Citizenship established?

Citizenship in schools 2006/09

In 2006, the report *Towards consensus?* provided a picture of citizenship as an emerging presence in schools, with many gains since its introduction in 2002 but with considerable barriers to be overcome. This report, based on a similarly sized sample of schools, shows steady progress as citizenship becomes more widely understood and acquires depth in the light of experience, but also highlights what these schools need to tackle if citizenship is to be firmly established.

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Executive summary

Citizenship has now been a statutory requirement in secondary schools for seven years. For those who had campaigned for citizenship in schools, a place in the National Curriculum was very significant. However, the introduction of a new subject, even one that is statutory, has proved to be far from easy, as Ofsted reported in 2006 in *Towards consensus?*[1]

Principally, this report analyses provision in secondary schools over the last three years. On the basis of a smaller number of visits, it also reports on aspects of provision in primary schools and at post-16 level, as well as in initial teacher education and continuing professional development programmes. Part B explores some key issues arising from the survey: how to make politics and government interesting; citizenship and participation for all; citizenship, identity and community cohesion; and citizenship and the whole curriculum.

Since *Towards consensus?*, a number of improvements have been made. The previous report referred to variable standards and the fragmentary nature of the curriculum. In around a quarter of the schools surveyed in 2005/06, provision for citizenship was inadequate. Evidence from visits to 91 secondary schools between September 2006 and July 2009 shows that, in this more recent period, just over half were judged good or outstanding for students' achievement in citizenship, while 10 were judged inadequate in this respect.

Of the students studying GCSE short courses in citizenship, 52.4% gained grades A* to C in 2006; by 2008, 54.7% gained these grades. Inspectors observed good achievement, especially in students' discussion of topical and relevant issues and in the action they took to bring about real change. The better-performing schools sought ways to provide more time for citizenship and to make it a clearly defined element in the curriculum. However, schools which relied too heavily on suspending the timetable to provide time for citizenship were most unlikely to meet National Curriculum requirements. Sometimes, schools which were judged to be good had not sought or provided more time for citizenship but simply used the time effectively.

Where leadership was good or outstanding, the vision for citizenship was often reflected in the broader life of the school as well as in the taught curriculum. Effective subject leaders were developing provision on the basis of experience while adapting to new requirements, such as the revised Key Stage 3 curriculum, the eight-level assessment scale and revised GCSE and new Advanced level examination specifications.

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[1] *Towards consensus? Citizenship in secondary schools* (HMI 2666), Ofsted, 2006, www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Education/Curriculum/Citizenship/Secondary/Towards-consensus-Citizenship-in-secondary-schools/(language)/eng-GB.

The 10 schools visited that were judged inadequate in terms of their overall effectiveness had done little or nothing to implement citizenship, a National Curriculum requirement that has now been in place for seven years. In these schools, citizenship had been misunderstood or ignored, or its development had been so constrained by other priorities that its effectiveness was severely limited. As a result, the students had little knowledge or understanding of citizenship; it was invisible in the curriculum and little understanding was evident of what was required to provide an appropriate citizenship education.

In the schools where provision was no better than satisfactory overall, provision and outcomes were uneven. Typically, students knew a good deal about some aspects of the curriculum (such as human rights), but had important gaps in their knowledge. The quality of teaching was also uneven and the curriculum was only partly covered. In these schools, citizenship generally shared a curriculum slot with personal, social, health and economic education (PSHE education). However, the time allotted was too little to do justice to either subject. Contributions to citizenship from other subjects were negligible. These weaknesses inevitably indicated a lack of focused leadership. However, a more encouraging feature in many of the schools where provision was weak was the positive direction of travel. This represented a belated recognition that something needed to be done or that early efforts had failed and that new direction and impetus were needed.

In the smaller number of primary schools visited, the picture was strongly positive: provision for citizenship was good or outstanding in 21 out of the 23 schools visited. It was evident that they had found it easier than many of the secondary schools had done to incorporate aspects of citizenship into the primary curriculum. Particular strengths included pupils' understanding of the community, sustainability, global links and human rights, as well as a variety of successful cross-curricular approaches.[2] However, none of the primary schools had any meaningful liaison with partner secondary schools about citizenship.

Some of the schools visited during the survey were invited to illustrate this report with an aspect of their work. These contributions are presented as 'our citizenship' throughout the report.

Key findings

■ There is evidence that provision and outcomes for students are improving overall. Progress in establishing citizenship securely in the curriculum has been steady. Even in the schools visited where provision was weak, there was mostly an encouraging direction of travel.

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[2] Examples of primary schools' approaches to sustainability and active citizenship are given in *Education for sustainable development: improving schools – improving lives* (090004), Ofsted, 2009; www.ofsted.gov.uk/publications/090004.

- Students' achievement was good or outstanding in citizenship in just over half the secondary schools visited. However, in 10 schools, achievement was inadequate. In these schools, there were significant gaps in students' knowledge and understanding, particularly in the key area of government and politics, and variability in depth of enquiry and levels of participation and responsible action. This was the result of inadequate teaching or an inadequate curriculum or both.

- The teaching seen was outstanding overall in only one school but was good overall in just over half the secondary schools visited. Most of the lessons were taught by non-specialists, many of whom were diligent and enthusiastic. Most of the outstanding teaching was by well-trained specialists. They had strong subject knowledge and were willing to tackle sensitive and controversial topics. Weaker teaching showed teachers' poor subject knowledge and, on occasion, their lack of interest in or commitment to teaching citizenship.

- The introduction of the eight-level assessment scale for citizenship had accelerated schools' thinking but it was still at an early stage. It was generally more advanced in the schools which offered accredited courses.

- The curriculum was good or outstanding in just under half the secondary schools visited. This included substantial elements provided as a core curriculum or linked to other subjects. The 36 schools where the curriculum was only satisfactory often did not give enough attention to the key area of political understanding. Poorly planned cross-curricular provision in Key Stage 3 and a dependence on option choices in Key Stage 4 meant that, in 12 schools, the curriculum was inadequate.

- Several schools had responded to the revised National Curriculum by introducing new courses in Year 7. However, the aim of producing 'responsible citizens who make a positive contribution to society' had had only limited impact on other National Curriculum subjects.

- Most of the schools visited gave opportunities for some students to excel in active citizenship, such as assuming leadership roles, volunteering to support the work of others or influencing change within the school or beyond. However, few schools monitored these opportunities to ensure that all students were involved or used the information to encourage others to participate. In some schools, participation was limited to particular groups, often of more able pupils.

- The best school councils provided models of democratic representation. Students identified what needed to be changed, showing the skills of advocacy or taking action to bring about change.

- Leadership was good or outstanding in just over half the secondary schools visited. The aims of citizenship education were well understood, and informed vision and practice in these schools. Provision was coherent and substantial. Leadership was inadequate in 11 of the secondary schools. However, of this group, those visited in the latter part of the survey had identified their weaknesses and had produced plans to tackle them.

- Provision for citizenship was good or outstanding in 21 of the 23 primary schools visited. In these schools, considerable strengths were evident in a variety of successful cross-curricular approaches with clear links made between subjects in topic-based approaches. Particular strengths included pupils' understanding of the community, sustainability, global links and human rights.

- The good practice visits made to a very small number of post-16 providers revealed that these were developing a rich and varied range of opportunities for citizenship. These were highly appropriate for the various contexts in which they were working.

- The survey identified a need for more in-service citizenship training for teachers. Schools had been slow to take up places on continuing professional development courses funded by the Department for Children, Schools and Families (DCSF), although these were of good quality, with benefits for individuals and for their schools. The quality of provision in the small number of initial teacher education courses inspected for citizenship was also good.

- The schools visited generally gave insufficient attention in citizenship lessons to the needs of lower-attaining students. However, in some of the schools and colleges, high-quality provision for pupils and students with special educational needs and/or disabilities meant that they were able to make good progress in citizenship and take responsibility.

- Most of the schools visited where inspectors focused on identity and diversity provided well for these aspects, although the link between citizenship and the duty to promote community cohesion was often not explicit. Provision was inadequate where teachers' subject knowledge was insufficient for them to deal with sensitive and controversial issues or where there was insufficient emphasis on these in the curriculum.

Recommendations

The Department for Children, Schools and Families should:

- with the Training and Development Agency for Schools, maintain the numbers of trainee places for initial teacher education and the level of provision for continuing professional development in citizenship

- promote the take-up of courses for continuing professional development in this area

- with other government departments such as the Ministry of Justice, continue to provide materials and support for teachers in aspects of citizenship, for example human rights education and international links.

Local authorities should:
- consider how they can support schools in developing citizenship programmes

- enhance continuing professional development for citizenship by promoting and supporting programmes or instituting their own
- facilitate networks of teachers and, in particular, encourage schools where provision is weak to become involved.

Schools should:

- establish a clear view of the standards expected in citizenship and identify any aspects of provision which detract from high standards
- develop the quality of citizenship teaching by taking advantage of existing expertise in the school, capitalising on training opportunities and recruiting specialist teachers when the opportunity arises
- continue to develop an explicit citizenship curriculum with appropriate assessment arrangements
- ensure that all their staff understand the principles defining citizenship and how these relate to other subjects, particularly the humanities and PSHE education
- ensure that the citizenship curriculum and opportunities for participation and responsible action are available to pupils of all ages, backgrounds and abilities
- establish a clear link between citizenship and community cohesion, in particular highlighting the contribution that pupils can make to their local community
- consider the broader implications for all subjects of the new National Curriculum aim of developing 'responsible citizens who make a positive contribution to society'.

Post-16 providers should:

- in reviewing the curriculum, consider the contribution that citizenship education makes to the institution's broader ambitions.

Part A

Citizenship in secondary schools

Standards and achievement

1. Ofsted's 2006 report *Towards consensus?* was cautious about standards and achievement in citizenship, given that examination courses at Key Stage 4 were in their infancy. At that time, schools had neither the experience of assessing students' attainment and progress in citizenship nor the data which were available for other National Curriculum subjects.

2. By 2009, the picture was somewhat clearer. In the GCSE short course, the entry numbers rose from 51,297 in 2006 to 84,588 in 2008 and there was a slow but steady improvement in results. In 2006, 52.4% of students who attempted the short course attained grades A* to C and 94.3% attained grades A* to G. In 2008, these proportions rose to 54.7% and 94.9%, respectively. Girls performed considerably better than boys, with a 15 percentage point difference in the proportions gaining grades A* to C.

3. Inspectors' observations confirmed that many schools were establishing a notion of the expected standards in citizenship, drawing on their growing experience and often informed by external help, including exemplar material from the Qualifications and Curriculum Development Agency (QCDA)[3] and from work in certificated courses, including GCSE.

4. However, seven years after the introduction of citizenship, despite the steady improvements in standards at Key Stage 4 and gains in teachers' confidence in establishing standards at Key Stage 3, many schools identified the accurate assessment of standards and achievement as a challenge, particularly those where examination courses were not in place.

5. Typically, the students seen achieved good standards in knowledge and understanding of most, but not all, aspects of the National Curriculum. However, this good knowledge sometimes omitted the central areas of parliamentary government and politics and, less frequently, justice and the law. In the schools which understood the aims and purposes of citizenship education well, the students had a good knowledge and understanding of both these areas.

6. Knowledge of how government works at different levels, from the local to the international, and an understanding of the nature of parliamentary democracy are key concepts of citizenship education. Where this was done well, students showed that they understood how representative government works, the roles of those involved and the impact of government on daily life. Students with good knowledge had been given the opportunity to research, at local and national levels, how parliamentary government works. They understood the role of the MP and the importance of voters and the media in holding representatives to account.

7. The interest expressed by many of the students interviewed had been stimulated by some lively and engaging study of government and politics. Where standards were low, students' knowledge was based on completing factual exercises about topics such as parliamentary procedures rather than exploring and discussing current issues. This is discussed further in Part B of this report.

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[3] Formerly the Qualifications and Curriculum Authority (QCA).

8. The schools where citizenship was strongest recognised the importance of a written record of students' work in the subject, including independent research using books, printed media and information and communication technology (ICT). A few schools saw this as unimportant. In one school, inspectors were told that students liked citizenship because they did not have to write anything; in another, the only examples of writing in citizenship were 'brainstorming' by groups of students or presentations which represented the product of collaborative work. Such approaches ignored the need for a distinct body of knowledge that enabled students to become informed as well as active citizens. More broadly, in these schools, the standard of work seen in citizenship often fell below that expected in other subjects.

9. Some schools using cross-curricular approaches showed inspectors written work that students had produced in other subjects. Often the content had potential relevance and the work seen was of a good quality in the 'carrier' subject, but it was unclear how it related to the objectives for citizenship. Occasionally, the students themselves showed little understanding of how the work contributed to their progress in citizenship.

10. Students studying at GCSE level tended to produce written work of higher quality, often guided by the types of questions asked in examinations. For example, students studying the concept of identity used good resources and discussed topics such as prejudice and racism. This provided a structure for writing, working from short answers towards more considered responses where students recognised different viewpoints and argued a case.

11. In most of the schools visited, there was evidence of at least some students being involved in learning through participation and responsible action in a wide range of relevant contexts. These included aspects of day-to-day school life, such as raising funds for charity or to support international links, often enhancing students' understanding of the citizenship dimension. Additionally, schools had introduced new opportunities for participation. In the schools that were most effective in this respect, students were expected to lead or contribute to a wide range of activities. These were recorded, reported and evaluated in terms of their impact on and benefits for individuals, schools and the community. Sometimes this involvement was highly practical, such as the renovation of a community centre, or linked to the school's work on sustainability. Charity work was made more meaningful by providing an element of choice, research and campaigning that gave participants a better understanding of the roles of government and charities in identifying need and doing something about it.

12. The focus on participation and responsible action envisaged by the Advisory Group on Citizenship Education was hard for some of the schools to achieve, but inspectors found good examples of work in citizenship having genuine

benefits for the community.[4] For example, students studying GCSE citizenship worked on a project to try to reduce youth crime and graffiti in their town.[5]

> The group suggested to the local council that it should create a graffiti wall for people to express their ideas instead of using other areas. Their letter to the council was so well received that representatives came to talk about their ideas with them. As a result, a graffiti wall was agreed by the council and a local subway was designated as a suitable area. The students were going to contribute further to the development of the project before it was passed to a sub-committee of the school council to continue in the following year.

