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Towards consensus?

Citizenship in secondary schools

**Better
education
and care**

Significant progress has been made in implementing National Curriculum citizenship in many secondary schools. However, there is not yet a strong consensus about the aims of citizenship education or about how to incorporate it into the curriculum. In a quarter of schools surveyed, provision is still inadequate, reflecting weak leadership and lack of specialist teaching.

Of particular interest to:

Schools, parents, the Department for Education and Skills and local authorities.

Age group
Secondary

Published
September 2006

Reference no.
HMI 2666

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Document reference number: HMI 2666

Website: www.ofsted.gov.uk

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Executive summary

This report draws on evidence from both whole-school inspections and focused subject inspections and reflects on the period since citizenship was introduced into the secondary school National Curriculum in 2002.

The report begins with first principles. What were the reasons for introducing citizenship? Was it intended to produce compliant young people or to educate them to be critical and active citizens? How effective has the first National Curriculum for citizenship been in supporting citizenship development in schools and why has it been misinterpreted in some respects? What is the role of school councils in moving closer to the notion of the democratic school?

Schools have responded to the requirement to teach citizenship in very different ways. Some, a minority, have embraced it with enthusiasm and have worked hard to establish it as a significant part of their curriculum. Others, also a minority, have done very little. Sometimes this is because the nature or scale of what is intended has been misunderstood. In other cases it is because schools have believed, mistakenly, that they are 'doing it already', as manifested in their ethos and the good disposition of their pupils. In a small number of schools there is no will to change because of other priorities, resistance to the idea of citizenship education, or an expectation that it will go away. In between these extremes are the majority of schools that have significant elements of citizenship in place, but have not yet established a complete programme.

Schools have developed various ways of including citizenship in the curriculum: as a separate subject; within personal, social and health education (PSHE); as citizenship across the curriculum; and through days when the normal timetable is suspended.

Most teachers of citizenship are 'non-specialists'; many work far from their normal comfort zone both in subject knowledge and teaching approaches, especially with regard to controversial and topical issues. Good citizenship teachers use a range of methods to ensure that pupils gain the knowledge and understanding they need to become involved in discussion and debate or to take action in the school or community. If the teaching is perceived by pupils as dull or irrelevant, then citizenship lessons can be counter-productive.

As yet, many teachers are unclear about the standards they should expect in citizenship. Even so, they are slowly beginning to develop an understanding of what pupils should know and the skills they should demonstrate in enquiring, communicating and taking responsible action. Currently standards are better in discussion than in writing, with the exception of pupils on GCSE courses. Good standards are now found in some aspects of citizenship in the secondary school National Curriculum and post-16 programmes, but these are usually narrowly based, reflecting the still fragmentary nature of the curriculum pupils receive.

The issues raised in this report and others come at a time when the Key Stage 3 curriculum is under revision and consideration is being given to further accreditation at Key Stage 4 and post-16. In concluding, the report considers the implications for new curricula, for inspection and for schools.

As well as drawing on Ofsted's evidence, this report contains 'guest commentaries' invited by Ofsted to illuminate an issue, offer a viewpoint or provide a first hand example. While they are intended to contribute to the discussion or provide a relevant perspective, they do not represent Ofsted's views.

Key findings

- ❑ In schools that have taken citizenship seriously it now has a significant place in the curriculum as well as the broader life of the school.
- ❑ There is good support available for citizenship and improved opportunities for training, and there is now much good practice that can be shared.
- ❑ The post-16 citizenship programme has been successful in showing what can be done in schools, colleges, youth centres and work-based training and these examples now need to be shared more widely.
- ❑ The intentions for citizenship education remain contested and are sometimes misunderstood; however, the period of implementation has established important principles and fostered good practice which can inform future curricular revision.
- ❑ Aspects of the knowledge and understanding are treated lightly or not at all in some schools; the three strands of the subject and their inter-relationship and some aspects of the programme of study have often been misunderstood.
- ❑ In many schools there is insufficient reference to local, national and international questions of the day and how politicians deal with them.
- ❑ Schools are using a variety of approaches for introducing the subject. The most successful provides a citizenship core taught by specialists. This may be as a subject in its own right or a substantial and distinctive element within an enhanced PSHE and citizenship programme.
- ❑ In around a quarter of the schools surveyed in 2005/06 provision for citizenship was inadequate.
- ❑ Inadequate provision is closely linked to a lack of commitment from senior leaders and weak subject leadership: some schools are unaware of their weaknesses.
- ❑ Citizenship makes particular demands on teachers, some of whom are ill-equipped due to inadequate specialist subject knowledge and lack of training.
- ❑ Standards of achievement in citizenship remain higher in discussion than in writing.

- ❑ Standards tend to be higher in schools that have adopted citizenship GCSE courses.
- ❑ Overall, expectations of achievement in citizenship are not yet commensurate with other subjects and progression is often erratic.

Recommendations

Ofsted recognises the benefits of strong citizenship programmes in schools where young people can flourish because they have opportunities to participate and are listened to. To move towards this position, the following actions are recommended.

Schools and colleges

- Schools and colleges should consider how to develop specialist citizenship teaching, including recruiting specialist trained teachers and developing existing staff.
- Schools should try to take advantage of the DfES funded and certificated training course. Dissemination from such courses should be planned to benefit other staff. Other continuing professional development (CPD) opportunities should also be sought.
- Senior managers should monitor and evaluate teaching and learning in citizenship, using their expectations for other subjects as success criteria. In particular, they should establish the degree to which pupils make progress in knowledge and understanding of citizenship, the quality of enquiry and communication orally and in writing, and the opportunities for and effectiveness of participation.
- As part of the self-evaluation process, schools should consider whether, in line with *Inspection Matters 8*, they are meeting statutory requirements. Citizenship programmes should be evaluated objectively to establish strengths and weaknesses and identify what changes need to be made for provision to be judged adequate or better.
- Post-16 settings should return to first principles in considering the importance of citizenship in their curriculum, drawing on the successful approaches from the post-16 programmes to inform developments in their own institution.

The Department for Education and Skills

- The DfES should consider how to increase the number of places for initial teacher training in citizenship and how to communicate to schools the importance of recruiting citizenship teachers.

The Qualifications and Curriculum Authority (QCA)

- The QCA in its revision of the Key Stage 3 programme of study should consider the implications of this report for providing a coherent, unambiguous and manageable citizenship curriculum.
- With support from Ofsted, the QCA should continue to identify and exemplify the expected standards and, concurrently, support the development of good assessment practice in citizenship.
- At an early stage, QCA should review accredited courses in citizenship and related subjects to share good practice and eliminate any misunderstandings.
- A full course GCSE in citizenship should be offered as early as possible, with a clear progression route to post-16 courses.
- AS and A2 courses should also be made available at the earliest opportunity.

Training providers

- Training providers should consider the potential of association with the DfES sponsored CPD programme, establishing courses and then developing them for larger numbers of teachers.

Introduction

1. This report seeks to identify the gains made since the introduction of citizenship into the secondary school National Curriculum in 2002. It also analyses why the development of citizenship has been slow in some respects and suggests action for change. It recognises the problems associated with the introduction of something different and additional to schools' curricula. The challenge has been to accommodate a new subject with a programme of study that had to be worked out in the detail. This has been done with relatively little expertise in the teaching force, uncertainty about delivery models, pedagogy and standards.
2. In its 2004/05 Annual Report, Ofsted summarised the situation as follows:

In this context, the story of the development of citizenship so far is one of qualified success. It remains the case that it is less well established in the curriculum than other subjects, and less well taught: indeed, some critics have seized on this as a reason for wanting to step back. However, the progress made to date suggests

that the reasons for introducing citizenship are both worthwhile and can be fulfilled, given the time and resources.¹

3. The starting points for schools were the National Curriculum citizenship programmes of study. The argument of this report is that modifications need to be made and will start to emerge as the Key Stage 3 curriculum is reviewed and GCSE courses are evaluated and revised. In particular, confusion over some terminology, ambiguity about how citizenship should be taught and the lack of a robust system for assessment contributed to its uncertain start. But there have been important successes and the foundations for subject development are now in place, with some signs of acceleration as the infrastructure for citizenship improves. However, significant issues remain to be tackled and are discussed in this report.
4. In considering these issues, evidence and case studies from inspections are augmented by expert commentary from policy-makers, school leaders, teachers and students.²

First principles

The purposes of citizenship: compliance or challenge?

5. There is plenty to argue about in citizenship. Why was it introduced, really? Is it about good behaviour or asking awkward questions? Can the ambition of citizenship education be fulfilled? Did the National Curriculum get it right? Why have many schools been slow to develop strong models of provision for citizenship? Is the infrastructure yet in place? What has been Ofsted's role in all of this? This report will discuss these questions.

Guest commentary: Sir Bernard Crick

Putting the politics into citizenship

Yes, adults expect the young to be good citizens; but they won't be if they don't believe that they can be active citizens, able to change things. Yes, we all have our individual rights; but citizenship, from the time of the Greeks and the Romans, has been about using those rights *to work together with others* to achieve a common public objective.

That is the basic idea behind the citizenship curriculum. Consider its three strands: social and moral responsibility, community involvement and political literacy. The last is not the least but the whole point. If

¹ *The Annual Report of Her Majesty's Chief Inspector of Schools 2004/05* (ISBN 0102935459), Ofsted, 2005; available from www.ofsted.gov.uk/publications/annualreport0405/4.2.3.html.

² The 'guest commentaries' were invited by Ofsted. While they are intended to illuminate the discussion or provide a relevant perspective, they do not necessarily represent Ofsted's views.

pupils discuss real political and social issues, they will then want to find out the principles behind them and by what means and through which institutions citizens can seek resolution or mediation of a problem. That is 'political literacy': knowing what you want to do, knowing the means and channels available and having the skills to do it.

This is far removed from approaches taken in the past based on the study of institutions of government and emphasising the importance of 'the rule of law'. But being taught to respect the law without learning how bad laws can be changed and better ones promoted tends to create apathetic subjects rather than active citizens. At the worst, disengagement can lead to acts of delinquent rebellion against a social order that young people feel powerless to influence. Citizenship, by contrast, is about empowerment.

6. The starting point in 1997, when Professor – now Sir – Bernard Crick's advisory group first started its work, was the political determination to confront key issues facing society: disengagement from public life and apathy on the part of young people, confusion of identity and a perceived breakdown in moral values. Since that time, there has been no indication of any weakening of that resolve. The introduction of citizenship programmes in schools has been cited in different contexts, including Prime Minister's question time, and in consideration of proposals to lower the age of voting as a main plank of policy in response to the issues of the day. In a reflective newspaper article, Gordon Brown wrote about:

...renewed debate on issues from the role of parties and electoral reform to voting at 16. Here there is a bigger question, whatever the decision on age: how by better citizenship courses in our schools backed up by our new national youth community service we can address disengagement among the young?³
7. For schools, the seriousness of this intent was nowhere more strongly signalled than in its introduction as a statutory subject, not only in Key Stage 3 but also in Key Stage 4. Other subject communities, including history and geography, had long sought this status, while modern foreign languages and design and technology, at one time statutory, had lost their position in Key Stage 4 to give schools greater curriculum flexibility.
8. There was also a wider, international context as the English education system was not alone in seeking an answer to big questions of the day. Concern was being expressed throughout Europe that schools gave insufficient emphasis to the principles of 'Education for Democratic

³ *Guardian*, 27 February 2006; available from <http://politics.guardian.co.uk/comment/story/0,,1718651,00.html>.

Citizenship' (EDC).⁴ This is about 'citizenship based on the principles and values of human rights, respect of human dignity, pluralism, cultural diversity and the primacy of law'. Many European countries and states, individually and collectively, were working on frameworks to underpin the development of EDC and advice and resources to support development and implementation. In these respects, England was in a position of some advantage because it has the statutory mechanism which can turn an important educational principle into a detailed requirement, backed by an inspectorate to evaluate the outcomes.

