Taking Post-16 Citizenship Forward: Learning from the Post-16 Citizenship Development Projects

**Rachel Craig, David Kerr, Pauline Wade
and Graham Taylor, NFER**

department for
education and skills
creating opportunity, releasing potential, achieving excellence

Research Report RR604

Taking Post-16 Citizenship Forward: Learning from the Post-16 Citizenship Development Projects

*Rachel Craig, David Kerr, Pauline Wade
and Graham Taylor, NFER*

CONTENTS

EXECUTIVE SUMMARY

Background

This is a summary of findings from the final year report of a three year evaluation of the post-16 citizenship development projects undertaken by the National Foundation for Educational Research (NFER) on behalf of the Department for Education and Skills (DfES). It is based upon qualitative interviews with 67 individuals and 26 groups of young people across 20 case-study organisations from the Round 1 and Round 2 projects, and upon management information (MI) data supplied by the projects. It sets these findings within the context of findings from the first two years of the evaluation. The aims of the evaluation are to:

♦ Assess the extent to which the development projects were progressing in line with their action plans, and working towards their own objectives.

♦ Identify the conditions necessary for the success of post-16 citizenship.

♦ Identify the forms of citizenship provision that appear the most effective.

♦ Examine the apparent impact of involvement in post-16 citizenship on young people's knowledge, understanding and skills.

In this final year of the evaluation, there is a specific focus on the sustainability of the development projects, and issues that need to be addressed in any period of expansion leading to eventual national roll-out of post-16 citizenship entitlement for all young people.

Key findings

The evaluation has provided evidence that the projects have been successful in developing a range of innovative approaches to active citizenship in a range of post-16 education and training settings. There are a number of key factors that appear to underlie the most successful post-16 citizenship provision, including.

♦ A flexible, yet rigorous, framework which recognises that projects are developing citizenship programmes in a wide variety of ways, from taught to more active approaches, according to the specific needs and circumstances of their organisations, staff and young people.

♦ A clear definition of what citizenship means, and what the programme seeks to achieve, tailored to the needs, skills, interests and experiences of young people.

♦ Dedicated and enthusiastic staff with sufficient resources and development opportunities. Senior management support and a supportive cultural ethos within the institution are also important.

♦ An emphasis on combining knowledge, understanding and skills with practical action – what is termed a 'political literacy in action' approach, as opposed to a narrower political knowledge approach.

♦ Involvement and participation of young people in decisions about their learning, and the development of a student voice.

Policy background

Citizenship education has been at the centre of a major debate and review over the past decade. In 1998 the Advisory Group on Education for Citizenship and the Teaching of Democracy in Schools, chaired by Professor (now Sir) Bernard Crick, recommended in its report[1] that citizenship education be developed around three separate but interrelated strands: social and moral responsibility, community involvement and political literacy. Citizenship has since become a statutory component of the National Curriculum at key stages 3 and 4 (students aged 11-16).

In 1999, a separate Advisory Group on Citizenship for 16-19 year olds in Education and Training was established, also chaired by Professor Crick. Its report in 2000[2] recommended that citizenship should become an entitlement for all young people aged 16-19, who should be given effective opportunities to develop their citizenship skills, and suggested that citizenship should be recognised as a key life skill alongside the six key skills already identified. The post-16 recommendations built on the principles embedded within the pre-16 report, whilst recognising the specific context of post-16 education and training, and the need for skills development and 'active citizenship' opportunities.

The development projects

A three year developmental phase of post-16 citizenship started in September 2001, when a first round of pilot projects began exploring ways of delivering citizenship in organisations providing education and training to 16-19 year olds. In September 2002, a new group of pilot projects began a second wave of development. The Round 1 projects consisted of 11 consortia, each with a Consortium-level Project Manager (CLPM) overseeing the development of a range of programmes across partner organisations. The Round 2 projects were organised rather differently, with no CLPM, but a Project Manager within each individual organisation.

According to MI data, 79 organisations were involved in developing post-16 citizenship projects in 2003-4, including school sixth forms (22), sixth form colleges (13), FE colleges (16), Training Providers (14), Youth Services (9) and other organisations (5).

Methodology

The evaluation adopts a largely qualitative methodology, with this third annual report based upon the following research methods:

---

[1] QUALIFICATIONS AND CURRICULUM AUTHORITY (1998). *Education for Citizenship and the Teaching of Democracy in Schools: Final Report of the Advisory Group on Citizenship, 22 September 1998*. London: QCA.

[2] FURTHER EDUCATION FUNDING COUNCIL (2000). *Citizenship for 16-19 Year Olds in Education and Training. Report of the Advisory Group to the Secretary of State for Education and Employment*. Coventry: FEFC.

- In-depth strategic interviews with 11 CLPMs across the 11 Round 1 consortia in the autumn term of 2003, and with nine LSDA consultants across the 10 Round 2 consortia between March and April 2004.
- In-depth interviews with staff and young people across 20 case-study organisations (one per consortium). These included discussions with project managers (20), staff delivering programmes (23), young people (26 groups, involving around 150 young people) and, where relevant, external partners (4). Interviews took place between April and June 2004.
- Analysis of data from the consortia through termly management information (MI) returns to the LSDA, giving details of young people's participation rates, project action plans and progress.

Main findings

Participation

The number of young people participating in post-16 citizenship projects had increased substantially in 2003-2004, compared with the previous year, according to MI data. The reported number of participants across Round 1 projects rose from 5860 to 7760, and across Round 2 projects from 3043 to 4581. There appeared to be a fairly even split between male and female participants, and the majority were classified as white, with Pakistanis and Bangladeshis being the largest ethnic groups among the remaining participants. Three fifths of Round 1 participants were level 3 learners, while in Round 2 projects half were learning at level 3, and a third at level 2.

Management and status of citizenship

From the evidence of the case-studies, the organisational model adopted for Round 2 projects was very successful. While project managers at organisational level handled day to day issues, the Consultants were able to take a more strategic perspective, and to facilitate networking and liaison between partner organisations. Overall, it would seem that the Round 2 model streamlined management structure would be appropriate for a national roll out of post-16 citizenship provision.

There was a high level of senior management support for post-16 citizenship within the case-study organisations, although some felt that this was more in principle than in terms of real time and funding. The following factors were also considered crucial to ensuring that post-16 citizenship had high status:

- A 'champion' to promote the importance of citizenship to staff and young people.

- Genuine enthusiasm on the part of delivery staff, and a desire to work in partnership with young people. This was felt by most interviewees to outweigh the need for specific expertise or knowledge.

- Ring-fenced time for coordinators to plan and organise, and for deliverers to develop their understanding of citizenship and to design interesting programmes. Lack of time remains an issue across many of the projects.

♦ Good opportunities for staff development and training. This is still an underdeveloped area in most organisations, where informal development activities prevail rather than formal training courses.

Definition and understanding of citizenship

Most of the development projects have established a clear understanding of the principles of citizenship, and many have been able to link these to specific learning outcomes for their young people. Consultants felt that understanding was developing particularly in terms of the active, participative element of citizenship. While there was still some concern about covering political literacy, many of the case-study projects provided coverage of all three strands of citizenship, even if project managers were not always aware of the balance they had achieved.

Active citizenship has been achieved across the range of case study organisations, with many young people being given the opportunity to put their citizenship understanding and skills into practice and participate in a community or public context. Young people had derived great satisfaction from their involvement, and most demonstrated some understanding of citizenship education, and active citizenship. However, at this stage in many organisations the most active engagement has been available to a small and highly motivated group who had chosen to become involved in their citizenship programme. Issues still remain about how to extend the same opportunities to larger groups in a range of different organisational settings.

As post-16 citizenship is extended nationally, it will be important to find ways to communicate clearly and concisely what post-16 citizenship means, and how this can be translated into practice in individual organisations. There will be a need for systematic training and development, and for ongoing support and reinforcement once programmes are established.

Integration and linking of citizenship

It was clear from interviews with young people that experiential learning programmes and discrete taught courses were the most popular, and also helped young people to develop the most comprehensive understanding of what citizenship meant. Those with experiential or project-based programmes were often either stand-alone activities, or integrated seamlessly into the wider ethos of the organisation, typically involving small numbers of young people; they were mainly in youth work and training providers, and also some schools. Less positive views and poorer citizenship learning experiences were apparent in some of the tutorial programmes, which were most common in school and college settings.

There was widespread recognition of the importance of developing continuity between pre- and post-16 citizenship, and interest among many of the post-16 organisations in pursuing this, but as yet little progress has been made. Consideration needs to be given to putting systems in place which can help organisations to develop their programmes in partnership. These might include:

♦ The development of local networking groups, involving key citizenship coordinators from a range of organisations.

♦ The provision of baseline data from schools to post-16 providers on students' experiences and understanding of citizenship issues.

♦ Independent guidance on the development of post-16 citizenship programmes, taking into account the baseline of pre-16 activity

♦ An individual or agency to facilitate links between post-16 organisations and schools, to assist with the flow of information, and to offer advice and guidance on developing citizenship across the 14-19 continuum.