13. The survey found many good examples of participation and responsible action taking place in classrooms as well as in the wider community. For example, lower-attaining Year 11 students on an accredited course were involved in planning and presenting their views on how governments, local communities or non-governmental organisations tackled poverty. The students showed good team-working skills and a good understanding of the relevant organisations. By maintaining a log, they were able to reflect on what they had achieved.

14. Some of the highest achievement in participation and responsible action seen during the survey was associated with school councils. Good school councils modelled democratic processes, and involved enquiry, communication and campaign for change. As such, they encapsulated many of the intentions of citizenship education. Only a minority of the schools visited, however, provided significant opportunities for participation by all students. The following example, written by a sixth former, shows how one school had tried to involve large numbers of students in its school parliament.

> 'Our citizenship': Netherthorpe School, Derbyshire
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> Student voice is a long-established tradition at Netherthorpe and an important part of the way that the school is run. There are several student committees that give the school's leadership team a good idea of what the students are thinking. At the centre of all this is our school parliament which has democratic processes in some ways modelled on Westminster.
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> The parliament includes form representatives from Year 7 to the sixth form. The parliament's executive or 'cabinet' is the school council which is made up of two representatives from each year-group. A chairman for the council and parliament is elected from within the school council and these

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[4] The Advisory Group was set up in 1997 to 'provide advice on effective education for citizenship in schools'. The Group reported in 1998, setting out the aims and purposes of citizenship and recommendations for its inclusion in the revised National Curriculum.
[5] See 'Our citizenship: Denbigh School' below.

are usually posts for older students who have previous experience of procedures and the confidence to speak before a large group.

The process of a motion going from the classroom to the parliament begins with the two representatives elected from each form. They take forward the form's concerns to a year group meeting. This decides the key year group issues which should go to the school council. In turn, year group representatives attend school council meetings, where it is decided which issues are so important that they should go to the parliament for wider approval. This filter system ensures that matters debated at the parliament concern much of the school.

Order papers are then distributed to all form representatives with the motions for the debate. If a motion is passed, the chairman and secretary of the parliament meet the headteacher and senior staff to ask for action. Often we get agreement and that is because the headteacher realises that the system we have makes sure that any request comes from the majority of students.

Parliament meetings are quite formal. School council members sit at the front. Individual members propose motions and the chairman acts as a speaker to guide debate and discussion. Speakers stand to make a point and make it through the chair. Votes are taken and tellers are used to count votes.

The scope of the work is wide and we achieve a lot. We deal with practical matters such as a picnic area for students, the starting of a breakfast club, and drinking water being allowed in lessons (a particularly popular achievement).

The parliament is also a vehicle for student opinion on the school's new build under Building Schools for the Future, setting up a new recycling scheme for the whole school and direct involvement in new arrangements for a system to deal with students who cause trouble in lessons. In recent years, the parliament has been involved in the appointment of staff, including the new headteacher. Next year we will be involved in improving teaching and learning in the school.

This system teaches us far more about active citizenship than an ordinary school council. The inclusion of checks and balances in the system reflects the way the UK parliament works and gives us the opportunity to speak in front of the whole parliament as well as making presentations to groups of other students and adults at conferences in Derbyshire.

15. This model is quite unusual but the survey found good examples of more conventional school councils which also encouraged high levels of achievement and engagement from students beyond those elected as representatives. In a small number of the schools visited, the activities of school councils were constrained, by being too teacher-led for example, so that the students had little say in what they did or how they did it, or they involved only small groups.

16. The schools visited had generally not given sufficient attention to enabling lower-attaining groups to develop knowledge, skills and understanding in citizenship. A few schools deployed teaching assistants effectively in citizenship lessons so that lower-attaining students were able to make the same progress as their peers. Several schools advised students with special educational needs and/or disabilities to opt for foundation level courses in Key Stage 4. Students on these courses often achieved well in supported enquiry, using ICT and other media, and in participative action, such as organising recycling programmes, that was of direct benefit to the school. In a few cases, however, work undertaken on such courses seemed to focus more on presentation than on substance. Involving all students in citizenship is explored further in Part B.

17. Students' attitudes towards the subject were generally positive. They particularly enjoyed its relevance, interactivity and the opportunities it provided for exploring and sharing views on topics that were important to them. Negative attitudes derived from dull teaching, uniformity of approach and insufficient scope for students to work in any depth. Such attitudes were summed up by an inspector who noted:

> In many lessons… students were disengaged, off-task and mildly disruptive. Students have a poor view of citizenship teaching in the school. They enjoy lessons where teachers demonstrate expertise and enthusiasm but too often lessons are uninspiring and teachers lack enthusiasm.

18. Attitudes towards GCSE and other accredited courses in citizenship also varied but were generally positive. Many students said that the accreditation, albeit a half-course GCSE, gave the subject a status and identity which it had not had in Key Stage 3. One school, however, had discontinued the GCSE course because of students' poor responses, in marked contrast to the quality of their responses to other subjects.

Teaching

19. Citizenship teaching was good in just over half the 91 secondary schools visited and satisfactory in over a third. In six schools, it was inadequate.

20. The good lessons seen benefited from the teachers' generic skills and conscientious planning. The best lessons showed specialist subject knowledge, gained through training or experience, flourishing in the context of a well-developed curriculum.

21. The following example shows how a school moved from a position where most of the teachers were teaching citizenship towards greater specialism.

'Our citizenship': Philips High School, Bury

The school has moved steadily towards more specialist provision. In Years 8, 9 and 10 we first tried timetabling citizenship on a 'carousel', with students being taught by a team of specialist staff who approached it from the perspective of their particular expertise. The move to greater specialism has been accompanied by a focus on higher standards. For example, this year we introduced target-setting from Year 7, with students completing a portfolio of 'key assessed tasks' over the course of each year that contributes towards their end of year assessment.

Evaluation of the carousel system has caused us to make further changes for next year. On the positive side, teaching on a carousel means that teachers who have not received much training in citizenship can quickly feel like experts. They may repeat the course up to seven times over the year and can differentiate according to ability and sets. They have been able to seek out better resources and their confidence in their topic is apparent, even if they do not have a full overview of the whole course. After one year of teaching the course, they have expressed the wish to continue teaching citizenship and show a desire to share resources, offer advice and to get more involved in the curriculum. This has improved the continuity of staffing year on year.

However, we also noted some disadvantages. Teachers do not get to know students as well as they do when teaching their 'first' subject. Despite our efforts, students are sometimes confused about which subject they are covering. Finally, the management of the department is extremely difficult with over twenty teachers involved. For example, it is hard to ensure consistent standards of assessment and reporting and to track progress on the same basis as other subjects.

We have also found a problem with the time allocation for citizenship, which is insufficient to do justice to what is required, particularly active citizenship. When we have not covered the ground that we need to in Key Stage 3, this makes the teaching of the GCSE more difficult.

As a consequence of this evaluation, we are to provide an hour a week for citizenship, and a separate hour for PSHE education in Year 9 with a more specialist team of teachers. We are developing their subject expertise in several ways. In the vanguard are those teachers, including two geographers, who teach the GCSE short course. The school has used the Association for Citizenship Teaching and the local authority to provide training for this smaller team and the subject leader has attended the continuing professional development course in citizenship at Manchester

22. Teachers showed their good or outstanding subject knowledge in a range of ways. Principally, their high expectations of the standards their students should attain ensured a depth of knowledge and understanding and the practical application of skills in participation and responsible action. Depth is less of a problem in other subjects where agreement on what constitutes high-quality work is well established but, as discussed earlier, the notion of standards in citizenship is less clear. This is improving with the eight-level assessment scale in the subject and the requirement to report using this, but it is early days in this respect. The teachers seen during the survey who ensured depth of learning in citizenship knew what to expect of students at different ages and attainment levels across the range of the programme of study and so what progress might be expected. They used time effectively and set appropriate homework regularly. Students in one school, for example, were asked to carry out a survey among family members about party politics. In addition to the main topic, the students also learnt a great deal about opinions and the factors, including the media, which influenced these.

23. Good teachers of citizenship recognised the importance of topicality to develop students' knowledge and understanding of aspects such as the work of parliament. For example, in a lesson on how laws are made, students were presented with the stages in the process and were asked to prepare for a mock parliamentary session on the theme of raising the age at which young people can smoke. Their enquiries went in different directions and included the law, environment, ethos and relationships. They made good use of the internet for research and assembled their ideas into speeches that made use of formal language. In the process, they gained a considerable understanding of parliamentary procedures.

24. Good discussion cannot take place in a vacuum. The better citizenship teachers ensured that students gained the knowledge they needed in order to have something worthwhile to say. They drew on topical issues, if necessary changing their detailed planning to accommodate these. They established clear ground rules for discussing controversial issues and were not frightened to do so. Good discussions during the survey included topics such as human rights with reference to events in Guantanamo Bay. On occasions, when inspectors asked teachers why they did not draw on topical issues, the responses indicated a lack of confidence and awareness of what might be possible and appropriate. This is explored further in Part B in 'Making government and politics interesting'.

25. Outstanding teaching of debating skills was seen in one school where a team of teachers used a philosophical approach to discussing sensitive and controversial issues. This was based on the students' good knowledge of the issues;

revisiting previously studied topics in new contexts; and conducting structured discussions where they were required to observe debating conventions and to base their arguments on evidence rather than assertion. The licence taken by the teacher to question students through the stages of the discussion was an excellent way of ensuring that all were able to contribute and that gifted and talented students were really challenged. A key feature of the debates was the students' willingness to change their standpoint in the light of the arguments they heard.

26. Managing discussion of sensitive and controversial issues can be very demanding, but confident teachers made such lessons worthwhile. For example, in a lesson on racism with a Year 8 class, the teacher read an account of the murder of Stephen Lawrence, periodically checking students' understanding with different types of questions and using vocabulary related to the law appropriately. The students were encouraged to ask their own questions; one challenged an offensive term used in the text. A mature discussion about offensive and racist language followed, drawing on recent media stories. The teacher had high expectations of the processes and outcomes involved in the 'enquiry and communication' strand of citizenship. So, for example, the work on Stephen Lawrence was taken forward in a challenging written task, including homework.

27. The most effective lessons seen often used high-quality resources very well. For instance, to develop understanding of human rights, a lesson on sweatshops in the developing world used paper and a rationed resource of scissors and rulers. Students had to cut out precisely measured articles of clothing, with payment by results at the end of each 'day'. They experienced the frustration of changes in the requirements and rules that could leave them with little or no income. They knew the purchasing power of their earnings and could relate this to the cost of products in the UK. Such lessons provide a basis for further work on campaigning for change.[6]

28. Some teachers were inventive in bringing experts into school to talk to students, although expertise can also sometimes be found within the staff. In one school, a teacher who had been a member of a United Nations peacekeeping force in Serbia spoke to a class with some emotion about the decisions he had to make when attempting to defend civilians from a hostile armed force. Students asked him questions about the consequences of his actions and his responses revealed the stark choices that had to be made, with no easy answers.

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[6] Human rights education can provide particular challenges to teachers. Support includes 'Right here, right now' and other material from the 'Human rights in schools' project, supported by the Ministry of Justice. For further information, see:
www.teachernet.gov.uk/teachingandlearning/subjects/citizenship/.

29. ICT provides good opportunities for citizenship teaching and for learning through enquiry. The following example shows how work in depth can engage students with real local issues.

'Our citizenship': Hebburn Comprehensive School, Tyne and Wear

Our school was designated a specialist mathematics and computing college with effect from September 2007. Citizenship is an integral part of PSHE education. At both Key Stages 3 and 4, citizenship activities are topical, relevant to the students' experiences and designed to promote group work. They set students a challenge, usually with a community focus, and include problem-solving. Where possible, they also reflect the school's specialisms.

An example of a project that brought together citizenship, ICT and mathematics was our Year 7 Democracy Day, during which students were set a challenge. They had to imagine that a local community centre had been destroyed by fire. They had to decide whether to rebuild the community centre on the existing site, which would mean a rise in council tax for local residents, or to sell the site to a developer to build houses that were needed in the community. The local council would build a new community centre on a site two miles away with no increase in council tax.

Using the internet, students investigated the role of their local council; the role of councillors; issues surrounding planning permission; and council tax. They discussed what would be fair and unfair about the two options.

Students were told that the outcome would be decided by referendum. They investigated the difference between the two approaches. In a mathematics lessons following the referendum, they used Excel to analyse and present the results and as a basis for discussion.

Our mathematics and computing specialism also supports citizenship with regard to how the economy functions. We have set up a business forum, consisting of a number of large and small local businesses, which meets termly. Successful partnership between these local businesses and the school has led to enriched teaching and learning about the economy and enterprise, as well as the contextualised teaching and learning of mathematics and ICT. For example, working with one of the school's business partners, students were set a challenge to design a new electricity substation. The team had to consider climate, environmental and local community influences before coming up with their design. Students used the internet and Google Maps to plot routes, emails to communicate with project managers at the company and graphics software to construct their designs. They produced a computer spreadsheet model to analyse costs and created a PowerPoint

> presentation to deliver to the directors in order to explain their design choices and the effects these would have on local citizens.

30. ICT offers other possibilities with particular relevance for citizenship. In the next example, Saltley School, Birmingham, describes how blogging can contribute to learning.

> Blogging is used effectively as an assessment tool in citizenship. For each unit of work, a blog is created and maintained by both students and staff and complements effectively what is taught during lessons, providing students with the scope to engage further with the issues explored and develop their opinions. Every week a new post is added that provides all students with an opportunity to demonstrate their progress in terms of both concepts and processes. Each blog includes the assessment focus for the unit, student-friendly level descriptors for the specific concepts and processes involved, and a section where students' attainment is posted and updated. All comments added are managed in the first instance by staff members who respond to individual comments with formative responses, including targets for progress. Gifted and talented students are also used as moderators for the blogs, creating posts, instigating discussion and providing assessment guidance for students.

31. The thought-provoking ICT-based materials regularly used in some schools contrasted starkly with the worksheets seen in others. Whether or not teachers have access to ICT to support learning in citizenship lessons, they should at least be aware of the range of excellent ICT-based resources now available. A starting point is to use the media to bring topical events and controversies to life.