9. The timescale for this major innovation was rapid. When the revised National Curriculum was published in 1999 and citizenship was included for the first time, schools were given until September 2002 to prepare to teach it. Although this undoubtedly signalled a determination to take a great step forward, the speed of production of key documents and resources almost inevitably contributed to some of the difficulties that emerged during implementation and an element of mismatch and contradiction between purpose and reality in the classroom.
10. Like other parties, Ofsted had to interpret *Education for citizenship and the teaching of democracy in schools* – hereafter *Education for citizenship* – and subsequently the National Curriculum requirements in the context of the needs and interests of pupils in secondary schools.⁵ However, Ofsted's particular focus has been on citizenship as a statutory subject. This is narrower than, for example, the approach taken by the National Foundation for Educational Research (NFER) in its longitudinal study, which reflects on the broader ambition of *Education for citizenship* in terms of opportunities for the active practice of citizenship in the curriculum, school organisation and culture, and the wider community.⁶
11. The aims of the first National Curriculum in citizenship and their potential for success have been the subject of much debate and will remain contended areas. A theme pursued by critics is that the citizenship curriculum is about compliance, good behaviour and the acceptance of

⁴ www.coe.int/t/dg4/education/edc/.

⁵ *Education for citizenship and the teaching of democracy in schools* (QCA/98/2450), DfEE/QCA, 1998; available from www.dfes.gov.uk/citizenship/linkAttachments/crick_report_19981.pdf; *The National Curriculum handbook for secondary teachers in England* (QCA/99/458), DfEE/QCA, 1999; the National Curriculum website is www.nc.uk.net/.

⁶ E Ireland, D Kerr, J Lopes and J Nelson with E Cleaver, *Active citizenship and young people: opportunities, experiences and challenges in and beyond school – citizenship education longitudinal study: fourth annual report*, DFES/NFER, 2006; available from www.nfer.ac.uk/publications/other-publications/downloadable-reports/active-citizenship-and-young-people-opportunities-experiences-and-challenges-in-and-beyond-school.cfm.

values rather than 'critical democracy' in which they can become engaged as active citizens.⁷

12. In its focus on the intentions of the National Curriculum, Ofsted disagrees with this view and sees much that takes forward the notion of 'critical democracy'. For example, Ofsted's reports have noted good practice in campaigning and challenging – including defending the status quo. When taught correctly the National Curriculum and post-16 citizenship education encourage these elements.
13. At face value, the National Curriculum follows a similar line to the citizenship education taught in many schools a century before.⁸ Common subject matter includes learning about the institutions of central and local government and how they work, elections and voting; and law and justice. The footprint of the twentieth century can be seen in differences of content and approach. In 1900 pupils learned about patriotism, the flag, the armed services and 'our duty towards foreign countries'. The 1999 version of the National Curriculum addresses social division through its focus on diversity, respect for human rights, and conflict resolution. Empire paternalism has given way to relationships with the European Union, Commonwealth and United Nations, and broader issues of global interdependence and sustainable development. Additionally, the National Curriculum includes the significance of the media, which, when linked to the need for topicality, gives due emphasis to the importance of the issues of the day and how we read them.
14. What makes the current National Curriculum very different from what was taught a century before is the inter-relationship of the knowledge and understanding with the other two 'strands' of citizenship: enquiry and communication, and participation and responsible action. It is these active elements that make citizenship new and challenging and so moves the curriculum away from 'compliance' towards 'critical democracy' in a school context. The National Curriculum is explicit about this: in the enquiry and communication strand, pupils should offer their own opinions, discuss and debate, think about and explain views that are not their own; in the participation and responsible strand they should become actively involved in school and community issues.
15. Post-16, citizenship takes 'critical democracy' and active participation a step further. Citizenship ceases to be statutory for students aged over 16,

⁷ See, for example, K Faulks, 'Education for citizenship in England's secondary schools: a critique of current principle and practice', *Journal of Education Policy*, Vol. 21 No. 1, January 2006, endorsing R Leighton, 'The nature of citizenship education provision: an initial study', *Curriculum Journal*, Vol. 15 No. 2, August 2004; and M Watts, 'Citizenship education revisited: policy, participation and problems', *Pedagogy, Culture and Society*, Vol.14 No.1, March 2006.

⁸ The evidence for this is *The citizen reader*, Cassell, 1885, with its original preface by WE Forster, which ran to at least 14 editions and 200,000 copies.

but a pilot programme has been running for four years and criteria have been developed which continue to emphasise active aspects of citizenship. Post-16 citizenship should give young people opportunities to identify, investigate and think critically about citizenship issues, problems or events of concern to them. The actions they might take include 'making a change', challenging an injustice, lobbying representatives, with an emphasis on campaigning, publicising and contributing to policy formulation.

16. *Education for Citizenship* stated that 'preparation for citizenship clearly cannot end at age 16 just as young people begin to have more access to the opportunities, rights and responsibilities of adult citizenship and the world of work'. In this spirit, the post-16 citizenship pilot programme began in 2001 at the request of the then Secretary of State for Education and Employment and in response to Crick's report which recommended that:
- an entitlement to the development of citizenship – of which participation should be a significant component – should be established which would apply to all students and trainees in the first phase of post-compulsory education and training
 - all such young adults should have effective opportunities to participate in activities relevant to the development of their citizenship skills, and to have their achievements recognised.
17. The success of the pilot in supporting critical democracy is well illustrated by the statement from one participant in Oldham in this guest commentary by Bernadette Joslin of the Learning and Skills Network (LSN).

Guest commentary: Bernadette Joslin, Learning and Skills Network

Why post-16 citizenship is important

Post-16 citizenship provides active, creative opportunities for young people to build on their citizenship learning at Key Stages 3 and 4.

As they move to the varied settings and programmes of post-compulsory education and training and approach adult status learners need the flexibility to take a lead in exploring and acting on citizenship issues of direct relevance to them and to review their learning – all as much as possible in real life situations.

This is summed up by the learners themselves, the winners of a recent national post-16 citizenship through music competition, the Oldham Youth Inclusion Project:

'We felt we needed to express our views on the area and how we can improve

it to [be] a better place to live... the competition was like someone finally giving me the opportunity to be noticed and share my views on things.'

Post-16 citizenship activities include representative structures for learners, young people-led campaigns and events, research projects and community involvement. These activities may stand alone or form part of other courses studied – and may or may not lead to a formal citizenship qualification.

Several years on from the recommendations of the second Crick committee, a key challenge remains to establish an entitlement to citizenship activity for all young people post-16 – within learning organisations and at national policy level.

18. Several first principles remain to be tackled in post-16 citizenship. For all that the case has been well made, interest in joining the LSN pilots has always been modest. With Key Stage 4 programmes often fragile, there has been little of substance upon which post-16 planners can build with certainty, so progression in citizenship is unclear.
19. Citizenship in schools and colleges therefore has the potential to contribute to 'critical democracy'. David Bell, Her Majesty's Chief Inspector of Schools (HMCI) from April 2002 until January 2006, recognised and endorsed this:

The introduction of citizenship challenges some assumptions about the status quo because it is intended to empower pupils. The trick is to harness that power in a democratic school where the pupils recognise their ownership and the opportunities presented to them. For some schools, this is a long journey. They need to go back to their aims and values to ask what their education is about. An important part of any answer should be citizenship.⁹

Citizenship: a subject or 'more than a subject'?

20. There is a problem with the term 'citizenship' itself and the many ways in which the term has been interpreted. As Sir Bernard Crick has acknowledged, citizenship concepts are 'contested' and indeed 'citizenship' can carry significantly different meanings. Exponents of citizenship education refer to citizenship as 'a subject but also more than a subject'. The problem in some schools is that they only have the 'more than', with citizenship almost invisible in the curriculum itself. Particularly in the early days of citizenship as a new subject, many headteachers claimed their ethos as a main plank of their citizenship provision. Especially in faith schools, they cited the ethical and moral values of their pupils as evidence

⁹ Hansard Society/Ofsted Lecture, January 2005; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=3821.

of effective provision. In these schools, headteachers may well point to the demeanour of their pupils as good citizens in a general sense, and to all the parts of their school's work that contribute to this; but they have missed the point that National Curriculum citizenship is now a subject that is taught, learned, assessed and practised.

21. Despite the continuing high profile of citizenship education in government and the media, evidence from Ofsted's inspections shows that its development as a National Curriculum subject remains slow. A key finding is that much citizenship education to date has not recognised the need for pupils to become interested in and engaged with the local, national and international questions of the day and how politicians deal with them.
22. Sir Bernard Crick's *Essays on citizenship* (2000) begins with a chapter called 'A subject at last'.¹⁰ This was the aspiration of many individuals and interest groups frustrated by the marginalisation of citizenship as a cross-curricular theme in the 1990s and by its general absence from the curriculum in the decades before. What is meant by a subject in this sense? It seems uncontroversial to suggest that a subject will have a defined body of knowledge, its own specific organising concepts and applied skills; that these can be viewed as an entity recognised by teachers and taught; that progression in learning can be identified and achievement measured.
23. Four years of inspection of National Curriculum citizenship have shown many schools have not viewed it this way, with continuing misunderstanding or dismissal of the National Curriculum on the part of a significant minority of schools where identifiable programmes of citizenship are still not in place.
24. Only rarely is this associated with resistance to the principle of citizenship education in schools: the reasons are more to do with misunderstanding of the specific nature of the programme and the scale or ambition of what was intended. As early as 2002, Ofsted reported on the basis of a small-scale pilot inspection that:

In a few schools there appeared to be some degree of complacency, believing that all of the ingredients were in place ('covered'), but without having given due thought to the depth or quality of coverage. In some of these schools there was an assumption that citizenship is simply a part of personal, social and health education (PSHE): the statutory status of the subject had not been recognised,

¹⁰ B Crick, *Essays on citizenship* (ISBN 0826448216), Continuum, 2000.

nor had the implications of a National Curriculum programme of study been thought through.¹¹

25. Some schools have found it frustrating that Ofsted's citizenship subject inspection programme maintains a tight focus on the National Curriculum and the planned curriculum and what is taught and learned rather than broader interpretations. However, this is not to undervalue the importance of the wider dimension, especially in the context of the Every Child Matters agenda; in whole-school inspections, Ofsted *does* inspect and value the wider context which includes the statutory requirement on schools to encourage pupils' spiritual, moral, social and cultural development (SMSC). While subject inspections will give credit to this wider context, the focus, very much, is on the subject itself.

The three strands of National Curriculum citizenship

26. The National Curriculum handbook begins its citizenship section with a statement on 'The importance of citizenship'.¹² This is taken forward in the programme of study which explains the three strands of citizenship – knowledge and understanding about becoming informed citizens; enquiry and communication; participation and responsible action – and their relationship. This section looks at some of the issues that have emerged as schools have sought to interpret the three strands and find ways of incorporating them into the curriculum.

Knowledge and understanding: some problems of interpretation

27. The first strand of National Curriculum citizenship 'knowledge and understanding about becoming informed citizens' largely speaks for itself. Some of the sub-headings, including legal and human rights, central and local government and the electoral system, are unambiguous and the challenge is to get right the breadth and depth of treatment and the activities to suit.
28. However, others of the sub headings have been problematic and are generally underplayed, with schools often claiming that they are met by their existing provision. This is because they have not given thought to what is meant in the context of National Curriculum citizenship. This section deals with four of the knowledge and understanding sub-headings that have been interpreted narrowly, misinterpreted or ignored, drawing on the views of guest commentators.

¹¹ *Citizenship survey report: preparation for the introduction of citizenship in secondary schools* (HMI 730), Ofsted, 2002; available from

www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=2663.

¹² *The National Curriculum*, DfES/ QCA, 1999; the National Curriculum website is www.nc.uk.net/.

29. 'The diversity of national, regional, religious and ethnic identities in the United Kingdom and the need for mutual respect and understanding' in Key Stage 3 and their origins and implications in Key Stage 4 are only rarely deconstructed to explore in any detail what each of these implies. Although there has been some good work on local diversity, the bigger picture is often absent. Yet this element is at the heart of understanding about Britain and Britishness.¹³ Furthermore, the Key Stage 4 programme requires pupils to be taught about the origins of this diversity. This has been given even greater prominence in recent debate about the contributions of citizenship and history and is likely to take on a higher profile in the future.¹⁴ It is a complex area, and one with fundamental implications for National Curriculum citizenship and the way it is taught. In this guest commentary, Audrey Osler and Hugh Starkey argue a close relationship for diversity, democracy and human rights.

Guest commentary: Professor Audrey Osler, University of Leeds, and Dr Hugh Starkey, University of London Institute of Education

Human rights at the heart of teaching about diversity

A number of the current debates about identity, multiculturalism and 'Britishness' present diversity as a problem to be overcome. We would argue that this is the wrong way of looking at it: we need diversity in order for democracy to work. Diversity should therefore be recognised as an asset, as a public good that contributes towards the strengthening of democracy.