The implementation of the Tomlinson proposals for 14-19 education may also help to provide a cohesive framework, at least for a basic core element of citizenship entitlement.

Teaching and learning approaches to citizenship

A variety of teaching, learning and facilitation approaches have been developed across the projects. Case-study evidence suggests that the most successful approaches included the following features:

♦ Negotiation of key issues of interest with the young people.

♦ Development of a critically reflective learning environment, with scope for discussion and debate.

♦ Use of a variety of experiential learning experiences, including project work, drama, role play, art, photography and exhibition work.

♦ Use of varied and interesting resources, ideally related to, or growing out of, current events that have relevance for young people.

♦ Facilitation of activities based on the active involvement of young people rather than the teaching of knowledge, understanding and skills.

♦ Links with the wider community through off site visits, the use of external speakers, and the allocation of responsibility to young people for working and negotiating with external partners.

♦ Involving young people in active participation in large-scale assemblies such as youth fora and student parliaments.

For organisations aiming to offer post-16 citizenship entitlement to large numbers of young people, delivery through a tutorial programme may often be chosen, as was the case with seven of the case study organisations (all sixth form and FE colleges). There are, however, some issues that relate specifically to developing a successful tutorial approach. These include the need to use active and participative teaching and learning approaches, including debate and discussion; to provide enrichment or other opportunities for active citizenship; and to ensure that tutors have training and support in citizenship so that there is consistent and high quality delivery across all groups.

Outcomes from the development projects

Few projects had established rigorous systems for assessment, mostly relying on informal review and reflection at the end of sessions or major events. All project managers agreed on the importance of recognising young people's achievements and efforts in their citizenship programmes, though views on formal accreditation were mixed. While some project managers did not favour examined qualifications, there were those who felt that examination results provided a tangible outcome that young people could use for university or job applications. Most young people were keen to receive recognition of their citizenship achievements, and while a few favoured qualifications that might help with university applications, most would not welcome examinations or additional written work, and felt that certificates would be appropriate.

In terms of what young people had gained from their citizenship activities, confidence and communication skills were those most frequently mentioned both by project staff and young people themselves, and these were coupled with gaining greater knowledge and awareness of issues and 'wider horizons'. Some also identified gaining deeper understanding of issues, and feelings of empowerment.

Project managers perceived the main challenges to the future of the projects as being the lack of time and resources for developing and sustaining programmes, motivating staff (especially when citizenship was delivered through tutorial programmes), and engaging students.

The following factors appeared to underlie the most successful citizenship projects

Factors for success: Management factors

- A flexible, yet rigorous, framework which recognises that projects are developing citizenship programmes in a wide variety of ways, from taught to more active approaches, according to the specific needs and circumstances of their organisations, staff and young people.

- Sufficient funding for local management of projects to be effective, including support for relevant agencies to act as brokers of information between pre- and post-16 citizenship providers.

- Encouragement of local networking and dialogue between those developing citizenship programmes, without establishing an imperative.

Factors for success: Institution-level

- A clear definition of what citizenship means, and what the programme seeks to achieve.

- Senior management support and a supportive organisational ethos.

- Sufficient time for staff to develop aims and objectives, teaching and learning strategies, assessment approaches and preferred outcomes.

- Sufficient funding, especially if citizenship is to be introduced on a wider scale with large numbers of young people.

♦ Dedicated and enthusiastic staff (these need not be specialists, but ideally should be willing volunteers) who would act as 'champions' to promote citizenship to staff and students.

♦ Appropriate and sufficient staff development and training opportunities.

♦ The tailoring of citizenship to the needs, skills, interests and experiences of young people.

Factors for success: Learning context-level

♦ Dedicated and enthusiastic staff, with the skills to facilitate as well as teach.

♦ A dedicated time slot for citizenship (whether as a discrete course, a module within a programme, or a specific project). The integration of citizenship into a wider tutorial scheme was generally regarded to have been a less effective approach, although there were examples of successful provision in this respect.

♦ An emphasis on combining knowledge, understanding and skills with practical action – what is termed a 'political literacy in action' approach, as opposed to a narrower political knowledge approach.

♦ Involvement and participation of young people in decisions about their learning, and the development of a student voice.

♦ A focus upon critically active forms of learning, including discussion, debate, dialogue and reflection. The best examples were where young people were helped to think, reflect and take action.

♦ The use of a variety of experiential learning approaches, including project work, drama, role play, art, photography and exhibition work.

♦ The use of varied and interesting resources, ideally with relevance to the interests and experiences of young people.

♦ Links with the wider community through off site visits, the use of external speakers, and giving young people responsibility for working and negotiating with external partners.

♦ The involvement of young people in active participation in large-scale assemblies such as conferences, youth fora and student parliaments.

♦ Assessment strategies that are effective and realistic, based upon the needs, skills and capabilities of the young people.

The way forward: a ten point plan of action

Project managers and staff involved in the pilot programme are keen to continue their post-16 citizenship provision, and to see that provision eventually extended as an entitlement for all young people involved in post-16 education and training. They used their experiences from involvement in the pilot to suggest practical ways that post-16 citizenship can be taken forward, identifying ten minimum requirements necessary for successful expansion of existing post-16 citizenship provision, leading to an eventual national roll-out. These minimum requirements comprise a ten point plan of action:

♦ **A clear statement of policy** from DfES and LSDA about the principles and aims underpinning post-16 citizenship provision. This should include a campaign to raise awareness about post-16 citizenship

♦ **Adequate lead time** for planning and preparation of post-16 citizenship programmes, particularly in institutions that are new to the area.

♦ **A visible and viable support structure at regional and national level** to sustain and develop appropriate networks for developing citizenship 'champions'.

♦ **Dedicated project managers** at institution level with sufficient time allocated for their citizenship programme, and for networking with others.

♦ *'Serious resources'* in terms of **funding, time and staffing,** and a range of easily accessible **materials**.

♦ **Systematic and ongoing training** at all levels for staff and young people involved in post-16 citizenship programmes.

♦ **Flexibility of approach** to programme design, assessment and accreditation, with different methods and approaches for different organisations and groups of young people.

♦ **Guidance on good practice**, to ensure that programmes remain dynamic and actively involve young people in order to maintain their interest and commitment.

♦ **Minimal bureaucracy** from government and central agencies so that valuable time is not taken from developing post-16 citizenship programmes.

♦ **Stronger pre and post-16 citizenship link** to ensure continuity and progression of citizenship experiences for young people as they move from the National Curriculum citizenship to post-16 education and training settings.

Taking post-16 citizenship forward

The majority of the twenty case-study organisations who contributed to the evaluation were keen to continue with their post-16 citizenship projects, and several of them had plans for further expansion or extension. Staff were unanimous in their belief that post-16 citizenship entitlement should be extended to more young people in more organisations, though they identified a number of key issues which require further consideration and development. These include issues relating to the nature and scale of provision and assessment; flexibility to accommodate the diversity of post-16 provision; the status of and support for citizenship in organisations, and its distinctiveness compared to other programmes and courses; staff attitudes, training and turnover; and issues relating to adequate resources, time and funding.

Concluding comment

The post-16 citizenship development projects, which began in 2001, have been successful and influential in laying strong foundations for the development of post-16 citizenship. They have shown how effective citizenship programmes

can be developed in a range of post-16 settings for the benefit of young people, particularly in terms of their knowledge, understanding and skills development through participation in a variety of active citizenship experiences. The central issue now is how far the experiences of the pilot programme can be shared more widely through a phased expansion, leading to an eventual national roll-out and entitlement to post-16 citizenship for all young people.

1. INTRODUCTION

In September 2001, an innovative programme of pilot projects was established by the Department for Education and Skills (DfES) to explore a range of ways of developing citizenship in post-16 settings. At the same time, DfES commissioned the National Foundation for Educational Research (NFER) to carry out a detailed evaluation of this new programme of post-16 citizenship development projects in England. The evaluation had four main aims, which were to:

♦ Assess the extent to which the development projects have progressed in line with their agreed action plans, and are meeting their own objectives.

♦ Identify the conditions necessary for the success of post-16 citizenship.

♦ Identify the forms of citizenship provision that appear to be most effective.

♦ Examine the impact of involvement in post-16 citizenship on young people's skills, attitudes and knowledge.

This third annual report marks the end of the evaluation, though the programme of pilot projects continues with a phased expansion in 2004 – 05, leading to an eventual national roll out. It builds upon previous annual reports (Nelson *et al.,* 2003;[3] 2004[4]) as well as interim reports circulated to the DfES and LSDA in February and June 2004.[5] The report presents an overview of the progress of both Round 1 (begun in September 2001) and Round 2 (begun in September 2002), mainly in relation to the third year of the pilot programme (2003–04). This focus is deliberate given that the progress in the first two years of the pilot programme (2001-03) had been covered in detail in the second annual report. There is little therefore to be gained at this juncture in repeating previously published findings. Instead, the report focuses specifically on issues concerning the sustainability of the existing pilot projects, the extent of the transferability of their post-16 citizenship experiences to other post-16 institutions, and the mechanisms required for such transfer and continuity. These are issues of most relevance both to those involved in the pilot phase and to the future progress of post-16 citizenship as

---

[3] NELSON, J., KERR, D. and MORRIS, M. (2003). *Evaluation of Post-16 Citizenship Development Projects: First Year of Operation in the Round 1 Consortia*. DfES Research Report 397

[4] NELSON, J., WADE, P., KERR, D. and TAYLOR, G. (2004). *National Evaluation of Post-16 Citizenship Development Projects: Second Annual Report.* DfES Research Report 507.