32. Weaknesses in teachers' subject knowledge were seen in planning and in pedagogy. Poor planning could sometimes be tracked to inadequate schemes of work or to more fundamental misunderstanding about the place of citizenship in the curriculum. In most of the schools visited, inspectors observed lessons in other subjects that were said to contribute to citizenship programmes. Some did so very effectively. However, it was often unclear how these lessons related to the objectives for citizenship and they therefore contributed very little to students' knowledge and understanding in this area. Frequently, lessons on religious education (RE) and PSHE that were claimed to focus on citizenship had only a peripheral relationship to it. For example, the study of citizenship issues in RE lessons might focus only on 'what Christians would say about this', thereby narrowing the potential scope of the enquiry.

33. Weak subject knowledge was seen in the way that lessons veered away from citizenship objectives or used teaching methods that were inappropriate. Sometimes this was because of the approach taken to a topic, the resources used, or the line of questioning. For example, a lesson on animals and the law was potentially useful in tackling different aspects of the citizenship programme

of study. However, the sharing of students' ideas on the treatment of animals, stimulated by pictures of different animals, failed to build on the pupils' knowledge and understanding. A lesson on decision-making that was intended to relate to voting veered away into deciding on what the students would like to do for their leaving party. Lessons on the media often dealt with the topic as media studies rather than citizenship. In one case, a class worked on the media stories of the day. The task, to work in groups to put the stories in a running order for a news bulletin, had some potential for citizenship. In fact, it focused on audience and purpose, from the perspective of language rather than on the issues of citizenship raised by the stories and the way they were reported.

34. Staff who lacked the necessary understanding and confidence to teach citizenship sometimes used resources or their own input to occupy the students rather than involve them in discussion. For example, one lesson observed was intended to develop students' understanding of human rights. The teacher's lack of confidence showed itself in a tendency to talk too much and to answer the questions posed before the students had a chance to think for themselves. This was made more problematic by the subject matter, torture. The teacher's presentation veered towards sensationalism rather than the serious consideration of fundamental principles, values and the actions taken by governments and agencies. As a result, the students made few gains in understanding the important issues and actions open to individuals.

35. In lessons across a range of schools, inspectors saw teachers presenting a scenario in terms of a problem, such as human rights, child poverty, the environment or globalisation, without the understanding that something needs to be done and, indeed, can be done. Such lessons can impart a notion of guilt with implied responsibility but without making clear the possibility of redress. The better teachers, however, helped students to understand why it is important to know this information and what people can do, individually and collectively, to change things for the better.

36. Some citizenship material is very complex and needs careful mediation by the teacher to make it appropriate to the age and attainment levels of the students. Terminology can also be a barrier. In one lesson, for example, the objectives were to learn about parliament through investigation using a range of sources. In practice, however, the introductory video was too complex, with a huge amount of information that was not revisited or explained. There was insufficient time to research properly and the students' responses were at too low a level.

37. A further concern is the degree to which teachers interest students in citizenship and encourage participation. In most of the schools visited, the students expressed an interest in citizenship, especially in discussing relevant and topical issues as well as attitudes and values. Such good attitudes were seen in many of the lessons observed. In a small minority of the schools, students had negative attitudes because they regarded the lessons as dull and

the teachers as uninterested. In such schools, the subject was often taught by large teams, including form tutors, who lacked the knowledge, skills and understanding to teach it effectively.

Assessment

38.	The assessment requirements for citizenship changed during the period of the survey. While reporting requirements remain, the use of three-point descriptors of performance (working towards, working at and working beyond an age-related expectation) have been superseded by an eight-level scale with reporting against this as a formal requirement from 2011.

39.	*Towards consensus?* reported on assessment at a time when there was only a tentative grasp of the standards expected in citizenship. That report noted that even the idea of assessment in citizenship was controversial; that some early attempts to assess lacked balance; and that the lack of an eight-level scale meant that learning steps were less clear than in other subjects. The introduction of eight levels suggests that standards are equal with other National Curriculum subjects. The challenge for schools now is to develop commensurate assessment arrangements.

40.	In 22 of the secondary schools visited during the final year of the survey, the inspection included an additional focus on assessment in citizenship. Four of these schools had no assessment in citizenship. In nine schools, aspects of assessment were in place, but these were ineffective in important respects. In one school, for example, a quite detailed tracking system showing students' progress against levels and sub-levels was based on limited assignments that were not moderated across the department.

41.	The schools where assessment was weakest were those without core citizenship programmes and, more broadly, where they did not recognise or understand the high standards implied by the National Curriculum and its assessment requirements. Where citizenship was taught by tutors or across the curriculum, assessment remained very limited. Typically, tutors reported only on students' attitudes and involvement in extra-curricular activities linked to citizenship; and subject departments did not have formal assessments against citizenship objectives. Other weaknesses included the quality of marking, the range of assessments used and, consequently, students' lack of understanding about how well they were doing in citizenship and what they needed to do to improve. Although most of the schools reported to parents as required, the reports often provided information about what was studied rather than about students' attainment.

42. In some of the schools, however, the survey found evidence of productive experiment and application, often with very positive outcomes. These included:

- deconstruction of the eight levels to support the development of tighter learning objectives
- reinterpreting the levels into 'pupil-friendly' language
- trialling periodic assessments linked to specific units of work
- monitoring of marking to promote consistency
- development of the assessment of contributions to discussion and participation
- arrangements to promote more effective cross-curricular assessment
- the setting of targets linked to productive self- and peer-assessment.

43. Two of the schools had devised schemes to assess cross-curricular attainment in citizenship. In one school, for example, departments completed a spreadsheet giving assessments in specific tasks that contributed to it.

44. Most of the schools visited had considered the implications of the eight-level scale, although this work was reflected more in planning than outcomes. Few of the schools had a notion of what was entailed by the different levels, either on the part of teachers or the students.

45. The most effective schools visited had comprehensive arrangements that included well-planned assessments, good marking and records, a range of modes of assessment, and thorough and informative reports to parents, as illustrated in this self-evaluation.

> 'Our citizenship': Saltley School and Specialist Science College, Birmingham
>
> Citizenship is part of the personal and social education programme and consists of democracy and justice; identities and diversity; rights and responsibilities; and active citizenship. This core programme is taught by a team of specialists for an hour every week. Each strand is taught and assessed as a distinct unit of work over the course of a half-term. At Key Stage 4, all students receive accreditation in the form of a short course GCSE. Additional provision includes a unit of work assessed as citizenship, where appropriate, by each National Curriculum subject.
>
> Assessment in citizenship focuses on students' knowledge and understanding of key concepts and the ability to demonstrate key processes. At the beginning of each unit of work, students are introduced to the one significant concept and two significant processes on which they will be assessed.

In Year 8, for example, in a unit on multiculturalism, students engage with the concept of identity and diversity and the processes of advocacy and representation and critical thinking. At the beginning of the unit, students deconstruct the concepts and processes that they will encounter and, with support, explore opportunities for assessment. They undertake a structured enquiry into multiculturalism and Britishness, analysing the provenance of the sources they use and the influence of the media on public opinion. Using a wide range of multimedia tools, the students then work in groups to plan a media campaign, to be presented to their peers, in which they challenge stereotypes related to the concept of immigration. Each campaign and presentation is assessed by both students and staff, according to level descriptors, and each group leads a question and answer session on the issues and opinions explored in their campaign.

In this and other assessed units, students are actively encouraged to provide evidence that demonstrates their progress. The teacher's responsibility is then to highlight attainment in terms of the concept and the processes assessed and provide formative feedback and targets. At the end of each unit of work, students are marked against levels for each objective and the average is recorded and reported as part of the school's assessment process. At the end of each unit, the students create their own targets for the concept and processes assessed. The assessed work also contributes towards the creation of what is effectively a portfolio of their learning. Although these strategies are mainly project-based, they can include traditional teacher assessment or self- and peer-assessment activities as long as they are all structured around the relevant concepts, processes and level descriptors. Additionally, the students are encouraged to use learning and attainment in other subjects, and their participation in wider school and local communities, as evidence of their progress.

46. The schools with experience of accredited courses were generally further forward in their thinking about assessment and standards than the other schools visited. Marking and moderating coursework can be valuable training exercises in themselves.

The curriculum

47. *Towards consensus?* placed great emphasis on the curriculum because evidence from inspections during the first years of developing citizenship showed that this differed widely from one school to another in terms of approach and quality. These approaches included:

■ dedicated time on the timetable

■ a share of the time allocated to PSHE education

■ teaching citizenship through other subjects

■ teaching within tutor time

- 'suspended timetable' days
- involvement in citizenship across the life of the school
- a mix of the above.

48. The few outstanding curricula identified in the 2006 report included planned programmes augmented by special activities and supported by the school's general ethos. These schools had also recognised the relationship between the strands of National Curriculum citizenship, with knowledge and understanding being acquired and developed through enquiry and communication, and participation and responsible action in citizenship. At the other extreme, schools were judged inadequate because, broadly, citizenship was invisible and there was little on which achievement and progress in citizenship could be judged.

49. The current survey provides encouraging evidence of progress in the curriculum. The quality of the curriculum was outstanding in seven of the schools and good in 36. Even so, it was inadequate in 12. The schools with good and outstanding curricula had achieved this in a range of ways. Generally, a strong and distinctive core of citizenship was provided, with sufficient time being devoted to it in both Key Stages 3 and 4.

50. In some of the schools, good provision existed despite the lack of a conventional core programme on the timetable. These schools had allocated limited time to 'citizenship studies' itself. However, they successfully nurtured citizenship in different aspects of the curriculum, through extra-curricular activities and the life of the school as a whole. In some of the schools, aspects of citizenship were outstanding, but a lack of overall consistency in the quality of the programmes meant that provision overall was judged to be good. For example, there might have been outstanding opportunities for active citizenship but relatively weaker treatment of the programme of study.

51. Since the introduction of citizenship, the big curriculum question for school leaders has been: 'Where does time for citizenship come from?' Advocacy for a new subject area inevitably challenges the status quo. The creation of a core citizenship programme was unlikely to emerge from merely tinkering with the curriculum. The most effective schools visited had started from first principles. The leadership decisions involved are discussed below. With regard to the curriculum, first principles can include a wholesale review that might include the organisation of the school day, the allocation of time to lessons and the distribution of time to subjects and options. Some of the schools that had undertaken this process established a timetabled lesson for citizenship in each year of Key Stages 3 and 4. More commonly, it was recognised that more time was needed, but this was shared with a related area, normally PSHE education or humanities.

> 'Our citizenship': Weston Favell School, Northamptonshire[7]
>
> Ours is an 11–19 mixed community comprehensive school with 1,300 students on roll. It is the most ethnically diverse school in Northampton and has 35% of students on the special educational needs register. It is a National Challenge school and a designated technology college.
>
> Our current head of humanities joined the school as head of citizenship. She came with a commitment to ensure that citizenship was taught within the formal curriculum, in terms of timetabled lessons, while also supporting the tutor programme and expanding on some key themes from the PSHE schemes of work.
>
> During the first year, citizenship was taught to all classes in Years 7 to 10, to two classes in Year 11 and through the RE syllabus to more able students in Year 11. Students in Year 11 did achieve 31% A* to C. This is in a context where the whole-school figure for five+ A* to C including English and mathematics was 16% at the time. The following year, once all students in Years 10 and 11 had completed the GCSE short course over the two-year period, this figure rose to 37% achieving A* to C.
>
> Assessment for learning has now been built into the citizenship programme. This includes the production of clearly signposted assessment tasks with level descriptors in user-friendly 'student speak'. Two trained citizenship teachers have been appointed. Last year, a graduate training programme student was also trained in citizenship, and monitoring has indicated much good practice emerging in this area.
>
> An area to develop further is the A-level citizenship course and the feasibility of this is currently being investigated.

52. Some of the schools visited where the curriculum was no better than satisfactory were revising it for the second or third time. For example, one school had revised its programme to provide one hour a week of citizenship in tutorial time but this was not working well because of a problem with the quality of the teaching. A new model was adopted which, in turn, would need careful review.

53. Many of the schools in the sample decided to suspend the timetable to provide time for citizenship and often also for PSHE education, and careers education and guidance. However, schools relying heavily on such days were most unlikely to meet National Curriculum requirements; often there was a significant lack of understanding of what citizenship entailed in terms of breadth and

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[7] This school was visited as part of the inspection of initial teacher education.

depth. For example, it was very rare to find effective assessment of achievement and progress where suspended timetable days were in operation. However, such days can complement a core curriculum effectively, particularly by providing opportunities for active participation and team projects designed to bring about change.

54. Cross-curricular contributions to citizenship were a problem in many respects. Most of the schools visited recognised the inadequacy of the cross-curricular audits that characterised the early years of citizenship teaching. Even so, inspectors continued to receive evidence from other subjects that was peripheral or misconceived. Where these contributions claimed to be the main building blocks of the citizenship curriculum, it was very likely that the curriculum was inadequate overall.

55. The following example comes from an urban school that built on its evaluation of provision and the opportunities provided by the revised Key Stage 3 curriculum to produce a much more adventurous cross-curricular citizenship programme.

> 'Our citizenship': Claremont High School, Brent
>
> In 2002, citizenship was introduced into the curriculum as part of the tutorial programme which, at that point, had been devoted to PSHE alone and comprised a one-hour lesson each week, delivered to all form groups simultaneously.
>
> While tutors became more familiar with the content of the citizenship curriculum, many still expressed concern at their own lack of expertise in some areas. To tackle this, a pilot scheme was run in 2007 involving the grouping of all Key Stage 3 tutors by subject to deliver aspects of citizenship within the now familiar context of their own subject specialism. Six departments each produced a three-lesson scheme. For example, the science team explored vivisection, providing the biological background and using resources, including those from the National Anti-Vivisection Society. This resulted in a class debate and vote on the issue. Other departments involved were history (exploring the concept of Britishness), geography (looking at the role of non-governmental organisations in responding to the Indian Ocean tsunami), as well as drama, business studies and modern foreign languages. With each year group split in half (four forms), smaller departments could be involved in teaching across only half a year group simultaneously.
>
> Feedback from students and staff was positive and, in summer 2007, the pilot was expanded to other departments and teams of teachers, including many senior staff and other non-form tutors.
>
> The benefit has been greater confidence among staff to teach citizenship which, in many cases, has now been incorporated into schemes of work

for their own subject. The benefits for the students are that they can see the relevance of citizenship to the 'host subject'.

