
4. Has strategies to respond appropriately to spontaneous issues raised by pupils whilst working within the planned programme.
5. Recognises and has strategies to consistently challenge prejudice.
6. Manages discussions of sensitive, controversial and topical issues.

#### Theme A2 Effective teaching and learning

The teacher:

1. Plans well structured lessons and activities with clear intended learning outcomes within a planned programme of citizenship.
2. Uses a range of teaching styles in which active learning plays a major part, maximising pupil participation and engagement.
3. Uses a range of teaching approaches including working in pairs, small group and whole class, in a range of contexts (classrooms, in school and in partnership in the local community).
4. Makes good use of a range of teaching resources including the effective application of ICT.

#### Theme A3 Reflection, evaluation and assessment

The teacher:

1. Has reflected on personal values and their potential impact on classroom practice.
2. Has an awareness of relevant legislation and its implications for teaching and learning in a range of contexts including within the classroom, in the school and in the local community.
3. Uses teacher assessments and a range of strategies, including pupil self-assessment, to assess pupils' progress in knowledge, understanding and skills.
4. Reviews and evaluates teaching and learning, including that of pupils, and uses this to inform future planning.

## Theme A4 Effective partnerships

The teacher has:

1. Planned, delivered and evaluated lessons in conjunction with an appropriate partner, such as another teacher, or student teacher, or a community representative such as a community police officer.
2. Used voluntary and statutory organisations to plan and resource relevant aspects of the citizenship curriculum across and beyond the school.
3. Provided a range of meaningful opportunities for pupils to engage with and in the community.
4. Consulted with the student council and used other forms of consultation in giving pupils a say in things that affect them in the school.

## Dimension B

***Knowledge and Understanding*** and its application in the teaching and leadership of citizenship as a whole school approach

### Theme B1 Policy context

The teacher should demonstrate a secure knowledge and understanding about the following and how that is applied to teaching:

1. School policy for citizenship education and how this reflects national policy, OfSTED requirements, statutory and non-statutory guidance.
2. The differences and similarities between Citizenship and PSHE and contribution of Citizenship Education to the achievement of the National Healthy School Award.
3. The law as it relates to the all aspects of citizenship including the teaching of controversial issues, confidentiality and child protection.
4. The principles of the school self-evaluation for citizenship education.
5. Guidance on pupil participation and how it supports personalised learning.

### Theme B2 Knowledge and understanding about becoming informed citizens

The teacher should demonstrate a secure knowledge and understanding about the following and how that is applied to teaching and to the acquisition of concepts and skills:

#### Primary

1. Topical issues, problems and events.
2. Why and how rules and laws are made and enforced.
3. The consequences of ant-social and aggressive behaviours, bullying and racism.
4. Responsibilities, rights and duties at home, at school and in the community.
5. Spiritual, moral, social and cultural issues.
6. Resolving differences.

7. Democracy and basic institutions locally and nationally.
8. The role of voluntary, community and pressure groups.
9. The national, regional, religious and ethnic identities in the United Kingdom.
10. The allocation of resources and sustainable environments.
11. How the media present information.

### **Secondary**

1. Legal and human rights and the criminal justice system including youth justice.
2. The diversity of national, regional, religious and ethnic identities in the UK.
3. Central and local government, the role of parliament and courts in making laws.
4. The characteristics of parliamentary and other forms of government.
5. Democratic and electoral systems and processes.
6. The economy including the role of business and financial services.
7. Community-based national and international voluntary groups.
8. The role of the media in society including the Internet.
9. Legislation relating to consumers, employers and employees.
10. The UK's relations with Europe including the European Union, and relations with the Commonwealth and United Nations.
11. Global interdependence including sustainable development and Local Agenda 21.

### **Post 16**

1. Deepening and extending young people's knowledge and understanding through focussed study of citizenship issues, problems and events.
2. Providing new experiences in new settings and contexts, for example learning through work-based training, experiencing voluntary or community involvement.
3. Giving young people increased opportunities to lead activities themselves ([www.qca.org.uk/post16](http://www.qca.org.uk/post16)).

Guidance requires that in terms of teaching and learning all projects should:

1. Combine knowledge, understanding and skills with practical action.
2. Involve young people in decisions about their learning.
3. Focus on critically active forms of learning.
4. Use a variety of learning approaches and resources.
5. Make links with the wider community where appropriate.
6. Have assessment strategies which are effective and realistic.

### **Theme B3 Developing skills of enquiry and communication**

The teacher should demonstrate a secure knowledge and understanding of the following and how that is applied to teaching:

1. Researching topical political, spiritual, moral, social or cultural issues, problem or events.
2. Analysing information from different sources including ICT based resources.
3. Presenting information in a variety of ways including the application of ICT, and through active approaches such as discussion and debate.

### **Theme B4 Developing skills of participation and responsible action**

The teacher should demonstrate a secure knowledge and understanding of the following and how that is applied to teaching:

1. Using empathy and imagination to consider others' experiences and to critically evaluate views that are not their own.
2. Developing and organising school and community-based activities.
3. Reflecting on the process of participating.
4. Giving young people increased opportunities to lead activities themselves.

### **Evidence required**

To achieve certification participating teachers will need to provide sufficient evidence for both Dimensions and each of the Themes. The evidence may be provided through:

- Citizenship self-evaluation across the school and corresponding action plan.
- Written 'course work' drawn from the Citizenship CPD Handbook.
- Annotated policy for citizenship and schemes of work.
- Lesson observations/observations of learning activities.
- Review and evaluation of teaching and learning.
- Use of resources including visitors and the involvement of outside agencies.
- Development of a resource to support learning as part of the personalised learning agenda.
- Critical analysis of the management of/participation in relevant professional development activities both within and outside school.
- Involvement in planning/leading professional development activities.
- Minutes of departmental/subject/staff meetings.
- Video diaries.
- Use of ICT applications and resources.
- Pupils' work assessed by the teacher.
- Pupils' self-assessed work.
- Pupils' evaluations.
- Relations with parents and community representatives.

### **Sufficient evidence**

Evidence will be sufficient if:

- It demonstrates relevance to the key stage/or post 16 provision being taught.
  - Lesson observations are used to demonstrate effective teaching in each theme over a sustained period of time.
  - It demonstrates a secure knowledge and understanding of the concepts, knowledge, and skills being addressed and how they relate to practice.
  - It demonstrates reflection on new ideas and approaches.
- It is consistent with the legal requirements for Citizenship at Key Stages 3 and 4, and non-statutory Framework for PSHE and Citizenship at Key Stage 1 and 2, and Post 16 Guidance.
  - Demonstrates a commitment to challenging racism and other forms of prejudice and developing strategies for inclusion, difference and diversity.
  - It demonstrates the effective use of ICT applications and resources.
  - It demonstrates that change has taken place at a personal/institutional level.