[5] NELSON, J., WADE, P., TAYLOR, G. and KERR, D (2004). Evaluation of the post-16 Citizenship Development Projects: Seventh Termly Report. February 2004. Unpublished report.
WADE, P., TAYLOR, G., CRAIG, R and KERR, D (2004). Evaluation of the post-16 Citizenship Development Projects: Eighth Termly Report. June 2004. Unpublished report.

it moves into a period of expansion leading to eventual national roll out of post-16 citizenship entitlement to all young people.

This opening chapter sets out the policy background to post-16 citizenship, and the mechanics of the pilot programme of development projects. This is followed by a review of the overall research aims and methods of evaluation, and details of the structure of the report.

1.1 Background and policy context

Citizenship education has been at the centre of a major debate and review concerning its purpose, location and practice over the past decade. The review centred on the work of the Advisory Group on Education for Citizenship and the Teaching of Democracy in Schools, set up in 1997 and chaired by Professor (now Sir) Bernard Crick. The final report of the Advisory Group[6] recommended that citizenship education be developed around three separate but interrelated strands: social and moral responsibility, community involvement and political literacy. Citizenship has since become a statutory component of the National Curriculum at key stages 3 to 4 (students aged 11-16) from September 2002.

In 1999, a separate Advisory Group on Citizenship for 16-19 Year Olds in Education and Training was established, also chaired by Professor Crick. It reported in 2000[7] and recommended that citizenship should become an entitlement for all young people aged 16-19, who should be given effective opportunities to participate in activities relevant to the development of their citizenship skills. The report recommended that citizenship should be recognised as a key life skill alongside the six key skills already identified. The principles embedded within the pre-16 report provided a foundation on which to build the post-16 recommendations, whilst recognising the specific context of post-16 education and training and the need for skills development and 'active citizenship' opportunities.

The pilot projects, which began exploring a range of ways of delivering post-16 citizenship in September 2001, consisted of 11 consortia, representing a broad spectrum of organisations involved in post-16 education and training. They included schools, sixth form colleges and FE colleges as well as Training Providers and work based organisations. Each consortium has an overall Coordinator (originally called a Project Manager) and action plan as

---

[6] QUALIFICATIONS AND CURRICULUM AUTHORITY (1998). *Education for Citizenship and the Teaching of Democracy in Schools: Final Report of the Advisory Group on Citizenship, 22 September 1998*. London: QCA.

[7] FURTHER EDUCATION FUNDING COUNCIL (2000). *Citizenship for 16-19 Year Olds in Education and Training. Report of the Advisory Group to the Secretary of State for Education and Employment*. Coventry: FEFC.

well as project level objectives. These consortia are referred to as **Round 1 Projects** throughout the report. They have now had three years in which to develop a range of post-16 citizenship programmes that best suit the needs and interests of their young people.

Meanwhile, in September 2002, citizenship became a statutory component of the National Curriculum at key stages 3 to 4 (students aged 11 to 16). This has given some urgency to the issue of progression between pre- and post-16 citizenship and has created an expectation in some of the post-16 projects, that as from September 2003, young people entering post-16 education and training would have greater knowledge, understanding and active experience of citizenship. At the same time (September 2002), a new group of post-16 pilot projects, organised into ten partnerships and referred to throughout the report as **Round 2 Projects**, began a second wave of development of post-16 citizenship provision. Originally 39 organisations were involved in Round 2, with 33 continuing into their second year of operation. These projects had a quite different method of organisation to those involved in Round 1. They have an LSDA Consultant who works with them, but no Coordinator and their action plans have always been produced at individual organisation and not consortium level.

A further significant development has been the publication of the White Paper *14-19 Opportunity and Excellence*,[8] which has implications for the future organisation of secondary education and the place of citizenship education within it. In particular, it will make the issue of continuity between pre- and post-16 citizenship more urgent and could change the basis of how schools, colleges and Training Providers are organised and the ways in which they currently operate and collaborate.

Thus, the post-16 development projects have found themselves caught up in a much wider policy review of education and training in the 14-19 sector, which has, to a certain extent, shaped external expectation of what they might, and might not, achieve. In spite of the growing focus on a 14-19 curriculum, and on continuity between pre- and post-16 citizenship provision, it is important that citizenship developments within the post-16 sector should be considered within a context which is quite distinct from that at pre-16. The post-16 sector differs from the pre-16 in three particular respects:

♦ **Diversity of provision** – There is huge diversity amongst the institutions that make up the post-16 education and training sector. There are considerable differences even between school sixth forms, Sixth Form Colleges and Further Education (FE) Colleges, in the types of courses offered, staffing levels and experience, tutorial systems and links with external organisations. Training Providers and Youth and Community

---

[8]   DEPARTMENT FOR EDUCATION AND SKILLS (2003). *14-19: Opportunity and Excellence. Volume 1*. London: DfES.

groups, with their completely different structures, add still further to the complexity of this sector.

♦ **Non-compulsory provision** – As citizenship is not a compulsory requirement, the numbers of young people involved vary widely from one institution to another and citizenship courses are often not curriculum-based. Participation in citizenship activities is frequently voluntary and often done in the young person's own time and with variable degrees of supervision.

♦ **Diversity of aims and objectives** – The nature of the post-16 projects, which is exploratory and developmental, means that their aims and objectives have also been extremely diverse. Depending on the nature of the institution and the type of young people involved, some have been small-scale and very specific, others large-scale and ambitious, some have linked with other post-16 initiatives such as key skills and some have involved visits abroad or links with different age groups and organisations. There has also been a variety of assessment methods, and a mixture of accredited courses and non-accredited schemes.

Thus, although there is some overlap and similarity between pre-and post-16 citizenship provision, particularly in schools, there are also key differences. The distinct nature of the Round 1 and Round 2 projects also needs to be taken into consideration in interpreting the findings of this third year evaluation report. The 11 Round 1 consortia have now had three years in which to develop citizenship programmes and to try and deal with any particular problems that have arisen as a result of the way in which they are organised, whereas the Round 2 projects have only had two years of development. Additionally, the looser partnership arrangement in Round 2 means that some operate entirely individually, only meeting their project partners for occasional steering committees, while in other areas there have been much closer links between the partners.

Meanwhile, in September 2003, the organisation of the Round 1 projects was revised, with a reduced role for the consortium Coordinators and a shift in administration from Coordinators to their partner organisations, making them more like the Round 2 operating model of the projects. Thus by this third year of the programme there were fewer differences between Round 1 and Round 2 projects which are clearly due to their different stages of development than were apparent after the second year of evaluation. While the Round 1 projects have had the benefit of longer involvement and so have had more time to determine what type of programmes work well and why, the Round 2 projects have benefited from the experience of Round 1, particularly because eight of the Round 2 Consultants have also worked with Round 1 projects. Another advantage to starting later has been a greater clarity as regards what constitutes post-16 citizenship, which the Round 2 projects have been able to build into their programme objectives from the beginning.

The fluidity of the situation in both Round 1 and 2 projects is also an important contextual factor to their development. A number of new organisations joined the Programme during the second and third years while others withdrew after one or two years of participation. There have also been changes of personnel among the Coordinators and also within project organisations. At the same time projects have had to deal with uncertainties about the future of the post-16 citizenship programme at national and institutional level.

It is in part, as a result of the changing contextual factors that this third and final annual report focuses, in particular, on significant developments during the third year of the development programme. In doing so, it draws on previous reports and findings, in attempting to reach overall conclusions about what has been successful in the post-16 citizenship development programme and why. Finally it uses the combined findings from the three years to explore the issue of what conditions are necessary to ensure the sustainability of the current post-16 projects, and perhaps, more strategically, to encourage the future expansion of post-16 provision within a revised 14-19 framework.

1.2   Research aims and method

The evaluation upon which this, and previous reports, is based has been commissioned by the DfES in order to:

♦ Assess the extent to which the development projects have progressed in line with their agreed action plans, and are meeting their own objectives.

♦ Identify the conditions necessary for the success of post-16 citizenship.

♦ Identify the forms of citizenship provision that appear to be most effective.

♦ Examine the impact of involvement in post-16 citizenship on young people's skills, attitudes and knowledge.