The revised Key Stage 3 curriculum has provided us with an opportunity for a stronger focus on citizenship across the curriculum. We are now seeking to establish a citizenship department in order to be able to deliver discrete citizenship lessons at Key Stage 4 which will allow it to be offered as an examination subject at GCSE. In doing so, it will also support proposals to introduce the International Baccalaureate in our sixth form (in particular, community and active service).

Citizenship is still 'work in progress' but we have come a long way since 2002.

56. The key to success here is the way in which the main contributing departments approached the opportunities. They recognised that the principal objectives for the modules should be citizenship and that the area of study was part of a planned programme that would be diminished by its absence. In addition, they were able to explore their own subject's links to citizenship and so teach the module as experts.

57. In other examples seen during the survey, subject links were not as clear and, like the audits mentioned earlier, were designed more to demonstrate compliance than to meet students' entitlement. Several of the schools visited claimed that GCSE courses in RE could be a vehicle for the Key Stage 4 citizenship programme of study. Just as some PSHE education and citizenship programmes have the capacity to provide much of what is statutorily required, so too it is possible that RE could do this. In practice, the courses seen fell far short of what was needed. The content was lightweight, often demonstrating little or no progression from Key Stage 3; additionally, it was routinely treated to meet objectives for RE rather than those for citizenship.

58. Within their overall citizenship programmes, few of the schools visited had achieved an optimum balance within and between the three strands of the citizenship curriculum. In the 'knowledge and understanding' strand, many of them paid insufficient attention to the key areas of parliamentary democracy, government and politics. Other areas which received only slight attention were the political aspects of international citizenship, including the European Union, the Commonwealth and conflict resolution in this context.

59. The citizenship curriculum was still at a stage where, in most of the schools visited, they planned for the key themes only once in the key stage with no explicit opportunities for revisiting topics. However, a few of the schools were planning for this or were becoming increasingly adept at taking opportunities as they arose. For example, schools which were more confident in dealing with controversial issues continually exploited news stories to make cross-references to topics that had been studied previously. In this way, students' understanding

of, for example, the range of work undertaken by local government, the role of an MP or the influence of the media on the concepts involved was deepened.

60. The National Curriculum provides a programme of study for Key Stages 3 and 4 and the curriculum allows for the revisiting of topics in greater depth at Key Stage 4. In most of the schools visited, there was some imbalance between the two key stages, as the following four examples illustrate:

   ■ Citizenship was linked to PSHE education in both of the key stages but only part of the citizenship programme was provided in each key stage. Therefore, in Key Stage 4, students studied only a unit on the economy, public finance and aspects of globalisation, without revisiting other key topics.

   ■ The Key Stage 3 programme was cross-curricular and, in practice, hard to identify, but the school had an accredited course for all students in Key Stage 4.

   ■ The strength was in Key Stage 3 but provision at Key Stage 4 depended on GCSE option choices, with no general entitlement.

   ■ Citizenship was provided at Key Stage 4 solely through off-timetable days.

61. The imbalance also concerned the relationship between content, skills and processes. Some of the schools, particularly those which had adopted a combined approach to citizenship and PSHE education, emphasised discussion in lessons with relatively little opportunity for sustained enquiry or substantial written outcomes.

62. Most of the schools visited, including those with limited core programmes, had good examples of participation. Students were involved in a good range of activities that were having a positive impact in their schools or beyond.

63. While recognising the benefits that such participation brought to individuals, schools and the community, inspectors also sought to determine the extent to which it met citizenship objectives. The original three strands of the report of the Advisory Group on Citizenship Education were:

   ■ social and moral responsibility

   ■ community involvement

   ■ political literacy.[8]

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[8] *Education for citizenship and the teaching of democracy in schools* (QCA/98/245), Qualifications and Curriculum Authority, 1998; www.qcda.gov.uk/4851.aspx.

These headings include the things young people might do in school that were referred to in the evidence given to inspectors, such as giving to charity, sports leadership and prefect duty. Such activities are worthwhile, but do not necessarily contribute to citizenship as it is defined in the National Curriculum.

64. The intentions of citizenship are clearer in the revised curriculum with its emphasis on advocacy and representation and 'informed and responsible' action. Here the focus is on arguing or representing on the basis of evidence; negotiating and planning action to bring about change. In other words, there is a more explicit political dimension that was often missing in schools' interpretation of the earlier requirements. Some of the schools visited already did this well. In others, it was generally absent or available only for students who had a role on the school council.

65. From September 2008, schools began to introduce the revised Key Stage 3 curriculum, at least in Year 7. Part B of this report discusses the progress towards meeting the requirements.

Leadership and management

66. Leadership and management of citizenship were good or outstanding in 49 of the 91 schools visited. In the schools where provision was satisfactory, school leaders showed that they recognised the importance of citizenship and had taken action to bring about some improvement.

67. In the schools where citizenship was well established, the quality of the provision reflected the determination of leaders that it should permeate all aspects of school life. This included:

- the distinctive aims of the school
- day-to-day systems that governed the way teachers and students worked
- the curriculum
- the standards students achieved
- the links between the school and the community locally, nationally and globally.

68. An indication of good leadership in these respects was the distinctiveness of the provision for citizenship. The following case study gives the perspective of senior and middle leaders.

'Our citizenship': Darton High School, South Yorkshire

A. The headteacher's perspective:

I see citizenship as part of the school's ethos rather than solely as an important curriculum area. Our status as a humanities college (English,

citizenship and RE) is based on values and beliefs, understanding society and our part in it, and respecting diversity. This was written into the school's 2005 application for specialist status and is strongly promoted by the senior leadership (including governors). This approach gives citizenship an unusual status and profile. The school's understanding of citizenship is reflected in many aspects of its public face and work: from mission statement to school development plan, from the staff protocol to its approach to recruitment.

The specialist college annual grant has been used to fund additional leadership capacity and, in particular, a second citizenship coordinator with a community/active citizenship focus. The school has thus gained a greater ability to network within the community and develop a range of joint collaborative ventures.

The school also aims to place the emphasis on active citizenship within the curriculum, based on the knowledge of what it means to be a citizen: that is, practical application and involvement, flowing out of syllabus content. The fact that citizenship is now seen as a subject with academic rigour, including GCSE accreditation, has given our active work greater credibility.

B. The citizenship team's perspective:

As a team, the citizenship department has a good blend of expertise: a citizenship-trained specialist with good subject knowledge, a community liaison coordinator with excellent local knowledge, and a head of department with a long history at the school. But, more than this, the individuals within the department offer a high degree of support to each other, taking joint credit for successes and responsibility for areas that need development. Among other recent developments, we have focused on oral communication skills, including formal speech-making. The introduction of the CoPE curriculum has proved highly motivating for a group of students with learning difficulties and/or disabilities.[9]

The strong belief of the senior leadership team in citizenship has supported the progress of the department, allowing us to offer students exciting opportunities to engage with citizenship outside the curriculum, for example, citizenship days and study visits. Evaluations and follow-up work of the 'Refugees', 'Hidden stories' and 'Day of difference' events in particular show that students have gained quite sophisticated understanding of complex issues. Recent appointments within the humanities have complemented our work and enabled us to extend it. For example, the recent introduction of the integrated skills and humanities

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[9] For further information on the Certificate of Personal Effectiveness (CoPE) qualifications, see: www.asdan.org.uk/quals.phpsee.

curriculum has also provided us with an excellent opportunity to introduce citizenship themes to the Year 7 students and has aided Year 6 to Year 7 transition.

We work hard to raise the quality of citizenship through our planning, resources, training opportunities for staff and our programme of monitoring. Opportunities for continuing professional development are tailored to identified needs.

69. In the schools where citizenship was well developed, it had equal visibility and status compared with other National Curriculum subjects. This was evident in the school prospectus and on its website, and it had a place in the routines by which the school was led and managed. Arrangements for line management were secure and development planning was based on well-informed self-evaluation, linking development of the subject to whole-school priorities.

70. The schools visited often offered self-evaluation as evidence to inform this survey. Such evaluations were illuminating about a school's journey in terms of citizenship and the key steps taken to improve provision. At the time of the survey, relatively few of the schools were able to say anything about the standards attained in citizenship or any trends, although schools with significant cohorts or all students taking the GCSE are now beginning to do this. One school, for instance, noted improving attainment at GCSE level; the same school also used observations of lessons to identify trends in students' achievement with reference to specific aspects of their programme, such as knowledge of key topics and skills of enquiry and communication. It also noted the strategies for teaching and learning that worked particularly well.

71. Some of the schools made good use of students' views as part of their self-evaluation. On occasion, however, those views were not captured accurately because the students themselves were unclear about the citizenship programmes they had received. For example, inspectors interviewed groups of students who confused citizenship with PSHE or other aspects of the school's work, such as suspended timetable days.

72. Self-evaluation was often informed by the school self-evaluation tool, originally drafted by the then DfES.[10] This provides a scale of evaluative judgements used by what was then known as the National College of School Leadership and was helpful for schools in discriminating between aspects of provision as 'focusing', 'developing' or 'established'. Rightly, at this stage of the development of citizenship, few schools used the 'advanced' judgement for more than a few aspects of their work.

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[10] *The school self-evaluation tool for citizenship education*, DfES, 2004; http://publications.teachernet.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DFES-04110-2006&.

73. Particular local authorities have given strong support to aspects of development in citizenship, for example by arranging for a specialist to work with a newly appointed subject leader and in developing resources and advisory materials such as assessment tasks. Several of the schools had benefited from working with advanced skills teachers. Two schools commented positively on the work of these teachers in helping them to develop assessment in citizenship. Other schools visited had also used local authority councils and youth parliaments to develop the notion of representation beyond the school. However, there were also schools that had not had support from local authorities or did not know whether support was available.

74. Effective development plans for citizenship mirrored whole-school plans and priorities and took them forward in the detail. Good plans seen during later visits in the survey aimed to deal with issues identified in self-evaluation and to accommodate policy changes. For example, a school which had been judged to be good in terms of its provision for citizenship nevertheless included in its planning the strategies to implement the revised Key Stage 3 curriculum, the strengthening of pupil and parent voice, assessment and the use of ICT.

75. Developing a detailed programme for citizenship is the responsibility of the subject leader, backed by a senior leader with a good, broad understanding of the aims and purposes of citizenship education and what good practice looks like. Effective subject leadership was a strong feature identified by this survey. *Towards consensus?* discussed the notion of the citizenship 'coordinator' set against 'subject leader'. The term 'coordinator' was still prevalent, but in the schools surveyed during 2006/09 the role had shifted towards a more forceful one as a driver of change. In terms of capacity to lead, subject leaders were much better informed and, where they were also responsible for PSHE education, their understanding of the delineation and relative roles of the two subjects was much clearer than appeared to be the case three years ago.

76. The survey found good examples of very effective subject leadership. In the context of a school's particular aims and based on a sophisticated understanding of the requirements, the effective subject leaders were advocates for high-quality citizenship education. They produced policy statements, schemes of work, a handbook and resources to support their colleagues and provided training and monitoring to raise the quality of teaching and learning. They communicated the nature and purpose of citizenship to governors, senior managers, other staff, students and parents. They sought and maintained external contacts to promote continuing improvement, keeping up to date with developments. They were in the vanguard in taking up new ideas and trying them out, for example moving very quickly to adopting an eight-level scale for assessment.

77. A key theme running through this report is the benefit of a specialist element in the provision of citizenship. Where provision is cross-curricular or taught through tutorial programmes, the problems facing subject leaders with large

and disparate teams are complex and structural. For example, heads of other subject departments would find it very difficult if they were unable to hold team meetings, but this was not unusual for citizenship subject leaders. The survey found instances of very hard-working and dedicated subject leaders who spent all their time in a support role, working on the margins of the curriculum and using informal networks to promote citizenship to colleagues for whom it was a second or third subject.

78. Weaker subject leadership more often reflected the expertise of the subject leader than her or his commitment and hard work. In a few of the schools visited, subject leaders were simply being asked to do too much with inadequate resources. This was particularly so where they had multiple responsibilities, for example including PSHE education, careers education, work-related learning and enterprise. In some cases, the arrangements for citizenship in the school made it very difficult for them to discharge all their functions and to ensure, for example, that they were able to monitor and evaluate the quality of teaching and learning in the subject as part of overall performance management. Some spent most of the available time ensuring that every tutor in the school had the resources they needed to teach citizenship in tutorial time. Others were frustrated by the difficulties of promoting citizenship among other heads of department to establish a successful cross-curricular model when they had insufficient status to do so. In a few cases, particularly where the subject leader had a background in PSHE education and no further subject training, the weakness was in the school's understanding of citizenship, with much of what was offered veering into PSHE education.

79. Despite the general improvements suggested by this survey, leadership in eleven of the schools, two of which were visited in the final year of the survey, was inadequate. There remain schools where leaders have done little or nothing to respond to a National Curriculum requirement that has now been in place for seven years and some with satisfactory provision have achieved compliance but, as yet, have gone no further in improving that provision.

Post-16 citizenship

80. The post-16 sector is strikingly diverse and includes general further education and specialist colleges, sixth forms and sixth form colleges, work-based provision and Entry to Employment (E2E), offender learning and youth work within the statutory and voluntary sectors. Citizenship is not compulsory. It can be provided as a cross-cutting theme, be linked to 'student voice' activity, be a free-standing subject or an integrated part of PSHE or general studies. Aspects may also be included within vocational courses.

81. In 2004, the then DfES commissioned Ofsted and the Adult Learning Inspectorate to evaluate the Learning and Skills Development Agency pilot citizenship programmes. These programmes were provided through school sixth forms, general further education colleges, sixth form colleges, youth services

and providers of work-based learning. The report published in 2005 found that young people, in different settings and pursuing qualifications at different levels, were overwhelmingly positive about their citizenship projects.[11] The report included recommendations to national agencies, senior managers and to teachers and trainers. In this context, as part of the 2006/09 citizenship review, evidence was gathered from 51 schools in the survey with sixth forms, three general further education college inspections, and specific visits to identify elements of good practice from across the post-16 sector.

82. The small survey sample and other evidence suggested that good progress was being made in various aspects of post-16 citizenship. The best provision was a good reflection of a provider's inclusive and enabling ethos. Much had been learned from developments in the National Curriculum, particularly in terms of curriculum design and methodology. For example, some of the vocational courses seen had well-defined citizenship elements, which were rarely seen in 2005. These included issues such as citizenship, political education and student voice. However, too many of the post-16 learners seen during the survey were unable to connect work they were doing in 'active citizenship' with the citizenship education they had undertaken at school.