Teachers engaged in teaching sensitive political issues need to establish principles and values to underpin both content selection and pedagogy.

- Citizenship education should seek to encourage understanding and acceptance of the core values, principles and procedures that underpin British democracy. It is these principles rather than a narrowly defined sense of national identity that enable social cohesion. This implies education for *cosmopolitan* citizenship.
- The study of universal human rights and commitment to antiracism are essential to social cohesion and building our democracy. While all who study in Britain should feel that they belong here, many students

¹³ See, for example, A Osler and H Starkey, *Changing citizenship: democracy and inclusion in education* (ISBN 033521181X), Open University Press, 2005 and K Faulks, 'Education for citizenship in England's secondary schools: a critique of current principles and practice', *Journal of Education Policy*, Vol. 21 No. 1, January 2006.

¹⁴ The debate has been reflected widely in the press and through, for example, the Fabian Society 'Future of Britishness' conference with a keynote speech by Gordon Brown MP, www.fabian-society.org.uk/press_office/news_latest_all.asp?pressid=520#.

and teachers identify with other countries as well. Those who feel only a weak sense of national identity may well be active citizens.

If citizenship education focuses on an awareness of barriers to participation on an equal basis rather than on the more obvious manifestations of difference, it can encourage and promote *intercultural dialogue* as a means to extending and enhancing democracy. This can help to avoid communities developing in parallel with no links between them, or with their backs to each other.

30. 'Public services and how they are financed' in Key Stage 3 and 'how the economy functions, including the role of business and financial services' in Key Stage 4 are frequently overlooked and often misunderstood, with references to personal rather than public finance; in general, they do not receive, even remotely, the depth of treatment that they are due in citizenship courses. Here, Dr Andrew Wardlow makes the case for teaching about the economy.

Guest commentary: Dr Andrew Wardlow, Secretary of the Bank of England

Teaching about the economy

Teaching young people about the economy – how it works and how it relates to them – is valuable preparation for adult life.

The economy is a key part of all our daily lives, young and old. It can have a marked impact on the opportunities we have, the uncertainties and risks we face, and our standard of living in general. But the economy is only the sum of our individual activities – at work, at home, in the shops, and even at school. It reflects how we earn, spend and save money. It is important for young people to have some understanding of how all these individual decisions fit together to shape the way the economy as a whole works.

Money is, of course, central to all this. When young people start to spend or save regularly, they need to develop an understanding of the value of money – prices, why prices change, interest rates, exchange rates – and the role of bodies like the Bank of England in keeping the economy on track. They should begin to recognise their role as consumers, the place of businesses and government in the economy, and the way that money flows between them in the form of spending, wages, taxation, saving and borrowing.

I believe that teaching young people about the economy as part of citizenship education will help them to understand a key aspect of the way our society works, how we each contribute, and how it affects our everyday lives.

31. 'The importance of resolving conflict fairly' is an aspect of the Key Stage 3 curriculum that has commonly shifted from a citizenship to a personal development context. Thus, schools have claimed that aspects of PSHE or

circle time on family disputes or lessons about bullying in drama are part of citizenship. But these do not go far enough in terms of understanding general principles applicable at all levels from the personal to the local, national and international. Pupils need to learn about negotiation and compromise, principles and pragmatism, and what happens when no resolution is achieved. Here, Laura Arstall explains what she saw as important in planning a unit of work on conflict resolution.

Guest commentary: Laura Arstall, PGCE trainee at Exeter University¹⁵

The importance of resolving conflict fairly

I developed a scheme of work out of a felt need to tackle this issue, which appears loud and clear on the Key Stage 3 National Curriculum but offers little in the way of direction. I wanted to move from the pupils' own experience and conflict as reported in the media to the study of conflict in a particular place, Sierra Leone.

I was also conscious that:

- contemporary global conflicts are seldom covered in the national curriculum
- thinking on the international level is often harder for students to identify with
- students should be able to relate their personal experiences to conflicts at a higher level
- interdependence is not always an issue that is easy to get across
- the work of non-government organisations (NGOs), the United Nations (UN) and other organisations should be linked in with this area of the curriculum
- contributing to peace is not just for NGOs and peacekeepers. In other words it is a state of mind that people all over the world, be they artists, writers, thinkers, architects, have all taken part in and that we can also be a part of.

32. 'The significance of the media in society' in Key Stage 3 and, to a lesser extent, 'the importance of a free press, and the media's role in society, including the Internet, in providing information and affecting opinion' in Key Stage 4 are often loosely associated with the study of the media in the English curriculum. There, the programme of study includes 'how the nature and purpose of media products influence content and meaning' and, appropriately for English, much time is spent studying areas such as advertising. In contrast, the emphasis in citizenship is about politics,

¹⁵ This introduction and an associated scheme of work appeared in the March 2006 e-newsletter from citizED Project; available from www.citized.info/citizenshipteachereducation.php?menu=newsletter.

lobbying and opinion formation and recognition that the role of the media in the political landscape is crucial. Michael Brunson explains why in this guest commentary.

Guest commentary: Michael Brunson, political journalist¹⁶

Media and citizenship

In 1852, the editor of *The Times*, John Delane, was under attack by the government of the day for his paper's reporting of a political crisis. He hit back with a fierce editorial. 'The first duty of the Press,' Delane thundered, 'is to obtain the earliest and most correct intelligence of events and instantly, by disclosing them, to make them the common property of the nation.' One hundred and fifty years on, that classic definition of journalism should encourage us all, and especially those who teach citizenship, to appreciate that the media play a vital part in the public life of the nation. Journalists can ask the questions and uncover the facts that ordinary men and women cannot discover for themselves.

However, journalists, no less than other citizens, have rights and responsibilities, and they sometimes abuse them. In citizenship education, we provide a road map to help everyone, but especially those in our schools, to untangle the complexities of modern life. Our young citizens need to understand both the bright and the dark sides of journalism – most insidiously, in these modern times, the exaggeration, the failure to provide proper contexts for stories, and the confusion of reporting and editorialising. As another famous editor of what was then the *Manchester Guardian*, C P Scott, said 85 years ago, 'Comment is free, but facts are sacred'.

33. Looking across the 'knowledge and understanding' strand as a whole, in most schools the main elements are treated only once across the key stage. As well as considering the individual elements of this strand, schools need to give more thought to the issue of progression and revisiting content, so that knowledge and understanding are embedded.

Enquiry and communication: skills for citizenship

34. The strand of enquiry and communication is vital to citizenship because it engages the content of the knowledge and understanding strand with topicality through research, discussion and debate. In general, not enough has been made of topical issues to make the study of citizenship directly relevant and to involve pupils in the issues of the day. Discussion is at the heart of citizenship and is often very successful. However, this strand also requires pupils to 'analyse information and its sources' and justify 'orally

¹⁶ Michael Brunson was a member of Professor Crick's advisory group and ITN's political editor. He is currently active in citizenship, including work on the Youth Parliament competition.

and in writing' a personal opinion. In schools where citizenship has been seen as an adjunct of PSHE, the need for a research process often has not been recognised and, in most schools, the written element is lightweight and certainly not comparable with that in other subjects.

35. The material in the Qualifications and Curriculum' Authority's (QCA's) *Assessing citizenship* provides teachers with examples of pupils' written work at three levels.¹⁷ Take, for example, pupils' work on refugees and asylum-seekers. The plan for this series of lessons shows that time is set aside for research and a written response, based on initial exploration of the topic as a whole class. Even the weakest example of a pupil's work takes into account different viewpoints and communicates a view in writing; work of a higher standard demonstrates good understanding of complex issues acquired through the process of research and a written argument that is clear and well supported.
36. Writing is only one of the forms in which communication might be expected, but the basis for work in any medium should be as rigorous, with the capacity to treat material in the depth that it warrants. Over time, pupils should be able to show that they are developing more sophisticated understanding which can be used to make connections and argue a case or develop a proposition. For example, they might develop a portfolio for citizenship which demonstrates the progress they have made in writing, and using information and communications technology (ICT) and other media. It seems reasonable to expect that, once citizenship is well established, the quality of work should be commensurate with that in other subjects.

Participation and responsible action: making citizenship active

37. A problem for teachers from the outset has been in developing pupils' skills of participation and responsible action, especially in fulfilling the requirement to 'negotiate, decide and take part responsibly in both school and community based activities'. As in other places, taken out of the context of citizenship, this seems very open: but its intention when it was introduced into the National Curriculum was specific, and relates very firmly to the notion of 'active citizenship'. In *Education for citizenship* this was expressed as 'learning about and becoming helpfully involved in the life and concerns of their communities, including learning through community involvement and service to the community'.
38. Some schools have argued that, because there is a lot of community-related activity going on in the school, such as charity work, concerts and drama, this is sufficient to meet the requirements of the National

¹⁷ *Assessing citizenship*, QCA, 2006; available from www.qca.org.uk/14653.html.

Curriculum. However, while all these activities are laudable, they do not fulfil directly the intentions of the National Curriculum.

39. Ofsted's advice on this has been unequivocal from the beginning. In its guidance to inspectors, it made allowance for schools which had difficulty in engaging all pupils in work in the community in a literal sense. In a 2003 edition of its inspectors' newsletter Ofsted offered the following explanation:

Evaluating the extent to which the third strand is in place needs careful thought. Typically, some pupils in a school will be involved in a community activity, but organising this sort of activity for all pupils could cause severe logistical problems. Schools' responses to developing participation and responsible action could also include:

- participation in class debate exercising knowledge and understanding about becoming informed citizens, with pupils making responsible suggestions
- written and other class and home work arising from work in citizenship taken to sensible conclusions and containing responsible suggestions
- where appropriate, recommendations, delivered in a responsible way to the management of the school, local authorities and other bodies, on policies and practice (for example, via the school council)
- where appropriate, recommendations, delivered responsibly, to the public at large in school publications and on school internet sites
- drama and other presentations amounting to reflection and conclusions from work undertaken in citizenship.¹⁸

40. This was intended to be pragmatic and helpful for schools because of the logistical problems of participation in the wider community. However, in many schools, teachers have been keen to go even further in their involvement with the wider community. In this guest commentary, Peter Hayes offers an expansive view of the possibilities.

Guest commentary: Peter Hayes, Director, Community Service Volunteers

The importance of community action

Young people learn good citizenship through activities that meet real local needs. National surveys show that pupils in schools value the importance of belonging to communities and the networks and friendships which these provide: they want these communities to be strong and safe and they seek to

¹⁸ Update 43, December 2003; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=3448.

be involved in decision-making which can bring about change and improvement.

The Government wants schools to develop a volunteering ethos and more active forms of citizenship. But success will only come through well-planned and sustained curriculum development through which all pupils experience the study and resolution of real issues and problems.

Involvement in community development helps pupils develop the skills they need to make themselves effective in public life. In turn, support and guidance from third parties can help schools to deal effectively with risk and controversy which could characterise real change.

41. In its guidance to inspectors, *Secondary citizenship 11–16*, Ofsted also included school councils as examples of participation and responsible action.

Many rich activities that could contribute to citizenship education take place outside the formal curriculum. One example is the pupils' school council. However, inspectors must check that there is equal access to the citizenship curriculum. Activities followed only by some pupils cannot meet requirements on citizenship unless suitable alternatives are available to all others. Where all pupils are involved in the school council process in a meaningful way, for example through discussion of issues in tutor groups and the election of representatives, this counts as part of the citizenship curriculum.¹⁹

42. To make a contribution to National Curriculum citizenship, it is important that the council is inclusive, with all pupils or students playing a part, even if they are not members of the council. In the continuous process of preparing for council meetings and reporting back, all pupils can learn the skills associated with citizenship: empathy, formulating persuasive arguments, reflecting, researching and respecting opposing views. To put it simply, a good school council represents education for democratic citizenship in action; a school council that is the preserve of an elite group, or the headteacher's poodle, is a weakness rather than a strength and would be likely to feature in an inspection report only as an aspect requiring improvement. In this guest commentary, two sixth form students explain why their school council is important and successful.

¹⁹ *Inspecting citizenship 11–16 with guidance on self-evaluation* (HMI 719), Ofsted, 2002; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=2920.