In order to address these objectives, this report builds upon the first and second annual reports and the interim reports circulated to the DfES and LSDA in February and June 2004,[9] which were based on two earlier rounds of interviewing in 2001-2 (Round 1 Projects) and 2002-3 (Round 1 and 2 Projects). This report is based upon strategic interviews with Round 1 Consortium-level Coordinators and the LSDA Post-16 Citizenship Development Manager, in the Autumn Term 2003, and with Round 2 LSDA Consultants in March and April 2004. It also draws upon in-depth interviews

---

[9]   NELSON, J., WADE, P., TAYLOR, G. and KERR, D (2004). Evaluation of the post-16 Citizenship Development Projects: Draft Seventh Termly Report. February 2004. Unpublished report.
WADE, P., TAYLOR, G., CRAIG, R and KERR, D (2004). Evaluation of the post-16 Citizenship Development Projects: Draft Eighth Termly Report. June 2004. Unpublished report.

and discussions conducted between April and June 2004 across 20 case-study organisations that have been developing post-16 citizenship programmes (ten in Round 1, and ten in Round 2, with one organisation selected in each consortium or partnership). The same case-study organisations have been visited throughout the evaluation as far as possible (reorganisation in two areas necessitated changes, and one of the Round 1 case-study organisations left the project in July 2003 and was not replaced), and where the same Coordinators and project managers have remained in post they have been interviewed each time. All of the Round 2 Consultants have been involved since their partnerships joined the programme in 2002, and have been interviewed annually.

The research methodology for this evaluation was primarily **qualitative**, where interviews were based around a semi-structured questionnaire, which allowed for in-depth investigation of issues as they arose, and provided flexibility to explore the individual circumstances in each case-study organisation. Such an approach elicits great depth and richness of information, and gives a detailed picture of the **range** of experiences, views and attitudes of those involved in post-16 citizenship. However, it should be noted that it does not seek to provide a quantified measure of prevalence across projects. The twenty case-study organisations were selected at the start of Round 1 and Round 2 to represent the diversity of post-16 provision, with different combinations of type of organisation, size, courses or training offered and target groups of young people, as well as very varied approaches to post-16 citizenship. In this context each case-study provided a unique perspective on the pilot programme, representing the views, perceptions and beliefs of those interviewed; issues raised by only one or two individuals may still contribute importantly to understanding and evaluation of the overall pilot programme. Thus while the report highlights issues where there was consensus among many interviewees, it also identifies key points which may have been mentioned by only a small minority of respondents.

The profile of case-study organisations visited during the course of the evaluation is shown in the table below; the final column shows the total number of each type of organisation in the post-16 Citizenship Development Programme pilot in 2003-4:

	Case-study organisations			Total no. organisations in pilot
	Round 1	Round 2	Total	
School Sixth Forms	2	3	5	23
Sixth Form Colleges	3	1	4	12
FE Colleges	1	4	5	16
Training Providers	3	1	4	14
Youth Services	1	1	2	9

Interviews were undertaken with individuals involved with the projects as outlined below:

	Round 1	Round 2	Total
Consortium Coordinators	11		11
LSDA Consultants[10]		9	9
Citizenship project managers	10	10	20
Delivery/facilitation staff	9	14	23
External partners	3	1	4
Groups of young people	14	12	26

In addition informal discussions, using a semi-structured questionnaire, were held with groups of young people taking part in citizenship activities in all but two of the case-study organisations. A total of 26 such discussions took place, usually involving between two and six young people although some groups included up to fifteen young people. Overall just under 150 young people took part in the discussions.

The evaluation also drew upon data received from the projects through their termly management information (MI) returns to LSDA, and on information received from the *Eurydice* education information network in Europe, of which the UK unit is based at NFER. The latest European update is shown in Appendix D.

1.3 Context: key findings from the Year 2 evaluation

By the end of the second year of the pilot programme, projects had made considerable progress in addressing and providing answers to the key challenges involved in developing citizenship programmes for young people involved in a variety of education, training and work-based routes. While the Round 1 projects had made more progress than Round 2 projects, which had been operating for only a year, the Round 2 projects had been able to benefit from the experience of the first round, and most were already well established.

Some key issues remained for development during the third year of the programme.

♦ There were questions about the ideal management structure, with comparisons possible between the Round 1 and Round 2 models, and proposed changes to the Round 1 structure.

---

[10] One Consultant was responsible for two project partnerships

♦ Networking and liaison between projects was beginning to develop, particularly between Round 1 organisations, but this was an area needing further development.

♦ There was still a need for more consistent and formal staff development and training, rather than the informal activities that most organisations were undertaking.

♦ There was no single, unified view of what constitutes post-16 citizenship, and practitioners welcomed the flexibility to interpret citizenship in a way to suit their organisations.

♦ Most organisations did not feel that they were covering all three strands of citizenship, with political literacy often seen as the weakest area.

♦ Few organisations had developed rigorous systems for assessing learning outcomes, and for evaluating the effectiveness of their programmes.

1.4   Report structure

As the three year pilot phase of the programme has now been completed, this final report attempts to draw out, based upon available evidence, indications of what enables or hinders successful development of post-16 citizenship provision. It also presents some suggested approaches to effective provision.

The report is structured around key themes that have emerged through interviews with Consultants, Coordinators, practitioners and young people. These provide a timely and useful framework within which to evaluate and assess:

♦ The degree of effectiveness of individual projects and the development project as a whole.

♦ Generic factors which appear to enable successful practice and outcomes across all projects.

♦ Specific factors which aid development within particular organisational settings, with certain groups of young people and/ or across particular types of programme.

♦ Specific factors which have hindered development, or made programmes less effective.

The themes around which the report is based are each addressed in a separate chapter. They are:

♦ organisation and management of the projects and the extent of continuity and change (Chapter 2)

♦ ways in which citizenship is defined and understood (Chapter 3)

♦ the extent to which citizenship is integrated into the organisation, programme or community, and linked to pre-16 and 14-19 developments (Chapter 4)

♦ approaches to the teaching, learning and facilitation of citizenship (Chapter 5)

♦ the impact on and outcomes of citizenship on organisations and for young people (Chapter 6).

Throughout the report the factors which appear to underlie successful provision of post-16 citizenship are highlighted. With the prospect of an eventual national roll out of post-16 citizenship entitlement, the penultimate chapter of the report (Chapter 7) seeks to identify key issues in taking the programme forward, maintaining the momentum of the existing projects and building on their experiences and successes for the benefit of larger numbers of post-16 institutions and young people who may become involved in the future. Concluding comments in Chapter 8 take stock of the achievements of the post-16 citizenship programme so far, and consider how these can be sustained and taken forward in the context of wider educational policy developments.

Unless otherwise stated, the evidence in the report is based upon the detailed face-to-face interviews undertaken by NFER researchers in the twenty case-study organisations, rather than upon the MI data collected from all the projects.

2. ORGANISATION AND MANAGEMENT OF THE PILOT PROJECTS

Summary of findings

♦ From the evidence of the case-study organisations, the streamlined organisational and management model adopted for Round 2 projects seemed to be very successful, with Consultants working directly with project managers at organisational level. While the project managers handled day to day management issues, and were responsible for providing their own management information as required, the Consultant was also able to take a more strategic perspective, and to facilitate networking and liaison between partner organisations which would be difficult for individual organisations to arrange. The external support of the Consultant was also important particularly at times of staff change or turnover in project organisations.

♦ Though there was disruption in some Round 1 projects during the third year of the programme as they changed to an organisational structure closer to the Round 2 model, overall, it would seem that the Round 2 model would be more appropriate for a national roll out of post-16 citizenship provision.

♦ There was a high level of senior management support for post-16 citizenship within the case-study organisations, although some felt that this was more in principle than in terms of actual time and funding. The following factors were also considered crucial to ensuring that post-16 citizenship had high status. However, they were not always in place across the projects:

➢ A 'champion' to promote the importance of citizenship to staff and young people.

➢ Genuine enthusiasm on the part of delivery staff, and a desire to work in partnership with young people. This was felt by most interviewees to outweigh the need for specific expertise or knowledge.

➢ Ring-fenced time for coordinators to plan and organise, and for deliverers to develop their understanding of citizenship and to design interesting programmes. Lack of real time remains an issue across many of the projects at present.

➢ Good opportunities for staff development and training. This was a fairly underdeveloped area across the projects at present, with most organisations undertaking informal development activities, rather than providing formal training courses.

➢ Strong commitment and enthusiasm from senior management, who are also able to allocate sufficient time and resources to the programme.

This chapter reviews the structure of the Round 1 and Round 2 Projects and reports on their development at both area and organisational level. It is concerned particularly with change and continuity during this final year of the

Post-16 Citizenship Development Programme, and with perceived levels of support, development of networking and progress of staff development and training. It draws on information contained in the seventh and eighth termly reports and on the case-study visits to partner organisations between May and July 2004.