83. Citizenship champions within institutions had played a key role in setting standards, enthusing staff and making links across areas of learning. There were good examples of tutors and lecturers across all areas of the sector showing interest and commitment to citizenship, but professional curricular expertise was in short supply. A particularly sharp feature of work in special education was the focus on advocacy, with tutors helping students to represent their views and have an influence beyond school.

84. External professional development and support for providers have been instrumental in bringing about improvement through topical and attractive resources and specialist guidance. The providers in this survey made good use of the Learning and Skills Improvement Service (the former Learning and Skills Development Agency) for resources and professional support. Where they existed, local and regional networks played an important part in supporting learning.

School sixth forms

85. The more effective providers had a well-defined, commonly understood and identifiable post-16 citizenship curriculum, an entitlement for students and thoughtful mapping across all aspects of sixth form activities, including

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[11] *An evaluation of the post-16 citizenship pilot, 2004/05: A report from Ofsted and the Adult Learning Inspectorate* (HMI 2440), Ofsted, 2005; www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Education/Providers/Sixth-forms-in-schools/An-evaluation-of-the-post-16-citizenship-pilot-2004-05-a-report-from-Ofsted-and-the-Adult-Learning-Inspectorate/(language)/eng-GB.

enrichment opportunities. Students developed a detailed and critical understanding of contemporary issues in parallel with opportunities to engage themselves actively in research projects, community action or campaigns. The fact that many students are now entitled to vote often added a new and relevant dimension to their learning.

86. A good feature of some general studies A-level courses was the inclusion of citizenship topics with contributions from specialist teachers. Participation in a wide range of activities, specifically or broadly related to citizenship, such as volunteering and taking action in the school and community, was very common. For example, students in one school visited organised a community event to allow views to be expressed on the installation of a mobile telephone mast adjacent to the school grounds.

> 'Our citizenship': The Holy Trinity School, Crawley
>
> Underpinning all that our sixth form students do is a clear, caring and tolerant Christian ethos. Our citizenship programme is about active participation where students develop a sense of compassion and a willingness to stand up for their beliefs.
>
> Sixth form students are encouraged to develop their knowledge and understanding of social and political issues and contribute positively to both the school and the wider community. Students have the opportunity to participate in a variety of activities which will help them develop their confidence, communication skills and critical thinking, to become socially and morally responsible citizens. The citizenship programme has four complementary and mutually supportive strands:
>
> 1. Taught citizenship: delivered by a specialised team of staff in a discrete lesson as part of the wider studies programme. Students cover a range of topics including economic awareness, political systems, personal health and social issues.
>
> 2. The Leadership Programme: where all students take a lead role for the benefit of the wider school community. Areas for leadership opportunities include the Christian Union, sports assistant, treasurer, integration officer, charities coordinator, environmental officer and international links.
>
> 3. Student voice: a school council, sixth form council and house councils are all run by sixth form students. Student councils are consulted about budget and staffing decisions, nominate the charities which will benefit from fundraising activities and lead assemblies, both in the lower school and in local feeder schools. The head boy and girl also attend the full governors' meeting to represent the student body.
>
> 4. Charity fundraising: the sixth form has forged strong links with many local, national and international organisations and regularly runs

> fundraising events to support and promote a variety of causes. Every October, an annual 'sleep out' sees many students swap their bed for a cardboard box for a night to raise money for a charity for local homeless people.
>
> Students' responsibilities are monitored and their achievements recognised as part of the annual reporting process.

87. Some of the providers visited were seeking to integrate elements of the citizenship studies AS qualification with other taught courses, often to good effect. Examples included sociology students considering the nature and impact of discrimination; politics students learning about the role and contribution of trade unions; and, in business studies, students exploring the notion of corporate and social responsibility. The limited evidence from this sample suggested that these links were better planned and refined than was found in the previous survey in 2005. However, in relation to citizenship, too few of the schools were considering the potential and the expectations of the new diplomas.

88. The features of a responsive and well-grounded citizenship curriculum included a high level of negotiation with students and well-defined curriculum leadership, often with a member of staff or team having specialist oversight of the subject. In the weaker sixth forms, assertions that citizenship learning was intrinsic to PSHE, enterprise education, general studies or enrichment were not founded on good evidence.

General further education colleges

89. Ofsted's inspections of colleges during the period 2006/09 suggest an increased focus on citizenship, democracy, political education, student voice and community cohesion. This does not necessarily mean that the quality of teaching and learning is better but these topics are clearly more prominent. The criticism in the 2005 report that students' previous learning in citizenship at Key Stage 4 did not inform sufficiently the planning of programmes post-16 remained the case in the colleges visited for this survey.

90. The citizenship curricula in further education continue to consist of a mix of tutorials, enrichment, guest speakers, learner forums, volunteering, and learning through mainstream vocational courses. While this may suggest a haphazard approach, the best curricula had evolved and often reflected a college's commitment to participation by learners, equality, diversity and inclusion. Effective citizenship links were mapped between activities such as the 'V' volunteering or The Prince's Trust programmes and through learners' involvement in local campaigns, ranging from concerns about transport to

homophobic bullying.[12] These activities supported learning and strengthened the citizenship curriculum.

91. Learning through citizenship was evident across all abilities and levels. In one instance, the citizenship theme underpinned foundation level programmes and successfully contributed to re-engaging students in learning. The approach helped to engender a good sense of purpose and achievement among learners. Attendance and retention were good.

92. Citizenship, particularly a cross-college model, was better secured and understood by staff and learners where managers had allocated specific programme time to it, at least to the taught elements. None of the colleges visited had specialist citizenship tutors but, in each instance, a middle or senior manager was a highly effective champion for citizenship, bringing knowledge and innovation and acting as an advocate. These managers also effectively moderated, selected and distributed teaching resources. Invariably, such champions had links with external professional networks. One of the many benefits of this was increased familiarity with the learning that had taken place since the introduction of compulsory citizenship education in schools.

93. Some programmes of study within vocational courses, such as the Diploma in Public Services, childcare and the ASDAN Citizenship Award developed knowledge and understanding in citizenship well.[13]

'Our citizenship': Milton Keynes College

Our citizenship programme enables young people to learn about their rights and responsibilities, to understand how society works, and to develop an understanding of social and political issues. It helps prepare them for dealing with challenges they face in life. In art, design and media, the citizenship curriculum is partly embedded into the students' main programme specialism, allowing them to address and explore citizenship within a specific vocational context. Of particular note recently was work undertaken by National Diploma photography and graphic design students. In photography, the students explored various social issues such as homelessness, social deprivation and unemployment via a documentary photography assignment. Students explored what the images meant to them and to other 16- and 17-year-olds and then produced typographical posters exploring a variety of citizenship issues. These were then displayed in college to promote an engagement with citizenship among other students, encouraging their peers across the

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[12] V is a youth volunteering charity launched in response to the report of the Russell Commission, *A national framework for youth action and engagement* (March 2005) and supported by the Cabinet Office as well as voluntary and commercial organisations.
[13] For further information on the ASDAN Citizenship Award, see: www.asdan.org.uk/short_courses.php?cont=citizenship.

> college to contribute to an ongoing debate and dialogue about the issues raised. Thus the 'citizenship wall' was created, a visual and living representation of citizenship where students could write their own contributions and engage in debate. The images resulting from our students' work were displayed both within the college itself and also later at the department's end of year students' summer exhibition in a large public space at the local shopping centre.

94. The further education colleges, however, depended largely on tutorials to provide citizenship, a model which relied on a large number of tutors. Managers' support for these staff was generally good but the skills of tutors varied greatly. Most of the staff recognised that the broad curriculum was based on themes such as social and moral responsibility, community involvement or political literacy, but most of them were often not sufficiently skilled to plan learning to reflect these.

Post-16 special education

95. The citizenship survey included a small number of visits to providers of post-16 special education. These providers differed in their broad definition of citizenship and the curriculum they offered, but each was successful in devising programmes that met individuals' needs.

96. The variety of approaches seen during the survey included broad-based activities that promoted citizenship-related learning through tutorials, PSHE, work-related learning and preparation for transition. The strength of the approaches taken was the way they enabled students to engage with transitions in their lives, to acquire the skills for living independently and to exercise their entitlement to community provision, such as leisure, employment, training, social care and health services. The programmes also provided opportunities for participation and responsible action through, for example, working with a housing charity to help understand the impact of not 'having a roof over your head'. Some of the programmes seen had benefited from guidance from the local authority's adviser for citizenship.

97. Assessment and monitoring were often achieved through students' own records, kept as photographs, in written form or through annotated samples of work. In one special school visited, the detailed application of P scales allowed small but valuable steps to be recorded.[14]

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[14] The P scales outline attainment for students working below Level 1 of the National Curriculum. For further information, see: www.qcda.gov.uk/8541.aspx.

'Our Citizenship': Hillside Special School, Suffolk

The post-16 department at Hillside Special School consists of a small group of students with profound and multiple learning difficulties (PMLD). Our post-16 citizenship education is an integral part of the whole school's approach to promoting student voice and involvement. The curriculum is delivered in a way that recognises the students' level of understanding, their range of interests and is relevant to their lives. Students with PMLD work mostly in the familiar school environment, where they interact with known and trusted adults. Our citizenship education curriculum is designed to take them from a safe and familiar environment and provide opportunities for exploring the wider world. To improve students' self-knowledge, we have designed a programme to develop the concept of self and to promote self-esteem. We encourage students to engage in autonomous action within a small group setting. An activity might be simply reaching for and exploring a sensory object in the centre of a supportive circle of peers and adults. The choice to reach and act is recognised as acting autonomously. Praise is given and often the student will show pride or pleasure in their response. Students may progress to finding their own photos or choosing activities using switches. While such activities are part of the whole-school curriculum, here the focus is on students developing control over their lives through demonstrating decision-making.

The citizenship education programme complements our programme of work-related learning and contributes to the ASDAN 'Towards Independence' accredited qualification, with community access and involvement a high priority. For example, our students prepared and performed a concert for the elderly residents of a local care home. This was combined with a disability awareness study of old age to increase our students' sensitivity to the needs of another group in society. Students at Hillside, whatever their level of ability, are becoming active contributors to their society. All issues raised through the school council are relevant to the students' lives. Students with PMLD vote by reaching for or handling a preferred object of reference. For example, when discussing access to holiday activities, students were shown a riding hat (to represent horse riding), a tray of sand and shells (the seaside) and a walking boot (walking in the forest). Students made a choice from the objects offered and, in this way, were able to express their preferred option and to vote accordingly. Decisions are minuted by a student with good writing skills and given to the headteacher, who discusses the students' ideas with them regularly.

98. Teachers, lecturers and support staff often showed a strong sense of advocacy in helping students to participate in activities. For example, within the local

community they supported students to use the bank, try on new clothes in shops, visit supermarkets and use public transport. Such activities resonated well with citizenship principles of social awareness and inclusion.

99. The providers visited had shaped a citizenship curriculum to good effect and given it a high level of visibility. Opportunities for further improvement included establishing common principles in relation to citizenship provision, auditing provision against these principles, and the sharing of good practice across the special education sector.

Work-based learning, Entry to Employment

100. Entry to Employment (E2E) aims to develop the confidence and motivation of 16−18-year-olds who are not participating in any form of post-16 learning and is designed to help them prepare for work or further learning.

101. E2E providers seek to provide a locally responsive curriculum. For example, one of the settings visited saw citizenship learning as an essential element of its programme, along with work skills and skills for independence. The providers viewed it as an appropriate way to tackle the needs of learners who, generally, had not enjoyed their formal education.

102. An emphasis on citizenship within the E2E curriculum enabled training providers to tackle obstacles learners faced in their daily life. For example, a community project, 'What it's like to live here', enabled learners to meet older people in a care home, to share perspectives across generations. The focus on the community and neighbourhood encouraged discussions about attitudes, views and personal motivation, aimed at developing a more positive outlook on the future than that characteristically expressed by many learners. In another example, a change in regulations regarding access to the education maintenance allowance spurred learners into researching the matter, and communicating with and lobbying their MP. On this occasion their actions proved positive and left the learners with a view that they could bring about change. The learners said, during the survey, that what they were learning was now directly relevant to their lives.

103. Effective tutors in E2E brought vocationally oriented skills to their teaching and turned their hand to citizenship well, primarily because of its relevance. Resources seen were well prepared and relevant. Few tutors, however, had sufficient detailed subject knowledge. Consequently, assessment of citizenship was underdeveloped in the providers visited and tutors generally fell back on formal systems, such as assessing a learner's performance in functional skills. Local schemes of work and lessons plans set either low-level or overly ambitious objectives and there were no systems to ensure consistent good quality provision, for example by sharing good practice.

Citizenship in primary schools

104. The 2006/09 survey included inspections of citizenship in 23 primary schools.[15] As there is no statutory programme of study for citizenship, inspectors judged these primary schools on what they offered. Given the nature of the primary curriculum, it was evident that they had found it easier than many of the secondary schools had done to incorporate aspects of citizenship into their curricula and the life of the school. Each primary school had its own approach, but many of their programmes provided good or outstanding opportunities to develop aspects of citizenship education. The pupils responded very well to these. Nine of the 23 schools were outstanding in terms of the overall effectiveness of their provision for citizenship; 12 were good and the remaining two were satisfactory.

Achievement and standards

105. The strengths observed in pupils' achievement in citizenship included their understanding of rights and responsibilities, the environment and sustainability. Year 4 pupils in one school visited had worked to produce a charter of human rights. They then had to choose which aspect they thought was the most important and write it on a jigsaw shape which would be assembled to make a human figure. Their discussions showed their good understanding of the difference between rights and responsibilities and they knew that children in different parts of the world have different rights. They offered ideas and defended their own views very well.

106. Pupils generally achieved well in their knowledge and understanding of sustainability, globalisation and interdependence. At the local level, most of the schools visited emphasised the need to conserve resources and live sustainably. In one outstanding example, Year 5 pupils worked in groups to explore how their school 'recycles, reduces and reuses'. The pupils discussed both positive and negative consequences of particular approaches to sustainability: for example, how the use of local produce might affect the livelihoods of people in poorer parts of the world. Pupils also got to grips with complex questions such as whether recycling necessarily reduced consumption and the impact that re-using may have on the manufacturing economy.