Guest commentary: Martin Parlett and Lydia Graves, joint chairpersons of the school council at St Benedict's Catholic High School, Whitehaven

Our school council

A school council, if to be successful and meaningful, must form the vehicle for, and the manifestation of, what is newly termed the 'student voice'. To achieve this at St Benedict's, we realised that the individual articulation must precede the collective voice, and thus ensured that the council involves the entire membership of the school community. Similarly, the council meeting is only a minute component of the entire democratic process. Each tutor group and year group has two formal representatives, which are in consistent communication with both ourselves, school council members and each other. The result of this is an equalitarian system which although methodical, has demonstrated the importance of inclusion and the often delayed nature of change. In recent years the significance of the school council's involvement in previously excluded areas has rapidly increased. With support, the council has gained almost £100,000 in funding for building refurbishment and long awaited toilet facilities and adapted policy in uniform, fundraising, student facilities, healthy eating, behavioural matters, transport and, most recently with encouragement from the head, teaching methods. In all, it is the student flagship of change. It is with this prime importance in school life with which our school council commends its efforts and results.

Our school council has developed to be a creature of diversity and destination, voice and vision, democracy and realism.

Citizenship in the curriculum: making it work

Leadership: towards democratic citizenship?

43. Schools that are fulfilling the ambition for citizenship are generally those which have a clear view of the leadership and management of citizenship. They have developed full programmes and considered the wider implications of current developments for the way a school is run.
44. The following guest commentary is written by the headteacher of a school where citizenship permeates the curriculum, but is also explicit in the values, leadership and management of the whole school.

Guest commentary: Iain Hulland, headteacher, Alder Grange Community and Technology School, Rossendale, Lancashire

When responsible for everything that occurs in our schools, headteachers naturally favour 'benevolent dictatorship' over the devolution of power to the citizens of our school communities. Yet working towards making our school a democratic community made it far stronger.

Our values and aims – which pupils helped define – and the ethos we seek to maintain, focus on the growth of the whole child and reflect Every Child

Matters. Each child's academic and intellectual progress is centrally important, but contributing to this are each child's physical and emotional health and well-being, social, moral, spiritual and cultural development, their creative and aesthetic dimensions and the extent to which we help them prepare for the challenges and opportunities of adult life. We try to translate this into reality systematically.

This involves Year 6 pupils helping design their transition arrangements into Year 7, pupils applying for and being selected and trained as personal mentors, curriculum mentors – offering subject-specific support – prefects, junior sports leaders, pupil receptionists and visitors' guides among many others. Some prefects are library mentors or play leaders. Environment ambassadors lead us in keeping school and grounds tidy. The HOPE scheme sees pupils supporting others with specific personal dilemmas.

Pupils decided the school's name and logo; several lead the student zone on the school website. The school council is involved in decisions regarding uniform, rewards and sanctions. It has a budget and has expanding powers and responsibilities. There are highly valued pupil governors. In our work with the Design Council pupils are playing a key role in redesigning school furniture and remodelling the school building and systems.

Pupils' involvement in governance grows apace. Pupils interview for staff appointments, set questions, conduct interviews and share judgements – with uncanny skill. These are all rich educative experiences and directly contribute to raising attainment. They play a key part in the school self-evaluation systems, including judging teaching and learning.

Where we can, we enable them to demonstrate and celebrate their achievements in this regard. Recently, pupils showcased their work at a NW Student Voice Conference and two sit on the Specialist Schools and Academies Trust NW Student Steering Group.

More than that, if good leadership is about enabling your people to grow, and learning from their pooled wisdom, we lose a huge opportunity and resource by not 'democratising' our school.

45. The importance of having a clear view about the leadership and management of citizenship is also well illustrated by example. In one successful school, the person charged with citizenship development was the assistant headteacher. This is quite rare, but whether the teacher in charge of citizenship is from middle management or a classroom teacher, they need good support from senior managers.
46. In most schools, the person responsible for citizenship is entitled 'coordinator' and there are strengths and weaknesses to this arrangement. On the positive side, 'coordinator' implies that citizenship is multi-faceted

and that the coordinator's role is to draw together and make sense of contributions from subjects and aspects of the work of the school. The downside is that the coordinator is often drawing together what already exists rather than leading the school in a new direction.

47. In the sample of schools inspected in 2005/06, leadership of citizenship was good in around two fifths of schools and inadequate in a quarter. In some of the schools judged inadequate or satisfactory, there were indications of rapid improvement.
48. Good subject leadership was evident in the quality of self-evaluation, building on strengths but identifying and taking steps to remedy weaknesses. Comprehensive schemes of work supported teachers who were non-specialists, and their teaching was monitored to provide support and promote uniformly good quality. In one school, for example, a citizenship core programme was established but, additionally, the subject leader was encouraging the development of planning, resources and staff training across the curriculum. A staff conference involving all teachers was used to review and evaluate provision for citizenship and to update the citizenship handbook. The success of this programme was shown in the good progress made by pupils in both class work and the ambitious projects that they undertook in the community.
49. In the quarter of schools where leadership was inadequate, it was frequently the case that the schools were not aware of weaknesses in the subject. In a small number of the schools inspected, there was no subject leader, or the designated teacher had other priorities. In one school, a head of PSHE with additional responsibility for citizenship was unsympathetic to the new subject and hostile to some aspects, such as assessment. In a few of the other schools inspected, the subject leader had insufficient status to bring about change, for example to win over members of staff resistant to citizenship. A few, too, thought that they were leading the subject well, but mistakenly so as they had not understood what was required. In some cases the inspection was an important moment in the school's realisation of its weaknesses and sparked a new determination to succeed. In such cases, the capacity to improve was good.

The curriculum: core time for citizenship?

50. Introducing a new subject inevitably exposes the practical difficulties of doing so within a curriculum which is already crowded. Despite these difficulties, positive development can be seen in most schools. The growing infrastructure for citizenship, assistance with self-evaluation in the form of the *School self-evaluation tool*, the publication of *Making Sense of Citizenship*, local advice, the work of subject associations, Ofsted's reports

and the proximity of inspection by Ofsted have all contributed towards greater awareness and possibly, too, to a quickening of the tempo.^{20 21}

51. Generally speaking, with notable exceptions, the curriculum is a bastion of vested and generally justifiable interest: heads of subject departments vie for curriculum time and the staff and resources to support subject development, and defend their ground with vigour. This may explain, in some part, the popularity of cross-curricular approaches to citizenship, which can be seen as a form of 'damage limitation'. While it should be acknowledged that citizenship can be taught through other subjects and can be of benefit to them, cross-curricular work in most cases results in an uneasy and often unsuccessful compromise. So, too, does placing some or all of the citizenship curriculum within PSHE without the necessary time and distinctiveness to enable the programme of study to be taught.
52. It therefore takes strong leadership to drive forward significant curricular change. The implications of establishing citizenship as an entity in its own right are profound: it requires time and specified staffing and resources. According to the guidance in the Key Stage 3 Strategy, citizenship should get about 45 minutes per week, 3% of curriculum time. The past four years have shown that where this time is found in bits and pieces, there is little impact. Some core time is necessary, even if it is not up to the recommended figure. But that can only be found for every class, every pupil, as a result of a thorough curriculum review and a reconsideration of the core subjects and options at Key Stage 4. Relatively few schools have gone this far. Some have found time by taking it piecemeal from other subjects, or reconsidering the length or structure of the school day, or reducing tutorial time; many have found some or all of the time by overlaying it in subjects and designating it 'cross-curricular'.
53. In the following example, a school has found ways to create time for citizenship and to support it across the curriculum. In schools where the curriculum for citizenship fulfils its intentions, a good balance has been achieved, with a core programme, some very strongly linked satellites, such as extensive citizenship work in ICT, and the use of devices such as 'suspended timetable' days to promote specific elements, and active citizenship for all pupils in the school and community.

Case study: The curriculum at Royton and Crompton School, Oldham

Royton and Crompton School has the mission statement, 'to help pupils to understand the world in which they live and empower them to take a full

²⁰ *The school self-evaluation tool for citizenship education*, DfES, 2004; available from www.dfes.gov.uk/citizenship/section.cfm?sectionID=1&hierachy=1&articleID=145.

²¹ T Huddlestone and D Kerr, *Making sense of citizenship: a continuing professional development handbook* (ISBN 0340926813), Hodder Murray, 2006.

and active role in the community'. There is a core of citizenship in all years, taught by a team of specialists. The scheme of work provides detail of how topics will be approached in all three strands. For example, in Year 7 pupils have a six week module on Parliament, the work of MPs and elections, which involves research into political parties and culminates in the pupils running their own election campaign.

All pupils in Year 10 are entered for the GCSE short course. This is supplemented with a wider programme that includes collapsed days covering Fair Trade, refugee awareness, and elections and themed citizenship weeks on issues such as gender politics and anti-racism.

All staff in the school understand the statutory nature of citizenship, what is distinct about it and how it interrelates with other areas such as enterprise education and PSHE. There is a commitment from other subjects to contribute to the wider citizenship programme. Pupils are given a powerful voice through the school council and by regular online canvassing of their opinions on a broad range of school matters including the reward system, school environment and teaching and learning issues.

Pupils are involved in peer mentoring and systematic self-assessment. The senior management team believe that encouraging pupils to become more responsible citizens is vital to their achievement and has contributed significantly to rising standards in the school. As one of them said, 'Being a good citizen in the classroom, understanding the world and having a desire to make a contribution to society, now and in the future, encourages children to learn and achieve.'

Citizenship and PSHE: sufficient and distinctive?

54. Despite the very positive example of Royton and Crompton School, relatively few schools have provided time for citizenship as a subject in its own right. The majority of schools in the 2005/06 inspection sample placed a core of citizenship within PSHE, and although in almost half of the schools this was adequate, in others the time allowed was too limited and the distinctions between citizenship and PSHE were unacceptably blurred. Although such a strategy can be the least disruptive in the short term, it can also provide serious obstacles to developing the subject further.
55. Few of these programmes are any better than adequate, simply because insufficient time is available to cover everything in the programme of study and to develop progression. Whether courses are successful also depends a great deal on the nature of a school's PSHE programme. Although PSHE has a statutory core, much is non-statutory, and schools have the autonomy to provide this subject however they wish. This is too

vague an approach for National Curriculum citizenship which is, essentially, prescriptive. Furthermore, while some schools have specialist teachers, many deliver PSHE through form tutors in tutorial time. Ofsted's findings show that form tutors receive insufficient training in teaching PSHE so that combining citizenship with the tutorial programme often has a negative impact on the time given to teaching the subject and the quality of teaching.

56. Another problem is that, because PSHE is largely unassessed in a formal sense, schools undertake far too little assessment of pupils' standards and progress in citizenship and pupils are rarely given opportunities to analyse, reflect, discuss and argue constructively about their understanding of issues.
57. Taking a broad view, PSHE is about the private, individual dimension of pupils' development. The statutory core consists of health education – including sex and relationships education, and drug education – careers education and guidance, and work-related learning. Citizenship, on the other hand is concerned with the wider public dimension, educating pupils about public institutions, power, politics and community – local, national and international – and equipping them to engage effectively as informed citizens.
58. The two subjects therefore do not necessarily sit well together. Yet the differences are often misunderstood and teachers will claim that lessons on friendship and relationships are citizenship because they deal with conflict resolution, without recognising that in the context of citizenship, as shown above, this should include the role of public institutions such as Parliament and the United Nations (UN), non-governmental organisations (NGOs) and pressure groups.
59. However, this does not mean that PSHE and citizenship programmes cannot complement each other. A well considered PSHE/citizenship programme will take into account the different emphases and foci of each subject and broaden pupils' understanding and skills development. For example, a PSHE/citizenship module on drug education might look at the PSHE dimension of how drugs affect the mind and body and why individuals take drugs, and help develop personal and social skills such as coping with peer pressure. Through the citizenship dimension pupils could explore the law relating to drugs and the criminal justice system, drugs and the media, and the global dimension of drug production in developing nations.
60. Most importantly, successful PSHE and citizenship programmes have sufficient time for both aspects to flourish. In some cases, this has been achieved by cutting back some elements of the PSHE programme that evaluation showed to be less effective to create some space for citizenship within the existing time available; but ultimately the requirements of both areas are such that the overall time available needs to be increased.