2.1 Structure of Round 1 and Round 2 projects

When Round 1 projects were initially set up, they were operated by a Consultant providing strategic direction and a Consortium Level Project Manager (CLPM) liasing directly with project organisations in the consortium. This CLPM produced Management Information (MI) data at the consortium, rather than the organisational level. At that time, the CLPMs had considerable *'power and influence'*, as described by the LSDA Programme Manager in 2003. They channelled funding from the LSDA to the Projects, selected the core partner organisations and assisted in the development and monitoring of the partners' projects. In the third year of the programme, from September 2003, the management structure of the Round 1 projects was altered, to bring them more into line with the organisational approach adopted for Round 2. Whilst the former CLPMs remained in post, retaining responsibility for the overall coordination of projects within their respective consortia, their job title was changed to Project Coordinator, and a ceiling of £10,000 was placed on the amount of funding that they could personally claim from the post-16 citizenship budget. The individual projects became responsible for producing their own MI data and the Coordinators were expected to spend less time on administration and give more time to strategic support of their projects as they entered the final phase of development.

Round 2 projects started out in September 2002 with a different organisational structure from Round 1 projects. They had an LSDA Consultant working with them again primarily giving strategic advice and direction, but no Project Coordinator and their action plans and MI data have always been produced at organisation level. The changes to the Round 1 Projects' organisational structure were introduced to remove an extra layer of management (the CLPMs in Round 1) and allow the LSDA and the Consultants more direct contact with the project organisations themselves. This structure facilitated closer liaison, and ensured that better quality data about the projects was collected.

Within both Round 1 and Round 2 projects, those individuals with responsibility for overseeing the development of post-16 citizenship within individual organisations are termed project managers.

2.1.1 Changes in the role of Round 1 Coordinators

Interviews with 11 Round 1 Project Coordinators, conducted between October and December 2003, revealed a mixed response in terms of the effects of their changed role and reduced funding. The picture was further complicated by personnel changes at Coordinator level in four consortia, with new post-holders appointed, or sharing Coordinator responsibilities between individuals. Those who were new to their posts found it difficult to judge the extent to which the role had changed, but one commented that although he had far less time than his predecessor, he knew that he was not expected to carry out the same detailed level of support and development. Instead, he saw his role as being, '*to tidy up the final phase*', and especially, to give direct support to the partner organisations. However, he had some concerns about the impact of the burden of compiling the MI returns being shifted onto partners.

In two areas where the Coordinator role was being shared, those who had recently taken over thought that their new responsibilities fitted well with what they had already been doing, and that the main addition to their work would be facilitating networking between the partners. In another area, where two Coordinators shared the role, they had divided administrative and developmental work between them. However, they did admit to some confusion about the role of the LSDA. They had assumed that the agency would now deal directly with the partners, yet all the information going to and coming from the partners still went via them. As the interviewee described it: '*I'm still at the centre, filtering stuff backwards and forwards*'.

Meanwhile, in the seven areas where the original Coordinator was still in post:

◆ Two said that their workload had increased rather than diminished during this final year. In one case this was due to staffing problems across the consortium, where one organisation was now on its fourth Project Manager, another was on the third and in a third organisation the Project Manager was on long-term sick leave. As a result, this Coordinator was heavily involved in trying to '*keep the organisations on track*'. The other reported a complicated situation in one organisation which required much support, and also felt that the administrative burden had increased and that (despite some streamlining of data requirements) there was still '*too much form-filling*'.

◆ One Coordinator no longer felt sure what his role was supposed to be. He had always thought that it should be mainly developmental, yet although his funding had been reduced, his administrative duties appeared not to have changed. However, another felt that administration was definitely less of a burden now that organisations were responsible for compiling their own MI returns, and that this gave more scope for involvement in more adventurous projects.

◆ Two Coordinators reported that their time was divided about 80:20 between administration and development. In one case the Coordinator said that there had been little change to his role, but in the other area, the

interviewee felt that she now had far less time for coordination. Consequently the Youth Parliament, which had been a successful feature of the consortium's programme, had been discontinued.

♦ One Coordinator felt that although his role had not changed, less money meant '*less time to devote to the job*', as well as '*less money going through to the running of the projects*' because of the rather complicated structure of the consortium.

The range of responses on the effects of the changes in Round 1 Project Coordinators' role and funding can be explained partly by regional variations in consortium structure and access to alternative funding sources, as well as by staffing changes amongst core partner organisations. However, they probably also reflect the variety of different approaches taken by Coordinators and the extent to which they had originally been responsible for overseeing administration and networking.

2.1.2 The role of Round 2 Consultants

The nine LSDA Consultants to the ten Round 2 projects (one Consultant was responsible for two areas), were interviewed between March and April 2004 and provided an overview of developments across their projects. With the different structure of Round 2 projects, and a direct relationship between Consultants and their projects, the Consultant role was set up with the expectation that it would be more strategic from the start. Although there had been no formal changes to their role during the second year of the Round 2 projects, Consultants were asked their opinions on whether their role had altered in any way now that their partner organisations had become more established in their citizenship programmes.

Three Consultants felt that their role had not changed at all and still combined the same mixture of administrative and strategic responsibilities. However, the other six felt that there had been some shift in their responsibilities. In one case, this had been a negative development and the Consultant expressed some surprise and disappointment at how much time he had still had to spend on tasks such as chasing reports. What he described as 'chivvying' left little time for developing networking between the organisations or encouraging project development: '*I feel I have had to move from being a Consultant to being more confrontational*'.

By contrast, five Consultants thought that they had been able to take a more strategic view and this had been a positive development. Usually, this had involved giving more specialist advice on the particular directions that their projects were taking, or encouraging better forward planning. One Consultant described the first year as concentrating on projects '*getting off the ground*', while there was now more attention being paid to issues such as assessment. In another area, the Consultant had appointed a project Coordinator, who had taken over some of the administrative tasks and this had allowed her to '*step*

14

back and be a Consultant'. Another described how, as the organisation level Project Managers had gained experience; she had been able to get them '*to think strategically, not just operationally*'. Generally, therefore, there was some sense of satisfaction amongst these Consultants that there were clear signs of development in partner organisations, and this had impacted on their role in a positive way, even though it may have made it more complex. As one explained, '*As people gain confidence in you, they tend to ask you deeper, less superficial things*'.

Although the progress was by no means uniform across the Round 2 organisations, there was a perception among a number of Consultants that their projects had a clearer sense of what they were trying to achieve and were moving towards their goals.

2.1.3 Structures at organisation level

Visits were made to 20 case-study organisations between May and July 2004, ten in Round 1 and ten in Round 2 (one case-study organisation in Round 1 had left the Project). Interviews were carried out with project managers, members of senior management teams and staff delivering citizenship programmes, as well as with groups of young people involved in the projects. The project managers and staff were asked first about the continuity of their aims and objectives and if there had been significant changes to their programmes, and the following sections describe developments taking place over the previous year.

Structures of Round 1 projects

Two Round 1 organisations reported changes to both their aims and their programme during the third year of the Project. In one, the project manager had not changed, but only one of the original three delivery staff remained. The two new staff were also new to the college and had no knowledge of the citizenship programme, a situation which, as the project manager said, gave rise to staff development concerns. There had been a new emphasis in the organisation's project aims on measurable outcomes and the citizenship programme had therefore been extended to include two accredited courses at GCSE and AS level. These were now additional to the enrichment activities which had been the focus of the programme in the previous two years. In the words of the project manager, experience had shown that, '*it is easier to run anything if it's timetabled weekly and with a tutor in charge*'. The new programme was also intended to give better coverage of the political literacy strand of citizenship.

The second organisation where there had been substantial changes of aims and programme, had also seen the appointment of a different project manager, who was not a member of staff. The new project manager had wanted to '*move the aims and objectives on a bit*', in particular, by extending the programme

across the whole organisation, rather than focusing on certain departments. Due to staff sickness, the project had not made much progress the previous year, and it was now seen as important to relaunch it with a new impetus. The young people involved had also been given more autonomy, so they could decide on what activities they wished to do.

In three institutions, there had been a change in how the programme was organised, rather than the actual content, as all three had moved into delivering Entry to Employment (E2E) courses. The project manager from one of these organisations felt that it was easier to include citizenship within the new framework and it linked in better with other topics. Another project manager also felt that the change had helped the citizenship programme to develop. He did however, also point out that some of the young people were now only with them for four or five months, so it was difficult for them to participate in joint consortium projects or to be representatives on the local steering group.

Three organisations reported additional elements to their programmes, although their underlying aims remained the same. In one of these, the continuing projects were making good progress and a peer-led citizenship mentoring programme had been added. This involved Year 12 students giving support to Year 10 students, particularly with the GCSE citizenship course, and was especially interesting as the only example of developing links between pre and post-16 citizenship.

The second organisation had added substantially to its original programme, which had been strongly focused on community involvement. As well as a continuing tutorial element, these community-based projects had expanded further and now involved a wide variety of external agencies. There had also been more emphasis on reflection and recognition of achievement and a decision had been made to introduce an accredited course for those who wanted it in the next academic year (2004-2005). This programme expansion had taken place despite a reduction in the amount of time the project manager had been able to spend on citizenship. In fact, he said that much of the organisational work had been taken over by the students themselves.