107. In considering global issues, Year 5 pupils in another school visited worked on fair trade and developed their persuasive writing. The focus was on bananas; the stimulus for discussion included tasting, singing, images on an interactive whiteboard and a Fairtrade video. Pupils considered the proportion of the sale price that went to the producer and discussed how they would feel in this

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[15] The schools were told that inspectors were interested in the citizenship part of the National Curriculum, PSHE and the non-statutory guidelines for citizenship, concerned with 'preparing to play an active role as citizens'.

position. They considered whose responsibility this might be and prepared to create a persuasive poster, using ICT, in support of fair trade.

108. Gaps in pupils' knowledge reflected areas of weakness in the curriculum, particularly in learning about local and national democratic institutions and the significance of the media. A few of the schools visited were good in these respects. Pupils in one school, for example, studied 'places in the news'. Their work included stories from Israel, China and Burma. Many of these were controversial topics, such as the use of bombs and the environment. Political issues closer to home were also included, sometimes in the context of work on the media. In another lesson in the same school, pupils discussed the role of local councillors as part of a unit of work on democracy. Pupils showed excellent knowledge of the role of councillors and the allocation of scarce resources to meet local priorities. They also knew who their local councillors were and how they could be lobbied by citizens who were not old enough to vote. Pupils in another school were preparing questions for the visit of their MP the next day, including, 'What does it take to be an MP?'

109. Pupils' skills of discussion and debate were impressive in many of the schools visited. Very good preparation in one school, for instance, resulted in a formal debate on the subject of rights and responsibilities, with excellent presentations by Year 6 pupils. They argued passionately for and against the motion: 'Televisions should not be allowed in children's bedrooms'. Sometimes, however, teachers missed opportunities for pupils to discuss and debate topical issues, suggesting that expectations of their capabilities might not have been high enough.

110. Strengths were seen in work on participation and responsible action. Pupils generally wanted their voice to be heard and knew that teachers and school leaders were listening. In most of the schools visited, pupils made a strong contribution to the school community and showed responsibility and engagement in active citizenship. The following example is about a school's response to an educational project sponsored by a commercial organisation.

> 'Our citizenship': Mill View Primary School, Cheshire
>
> Citizenship has been an increasing priority in the school since 2006 when we recognised the need to develop citizenship among the pupils, staff and community. Our 'playground partnership' project arose out of the need to develop the school grounds which had been neglected over a number of years. It also fulfilled the requirements of the QCA citizenship unit, 'Developing the school grounds'.[16]

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[16] For further information, see: www.standards.dfes.gov.uk/schemes2/ks1-2citizenship/cit06/.

The project covered a school year. Initially, questionnaires went out from the school council to all children, staff and governors to canvass the general feeling about the playground. Pupils on the school council analysed these and concluded that the playground as it stood was inadequate in both size and resources. The next step was to find out what developments different stakeholders thought would be necessary. Harnessing the school's new virtual learning platform, forums were set up for parents, children and staff, posing the question: 'How can we improve the school grounds?' This gave the school a wealth of knowledge about what developments could be implemented.

The rest of the work was completed by Year 6. Pupils were put into mixed ability groups and given a brief to design the future school grounds. Initially, they collated the views from the questionnaires and forums. From this, they created a list of improvements which were then prioritised according to popularity. They searched a range of catalogues and brochures to identify items for purchasing, noting down the cheapest prices, so learning about economic well-being.

The next task was for the pupils to reach agreement with teachers about the budget for the entire project. Pupils had to work in their group to draw a bird's eye plan of the school grounds for the future, labelling each development and calculating the cost to make sure it was within the budget. Six completed designs were presented to the school council and one of these was chosen.

The pupils then put together a portfolio of evidence, detailing all the actions that had taken place, in order to bid for sponsorship to meet the cost of a wooden climbing frame with a safety surface underneath and a traversing wall plus safety surface. Disappointingly, despite the immense amount of work, the bid was unsuccessful. But, on the bright side, we have a clear direction for developing the school grounds and all the plans are in place. Through this work and other projects, our links with the community have been hugely strengthened and our eligibility for grants and to raise our own funding much improved.

111. As in this case, the responsibilities given to pupils and the school council were more substantial than in some of the secondary schools visited. In several of the schools, specific opportunities were available for pupils to 'make a difference'. A number developed this through activities to support environmental awareness, for example by joining the school's eco-group, 'Eco Rangers' or 'Green Team'. Pupils' achievements included recycling and growing their own plants and their impact was seen in the school and local community.

Teaching

112. Schools were asked to identify where aspects of citizenship were being taught during the survey visits. Inspectors then selected a range of lessons to observe teaching. The quality of citizenship teaching was good in three quarters of the lessons observed; some of the lessons were outstanding. Good teaching included stimulating and creative lessons by innovative and enthusiastic teachers.

113. An outstanding example of citizenship teaching, seen in the survey of geography that was taking place at the same time, involved a Year 6 class working on current world affairs.

> The teacher began the lesson by reviewing previous work linked to the Gaza conflict. Pupils recognised that the conflict was in the Middle East and they could locate the places involved: Israel, the West Bank and the Gaza strip. They had also done some research to equip them for particular roles in this session. During an introductory simulation of a newscast, two pupils (in role) acted as news readers, using presentation software. They then called on the teacher, using a 'hot seat' technique, to provide expert commentary and to respond to questions raised by pupils. They gained a very good understanding of the differences between Hamas and Fatah and the tensions in the conflict. Three pupils then acted in role as eye witnesses on the basis of work they had prepared. Pupils in groups moved around the classroom to interview each of them and to find out their hopes and concerns. This high-risk strategy worked well in developing pupils' understanding of different perspectives on a modern-day conflict, as well as improving their speaking, questioning and listening skills.

114. As Part B of this report illustrates, teaching about Britain's diversity was generally good. A lack of independent learning and creativity characterised the weaker lessons and opportunities were missed to use ICT to enhance teaching and learning. Weak subject knowledge was sometimes evident when lessons were at a general or superficial level.

115. The schools visited often used outside expertise effectively, such as the one which included in its programme local magistrates, people representing different faiths from the local community, and visitors from Namibia and Kenya. Such visits had the greatest impact where they were well planned and had suitable follow-up activities.

116. There was little evidence of the schools assessing pupils' learning in citizenship. One school, however, had devised a skills-based assessment system and reports to parents commented on 'preparing to take an active role as citizens'. A small number of the schools assessed aspects of pupils' work on a three-point scale.

The curriculum

117. The curriculum was good in 11 of the schools visited and outstanding in nine. Those judged to be outstanding achieved excellent coherence overall and indicated clear progression in the subject. For example, an outstanding curriculum in one school built from work on 'right and wrong' in the Early Years Foundation Stage, with schemes of work in Key Stages 1 and 2 based on 'preparing to play an active role as citizens' from the non-statutory guidance for personal, social, health and citizenship education (PSHCE). This programme was taken forward in each year group, both in its own right through work in National Curriculum subjects and through assemblies.

118. Particularly strong contributions to the citizenship curriculum came from cross-curricular work and themed weeks. Overall, however, the schools visited made too little use of local opportunities for pupils to participate in real activities beyond the school. However, continuing work by some of the schools on global links helped to bring the curriculum to life.

119. More broadly, many of the schools' curricula consisted of good elements, but in those judged satisfactory, at the time the visits took place, there was little overall coherence and, certainly, no sense of progression from year to year or key stage to key stage. None of the schools had any meaningful liaison with partner secondary schools about citizenship.

120. The school councils varied widely in the degree to which they provided a model of democratic citizenship. The best were led by pupils, democratically elected with a secret ballot and they had clear and wide-ranging responsibilities. Other schools had different ways of electing representatives and the agenda was set by teachers rather than pupils; as a result, responsibilities were limited.

Leadership and management

121. This broadly good provision reflected good leadership in the schools visited: their ethos and vision gave a high priority to citizenship. Based on rigorous self-analysis, these schools had a clear and coherent approach to developing the subject. The outstanding schools had conducted self-evaluation of their provision for citizenship, yet, in many of the others, there were few examples of meaningful monitoring and evaluation of teaching and learning in citizenship.

Training for citizenship teaching

122. *Towards consensus?* reported positively on the quality and influence of initial teacher education. In the last three years, over 250 trainees each year have gained places to train as citizenship teachers, either with mainstream or employment-based initial teacher training providers. Courses have been over-subscribed. Trainees have come from a range of backgrounds and have tended to be very well qualified: 61% of the 2007/08 cohort of 266 trainees had first or upper second class degrees. They tended to be older than usual; only a third

were under 25 years old. Two thirds were women and less than a quarter came from minority ethnic groups. Of the 176 trainees from the 2006/07 cohort who studied at a mainstream provider and gained qualified teacher status, 82% were in a teaching post.[17]

123. Since 2006, there has been relatively little inspection in citizenship in initial teacher education. However, the five subject inspections completed found continuing strengths in training. The selection procedures ensured that well-qualified and highly committed trainees were recruited. The training observed was of high quality and training sessions demonstrated good teaching. Frequently, the trainers noted the benefits of having trainees who were experts within particular areas. The courses generally recognised that trainees were likely to take up subject leadership roles early on and provided accordingly.

124. During 2008, Ofsted inspected continuing professional development courses for citizenship that were funded by the DCSF.[18] Thirteen of these were taught courses; two used distance learning. Ten of the courses recruited teachers from primary, secondary and post-16 phases of education and the remaining third recruited teachers only from secondary schools.

125. The courses varied considerably in their content and approach. In around four fifths of the courses, the emphasis in the teaching sessions was on pedagogy, with the expectation that participants would remedy the gaps in their knowledge in their own time. The remaining courses emphasised the subject's theoretical basis, with less attention to practical application. The best courses maintained a good balance between intellectual rigour which was founded on research and practical application.

126. The training sessions included work on:

- political literacy
- critical thinking
- global education
- working in partnership with non-governmental organisations
- pedagogy for citizenship
- progression in learning
- assessment
- classroom resources
- the teaching of controversial topics.

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[17] Employment data were not collected by providers of employment-based routes at that time.
[18] *Professional development for citizenship teachers and leaders* (070253), Ofsted, 2009; www.ofsted.gov.uk/publications/070253.

The sessions observed were generally of good quality, expertly led and gave participants ample opportunity for discussion and debate as a whole group and in small groups.

127. Teachers who completed the course requirements and assessments gained a certificate. On all the courses seen it was also possible to gain Credit Accumulation and Transfer points towards a Postgraduate Certificate, Diploma or Masters qualification. Participants welcomed this enhancement but, on one third of the courses, trainees were unclear about the qualification pathways and did not understand the related assessment arrangements or the additional work necessary. There were instances where participants who wanted to follow only the certificate course found the theory elements of their course burdensome.

128. Inspectors evaluated the impact of the courses by visiting the schools of 12 teachers who had attended the previous year's training and additional training in the summer of 2008. Evidence from this small-scale survey suggested that the impact on the whole-school ethos and on students' understanding of citizenship was mostly good or outstanding. Ten of the 12 teachers had significantly improved their professional knowledge and understanding of citizenship as well as their leadership skills. Departmental planning, monitoring and evaluation had improved. Two of the teachers had also contributed to whole-school in-service training on citizenship in other schools, thus widening the impact of the training beyond their own school.

129. However, despite funding from the DCSF to cover the costs to schools, as well as vigorous marketing and the overall good quality of the courses, over half of the total of 17 providers offering courses nationally were unable to fill all the available places; three could not recruit sufficient numbers of participants for their courses to go ahead. Nine of the courses surveyed were not in a position to be self-sustaining without support from partners or from additional continuing professional development funding gained, for example, by teachers registering on Masters courses, whether or not they intended to pursue them. Some local authorities contributed to recruitment and training but, in general, the potential of local authority involvement was not fully realised. Many local authorities made no contribution to these courses.

130. Since the publication of *Professional development for citizenship teachers and leaders*, the responsibility for organising the courses has been put out to tender and awarded to the University of Plymouth. The number of courses available was reduced in 2008/09 while work was being undertaken to broaden the amount of training and the possible training routes. It remains to be seen how far the recommendations from the report referred to are acted upon, but those for schools are undoubtedly important. The report recommended that schools should:

- seek to recruit teachers with an initial teacher education qualification in citizenship
- develop the expertise of existing teachers through the continuing professional development in citizenship at Certificate or Masters level
- maximise the benefits of teachers' attendance at training by discussing and supporting the action plans resulting from the training undertaken.

Part B

Making politics and government interesting

131. One of the reasons for establishing citizenship in schools was to engage young people in public life. Government and politics are at the heart of citizenship education, yet some schools and teachers play down their significance because they are perceived as difficult to teach.

132. Some of the primary schools visited, however, were ambitious in introducing pupils to the work of Parliament, including parliamentary procedures, and demonstrated what is possible. In one lesson seen, a teacher used an excellent DVD to introduce the way that Parliament works. Her very good subject knowledge enabled her to question pupils effectively and to ensure they had understood the concepts. The lesson continued with a simulation of the passage of a bill through Parliament. Groups of pupils thought of something they wanted to change (ideas included a total ban on smoking and compulsory recycling) before drafting an outline bill to present to the rest of the class. Many secondary schools could learn from the high expectations in this example.

133. Citizenship involves the understanding of party politics but this is something that teachers often shy away from, possibly because of the understandable concern that they will be perceived to demonstrate bias. Having discussed the 'Neutral Chairman' approach, the 'Balanced' approach and the 'Stated Commitment' approach, the Report of the Advisory Group on citizenship recommended a common sense approach that recognises different viewpoints and that, ultimately, there are no simple answers.[19]

134. The survey noted examples of lost opportunities where pupils were required to form political parties, campaign and stand for election on a published manifesto, but in isolation from real politics, for example, making up their own parties rather than researching real ones. Effective work on political parties helps pupils to understand the tensions between individual liberty and collective action. In this context, where standards were high, pupils understood the role of the state and how it raises and spends money, the basis of agreement

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[19] *Education for citizenship and the teaching of democracy in schools*, QCA, 1998; www.qcda.gov.uk/4851.aspx.

between the main political parties and the differences between them. This was real rather than simulated politics.

135. Central to understanding citizenship is the principle of accountability in a democracy, how the opposition to the party in government works and the role of pressure groups and individuals. Pupils should also understand the contribution of voluntary organisations to public services and why they are needed. While important lessons may be learned through conventional study, the survey found the most effective learning where pupils were involved in campaigning to bring about or resist real change.