Cross-curricular citizenship: possibilities and pitfalls

61. Although *Education for Citizenship* recommended the 'separate articulation' of the skills and aptitudes, knowledge and understanding of citizenship, it also recognised the potential for exploiting the 'obvious and advantageous overlaps with elements of both the content and approach of other subjects, most notably history, geography and English'.
62. The advice to audit the curriculum and explore possible links between history and other subjects was taken forward in the QCA's schemes of work and guidance and was recognised in Ofsted's guidance to inspectors (2002).²² There are several good reasons for this. One is that citizenship principles and topical relevance can benefit other subjects: for pupils, it answers the question 'What has this got to do with me?' Second, some subjects provide vital contexts for citizenship understanding. Third, and pragmatically, cross-curricular approaches can help with the problem of 'how to fit it in'.
63. Inspection has shown that nearly all schools claim to provide some of their citizenship across the curriculum. A small number have shown how key departments can make a contribution to citizenship. In thinking about how to tackle citizenship issues, some departments have looked at fundamentals such as how pupils learn, their attitudes, and the opportunities given to them to contribute to lessons; the citizenship content has given their subjects topical relevance. But, in the great majority, citizenship objectives are subsumed, teachers' knowledge of citizenship requirements is inadequate and, consequently, pupils are unaware of what is expected of them or how it relates to other subject provision.
64. History and geography provide obvious examples of the potential benefits of links to citizenship. In history, throughout the programme of study, pupils deal with the development of parliamentary government and the struggle for the vote. Through the study of different periods of British history, they gain an understanding of the development of the United Kingdom, the expansion of British influence and control, and its role in shaping the modern world. But in most schools, history lessons do not link in any depth to government and voting today, and how systems might need to change to meet future needs; neither do they look at Britain today and think about the history behind Britishness at a time of devolution, multiculturalism and European expansion.
65. Equally, geography should be dealing explicitly with aspects of the citizenship programme of study. The statement of the 'importance of geography' in the National Curriculum spells it out: 'Geography can inspire

²² *Inspecting citizenship 11–16 with guidance on self-evaluation* (HMI 719), Ofsted, 2002; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=2920.

pupils to think about their own place in the world, their values, and their rights and responsibilities to other people and the environment.' The graphic which accompanies this in the National Curriculum secondary handbook, a poem about the rainforest, could well have arisen from a citizenship lesson in a geographical context.²³ In the detail, the 'knowledge and understanding of places' requires that pupils should be taught to explore the idea of global citizenship. For all this, inspectors see a lot of geography lessons with obvious potential for citizenship that remains unexploited. Perhaps most important of all, pupils are taught the knowledge and understanding without being given the opportunity to ask the question, 'So what can we do about this?'

66. Schools have also sought to teach aspects of citizenship through religious education (RE). In Key Stage 4, all three examination boards have linked GCSE specifications to citizenship and one offers a full RE GCSE which claims to tackle 'the majority of issues' in Key Stage 4 citizenship.²⁴ As with other subjects, there are benefits to this approach, and it can be a way of developing a full rather than a short course. However, the specifications are unlikely to be sufficient in themselves. At the heart of the matter is whether citizenship issues are explicit and are political in nature rather than just religious or ethical. Whether the springboard of RE actually deals with citizenship issues depends very much on the objectives of lessons and the thrust of the teaching, and these sometimes miss the point; coursework and examination questions that do not have citizenship objectives are, simply, not citizenship. Finally, there is the issue of whether coverage is complete and the three strands properly considered.
67. Many schools use ICT well in citizenship, but only a few have gone further and teach some citizenship content through ICT. This might be for a unit of work on an area to which ICT particularly lends itself, such as media, or as a tool for enquiry and communication across a range of possible topics. One school that has taught citizenship through ICT is John Cabot City Technology College in Bristol.

Case Study: John Cabot City Technology College, Bristol

Citizenship is part of the Cabot Competence Curriculum in Year 7 and is overlaid on ICT in Year 8 and Year 9, and badged as e-citizenship. At the time of the Ofsted inspection, the course was not complete but several of the 12 planned modules were in place. These develop both the citizenship and ICT programmes of study and pupils' ICT capability. These units are well constructed, engaging pupils in a range of approaches which, in particular, develop their knowledge and understanding and their skills of enquiry and communication. Additionally, pupils

²³ *The National Curriculum handbook for secondary teachers in England* (QCA/99/458), pp.154–5, DfES/QCA, 1999; the National Curriculum website is www.nc.uk.net/.

²⁴ Edexcel GCSE in Religious Studies Specification A; available from www.edexcel.org.uk/VirtualContent/71814.pdf.

have opportunities for participation in a range of ways. One of these is the link with a school in a South African township. Another is the development of a human rights website for Hansard. All pupils are taking part in a website design for a Design Centre competition with a citizenship theme of pupil voice. One of these had provision for pupils to vote online on issues of concern to them. Some other aspects of participation, including tangible citizenship activity such as meeting the MP and involvement in Make Poverty History, were located in the PSHE programme.

The headteacher described the programme as a hub of the curriculum. He pointed out the mutual benefits of citizenship and ICT, the one providing the substance to the course, the other enlivening the approach. The programme is taught by a team of six; they have been led and guided very effectively. The benefits were seen in a lesson where pupils worked on the importance of voting. After an interesting starter, pupils addressed online questions and activities, linked to sites where they could research their responses. The lesson was summed up with a plenary in which the teacher extended pupils' thinking with reference to the questions on the weblog on issues such as animal rights, with pupils adding their own responses. The teacher was active in supporting pupils throughout the lesson, discussing both citizenship and ICT.

68. Outside humanities subjects, English and drama, the best links to citizenship have been seen in dealing with ethical aspects of science, and there have been touchstones in most other subjects.
69. However, in schools that provided inspectors with a range of evidence from across the curriculum, most was tangential to citizenship purposes. A look at the audit showed why; planning for citizenship was based on misunderstanding that reflects back to the issues raised in the 'first principles' above. With the exception of occasional good examples, Ofsted's evidence, therefore, is that it is very hard to make cross-curricular provision work effectively. Additionally, while it is very worthy in principle and attractive in terms of minimal disruption to the status quo, it is also the hardest to put into practice. Only a few schools, paying great attention to detail, have created a full and coherent programme which pupils can recognise as an entity.
70. But, as with the example of John Cabot CTC, it can be done. For example, in one school, all departments considered the content and standards of citizenship that could relate to their own programmes and incorporated them into their schemes of work. Subject examples included geography which re-worked schemes of work to make them topic-based, linked to current affairs and involving elements of research and campaigning. As well as planning such units, teachers found the opportunity to investigate issues as they arose. In this school, pupils' work in citizenship was recorded using an ICT assessment management package. This logged pupils' experience both in elements of the knowledge and understanding

and in participating in the various elements of the programme. This was also analysed to find gaps in provision which the school dealt with through whole-school citizenship days. The tracking system was being developed further to include levels of attainment and progression in citizenship. The programme was sufficiently coherent to enable pupils to build on their previous knowledge and make links between the aspects of citizenship that they studied in different subjects.

71. A minority of schools have approached citizenship through other means, including the use of days when their timetable is suspended. Such days can be very difficult to arrange and are likely to involve a high level of non-specialist teaching as they are taken forward predominantly by class tutors. In one school, where such days were used to provide a core programme, the citizenship coordinator attempted to support tutors by producing booklets which demonstrated progression through Years 7–11. More often, suspended timetable days are for augmenting the curriculum and, in this role, they offer tremendous potential for activities that would be difficult or impossible in the normal timetable, as the following example shows:

Case study: a suspended timetable day at Waddesdon School, Aylesbury

The school used 'master class' weeks where the timetable was suspended to develop citizenship in Key Stage 4 and post-16. The aim was to develop students' understanding of political and ethical issues with an international perspective.

All Year 10 pupils participated in a Model United Nations General Assembly (MUNGA) to explore how the UN works and issues facing the international community such as HIV, refugees, child labour and terrorism, looking at the perspectives of several different countries. Preparation for the one day activity took place in a series of well planned lessons. Students worked within groups using ICT to research specific problems, with guidance from staff. They then prepared to participate in the debate as representatives from specific countries. The activity followed UN procedures, with students taking responsibility and presenting their views orally to other 'delegates'. Vote bargaining resulted in certain resolutions being accepted. Voting was electronic and the whole activity was recorded by a press team of students using a digital camera and digital editing facilities to produce a DVD with music provided by a school band. The quality of debate was high and students developed a very good understanding of the UN and its work through this activity.

Post-16 citizenship education: the national pilot programme

72. The national post-16 pilot programme involved about 120 schools, sixth forms, colleges, youth services and work-based training settings which accepted government funding to support the development of new citizenship programmes.²⁵
73. A wide range of approaches was adopted by the different providers. In sixth forms, the most successful programmes had a core of citizenship; there was a representative body with status and influence; and substantial extra-curricular and enrichment activities were offered and taken up by significant numbers of young people. Two distinctly different approaches to citizenship were taken by the sixth form colleges, with some providing a programme for all students and others targeting much smaller, specific groups.
74. Several schools and colleges in the pilot placed a core of citizenship within their tutorial programmes, often supplemented with additional time for activities and events such as an equal opportunities conference, youth parliament elections, and visits. Usually citizenship would form one or more modules of a broader course on a theme such as political literacy. Some schools and colleges emphasised active citizenship, for example, time within the curriculum for all students to undertake a 'leadership challenge', usually in the form of fund-raising or voluntary work with the onus on the student, supported by a mentor. In a minority of the schools and colleges, citizenship was offered with accreditation, usually for particular cohorts of students, although in some cases for all, as part of a broader general studies course. Some of the best projects gave students some say in what they studied and offered the possibility of community action. In youth services and work-based learning projects, citizenship usually took the form of enrichment activities, offering young people the chance to discuss current issues, to research information to justify a position or point of view and to listen respectfully to the opinions of others. In the main, sessions achieved a good balance between informality, fun and learning.
75. Some key lessons were learned from the pilot about the need to provide a coherent experience for the whole cohort. As with pre-16 citizenship, there were also some problems of definition and cases where projects did not meet the QCA objectives. Usually, these issues were associated with lack of staff training.

²⁵ *An evaluation of the post-16 citizenship pilot 2004/05: a report from Ofsted and the Adult Learning Inspectorate* (HMI 2440), Ofsted, 2005; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=4052.

Teaching and learning citizenship

Citizenship teachers: specialists, enthusiasts and sceptics

76. When Ofsted published a recent report on citizenship, the press headline was 'Citizenship is the worst taught subject'.²⁶ This was eye-catching but hardly surprising. Most teachers of citizenship were non-specialists, teaching citizenship in addition to their main subject or subjects. They were planning and teaching citizenship at a time when there were few examples of good practice. Even now, most of the citizenship teaching inspectors see is by the untrained teacher. Moreover, there is no guarantee that the person responsible for the subject in a school is a specialist.
77. Generally, teachers' subject knowledge is insecure, particularly where citizenship is taught through other subjects; but teachers of 'core' citizenship, especially class tutors, also have insufficient training and, in a small number of the schools, insufficient commitment to do the job well. In the majority of the schools inspected, citizenship teachers are primarily PSHE specialists. Some of these have adapted well to citizenship, but others do not appreciate sufficiently the differences between citizenship and PSHE. In those schools where most teachers are involved in their capacity as form tutors, the quality of teaching is also influenced by the very different attitudes towards the subject held by staff, including some unhealthy scepticism.
78. By 'specialists' in citizenship, it seems reasonable to suggest that we mean enthusiasts who have sought to equip themselves with in-depth understanding of citizenship subject knowledge and pedagogy, and those who have had specific and extensive training, including newly qualified teachers (NQTs) who came through specialist Post-graduate Certificate in Education (PGCE) citizenship courses.
79. Initial teacher training for citizenship teachers was introduced in September 2001. The employment of the first qualified specialist citizenship teachers coincided with the introduction of the new National Curriculum requirements. Training institutions recruit trainees of high calibre with a considerable range of life experiences and skills. Whilst training to become teachers of citizenship, many trainees have made a significant contribution to the planning and implementation of the subject in their placement schools. As shown by this guest commentary, schools have been prompted to review their approach to citizenship in the light of their work with trainees.

²⁶ *Citizenship in secondary schools* (HMI 2335), Ofsted, 2005; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=3822.