The third organisation reporting an expanded programme still had activities that were based primarily around the political literacy strand, but now formed a more coherent and better integrated scheme. There had been no staff changes and the project manager felt that the revised and extended programme, which was now timetabled for a morning each week, was showing much better signs of development. Links with the neighbouring university and with a Science Education Centre had been especially beneficial and the establishment of a 'virtual parliament' had been particularly successful.

The remaining two organisations reported that there had been no major changes to either the aims or content of their programmes. In the first of these, the project manager was responsible for running a college-wide tutorial programme, which involved producing a staff handbook with the tutorial plans, and meeting with tutors on a regular basis. Staff turnover and the need to support tutors who were less experienced or less committed to the citizenship programme, meant that the task of overseeing it had not become any easier, even in the third year of operation. The project manager also said that the programme was undergoing review, with the intention of introducing a more active element in the following year (2004-5), although this would have staff training implications.

In the second organisation where the aims had not changed, the project manager described the citizenship programme as '*remaining central to our whole organisation*'. The programme, which was reported to be progressing very well, involved a number of projects delivering services to young people in the local community and had brought in additional participants during its third year. The project manager explained that as part of their monitoring process, they were also now looking more closely at the process of involvement, as well as the outcomes for the young people.

Structures of Round 2 projects

There had been fewer changes to the aims and content of post-16 citizenship programmes amongst Round 2 organisations, but this was probably to be expected, as they were only in their second year of operation. Four organisations reported that there had been no real changes, two said that their aims and objectives had been '*tightened*', with some additions to their programmes, and four reported the same aims, but with expanded, or more developed programmes.

Those organisations which had expanded their original programmes, had done so in a number of ways. One had introduced an assessed element, and tried to raise their young people's awareness of local community issues. Another described how they had built on the foundations laid in the first year and how their young people had successfully completed their project and used it as part of their submission for a City and Guilds award.

There was a good example of where a tutorial programme had worked successfully in an FE college, because by the second year, '*staff are more confident and comfortable with the idea* [of citizenship]'. The tutorial-based delivery system had been '*fine-tuned*' so that all level three students received a seven week module, which they helped to plan, while those at levels one and two and SEN students received a shorter version. The tutorial programme involved political literacy, but was also focused on the skills and experience of active citizenship and linked in with the Student Parliament and Executive. Another FE college was using a mixture of tutorials and specific time slots to

deliver a programme with a strong emphasis on active citizenship. The project leader described how they had adopted a more radical approach in the second year, attempting to '*change the culture of the college*', so the students could take on real responsibilities, such as involvement in selecting staff and strategic planning. Although this presented many challenges, the project manager felt it would give a much greater sense of achievement to their students and would assist retention rates. A third FE college had also decided to work towards making its programme more student-led, by allowing the young people to have more input into the content of the tutorial sessions and more choice in their citizenship activities.

While some organisations had clearly been developing their programmes with some success, there were others where planned expansion had not succeeded, or where there had been regression since the first year. In one FE college, an attempt to extend the citizenship programme across more of the vocational departments had been unsuccessful, because of the time constraints of the NVQ courses. In the departments where citizenship was being delivered, the staff interviewed had not been given any designated time to prepare the tutorial programme, and also felt that their students were hard pressed to fit in the extra work with their main course commitments. In addition, while integrating the programme into the key skills element of the vocational course was seen as the best way of delivering citizenship, there was a perception that many of the older (19+) students found it '*a bit patronising*'.

In another organisation, the scope of the citizenship programme had shrunk, with an admission that the attempt to engage an entire year group had not succeeded and only '*the really committed*' were still involved. The Student Council was also described as having '*a lower profile*', in the second year. While the enthusiasm and hard work of the committed students was undeniable, the numbers involved were small and they were struggling against considerable apathy.

A third organisation reported fewer candidates for the accredited citizenship course in the second year and continued challenges to the delivery of the tutorial programme. The taught element of the programme was delivered through the tutorial system, but only began during the second academic term, when it encountered some resistance from students, who were already heavily burdened with academic studies. Nor did all the tutorial staff support the principle of delivering a citizenship programme, so the project manager had faced the challenge of tutors who questioned whether they should be trying to influence young people's lives.

2.1.4 Staffing changes

There was considerable disruption caused by staffing changes amongst some Round 2 organisations, with four new project managers and one organisation which had both a different project manager and an entire group of new

delivery staff. In addition one of the continuing project managers had taken on other responsibilities, which reduced the amount of time for citizenship, and one of the organisations with a new project manager had also undergone considerable restructuring. By comparison, amongst Round 1 organisations, there had been two new project managers, one organisation had different delivery staff and two project managers had taken on additional responsibilities. As earlier reports have noted, a change of project manager, or long-term absence, can make a major difference to the continuing success of citizenship in an organisation, especially where that person has been working as a lone 'citizenship champion' without the active involvement and assistance of other staff. This makes it very difficult to ensure any continuity of citizenship provision in the organisation.

2.1.5 Comparison of Round 1 and Round 2 organisational models

From the evidence of the case-study organisations, the organisational model adopted for Round 2 projects seemed to be very successful, with project managers receiving the advice, guidance and support they needed from their Consultants while handling day to day management issues, and being responsible for providing their own management information as required. The external support of the Consultant was important particularly at times of staff change or turnover in project organisations, and the Consultant was also able to take a more strategic perspective, and to facilitate networking and liaison between partner organisations which would be difficult for individual organisations to arrange. The absence of the CLPM role from the Round 1 organisational model did not appear to cause any problems or to leave any gaps in coverage of responsibilities, and there was the advantage for Consultants that they were more closely in touch with the organisations in their partnerships.

The change in structure in Round 1 organisations in 2003 had caused a mixed response among the Coordinators (formerly CLPMs). Some recognised the objective of moving to a more strategic role with the project organisations taking more responsibility for detailed management and provision of data, although the transition had not always worked smoothly in practice. Some found that they were still heavily involved in detailed project administration because of staffing issues at some of their project organisations. Problems experienced reflected in part the particular circumstances in individual organisations or consortia, and in part the disruption and adjustment brought about by changing from the original structure.

Overall, it would seem that the Round 2 model would be appropriate for a national roll out of post-16 citizenship provision, with the streamlined management structure working successfully in organisations and partnerships from the start of their participation in post-16 citizenship.

2.2   Support for organisations

Project managers held very mixed views about the amount of support they received, both externally and from within their own institutions.

2.2.1 External support

Within the Round 1 organisations, reflecting the structural reorganisation, there was a general perception that project managers had not received the same level of support from their consortium Coordinators in the third year as they had previously. In certain cases, this was for a particular reason, such as long-term sick leave or because the Coordinator had left. However, three project managers said that their Coordinators did not have the same amount of time for them, and although they were always available for consultation, the relationship was not as active as it had been. In two areas, there was quite a negative view of the external support provided. In one of these, the interviewee made no actual reference to the Coordinator or the consortium Consultant, and said that she did not feel any particular need for support, but said, '*I get lots of e-mails from the LSDA, which I have to work my way through. It's more about us doing things for them, rather than them doing things for us, I have to say*'. In the other, the management of the consortium was described as '*problematic*', with changes of role and difficulty in knowing who had ultimate responsibility. The project manager, who was also new to the role, described the situation as '*a bit of a mess*', but added that the consortium Consultant had been extremely helpful and they went to him for support if it was needed.

Only in two Round 1 areas was there a strongly positive response to the question about external support. In one, the project manager said that both the consortium Coordinator and the Consultant gave excellent support, and in the other it was reported that contact with both Consultant and Coordinator had actually increased over the third year. It should also be pointed out that there were a lot of positive comments about consortium Consultants generally, and even the two project managers who at the time of interview had no Coordinator to talk to, said they could depend on their Consultant if necessary.

With two exceptions, Round 1 project managers all said that they found their consortium meetings useful as a point of contact with others who had the same role. The exceptions were one interviewee whose organisation was now the only one left in the local consortium and who was looking at linking with another area, and one who said that meetings were now very poorly attended. While the formal networking involved in consortium meetings was seen as valuable, there were three project managers who expressed disappointment that more informal networking had not developed out of this. One particularly felt that there should be more sharing of good practice across his consortium. All three also added that they thought the reason why networking had not developed was the constraint of time. It was difficult enough to get people

together for formal meetings, so anything extra was unlikely, even though the benefits could be considerable. Two interviewees also commented on the lack of joint consortium projects for their young people, but again, they admitted that time pressures in all organisations made these difficult to arrange. Indeed, in one area, a consortium-wide conference had been abandoned because the young people could not find the time to attend.

Within the Round 2 organisations, there was a more positive view of external support, with widespread praise for area Consultants, who were always good sources of advice and assistance and who visited their projects on a regular basis. All the project managers felt adequately supported and most of them also said they found regular meetings useful for mutual support. There was one project manager, who said that she did not attend meetings regularly because she simply did not have the time, and another, who said meetings were infrequent because two out of the four partners were geographically distant. On the subject of networking, as with Round 1 organisations, time was seen as an inhibiting factor, but there were some examples of successful cross-partnership working, usually in the form of joint conferences.