136. Some of the schools visited taught politics and government as a course unit, after which it lay dormant for the rest of the key stage. Good citizenship teachers reinforced and extended learning by using topical examples as they arose. These might include, for example, introducing contrasting newspaper stories of the same event or the scrutiny of a television clip of Prime Minister's Question Time. For teachers, this can be one of the most demanding aspects of citizenship teaching as raw politics can be involved.

137. Students also need to see how the work of politicians and governments can be obscured or illuminated by media coverage. Young people should understand the role of the media in holding politicians to account but also the commercial interests of journalists and editors in selling stories. At the heart of the study of the media in the context of citizenship, therefore, should be the search for the real story behind different accounts. Where this was done well, citizenship's central purpose of equipping young people with the skills they need as critical, well-informed citizens was realised.

Citizenship and participation for all

138. Since 2002, all students in secondary schools have been entitled to have access to the full National Curriculum for citizenship. However, the survey found that equality of access to all three strands of the curriculum varied greatly within and between the schools visited. In part this depended on:

- the curriculum model the school had chosen
- the effectiveness of the school's monitoring of students' participation in citizenship activities
- support for students with special educational needs and/or disabilities.

139. Although almost all students had access to the curriculum the school offered in Key Stage 3, the schools that did not have some sort of core curriculum were unable to ensure an entitlement to citizenship at Key Stage 4. These schools often relied on their geography, history and business studies departments to provide key areas of the citizenship curriculum, such as legal, political and economic awareness. As a result, students who had not chosen these subjects had clear gaps in their knowledge and understanding.

140. A few of the schools visited provided citizenship in Key Stage 4 solely through off-timetable days or enrichment weeks. Although students often found these experiences enjoyable, there was little evidence of schools assessing their learning or progression. Such models also depend on students attending on the key days. The survey found that, where students had missed one of the citizenship days, there was little opportunity for them to revisit the learning.

141. In the most effective schools visited, students had opportunities to participate and take responsible action in citizenship contexts within and beyond the school. Typically, this included participation in school-based activities, such as the school council, peer mentoring, playground buddies, sports leadership and fund-raising for charity. Some students engaged in wider activities in the community, such as visits to the elderly, or working with young people with special educational needs and/or disabilities. In the better programmes, students' engagement and participation in the full range of citizenship opportunities were monitored, recorded, reported and evaluated in terms of learning and the benefits to all involved.

142. However, many of the schools visited did not monitor these activities and were therefore unable to ensure that all students were involved; neither did they use such information to encourage disengaged individuals or groups of students to participate. It was sometimes the case that only a few students were responsible for much of the active citizenship in the school. In some instances, the same students were elected or nominated to the school council every year, with little encouragement for others to come forward. Similarly, the survey found secondary schools where a core group of 40 or 50 students led and participated in most of the school's flagship citizenship activities and events. This was not the case in the most inclusive schools where there was provision to ensure that a range of students was represented on the school council, including those with special educational needs and/or disabilities, and that all were given the opportunity to initiate and lead active citizenship projects. Effective monitoring of students' engagement in active citizenship in these schools informed improvement planning at whole-school and departmental level.

'Our citizenship': St. Thomas More RC College, Tameside, Manchester

Ours is a smaller than average school with specialisms in mathematics, and computing and applied learning.

Within our citizenship provision, we ensure that pupils with learning difficulties and disabilities represent themselves and others, challenge views, influence college life and initiate citizenship activities.

Student groups such as the college council, the sports council, home learning, friendship and pupils' working party work in close collaboration

with each other to ensure that all voices are heard and all opinions considered.

The pupils' working party was formed as a sub-group of the disability equality scheme (DES) working party. It is made up of pupils who have learning, social, emotional or behavioural support. The group elected two representatives to report and contribute to the DES party and a representative is also on the college council.

As part of raising awareness about inclusion, and in response to the Tameside inclusion strategy, the pupils' working party discussed how it felt to be excluded. The group felt that a 'friendship bench' would be beneficial for any pupils who might feel lonely or isolated at break times, particularly new members to the college community. This idea came from a small group of our pupils who could be considered to be among our most vulnerable children and they were thinking about the feelings of others.

Representatives from the college council joined the original group to help identify possible areas around college and discuss ideas. This then became the newly named 'friendship group'. The group decided that peer buddies/mentors would be needed to supervise the area as well as prefects and further peer training would be needed. SEAL funding[20] (£2000) was allocated to the group to create a 'friendship corner.'

The friendship group decided to invite ideas about the design of the friendship corner to all pupils in college via a form competition for mosaic designs. All pupils were asked to contribute and one idea from each year would be incorporated into the whole mosaic design. The friendship group presented the winning form from each year with £25 to donate to a charity of their choice. The winning designs were then used by the BTEC art group to design and create the mosaic for our 'friendship corner.'

The friendship group is made up of pupils, some of whom have disabilities, some from the resource base for pupils with autistic spectrum disorder, several with learning difficulties, some who have behavioural difficulties, pupils who are gifted and talented and those who have no special needs. They are working together and credence is given to all ideas and contributions. The pupils have demonstrated a clear understanding of what is meant by an inclusive college and showed a commitment to ensuring that fellow pupils are not excluded from the college community.

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[20] SEAL: 'Social and emotional aspects of learning'. For further information, see: http://nationalstrategies.standards.dcsf.gov.uk/inclusion/behaviourattendanceandseal/seal.

Citizenship established?

143. Equal access to effective teaching and learning in citizenship also depended on the school's support for students with learning needs. In a minority of the schools visited, work was matched to meet different individual needs and teaching assistants were deployed well to ensure students with special educational needs and/or disabilities made the same progress as their peers. Several schools offered entry and level 1 accredited courses in Key Stage 4 that dealt with a range of issues in citizenship. Students taking these courses often achieved well and enjoyed the opportunities to engage in meaningful discussion and activities. However, in many of the schools visited, support for students with additional needs was lacking. This was particularly the case where citizenship was provided as part of tutorial time, since it was rare to find teaching assistants deployed at those times to support students, including those at the early stages of learning English. In the weaker schools, teaching assistants were deployed only in the core subjects, leaving students unsupported at other times.

144. The survey found that the primary and special schools visited were more likely than secondary schools routinely to encourage all pupils to take on responsibilities, sharing roles and actively participating in citizenship contexts. The following account from Ashley Special School is a good example of this.

> 'Our citizenship': Ashley Special School, Halton
>
> Our school is designated for students with moderate learning difficulties combined with social and emotional needs. Many of these students live in the two most socially and economically deprived wards in the borough.
>
> One of the features of the school is a strong student voice which enables the students to contribute to almost every aspect of decision-making. The many student committees in school give the students the opportunity to express opinions and make decisions in contexts such as human rights, health and safety, the environment and sport and leisure. There is also a thriving peer mentor group.
>
> We strive to raise the self-esteem and social awareness of all our students and to furnish them with a good understanding of how laws and important decisions which directly influence them are made. All students at Ashley School are part of their class council which elects a representative to sit on the school council. Elections for the school council mirror the local election process with nominations, speeches, and formal voting. All students are given an electoral roll number and taught how to vote in a secret ballot. Completed ballot papers are placed in a black metal ballot box. Votes are counted and classes informed of the results.
>
> The school council meets regularly each week and discusses issues of importance to students, both within school and wider, topical issues on a local, national and global scale. Many of these issues come from

suggestions made by students in class council time. We have a purpose-built school council chamber which was designed in consultation with school council members. Central to the school council table is the mace. The significance of this is explained to incoming and newly elected members, who are trained to enhance their communication and presentation skills. Minutes of meetings and agendas are viewed on whiteboard and plasma screens. Equipment is directly accessible to students with a wide variety of physical, sensory and intellectual disabilities. The council elects a chairperson who conducts the meetings with the assistance of a link teacher. School council minutes are sent to the next week's class council to ensure all students are aware of what has been discussed and any recommendations or actions.

As well as visiting the Town Hall and Council Chamber, members of the school council travel to London each year to visit the Houses of Parliament and meet their local MP. Following the visit, the council holds a meeting with their MP in Portcullis House for a question and answer session on local, national and global issues. The questions asked are suggested by class council members, the school council itself and parents. Replies are fed back to class council meetings. Hence the actions of government and current political issues are brought right into the heart of the school and, through active participation, students are given a voice to make change and influence Parliament. Students are better informed about parliamentary procedures and democracy.

Citizenship, identity and community cohesion

145. In the great majority of the primary schools visited, provision for teaching about Britain's diversity was good. Sometimes this took place in the context of religious education, including good teaching about the range of faiths represented in the community, visits to different places of worship and visits to the school by representatives of a range of faiths. These schools also promoted the understanding of different cultures across the curriculum and through themed days or weeks on identity and diversity. While evidence was found in secondary schools of pupils also exploring common values, this was less pronounced in primary schools. A few schools where diversity was limited gained from links to other schools in the UK and abroad. Several of the schools tackled issues about identity, Britishness and multiculturalism in assemblies. This provided an opportunity for the pupils to think about media stories relating, for example, to refugees, asylum seekers and racism. The handling of sensitive topics was often good, with pupils given the opportunity to consider and articulate their own ideas in discussions. Where the survey found a lack of provision, it was most often linked to insufficient opportunities for pupils to meet people from different faiths, ethnic backgrounds and cultures.

146. Teaching and learning about Britain's diversity were good in around two thirds of the secondary schools in the sample, although some of these schools had

not seen how their general work could be sharpened in the context of the National Curriculum programme of study for citizenship.

147. Some of the schools visited began work in Year 7 with a local context, starting with the pupils themselves, their own origins and what shaped their attitudes ('Who do you think you are?'), before moving on to identities and diversity in the school and the immediate community. At best this involved research and discussion, sometimes using ICT.

148. In several of the schools visited, Britishness was tackled directly as an explicit part of the citizenship programme.

> 'Our citizenship': Denbigh High School and Sports College, Luton
>
> Ours is an 11–16 mixed school of 1120 students. It serves an area which has great diversity, with over 95% or our students coming from a minority ethnic background and 45 languages spoken.
>
> The theme of 'identity and diversity' permeates the school, both within the taught citizenship curriculum and through the way citizenship is approached across the school. We see it as an asset which strengthens our school community and makes it very cohesive.
>
> Our taught citizenship curriculum is delivered by a strong and enthusiastic humanities team of 11 teachers who all extremely comfortable with the subject knowledge and skills that the teaching of citizenship requires.
>
> Our Year 7 course has a five-lesson topic entitled 'diversity'. Students focus on what it means to be a British citizen. They explore the diversity within Denbigh High School and how our community is linked not only with Britain but also the rest of the world. As part of this scheme, students design, create and run an 'International Contributions Museum' where students, teachers, parents and governors are taken round and shown the work that has been done, relating to how different cultures have contributed to the world we live. In Year 9, a unit entitled 'cultural diversity' looks in more depth at what makes a British citizen and what it means to live in a multicultural society. Students explore current issues such as immigration and how such issues affect us all. They look at the violent repercussions of racism and discrimination in society and how to challenge racism when it occurs.
>
> Every Year 10 student undertakes a citizenship project of their choice as part of their GCSE. They work together in groups to plan, deliver and evaluate a project that will have a direct impact on part of the community. One group set up the 'Denbigh Diversity Group', based on a suggestion made by the school council to look at ways to learn about each other's cultures and promote understanding and tolerance. All of these events help our students to participate responsibly and be actively involved in the

community. Linked into this, as part of our rewards scheme, are our 'active citizenship medals' which both encourage and formally recognise and reward students who take an active part in community life.

Within citizenship and other humanities lessons, teachers take the opportunity to discuss current affairs, particularly those which are of relevance to our communities. Examples include global events and issues, what it means to live in a 'British' society, definitions of racism, discrimination and how to challenge it, issues about identity and ethical dilemmas which present themselves to people, especially those who have close links with other religions, cultures and beliefs. Throughout this teaching, there is a strong emphasis on mutual respect and understanding. Discussing areas of interest and concern helps students to develop their sense of social and moral responsibility and to become better informed citizens.

Students have a say in both the planning and delivery of the whole-school citizenship assembly programme. We ensure that each year we focus on the themes of human rights; global citizenship; democracy and government; individual and group responsibility; challenging and stamping out racism; and what it means to be British. These themes are linked to what is being taught in citizenship lessons and are supported by vibrant and up-to-date displays around the school. We have also worked hard to increase our global dimension and international links and have recently achieved the International School Award.[21]

149. Teaching and learning on the themes of identity and diversity were often good. One inspector reported how the teaching 'took an objective, well-informed and hard-hitting stance'. Another wrote that pupils discussed what it means to be British 'with insight, confidence and reality'. The subject matter in the lessons observed included race and stereotyping, racism and the causes of discriminatory behaviour, multiculturalism and tradition. In most of the schools visited, pupils discussed migration, including refugees and asylum seekers. In some cases, this was closely linked to work on shared values and human rights, building on earlier learning. These opportunities came in citizenship and PSHE education lessons and through other subjects and events such as 'suspended timetable' days. Work related to identity and diversity was also seen in other subjects, for example in teaching about faiths in RE and slavery in history, but often the links were not made between these and the notion of British identities.

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[21] The International School Award (ISA) scheme is an accreditation scheme, supported and funded by the DCSF. It provides a framework for schools within which to form and develop international partnerships through curriculum-based international work. For further information, see: www.globalgateway.org.uk/default.aspx?page=5057.

Citizenship established?

150. Teaching the topic of 'Britishness' is not straightforward. As well as requiring considerable factual knowledge, teachers have to handle discussion of issues such as nationality, ethnicity, and allegiance. For example, in a discussion on migration and the reasons for population movement, some pupils began to assert ideas tantamount to racism. In the first instance, the teacher pointed them back to the task at hand, to look at the reasons, not whether they were right or wrong. When further such comments were offered, she pointed them back to the evidence saying: 'Again, that is your opinion'. By the time the lesson reached the issue of 'Britishness', the pupils were able to offer better-informed views and the boundaries of the discussion were clear. In another school, the issue of nationality was very well handled by a teacher who stimulated discussion with the use of photographs of 'the 10 greatest Britons'. The photographs together raised all sorts of questions about the criteria for selection and what they said about 'Britishness'.