Guest commentary: Marcus Bhargava, subject leader, Pimlico School, London**The case for a specialist department**

At first I believed that citizenship could and should be taught through a form tutor system. But although citizenship had a high profile within the school, the quality of teaching and learning was an issue. I had spent time writing detailed support materials and also led briefings in year meetings. Even so, many teachers found a number of the topics extremely difficult to teach. Even when form tutors did have good subject knowledge, they often lacked the skills to develop effective learning activities. Behaviour was also an issue, as many students saw these lessons as less important.

From 2002, I began to take PGCE citizenship trainees. The training teachers brought enthusiasm for the subject and a fresh approach to utilising and creating resources, developing unique learning activities and having a clearer idea about how to plan for progression amongst their students. Where the training teachers were particularly strong, they were able to completely change the perception of particular classes about citizenship and developed a depth of knowledge and understanding that simply wasn't achieved by non-specialists.

The trainees showed me what could be achieved if we were able to have a specialist department and were able to recruit two enthusiastic and energetic NQTs. I have been extremely pleased with the progress which we have been able to make. The attitude and approach of students to the subject has, overall, been extremely positive and the quality of work has improved. From September 2005, all students in Year 10 have been following the GCSE and will take the exam in the summer of 2007.

80. Ofsted has written two general reports on initial teacher training courses provided for citizenship specialists in 2004 and 2005. The characteristics of teaching were described as follows:

ITT trainees expect and demand a high level of participation from all pupils and plan lessons to ensure a lively pace. They use methods to promote active and independent learning and encourage collaborative work... They make good use of prioritising activities, card sorts, quizzes, spider diagrams, citizenship games and design activities; many trainees use approaches that are innovative. They have also developed good questioning skills, often asking open-ended questions designed to provoke thought and debate. Trainees use stimulating and engaging materials and do not shy away from difficult or contentious topics, such as asylum-seekers or the ethics of the war in Iraq. Starters and plenaries are used to good effect.

They use information and communication technology (ICT) regularly both for personal recording and in their teaching.²⁷

81. The majority of newly or recently qualified teachers of citizenship are employed teaching either citizenship or citizenship with another subject. They often make a valuable contribution to the corporate life of their schools by involving them in work within the community and engaging pupils in democratic processes, as well as accepting responsibility for helping to develop citizenship as a curriculum subject and improve teaching. As yet, however, the numbers on these courses are relatively small and they are unevenly distributed around the country.
82. With regard to CPD for teachers, *Education for citizenship* recommended that 'sufficient good quality training is made available to enable teachers to be confident in teaching to achieve the learning outcomes for citizenship, and in particular the knowledge and understanding component. There may be a need for specific training for those who will teach citizenship in secondary schools.'²⁸
83. Most of the training involved in the early stages of development involved single-day courses and twilight sessions. Although many of these provided a good introduction, they did not have the capacity to deal with the essentials and in some cases were misleading rather than illuminating.
84. In 2004/05, four CPD pilot courses were offered, leading to accreditation in the form of a DfES certificate in citizenship teaching, with the same status as the PSHE certificate, and worth about 30 credit accumulation transfer points towards a higher education qualification. Ofsted recommended a large scale roll-out with an ultimate target of a specialist citizenship teacher in every secondary school.²⁹
85. Other important lessons were also learned from the pilots about training needs. First, for all the interest and general teaching skills of participants, nothing could be taken for granted about their subject knowledge, and especially their understanding of the underpinning theory and principles of citizenship. This might be, for example, their understanding of human rights education or, more pragmatically, of the National Curriculum for citizenship. The successful courses dealt with such issues in taught sessions or through written assignments. Ofsted concluded:

²⁷ *Initial teacher training for teachers of citizenship, 2004/05* (HMI 2486), Ofsted, 2005; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=4051.

²⁸ *Education for citizenship and the teaching of democracy in schools* (QCA/98/2450), QCA, 1998; available from www.dfes.gov.uk/citizenship/linkAttachments/crick_report_19981.pdf.

²⁹ On the basis of DfES funding, 17 higher education providers and their partners will be offering accredited courses in citizenship, starting in the autumn term of 2006.

- Courses were more successful when their taught sessions gave due attention to fundamentals of citizenship subject knowledge and individual programmes were based on well informed needs' analysis.
- Courses benefited to different degrees from links with partners including local authorities and non-governmental organisations. In the most successful courses, local support for individuals was part of the planned programme.
- Courses that had the greatest impact on schools involved headteachers from the outset and gained their endorsement for individual implementation or action plans; where this support was lacking, there was little impact.

The quality of teaching: learning by doing

86. Despite the high degree of non-specialism, many teachers of citizenship are, nevertheless, effective. Of the lessons seen in Ofsted's 2005/06 sample of schools, in about seven lessons in 10 the teaching was judged to be good; it was unsatisfactory in below one in 20. But relatively few lessons were given a top grade: often, this was because the lessons lacked elements that made them distinctively citizenship lessons.
87. Very good teaching promotes good learning and high achievement. Well matched provision and high expectations go a long way towards success. For example, a lesson with lower attaining pupils, on the subject of the European Union, demonstrated what was possible when interesting and varied activities are used, drawing well on pupils' existing knowledge to help to build understanding and vocabulary. This gave pupils the confidence to get to grips with the more complex ideas involved so that they could offer an informed opinion about Britain in Europe.
88. In citizenship, it is important that pupils talk and are listened to, but that this talk is based on information and critical thinking, not ignorance or prejudice. Some teachers are effective in preparing for formal debate. A good example was a series of lessons on whether there should be compulsory ID cards, much debated in the press at the time of the inspection. Successful outcomes were seen in the way pupils prepared, including homework, and the very high levels of motivation, indeed excitement, about the activity. Although the pupils generally found it hard to maintain their concentration on the activity, the formal rules agreed for the debate set the right tone. The emphasis in the teaching and the group work was on the persuasiveness of argument, and pupils concentrated hard on evaluating the efforts of their peers.
89. In judging that this was a good lesson, the inspector noted all these positive features, including the fact that all pupils took part. However, the teaching was not outstanding because of limitations in the teacher's subject knowledge, associated with the sometimes shallow arguments used by pupils.

90. Citizenship often strays into areas where a little knowledge can be a dangerous thing. It is characteristic of very good teaching that the teacher's subject knowledge is secure and thus supports the treatment of controversial issues. In an example of good teaching, in a mainly white school, a class looked at changes to British culture over the last 50 years, contrasting the language used and visual images of pre-Second World War Britain with today. Work on immigration and its causes was well informed. Pupils were interested and engaged fully in discussion in carefully planned mixed ability groups so that all had the chance to offer their views and listen to those of others outside their normal friendship group. Drawing this together, the class discussion focused on what we mean by 'Britishness', looking at the diversity of achievement of people today, including black role models, and the diversity of religion.
91. Some teachers are adept at using role play to encourage pupils to consider their own and others' viewpoints. As shown in this guest commentary, it is an aspect of teaching that some trainees are well practised in.

Guest commentary: Stephen Fairbrass, citizenship PGCE course leader, Bradford College

Using role play in citizenship

Well designed role play is a particularly powerful tool in citizenship education. It can ensure that every viewpoint in debates about complex controversial issues is considered. Careful allocation of players to roles can ensure that pupils are obliged to express opinions that are not their own, and can help to develop skills of empathy. A single role play can encompass local and global, as well as political, legal, economic, social and moral dimensions of a debate. Role play can encourage thinking about the ways to resolve conflicts, and how individuals and groups can act to bring about change. Role play can be either a stimulus to exploration of a topic, or the culmination of a period of research.

At Bradford College trainees gain experience of working, both in college and on placement, with a variety of published role play materials. They begin with highly structured games – perhaps about the global trade in chocolate, and the concept of fair trade – with largely predictable outcomes because the games limit the range of choices that participants can make. These have the advantage of being more easily manageable in the classroom for beginning teachers. They move on to games with a looser structure – perhaps about the local and global social, economic, political and environmental causes and consequences of deforestation – and more complex decision-making, which give greater scope for participants to influence outcomes through their actions. These are harder in terms of classroom management, but more useful in terms of citizenship learning. Eventually all trainees are expected to work in groups to produce, use on placement in schools, and evaluate, their own role plays around topical controversial issues.

92. Dealing with controversy requires adaptability on the part of the teacher in responding to the flow of the lesson, but also a firm touch in dealing with sensitive areas. A lesson that started out with the influential video *Show racism the red card* caused pupils to ask broader questions which the good teacher could not duck. Having engaged the pupils, several related issues emerged through their questions and comments, some informed, some bellicose, on themes of bullying, racism and immigration. The teacher's job in these circumstances is most emphatically not to put words into pupils' mouths. The training handbook *Making sense of citizenship* offers three approaches that teachers might take in such circumstances: 'balanced', 'neutral' or 'committed'.³⁰ In this instance, the teacher took a balanced approach, but ensured that any views offered could be substantiated with facts. Thus, for example, when a pupil said, 'They only come over here to take our jobs', the teacher was able to provide data for the whole class to consider the truth of this statement. Where such evidence was brought to bear, that too came in for scrutiny to enable pupils to judge its reliability. In this way, as stated in the training handbook, the role of the teacher was to 'equip students with the ability to recognise bias themselves'. In the plenary session, for every argument, the pupils offered a counter-statement, which they then weighted in order to make their own judgement.
93. Some teachers are successful in getting important messages across, but through less direct means. For example, a lesson on the theme of pressure groups was greeted without enthusiasm by a Year 11 class, particularly among some boys for whom issues of human rights held little interest, and they said so. Patient, enthusiastic teaching, which listened to the views of pupils and sought their interests, was successful in motivating them to formulate their own enquiries on issues such as animal rights. The availability of radio networked laptops enabled pupils to gain access to relevant websites. With good guidance, pupils developed their skills of enquiry and extended their knowledge base of the work and methods of pressure groups. Through good questioning and teaching the teacher edged the pupils towards developing their views on the basis of information rather than prejudice.
94. Listening to pupils' views is at the heart of citizenship. It is also essential if some of the more formal aspects of the programme of study are to have meaning for them. One of a series of lessons involved the study of the monarchy, the Houses of Lords and Commons, and the work of the executive, including the role of ministers, much in the news at that time. Good resources provided pupils with a baseline of knowledge of the purposes and functioning of these institutions. But what brought the lesson to life was the discussion that used this knowledge and

³⁰ T Huddlestone and D Kerr, *Making sense of citizenship: a continuing professional development handbook* (ISBN 0340926813), Hodder Murray, 2006.

understanding to discuss how government could be improved. Pupils were not short of ideas, including alternatives for head of state and better representation of different groups within the UK. Sometimes the suggestions flowed from an identified local problem, such as how to improve effectiveness in dealing with crime. Well handled by the teacher, the conceptual flow of ideas enabled pupils to see the relevance of government to their daily lives and to approach its working with greater interest.

95. In motivating pupils, informing them and giving citizenship credibility, the choice of resources is crucial. Citizenship has good resources in abundance, but often they are not used, especially where references in schemes of work are applied inflexibly. Good resources and topicality go hand in hand. ICT is the ideal resource to find rich and lively resources on issues of moment. For example, in one good lesson the teacher used DVD clips from cartoon films and extracts from Prime Minister's question time to contrast autocracy and democracy. With this stimulus, groups of pupils worked to produce their own PowerPoint presentation on this theme. In another school, pupils made a very professional video about cleaning up the environment which they presented to the local council and to their peers.
96. The media should be the stock in trade of the citizenship teacher. In one lesson, enthusiastically taught, pupils looked at the advantages and disadvantages of different kinds of media, offering accurate and sometimes sophisticated responses. The lesson then moved up a gear when pupils were given a range of topical and controversial stories and, in the light of the way they were reported, had to say to what degree they agreed with statements about media bias.
97. 'Live' resources in the form of visits and visitors are also important, but the role of the teacher in briefing and intervening can make the difference between success and failure. Lower-attaining pupils in a Year 11 class gained a great deal from a lesson on crime and justice, with a visiting police officer briefed to focus on youth crime such as motoring offences. The officer began with the advantages of practical knowledge and credibility, but what made the lesson successful was the linking of this to the pupils' own stories. Similarly, a lesson in which pupils met local councillors succeeded because both parties were well prepared. The pupils showed sufficient grasp of central and local government to discuss decision-making in public spending, and the councillors knew how to maintain relevance and establish principles from the detail.
98. One way of getting close to the study of government is to have direct contact with an MP or councillor. In this guest commentary, Jan Newton offers a view on what might be expected from an MP.