Various reasons could be put forward as explanations for why the Round 2 project managers were generally more positive about the external support they received. The most obvious is that originally the structure of the Round 1 consortia was quite different, with the consortium Coordinators having a strong project management role and acting as links with the more distant LSDA Consultants. It is possible that organisations came to rely on this close level of support and found it difficult to adjust to the change of remit to the Coordinators' role in the final year of the development phase. It certainly seems that some project managers were actually unaware that there had been not only a change in the Coordinators' role, but also a reduction in their funding and, consequently, in the amount of time they had to support their projects. The change in the role of the Coordinators after two years does seem to have caused some confusion generally, with some Coordinators themselves, for example, having been unsure as to how much administrative work they were still supposed to undertake (see section 2.1.1). Even handing over responsibility for the collection and dispatch of MI data to the projects seems sometimes to have led to resentment from project managers who had to take over the task, and from Coordinators, who felt they were still held to account if the projects failed to deliver the data in time. On the other hand, the Round 2 project managers had always been expected to take responsibility for their own MI returns and had not had the double support of both Coordinator and Consultant that had been available to Round 1 organisations. They may therefore have been more self-reliant.

The simplified structure of the Round 2 system, with an area Consultant as the main source of support and in direct contact with organisations which knew they were largely responsible for developing their own programmes, is

perhaps easier to operate. Having a dual layer of management, especially if the intermediate one does not function well for any reason, may introduce more complications than benefits.

A number of the Round 2 Consultants were also either Consultants or Coordinators to Round 1 consortia, and it may have been the experience of operating in the first year of the development programme, that made the establishment of a clear relationship with the Round 2 organisations easier.

2.2.2 Internal support

When it came to internal support from senior management and colleagues, there was a similar mixture of positive and negative responses, although this time without any particular differences between Round 1 and 2 organisations.

There were five Round 1 project managers and seven from Round 2 who reported that support from within their institutions had remained good or had improved. However, there were varying degrees of enthusiasm within these responses, ranging from the two who described senior management support as 'fantastic', and 'excellent' to those who felt there were many limitations. In fact, the majority of those who were initially positive, went on to qualify their responses. These limitations were:

- There was support from senior management, but not all the staff were committed, and in some cases were still reluctant, or even hostile.

- The programme had support from an enthusiastic minority of the staff, but most were sceptical or not even aware of it.

- Senior management support for citizenship existed in principle, but it did not extend to practical assistance in the form of protected time or extra money.

The last point was the one mentioned most frequently, with complaints from some project managers that they had been given neither time to carry out their role, nor a salary increment, while others had received one, but not the other. In some cases the amount of time given had been very limited, for example, only an hour every two weeks and was therefore seen as a token gesture rather than a real commitment by the senior management.

In some of the organisations, there was a strongly negative perception of senior management support, which was based on the same gap between theoretical and practical support. One interviewee stated: '*The Principal is very enthusiastic until it costs her any money. In theory senior management love it, but they've got to believe it and live it. The policy will say they are, but the reality is nothing like it*'. Another explained his frustration at how the staffing on the citizenship programme kept changing and that staff were allocated on the basis of having space on their timetables, rather than

knowledge or enthusiasm. He added that '*senior management regard citizenship as worthy, but don't allocate sufficient time, resources or staffing to ensure that it is successful*'.

Even where there was an acknowledgement that senior management's commitment to citizenship was definite or had improved, there was sometimes a belief that this was not based on a real understanding of the principles behind the projects. One project manager said that a change of senior management had meant, '*I get real thanks and encouragement for the first time*'. However, she added that this did not extend to making use of the citizenship instruments that had been developed by the project and, although she had done her best to help tutors develop their understanding of citizenship, '*there is only so much that can be done without really active endorsement from SMT*'. In another organisation, the project manager was uneasy about a compulsory accredited course, which he thought they were committed to because of the funding, rather than because it was the most appropriate scheme.

On the other hand, there were two project managers who said that they had now been given both time and money (in the form of a salary increment), for their citizenship role and six who professed overall satisfaction with their senior management support. There were also six organisations where it was reported that interest in citizenship had spread amongst staff and it had generally achieved a higher profile and better understanding from colleagues.

It is clear from the interviews conducted in the case-study organisations that the issue of senior management support continued to be a major concern for many project managers. Although there were examples of strong senior management commitment and involvement, and signs of improving attitudes in others, where this did not exist, it caused disillusionment and presented a major challenge to any future expansion of the project.

2.3   Staff development and training

From both Round 1 and Round 2 organisations, it was clear that staff training and development still tended to be undertaken in an ad hoc fashion and needed greater attention. The majority of organisations did in-house training when it seemed to be necessary, for example if new tutors were asked to deliver citizenship through a tutorial programme, or if a particular topic was being covered, such as Fair Trade. Often this training was given by the project manager, but sometimes an external organisation with particular expertise, for example, Cafod or the Red Cross, was asked to deliver it. There was only one reported example of INSET being used to deliver a whole-institution approach to citizenship, and that was in a school setting. Another project manager stated that there had been no opportunity for formal staff training because all INSET was booked for the year ahead.

In fact, one of the reasons why staff development seemed to be rather a neglected area was that systematic reviews of what training was required and forward planning for it were apparently rarely undertaken. Within some organisations, contradictory statements were made by interviewees about what training was required. So, for example, in one organisation one of the delivery staff said that neither she, nor her colleagues felt they needed any training, whereas the project manager stated that tutorial staff did need training in delivering citizenship, because '*the understanding of it all is completely different to some of the teaching methods that were used previously. It's a different method of tutorial*'. In another organisation the situation was reversed, with the project manager claiming that there had been basic training '*in terms of clarification of what the terms are, what is required for accreditation*', yet one of the deliverers said, '*I think I could have done with looking at the scheme of work, and for someone to go over what the aims were*'. Another practitioner in the same organisation commented: '*I felt very inadequate in teaching it. It's very alien to me. It's a total shift in strategy from a teaching point of view*'.

The other major challenge to providing comprehensive staff development was time. Several project managers stated that either staff did not see training in citizenship as a priority because their time was limited and subject specialisms were more important, or senior management did not see it as a priority, because there were other more urgent training needs. Some project managers too, said that they had never been to training courses that had been offered because they never had the time. One stated that not only was there no time to provide training for other staff, there was not even sufficient time for proper meetings. The only external training that does seem to have been prioritised for staff, was associated with examination accreditation. In some cases this was required of staff as part of ongoing assessment schemes and in others, it was because an organisation had decided to introduce or expand use of an accredited course in citizenship.

Other examples of training courses which had been attended or had been developed within organisations were:

♦ the workshops provided by the LSDA, which were described by one project manager as having provided '*excellent ideas*' to take back to other staff

♦ '*passing on experience*' style training, which was undertaken for new groups of youth workers

♦ in-house training on assessment, which was available to all staff, not just those delivering citizenship

♦ collaborative training with the drama department to make more use of drama presentations, without the cost of using theatre companies.

Comments made by both project managers and delivery staff, made it clear that there is a widespread desire for training, but the needs vary widely according to institutions and courses, and there are often barriers to meeting those needs. There are a number of conclusions about training that can be drawn from these interviews.

Firstly, one of the types of training most often perceived to be needed was probably one of the most difficult to deliver. If the tutorial system was the favoured method of citizenship provision, tutors often needed to adapt to a teaching style with which they were not familiar. There were many references to the difficulties of handling discussions, especially if staff were not used to such methods or the subject was controversial. One project manager said that tutors needed to acquire the skill of '*allowing the students to lead the activities themselves, but also be flexible so that they can lead on issues if the young people find them challenging*'. One interviewee, who was quite new to delivering citizenship, stated: '*One way or another, training has got to come. People think you just give someone the materials and then it's all right. It's not like that*'.

Another skill that was referred to as being difficult to acquire was that of facilitating active citizenship and enabling young people to capitalise on the interests and aptitudes they already had. For some organisations where there had always been a citizenship ethos, this was not a problem, but for others it was an area in which they lacked experience. As one interviewee explained: '*other staff probably need more guidance – in particular around developing an understanding of what active citizenship is and how it fits with the rest of the post-16 curriculum*'.

On the other hand, some staff said they were quite happy with facilitating active citizenship activities, but were uneasy about their knowledge base if teaching aspects of political literacy, or some 'social and moral' topics. Two of the project managers summed up these concerns:

> *If it's student-led, then anyone can help them to tie the threads together, but if you have to drive through this political thread – we don't know what we're talking about here. Even with social and moral issues, do they have the knowledge to be guiding the students to what they need to know?*

> *Staff sometimes don't know about certain issues, even though it's about their own country. So training is needed on knowledge, rather than techniques.*

Even where there were specific training needs that had been met, such as integrating citizenship with key skills, it was always an on-going process, as new staff joined or programmes expanded. Therefore staff development needed proper funding and a willingness to release staff on a regular basis,

when necessary. This was a challenge when so many organisations were subject to time pressures. It was also relevant to a particular issue raised by a Training Provider, that most of their staff were part-time and had difficulty attending training courses, because they had other jobs.