151. Occasionally, teachers did not go much further than considering stereotypes of Britishness such as 'What brings us together as a nation?' However, understanding of multiple identities and allegiances, different and shared histories is important if teachers are to show credibility in their teaching in these areas. In the weaker schools visited, treatment of these areas was shallow and uncoordinated.

152. The clear link between citizenship and community cohesion was not always understood or clearly identified. Although pupils were often given the opportunity to make decisions and take actions to promote community cohesion within the school setting, they rarely had the same opportunity in other contexts. The most effective citizenship education goes beyond the curriculum and culture of a particular school, relating it to the wider community. In addition, the contribution made by all subjects across the curriculum was not always identified. For example, successful work in English in developing pupils' skills in debating, advocacy, listening to and reflecting on different points of view and the relevance of these skills for citizenship and community cohesion were not always recognised by teachers.

The place of citizenship in a new curriculum

153. A number of changes since 2006 have set this report in a new context. First, and most importantly, schools have had more time to get to grips with citizenship. The schools visited at the end of the survey can reflect on the experience of students, now in post-16 education, who were in the first cohort to have an entitlement to citizenship. Second, the number of specialists and teachers with access to training has increased and teachers' experience has deepened, for example through involvement in accredited courses or greater familiarity with high quality resources. Third, and most recently, the fundamentals have changed with the revised curriculum for Key Stage 3 and the 'big picture' and the introduction of the eight-level scale which emphasises the parity with other subject areas. These changes took effect only towards the

end of the period of the survey. Nevertheless, the visits made showed there had been some impact, both positive and negative.

154. The new National Curriculum programmes of study display the concepts, processes, range and content that should form the detail of schools' citizenship curricula. These can be tracked back to the original three strands of 'knowledge and understanding', 'enquiry and communication' and 'participation and responsible action'. This example shows how one school responded to the new opportunities.

'Our citizenship': Coombe Girls' School, Kingston upon Thames

The Ofsted citizenship survey inspection in September 2006 came at a time when we had developed a clear vision and action plan for citizenship, but we were yet to realise all our objectives. Previously, we had mapped citizenship across the curriculum. Key aspects were being delivered in all subject areas and all pupils studied citizenship in discrete lessons at Key Stage 4, culminating in the short course GCSE examination. However, the profile of citizenship within the school was not as prominent as it could have been. While citizenship was being delivered across the curriculum, it was not always made explicit to pupils that they were studying citizenship themes in their lesson.

Curriculum 2008 was the catalyst to push forward citizenship. The redesigning of our curriculum created the opportunity to introduce some discrete lessons that were not in place previously. From September 2008, we introduced a weekly lesson on citizenship and economic well-being for Key Stage 3 pupils, with new aspects of the curriculum being taught through these lessons. Discrete lessons have given us the opportunity to improve our assessment and monitoring of progression. It has also meant that the status of citizenship has been raised. The key benefit has been the ability to focus on developing awareness of key issues and aspects that take more time to develop than had previously been possible.

Additionally, with other departments planning new curricula and a new whole-school focus on thematic approaches at Key Stage 3, the head of citizenship was able to develop further the place of the subject within the whole curriculum. In addition to the discrete lessons, each Key Stage 3 year group has been able to develop cross-curricular work and activities through such as themes as 'My Journey' (Year 7), 'My World' (Year 8) and 'My Opportunities' (Year 9). Citizenship plays a central role in these cross-curricular themes, developing pupils' personal, learning and thinking skills.

During these developments we have ensured that the profile of citizenship is high and that citizenship in all its forms is made explicit to pupils. They are now formally assessed at Key Stage 3 and citizenship is reported in the same manner as all other subjects. Pupils' progress, in terms of

knowledge, understanding and personal, learning and thinking skills, is recorded, monitored and evaluated. This was the key area for development in the 2006 inspection and we have worked hard to ensure that we have met this. The result has been a more coherent structure for citizenship that has benefited the whole curriculum. Pupils understand that citizenship is part of all aspects of their lives, both within and outside school.

155. A substantial number of the schools inspected in the history, geography, RE and citizenship surveys responded to the revised curriculum by introducing a thematic course. Often, a new curriculum is accompanied by a changed timetable with teachers working with a class across the humanities subjects. In one case, integrating these subjects was very effective in devising a thematic approach while maintaining high-quality subject teaching and subject identity. For example, having worked on the slave trade and civil rights, students considered human rights issues as part of their work on citizenship. In three of the schools in the sample, the approach taken was less convincing, both in terms of the course programmes and weaknesses deriving from non-specialist teaching. A problem also noted across the humanities subjects was a tendency to introduce skills-based courses that were content-free. One of the schools visited used subject-focused modules to give greater rigour to its skills-led course. However, this approach gave history and geography more weight than citizenship.

156. The revised curriculum also sets a challenge for all subjects 'to develop responsible citizens who make a positive contribution to society'. Ofsted's surveys of subjects find good examples of what other subjects can offer. However, the schools where there were good links and where citizenship was understood across departments tended to be those where provision was already good. As yet, there was little sign from the schools visited that subject departments in schools had given serious consideration to this curriculum aim or adjusted what they were doing to meet it. This may reflect the early stage of implementation or the lack of an impetus from school managers in rethinking the curriculum. As a result, the curriculum tends to be rolled forward with as little amendment as possible.

157. More broadly, citizenship can be considered as a bridge between various initiatives to which schools need to respond. These include sustainability, community cohesion and user voice, each important in its own right but with a direct link to the citizenship National Curriculum. Relatively few schools in this survey had yet shown coherence in bringing these together to benefit the learning of young people as citizens.

Notes

This report draws on evidence from Ofsted's surveys of citizenship conducted between 2006 and 2009 in primary and secondary schools. During the survey, inspectors visited 23 primary and 91 secondary schools including two special schools. These randomly selected schools were located in urban and rural areas across England. Inspectors evaluated achievement and standards, teaching and learning, curriculum provision, and the leadership and management of citizenship. Aspects of citizenship selected for specific attention during the survey included the curriculum, assessment, and identity and diversity. In the 23 primary schools, the focus of the visits tended to be on Key Stage 2 rather than the Early Years Foundation Stage or Key Stage 1.

Following the visits, several schools were invited to make their own contribution to this report on particular aspects of their work. These were identified by inspectors because they illustrated an aspect of citizenship that was felt to be worth disseminating. The schools were all judged to be good or outstanding for their overall effectiveness in citizenship. These contributions feature in the report as 'our citizenship'.

The report also draws on evidence from a report on continuing professional development in citizenship and a small number of initial teacher education courses in citizenship. One of these is represented by an example of 'Our citizenship'. To gather evidence on post-16 citizenship provision, visits were made to a range of settings to find examples of good practice.

Further information

Publications by Ofsted

An evaluation of the post-16 citizenship pilot, 2004/05: A report from Ofsted and the Adult Learning Inspectorate (HMI 2440), Ofsted, 2005, www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Education/Providers/Sixth-forms-in-schools/An-evaluation-of-the-post-16-citizenship-pilot-2004-05-a-report-from-Ofsted-and-the-Adult-Learning-Inspectorate/(language)/eng-GB.

Towards consensus? Citizenship in secondary schools (HMI 2666), Ofsted, 2006, www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Education/Curriculum/Citizenship/Secondary/Towards-consensus-Citizenship-in-secondary-schools/(language)/eng-GB.

Professional development for citizenship teachers and leaders (070253), Ofsted, 2009; www.ofsted.gov.uk/publications/070253.

Education for sustainability: Improving schools – improving lives (090004), Ofsted, 2009; www.ofsted.gov.uk/publications/090004.

Other publications

Education for citizenship and the teaching of democracy in schools, QCA, 1998; www.qcda.gov.uk/4851.aspx.

The school self-evaluation tool for citizenship education, DfES, 2004; http://publications.teachernet.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DFES-04110-2006&.

Embedding citizenship education in secondary schools in England (2002–08)
Citizenship education longitudinal study seventh annual report (DCSF – RR172), DCSF, 2009;
http://publications.dcsf.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-RB172&.

Annex. Schools and other providers visited for this survey

Secondary school	Local authority
Alban VA Church of England Middle School	Bedfordshire
Archbishop Tenison's CofE High School	Croydon
Archway School, Stroud	Gloucestershire
Bedford High School, Leigh	Wigan
Bennerley Fields School, Ilkeston	Derbyshire
Bishop's Hatfield Girls' School, Hatfield	Hertfordshire
Broadland High School, Norwich	Norfolk
Brune Park Community College, Gosport	Hampshire
Cansfield High Specialist Language College, Ashton-in-Makerfield	Wigan
Cardinal Griffin Catholic High School, Cannock	Staffordshire
Cardinal Newman Catholic School – A Specialist Science College	Luton
Castle View School, Canvey Island	Essex
Catford High School, Catford	Lewisham
Charles Burrell Humanities School, Thetford	Norfolk
Chatham South School, Chatham	Medway
Chelmer Valley High School, Chelmsford	Essex
Childwall School – A Specialist Sports College	Liverpool
Churchdown School, Gloucester	Gloucestershire
Claremont High School, Kenton	Brent
Conyers School, Yarm	Stockton-on-Tees
Coombe Girls' School, New Malden	Kingston upon Thames
Coquet High School, Morpeth	Northumberland
Coundon Court School and Community College	Coventry
Cox Green School, Maidenhead	Windsor and Maidenhead
Dartford Grammar School, Dartford	Kent
Darton High School, Darton	Barnsley
Denbigh High School	Luton
Fazakerley High School	Liverpool
Freman College, Buntingford	Hertfordshire

Hailsham Community College, Hailsham	East Sussex
Harris School, Rugby	Warwickshire
Harrytown Catholic High School	Stockport
Hebburn Comprehensive School, Hebburn	South Tyneside
Holy Trinity CofE Secondary School, Crawley	West Sussex
Huish Episcopi School, Langport	Somerset
Ivanhoe College, Ashby-de-la-Zouch	Leicestershire
The Littlehampton Academy, Littlehampton	West Sussex
Longford Community School, Feltham	Hounslow
Lowton High School – A Specialist Sports College, Warrington	Wigan
Mascalls School, Tonbridge	Kent
Meols Cop High School, Southport	Sefton
Mill Hill County High School, Mill Hill	Barnet
Monkwearmouth School	Sunderland
Moorside High School, Swinton	Salford
Morley High School, Morley	Leeds
Murray Park Community School	Derby
Netherthorpe School, Chesterfield	Derbyshire
Newlands Girls' School, Maidenhead	Windsor and Maidenhead
Newmarket College, Newmarket	Suffolk
Northampton School for Boys, Northampton	Northamptonshire
Orton Longueville School	Peterborough
Pate's Grammar School, Cheltenham	Gloucestershire
Penketh High School	Warrington
Philips High School, Whitefield	Bury
Plant Hill Arts College	Manchester
Queen's Park High School, Chester	Cheshire West and Chester
Ripon College, Ripon	North Yorkshire
Royal Alexandra and Albert School, Reigate	Surrey
Saltley School and Specialist Science College	Birmingham
Samuel Ward Arts and Technology College	Suffolk
Sarah Bonnell School, London	Newham
Smestow School	Wolverhampton
Sowerby Bridge High School	Calderdale

SS John Fisher and Thomas More Roman Catholic High School, Colne	Lancashire
St Andrew's CofE VA High School	Croydon
St Antony's Catholic College, Urmston	Trafford
St Augustine of Canterbury RC High Specialist Humanities School	Oldham
St Mary's Catholic College, Wallasey	Wirral
St Michael's Church of England Voluntary Aided Middle School, Colehill	Dorset
St Peter and St Paul, Lincoln's Catholic High School	Lincolnshire
St Peter's Church of England Aided School, Exeter	Devon
St Thomas à Becket Catholic College Specialist status in Humanities	Wakefield
St Thomas More RC College Specialising in Mathematics, Computing and Applied Learning, Denton	Tameside
Swadelands School, Maidstone	Kent
The Bromfords School, Wickford	Essex
The Grange School, Christchurch	Dorset
The Hertfordshire and Essex High School and Science College	Hertfordshire
The Netherhall School	Cambridgeshire
The Phoenix School, Telford	Telford and Wrekin
The Sele School	Hertfordshire
The Snaith School, Goole	East Riding of Yorkshire
The St Guthlac School, Peterborough	Lincolnshire
The Sutherland Business and Enterprise College	Telford and Wrekin
The Thomas Aveling School, Rochester	Medway
The West Somerset Community College, Minehead	Somerset
Uplands Community Middle School, Sudbury	Suffolk
Wallasey School	Wirral
Wolstanton High School, Newcastle Under Lyme	Staffordshire
Wrenn School, Wellingborough	Northamptonshire
Wyebridge Sports College	Herefordshire
Yarborough School	Lincolnshire

Primary schools	Local authority
Cheadle Catholic Junior School, Cheadle	Stockport
Crumpsall Lane Primary School	Manchester
English Martyrs' RC Primary School, Urmston	Trafford
Glebe Junior School, Alfreton	Derbyshire
Green Oaks Primary School	Northamptonshire
Highfield Junior School	Bromley
John Donne Primary School	Southwark
Mellor Primary School	Stockport
Mill View Primary School, Chester	Cheshire West and Chester
Moorgate Primary School	Bolton
Our Lady and St Joseph's Catholic Primary School	Rotherham
Sandiway Primary School, Northwich	Cheshire West and Chester
Sheringdale Primary School, Southfields	Wandsworth
St Hugh of Lincoln RC Primary School, Stretford	Trafford
St Mary Magdalen's Catholic Primary School	Lewisham
St Michael's CofE Primary School, Howe Bridge	Wigan
St Peter's Catholic Primary School, Billericay	Essex
St Peter's Catholic Primary School	Barking and Dagenham
St Vincent's Roman Catholic Voluntary Aided Lower School	Bedfordshire
Tetney Primary School, Grimsby	Lincolnshire
The Leys Primary School, Dagenham	Barking and Dagenham
Ursuline Catholic Primary School, Liverpool	Sefton
Whitehall Primary School	Leicester
Whitehill Primary School	Stockport

Special schools	Local authority
Ashley School, Widnes	Halton
Hillside Special School, Sudbury	Suffolk

Pupil referral unit	Local authority
The Pendlebury Centre	Stockport

Further education colleges	
Bridge College	Stockport
Milton Keynes College	Milton Keynes
Oxford and Cherwell Valley College	Oxford

Work-based learning provider	
Nova Training	Wolverhampton

Citizenship established?