Guest commentary: Jan Newton, citizenship adviser, DfES**Making the most of your MP**

At the heart of the citizenship programme of study is the requirement for pupils to be taught about 'the work of Parliament in making and changing the law and the importance of playing an active part in the democratic process'. The challenge, of course, is how to make this come alive and help pupils to get a real sense of what MPs can do on the local and national scene.

One way used by many schools to link pupils with the work of MPs is to write individual or joint letters about the issue they are concerned with. This is only worth doing if the issue is properly researched and the letter well put together with conviction and well argued. An MP will then register it and do his or her best to address the issues raised.

Another route used successfully by some schools is to get the answers from the horse's mouth and invite the local MP to answer their questions and listen to their views. Such visits seem to be most effective where they are preceded by sound preparation, probably most helpfully around local issues which pupils have identified. They can then do a presentation for the MP which can be followed up with a discussion and more general questions to the MP.

The Hansard Society runs an excellent MPs in schools project which provides a preparation pack for the school and the MPs, all of whom seem very keen to visit the schools in their constituencies, to discuss what they can do and what, for example, it is more appropriate for pupils to approach local councillors about.³¹

99. A common feature of good lessons is the high level of participation on the part of pupils. To take this forward and fulfil the ambition of the 'participation and responsible action' strand is perhaps the most daunting challenge for citizenship teachers whose focus is on teaching and learning in a more conventional sense: much of the activity planned for in the 'participation' strand happens in the broader life of the school, carrying with it both benefits in the strength of volunteering and costs in the loss of entitlement when not all pupils are involved.
100. Weaker lessons have common characteristics, principally too much talk by the teacher, the direct involvement of only a few pupils in the class who volunteer answers, closed questions and unstimulating resources. For example, a lesson on crime and punishment, which is usually fertile ground, found pupils plodding through worksheets with cloze exercises

³¹ For more information about the Hansard Society project, email citizenship@hansard.lse.ac.uk; a free resource pack is available.

and a wordsearch. Lower attainers made very slow progress because they could not see the point. Higher attainers were bored; little learning took place.

101. Where teachers have gaps in their subject knowledge, this too can weaken a lesson, in particular where the lesson's aims and strategies are uncertain. In a lesson on the law, an unclear worksheet led to confusion, with several pupils wanting attention at the same time so that others were rapidly off task. The teacher allowed the focus of the lesson to drift away to issues of sentencing rather than the more compelling principles and issues that could have been discussed. Similarly, in an introductory lesson on being a good citizen, Year 7 pupils were allowed to get away with group work on the bodily needs of people stranded on a desert island rather than the principles of how decisions that lie at the heart of citizenship would be made.
102. As shown above, there are those lessons where the problem is not drift from the original intention, but misunderstanding in the first place. Thus, in some lessons, inspectors find themselves in a range of subjects including history, geography, drama, English, media studies and science where citizenship was supposedly being taught but the inspectors could not find it. The tension also remains between what is citizenship and what is PSHE. In one lesson on conflict resolution characterised by didactic teaching, the emphasis shifted from political conflict and came to rest very firmly in the world of PSHE on inter-personal conflict.
103. A common factor in the weaker lessons is the teacher's low expectations, reflecting the uncertainty that prevails about the standards required. Generally speaking, higher intellectual quality is seen in discussion than in writing, and it is in this aspect that teachers' planning and the tasks that they set are often disappointing. Very good and lively discussion can be followed by dismal written activities. In one case, a teacher said to the pupils, 'Not too much writing – that puts us off, doesn't it?'

Assessment: could do better

104. Assessment in citizenship is at a very early stage and teachers currently have only a very tentative view of standards and progression in citizenship. Indeed, the whole notion of assessment in citizenship remains controversial. In Ofsted's view, since National Curriculum citizenship is a subject with defined content, assessment is essential to underpin pupils' progression. In practice, as in other subjects, there is a requirement that judgements are made on the standards achieved by pupils and that schools report on the progress made by pupils in citizenship to parents. However, unlike other subjects, citizenship does not have an eight level scale, so steps in learning are less clearly defined.
105. In the detail, there is also a problem in the assessment of different aspects of citizenship achievement. Narrow assessment modes provide

greatest reliability of data, and tend to be focused on the cognitive. Thus, pupils might be tested on their knowledge and understanding through end of unit tests. Such modes of assessment have their place, but in citizenship it is a relatively small place because knowledge and understanding are gained and exercised through enquiry and communication and practised through participation and responsible action, which require different methods.

106. In some schools, too, teachers have tried to go further by including other assessment modes such as group assessment, peer assessment and self-assessment, with an emphasis on process as much as outcome.
107. In tackling these issues, schools that have been more successful have gone for a sensible balance. The assessment of skills and application and participation are continuous and formative, often based on teachers' observation of process, as well as discussion with individuals and groups of pupils about success criteria and how far these have been met. But there is also sufficient emphasis on knowledge and understanding through assignments, the assessment of formal presentations, written tests and examinations, and other evaluations.³²

Standards and achievement in citizenship

High standards and no standards

108. Inspectors judge standards by sampling pupils' work and talking to them, and observing what they achieve in lessons. This provides only a snapshot in a single school but, looking across the full range of schools, there is sufficient evidence to reveal a stark divide. Put bluntly, there are a minority of schools where standards are high; a majority of schools where standards are satisfactory, and there are still schools where standards cannot be judged because citizenship hardly figures in the curriculum at all.
109. Ofsted's 2004/05 report on the subject provided a summary of high standards and good achievement in citizenship. At best, pupils displayed good knowledge and understanding of citizenship issues, skills in enquiry and communication, and evidence of positive outcomes from participation in citizenship activity. In 2005/06 standards and achievement in many of the schools in the sample still fall well short of these expectations. In a small number of schools, pupils had difficulty in providing inspectors with any sort of definition of citizenship or its component parts in the National Curriculum. In one school a pupil told the inspector, 'I only heard citizenship mentioned during the last couple of weeks.' More commonly,

³² *Assessing citizenship*, QCA, 2006 provides guidance on assessment and examples of pupils' work; available from www.qca.org.uk/14653.html. Assessment was the subject of a joint Ofsted/QCA conference in July 2005.

pupils were able to demonstrate their knowledge and understanding of some parts of the curriculum in reasonable depth, but had little or no understanding of others.

110. Yet the standards and achievement of pupils in schools where there was better provision were often impressive. This was particularly the case where the 'knowledge and understanding' strand of citizenship had been well planned, together with opportunities for pupils to investigate information and ideas and communicate their findings effectively.

Understanding key concepts in citizenship

111. On more recent inspections, good examples were seen of pupils coming to terms with citizenship concepts and the tensions inherent in citizenship. Year 7 pupils explored the idea of citizenship, suggesting that it was about doing good, being helpful, being a British citizen, making a citizen's arrest, obeying the law, being well informed, campaigning for change, and providing leadership. On the basis of these ideas, pupils moved towards a definition as 'the part a person plays in their community'. This in turn opened up discussion of what is meant by community, and pupils identified with communities from their football club to their role as a global citizen.
112. As they progress through Key Stage 3 and into Key Stage 4, higher-achieving pupils showed good development of their understanding of specific concepts such as human rights. In one school, a group of Year 9 pupils, including some higher attainers, discussed human rights to establish some sort of definition and then related this to the responsibilities of government and the work of campaigning groups. They understood why, under some circumstances, there are limits on free speech but how in some states reasonable rights to free speech are infringed. They looked at the work of Amnesty International to find out how it campaigns on behalf of people whose human rights have been infringed. Pupils responded to this in different ways: some were despondent about the capacity of individuals to make a difference, whereas others were more optimistic. But all thought that they should be learning about this topic.
113. In another school, pupils in a lower-attaining Year 10 class demonstrated good achievement in understanding why human rights are more of an issue in some countries than others. They carried out research in specific cases, finding out about child labour and child soldiers in Sierra Leone. This was a good starting point, albeit at a level of information and emotion rather than application of principles and the law.
114. A good understanding of citizenship concepts such as human rights ultimately depends on good knowledge so that pupils are able to develop their views on the basis of evidence rather than received opinion. For example, at a time when there was much publicity about immigration,

pupils developed arguments as to whether limits should be put on numbers of immigrants, rehearsing the causes of immigration to justify both sides of the argument. The discussion included explaining the difference between racism and anti-immigration and the contribution of minority groups and migrants to society. In another case where pupils discussed asylum-seekers the lesson included evaluation of pupils' views before and after the debate. There was some shift of attitudes as pupils considered the evidence presented to them in the context of human rights.

Standards and achievement across the three strands of citizenship

115. Knowledge of citizenship isolated from real situations and potential for action can be arid; action in isolation from knowledge is likely to be purposeless. The best achievement in citizenship reflected an interlinking of the three strands of knowledge and understanding, skills in enquiry and communication, and participation and responsible action.
116. In one school, pupils were given several lessons to prepare for and carry out a formal debate on whether there should be compulsory ID cards. After an introduction to the possible lines of argument, pupils' research produced fresh material and they presented their ideas well, relating to the principles at stake. In another school, where citizenship content was being used to prepare for an English GCSE assessment in speaking and listening, pupils began by researching symbols of 'Britishness'. A wide range of visual stimuli promoted good discussion of diversity and commonality and helped pupils to formulate the sorts of arguments that they would deploy in the assessment.
117. Several examples were seen of the use of simulations in decision-making, where pupils achieved well across the three strands. In one case, a school used a day when the timetable was collapsed and pupils considered local issues, including the closure of a local shopping complex. Pupils worked with interest and concentration, using the Internet for research. Lively, well focused discussion prepared pupils to script a radio news report. Decisions on the local bypass were closely tied to an understanding of local democracy, and preparation for the activity included hearing the viewpoints of the mayor and a councillor: Year 8 pupils were well prepared and confidently asked them questions. Pupils then prepared role plays to offer their own differing viewpoints, demonstrating good analytical skills. There was a strong focus on the need to produce written evidence so that arguments were well founded and related to the theme of local democracy. Pupils showed good understanding of environmental issues, and organisational and analytical skills.
118. Knowledge, communication and participation have also been brought together in some schools to develop an understanding of campaigning. For example, Year 10 pupils showed good understanding of discrimination and how the law can protect people from it. Pupils discussed issues in

pairs and developed their understanding of the reasons for discrimination by race, sex and disability and how it could be overcome. They then wrote some effective poems in support of the 'kick it out' campaign. In another school, very high standards were shown by pupils on the school council, campaigning for a change in the school's mobile phones policy. Pupils offered reasoned arguments backed by evidence and references to fundamental principles. Pupils asserted their views strongly, but the discussion was carried out in an atmosphere of respect, showing very good understanding of the link between power and responsibility. The school councillors displayed acute political sense and readiness to act on behalf of the student body, while remaining considerate of the school's staff.

Standards and achievement orally and in writing

119. Broadly, standards in discussion are much higher than in written work. For instance, in a class of lower-attaining Year 11 pupils discussing the subject of poverty in Britain and abroad, pupils with weak oral skills made good progress as they came to terms with issues that were of interest to them. They tried out their views in an atmosphere of mutual respect and attempted to explain and justify their opinions to their peers. In another example, Year 9 pupils were able to discuss the issues around the criminal justice system and weigh protection of society against civil rights. In this discussion, pupils tended to favour the latter and they could give their reasons. However, in both cases, pupils had little to show by way of written work and their knowledge beyond these topics was limited. They had been given little opportunity to research and develop and refine their arguments on paper or using ICT.
120. In the schools inspected where pupils had enduring knowledge and understanding across a range of issues and could demonstrate the progress they had made, they were able to offer good evidence of what they had achieved in written work. In one school, pupils' files contained a range of types of writing from short answers to discursive and, at best, analytical writing on issues such as recycling. A good feature of these files was each pupil's detailed self-evaluation. In another school, the files of Key Stage 4 pupils had reasonable depth of coverage on topics including forms of government, parliament, the economy, and individual rights and responsibilities. There was evidence of pride in the work, which was up to date and marked. In a third school, written work was fluent and well argued, for example on the role of political parties in elections. Good use was made of evidence to support cogent writing with considerable individuality in the work, reflecting the range of information gathered in research.

Progression in citizenship

121. There should also be clear evidence of progression within and between key stages, as pupils' knowledge and skills show greater sophistication and

greater responsibility is taken for participation. For example, in a Year 8 lesson, pupils discussed who can vote and how a government is formed. Pupils had a reasonable grasp of basic political concepts, the roles of central and local government and the decision-making processes involved in allocating taxation for public spending. They also discussed the characteristics necessary for leadership. Pupils recognised that government affects everybody. Year 10 pupils demonstrated very good knowledge of elections, specifically what happens in a general election. The most able could make comparisons between Britain and the USA. Pupils knew about the significance of the secret ballot and Charter 88; they moved on to compare elections to the House of Commons with appointments to the House of Lords.

Characteristics of low standards and weak achievement in citizenship

122. Low standards and weak achievement are often associated with problematic aspects of provision. The lack of substantial written work follows both from the lack of time given to citizenship and from the lack of tasks set by teachers in class or for homework. Often, pupils' written work in citizenship falls well below the standard of their written work in other subjects. This says more about the low expectations of the teacher than it does about the attitudes of pupils.
123. In many lessons signalled by schools as citizenship, standards are low because the element of citizenship is negligible. As discussed already, misunderstandings linger about cross-curricular provision and these are communicated to the pupils, who, as a result, have little understanding of citizenship or its parts. For example, in an English lesson, pupils considered different definitions of charity and debated the competing claims of different charities. In terms of the development of English skills, this was a good lesson. But, in terms of citizenship, there was an undemanding focus on the 'personal' features of being kind and taking moral responsibility rather than the political questions such as why charities exist and how they work.
124. Low standards are also associated with dull, low-level work, particularly the completion of worksheets. This is often the result of teachers' poor subject knowledge. In many schools, lower standards are also associated with gaps, or gulfs, in pupils' knowledge and understanding.

GCSE and citizenship: rising numbers

125. Across all schools, there has been a dramatic rise in the number of pupils taking GCSE short course citizenship to 38,000 in 2005 and 53,607 in 2006.
126. Standards in citizenship generally were higher in schools doing the GCSE than in those that were not. In schools doing the GCSE pupils' progress was more rapid in Key Stage 4 than in Key Stage 3: 52.1% of GCSE

candidates gained grades A–C. Good standards were associated with good teaching and good assessment, linked to examination objectives. Pupils worked in greater depth in GCSE courses, both because of the coursework requirement but also because of regular homework. However, this pattern was not uniform. In some schools, learning was interrupted because citizenship lessons were fortnightly, taught in alternate terms, or even taught in only one or two years of the key stage. There were also some problems of content, mainly associated with coursework, where the subject matter and activities seemed unrelated to citizenship and the degree to which specifications promoted 'active citizenship'. These issues, and the issue of coverage of course content in a half course GCSE, are matters that schools need to consider as alternative full courses come on stream.

127. In this guest commentary, Peter Brett provides insights into the citizenship GCSE.

Guest commentary: Peter Brett, chair of examiners for the AQA GCSE citizenship studies course

High standards in GCSE citizenship studies

One of the defining characteristics of GCSE citizenship studies is the high premium placed upon 'active citizenship' coursework. Participation in real-life, meaningful projects has often proved to be a positive and enjoyable experience for pupils.

Successful projects have often had a distinctively local focus: school-based campaigns to raise awareness of particular issues; the organisation of purposeful, informed charitable fund-raising events; specific projects around environmental issues. A key feature of the success of the project is the extent to which the focus on investigation and action has been chosen by the pupils rather than the teacher.

Managing pupils' active citizenship work effectively has required distinctive teaching skills: the provision of structured choices; helping pupils to understand how projects are developing their citizenship knowledge, skills and understanding; and enabling pupils to evaluate their learning in writing.

The specifications need to be seen as a framework, not a content-led straitjacket. Increasingly, there is evidence that teachers are developing the confidence to take contemporary issues – like the Make Poverty History campaign, media coverage of asylum-seekers or the increasing use of anti-social behaviour orders (ASBOs) – and use these issues to explore the language of citizenship. The best work by pupils in the written examination papers is characterised by a confident sense of argument and advocacy. Effective teachers of citizenship are helping young people grapple with concepts such as power, equality, fairness and democracy through engaging them in issues that they care about.

Post-16 citizenship: 'getting things done'

128. In Ofsted's inspection of the post-16 citizenship pilot projects, the teaching was good in the majority of centres.³³ The best teaching was by confident teachers who had familiarised themselves with the QCA guidelines. Tutors in large-scale tutorial programmes, however, were generally not trained effectively to teach citizenship and they lacked the confidence to tackle important or controversial issues in citizenship.
129. The assessment of learners' progress was the weakest aspect of teaching and of programmes more generally. In the best programmes, assessment was linked closely to the QCA's learning objectives for citizenship and to the activities and programme of study. Most teachers and trainers made little attempt to relate work in citizenship post-16 to learners' previous experience and then to measure improvement. Even where students were taking accredited courses, too little attention was paid to recognising and building upon the knowledge and skills that learners might have acquired during citizenship studies at Key Stage 4.
130. Successful projects benefited from carefully planned introduction and implementation and were characterised by the enthusiasm and commitment of those leading them. Senior managers saw development within citizenship as central to the work and ethos of their institution or company and set a clear direction for the activities that learners would undertake. However, quality assurance was unsatisfactory in two fifths of projects across all settings. A small minority of small-scale projects, while successful in meeting their limited aims, had little impact on other young people in the institution or beyond; they were not transferable or sustainable.
131. Inspection of the pilot projects revealed much high achievement across the range of objectives defined in the QCA's framework for citizenship.³⁴ Young people in different settings and pursuing qualifications at different levels were overwhelmingly positive about their citizenship projects.
132. Young people developed their knowledge and understanding in a wide range of citizenship contexts, ranging from local to global, including government, law, the media and the work of non-governmental citizenship organisations. Although, in some programmes, specialist subject knowledge was developed in particular contexts, often this was narrowly based. Achievement was satisfactory in analysing sources of information and developing skills in identifying bias and drawing conclusions. In the most successful programmes, young people had some part in selecting the

³³ *An evaluation of the post-16 citizenship pilot 2004/05: a report from Ofsted and the Adult Learning Inspectorate* (HMI 2440), Ofsted, 2005; available from

www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=4052.

³⁴ www.qca.org.uk/post16index.html.

issues that they were investigating and a clear understanding of where this would lead. Discussion and debate were often of a good standard.

133. Discussion and gaining an understanding of other's views were of particular significance when dealing with controversial and sensitive issues where young people brought forward ideas acquired at home, from peers or from the media and which may have not been informed by evidence or challenge; for example, those linked to religious beliefs and practices, immigration and asylum, human rights issues and the law.
134. Representative work took different forms, but, in many of the projects, the focus was on developing more effective school, college or youth councils. Successful representative systems involved all young people in the institution with a continuing interaction between, on one hand, the representatives and those who hold them accountable and, on the other, representatives and those in authority, partners and outside agencies with whom the young people negotiate and plan. Examples of active citizenship in the community included 'getting things done' by taking part in presentations, trips and visits, charity events and conferences.
135. In a small minority of cases where achievement was lower, programmes were seen as irrelevant or a distraction and young people said that particular topics, notably the democratic/political units, lacked interest. Sometimes these views were associated with a lack of opportunity to get involved in deciding what they were to learn and little opportunity for debate and discussion.

Ways forward: conclusions and recommendations

136. This report is published at a time when the Key Stage 3 curriculum is under review and modifications are being considered at both Key Stages to incorporate elements of British social and cultural history, so extending the current Key Stage 4 requirement for teaching about the origins of Britain's diversity.
137. In this guest commentary, Liz Craft of the QCA offers a view of the priorities for citizenship development.

Guest Commentary: Liz Craft, adviser with responsibility for citizenship, QCA

The future for citizenship

Over the past year, QCA has been talking with learners, schools, employers, parents, academics and others about what the curriculum should be like in the future. Citizenship is at the heart of this work both as a subject in its own right and in its contribution to subjects across the curriculum.

Citizenship addresses topical and controversial issues, and teaches essential skills and knowledge which are relevant to the lives of young people. It is

also a subject that challenges schools to improve the ways in which they develop and design the curriculum to meet the needs of their pupils and communities.

The curriculum review at Key Stage 3 offers an opportunity to evaluate and re-launch citizenship, moving forward with more focused statutory teaching requirements. The key tenets of the subject – concepts, skills and knowledge – need to be made clearer, as does the distinctive role and contribution of citizenship to the curriculum as a whole. The review aims to inspire creative approaches to designing a curriculum in which the entitlement to learning about and through subjects is assured, whilst curriculum partnerships between different subjects are promoted.

Recent work on assessing pupil progress in citizenship has shown that where teachers and pupils develop a shared understanding about the standards to aim for, real and measurable learning and achievement takes place and pupils are motivated to learn more. QCA will continue to support the development of assessment in Key Stage 3. This together with a robust offer of citizenship qualifications to recognise achievement – at GCSE, A level and through new extended project qualifications – will help to secure the place of citizenship as a credible and sustainable subject that engages and captures the interest of all learners now and in the future.

138. For its part, Ofsted will continue to fulfil its responsibility for inspecting the degree to which schools meet their statutory requirements. Ofsted has also been unequivocal in its support for citizenship development, reporting annually on the basis of whole-school and subject-specific inspections and with speeches on the themes of politics, global citizenship and the community from HMCI. Given the concern that many schools have still not moved far enough to meet statutory requirements, inspectors have now been instructed to ensure that citizenship is in place. In this sense, citizenship is being used as an 'acid test' to ensure that schools are meeting statutory requirements. The following is published in *Inspection Matters* 8, June 2006:

Checking that secondary schools meet statutory requirements for the curriculum: citizenship as a possible case study

One way in which inspectors can check that secondary schools are meeting statutory requirements for the curriculum is by looking briefly at their citizenship programmes.

The majority of secondary schools are aware of most of the requirements for the curriculum. However, there is evidence that many are not yet providing sufficiently for National Curriculum citizenship, usually because they have misunderstood the nature or scale of the programme of study. The following provides inspectors with a brief resumé of the requirements for citizenship.

Citizenship was introduced as a statutory subject in Key Stages 3 and 4 from September 2002. The programme of study sets out specific content and skills and the school should be working towards covering these in the same depth as in other foundation subjects. There are statutory assessment and reporting requirements.

Inspectors can establish whether there is a need to evaluate provision by asking pupils about their experience of citizenship or looking at their written work. If their **knowledge and understanding** are limited or they have little opportunity for **enquiry and communication** and **participation and responsible action**, then further evidence could be sought to see whether a substantial citizenship programme exists.

The following are typical problems that may be identified in this process:

1. The school believes it is educating pupils as good citizens in a general sense, and has not realised the implications of the programme of study.
2. The school has assumed that citizenship should be part of PSHE, but has given it insufficient time, with aspects absent or treated lightly.
3. The school says that citizenship is being taught across the curriculum, but the pupils do not realise this and subject contributions are insubstantial.
4. The school has not understood the inter-relationship of the three strands of the programme of study.
5. There is little written work and standards appear low.
6. Assessment is weak and pupils do not know how well they are doing.

If a school is found to have a reasonable programme in place, there is no reason to pursue the enquiry any further. If inspectors decide that the programme has any of the above problems, it is likely to be mentioned in the curriculum section and possibly as a recommendation.³⁵

139. Citizenship is also explicit in the inspection of the Every Child Matters outcomes. Specifically, inspection criteria for 'Making a positive contribution' use the terminology of National Curriculum citizenship. Schools that do not provide good citizenship courses or opportunities for participation and action, and where pupils are not well represented or listened to, will fall down when inspectors judge the school's outcomes in terms of Every Child Matters.

³⁵ *Inspection Matters* 8, Ofsted, 2006; available from www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=4211.

Notes

This report draws on evidence from section 10 and section 5 school inspections over the period 2002 to 2006. It also draws on recent HMI surveys of citizenship. A third source of evidence is the subject inspection programme for citizenship over the period 2003/05. This comprises visits by HMI to selected secondary schools. In preparing this report, Ofsted invited expert commentary from academics, policy-makers, school leaders, teachers, trainee teachers and students of citizenship.