The fact that staff development is still very much an issue, even at the end of the three year development period of the Post-16 Citizenship Projects, is partly a reflection of the variety of different organisations and young people involved. However, it is probably also the case that it has taken this long for many organisations to form any ideas about what type of staff development they need. At least once programmes have become more embedded and development needs have been established, it may be possible to concentrate on providing appropriate training and enabling staff to take advantage of it. In this respect, having someone who is able to facilitate the sharing of good practice and the development of the type of skills training required, across a group of organisations, could be one way forward.

2.4   Young people: numbers and profile

This section is based upon Management Information (MI) data supplied to the LSDA by **all** project organisations, not just the twenty case-study organisations. Despite a marked improvement in the consistency of data returned when compared to the previous two years of the project, some project managers have not provided robust data regarding the characteristics of the young people involved with the programme, and therefore the figures given in this sections should be considered as indicative rather than definitive.

2.4.1   Round 1 projects

Across Round 1 projects there were 53 programmes, and all but five provided at least some information about their participants. The core number of participants had risen from 6383 in September 2003 to 7760 in July 2004, as shown in Appendix B, Table 1. However, this increase was largely accounted for by one FE college increasing its number of core participants from just under 2000 to over 3200. There appeared to be an even split between males (3300) and females (3321), although it is not possible to say this conclusively since eight programmes did not report figures for gender, and a major discrepancy in another organisation meant that there were over one thousand participants not identified by gender. Where data were available for ethnic group (for 44 programmes), almost two fifths of participants were said to be white (79 per cent), with Pakistani and Bangladeshi participants accounting for most of the remainder (seven per cent and six per cent respectively, with fewer than two per cent in any other group). However, with 842 young people not described by their ethnic grouping, again these figures cannot be regarded as definitive.

Organisations were least likely to provide data on learning levels, with more than one-fifth of participants (1612) not identified by their learning levels and no information for 11 programmes (see Appendix B, Table 2). Over three fifths of those who were accounted for were learning at level 3 (62 per cent), as might be expected in a post-16 project, while one in six were learning at level 2 (15 per cent). The learning levels of participants varied depending on the sort of organisation to which they were affiliated. For example, nearly all participants in school sixth forms or sixth form colleges were learning at level 3, whilst all but 12 learners at Training Providers, youth services or voluntary/other organisations were learning below level 3.

2.4.2 Round 2 projects

There were 39 programmes in Round 2 organisations, and at least some data was provided for all but three of them. Whereas the number of participants in Round 1 increased between September 2003 and July 2004, the number of participants in Round 2 remained much the same (4577 participants in September 2003, 4581 in July 2004, as shown in Appendix B, Table 3). There appeared to have been slightly more female participants (2188) than male participants (1938) although with the gender of 455 participants unidentified (and no data from 11 programmes) there may in fact be a more even distribution in practice. Similar to Round 1, over two-thirds of Round 2 participants were identified as white (71 per cent), with Bangladeshi participants the next largest group (eight per cent) and three per cent each of African, Caribbean, Indian and mixed origin, and eight per cent classified as belonging to an 'other' ethnic group. Again data were not available for a large number of participants (493, with no information from 12 programmes).

About half of participants in Round 2 projects were learning at level 3 (51 per cent) while a third were learning at level 2 (32 per cent; see Appendix B, Table 4), with these level 2 learners mostly in school sixth forms and sixth form colleges. This is a notable difference from those in Round 1 projects where the respective proportions were 62 per cent at level 3 and 15 per cent at level 2, and most of the level 2 learners were at FE colleges. However, with 794 participants not identified by learning level and no data reported from 15 programmes more detailed analysis is not possible.

2.5   Implications for the future

Overall, it would seem that the Round 2 model would be appropriate for a national roll out of post-16 citizenship provision, with the streamlined management structure working successfully in organisations and partnerships from the start of their participation in post-16 citizenship. While project managers at organisation level handle day to day management issues, the Consultants are able to take a more strategic perspective and to facilitate networking and liaison between partner organisations.

Within organisations, senior management commitment and enthusiasm are important for the success of citizenship programmes, and these need to be translated into practical support, particularly in terms of ensuring that adequate time and resources are allocated to programmes. A supportive ethos in the organisation, and genuine enthusiasm among staff are also important factors.

There are important implications for future expansion of post-16 citizenship in terms of staff development:

♦ For citizenship programmes to be successfully introduced for the first time in organisations, initial training for senior management and project managers will be needed to ensure that key principles are understood, and lessons from the development projects can be passed on, particularly in terms of practical guidance and good practice examples.

♦ Initial training for delivery staff will be important to address the issues raised in this pilot phase, particularly in terms of improving staff awareness of aims and principles, developing their knowledge and understanding base, and increasing their confidence in more active teaching and facilitation approaches, as well as in assessment and accreditation techniques.

♦ There will be on on-going need for staff development, both to refresh and extend existing staff expertise, to introduce new developments and also to bring new staff up to speed in this area.

While some training is likely to be provided in-house, particularly in larger organisations, perhaps where all staff are involved through a tutorial programme, it is likely that external training and workshops will also be needed.

3. DEFINITION AND UNDERSTANDING OF CITIZENSHIP

Summary of findings

♦ It is clear that the majority of the development projects have established a sound understanding of the principles of citizenship, and many have been able to link these clearly to learning outcomes for their young people. Consultants felt that understanding was developing particularly in terms of the active, participative element of citizenship and in broadening the range of experiences of young people in this element.

♦ While there was still some concern about covering political literacy, many of the case-study projects provided coverage of the three strands of citizenship, even if project managers were not always aware of the balance they had achieved.

♦ There is clear evidence that active citizenship has been achieved across the range of organisations, with many young people being given the opportunity to put their citizenship understanding and skills into practice and participate in a community or public context. Young people had derived great satisfaction from their involvement, and most demonstrated some understanding of citizenship education, and active citizenship. However, at this stage in many organisations the most active engagement has been available to a small and highly motivated group of volunteers, and issues still remain about how to extend the same opportunities to larger groups in a range of different organisational settings.

♦ As post-16 citizenship is extended to a larger number of organisations, it will be important to find ways to communicate clearly and concisely what post-16 citizenship means, and how this meaning can be translated into practice through programmes and projects in individual organisations. There will be a need for systematic training and development, and for ongoing support and reinforcement once programmes have been set up.

To provide a context in which to consider the activities in the post-16 citizenship projects, this chapter examines the ways in which post-16 citizenship has been defined and understood by the projects.

Round 1 Project Coordinators and Round 2 Consultants were asked for their views on the extent to which partner organisations were now confident in their understanding of the meaning and principles of post-16 citizenship, the extent to which they felt there was a shared understanding across partner organisations, and about the degree of coverage of the three strands of citizenship activity outlined in the Citizenship Advisory Group Report: social and moral responsibility, community involvement and political literacy. Project managers and staff were also asked how they felt the three strands were covered in their citizenship projects.

3.1   The view at Project Coordinator and Consultant level

Project Coordinators and Consultants both reported a strong sense of progress among partner organisations in reaching an understanding of what citizenship meant, with comments ranging from '*much greater clarity*' and '*we've really moved forward from last year,*' to one who stated '*I think we've reached breakthrough*'. Understanding was felt to be developing particularly in terms of the active, participative element of citizenship and in broadening the experiences of young people in this element. One Round 2 Consultant reflected the views of several when he summed up how understanding of citizenship had advanced so that it was now seen to be '*all about young people being active and getting together and organising things and exchanging views*'.

While Project Coordinators and Consultants recognised that there was considerably more clarity compared with a year ago, there was nevertheless a feeling that the process of developing an understanding was ongoing in many cases. As one Consultant put it, there was '*still quite a long way to go in terms of the understanding of the skills and knowledge and understanding that underpin active citizenship*'. There were also sometimes issues with translating the concepts of citizenship, which were fairly well understood, into the delivery of the projects.

There were mixed views among Project Coordinators and Consultants about the extent to which partner organisations shared a common view about the meaning and purpose of citizenship, although most felt that a common perception was emerging. This was sometimes at a broad level, however, with partner organisations rarely using the same methods to achieve their objectives; as one Project Coordinator put it, '*There is not a common view in detail, but there is philosophy-wise.*' Again, Project Coordinators and Consultants felt that it had taken considerable time to develop this shared understanding, and in some areas where it was less developed, there had been uneven progress among partners, or frequent staff changes had inhibited the development of group thinking.

More than half of the Round 1 Project Coordinators and Round 2 Consultants interviewed felt that all the three strands of citizenship were covered by the projects within their groups of organisations, and often they were appropriately dovetailed, though sometimes coverage was variable. As one Round 2 Consultant commented, '*they certainly feature, but tend not to feature as a trio. Organisations tend to take on one, possibly two at a time.*' In some organisations more emphasis was given to one or two of the strands, and political literacy was often perceived to be the weakest, as highlighted in the second annual report (Nelson *et al.*, 2004).[11]   However, as this and

---

[11]   NELSON, J., WADE, P., KERR, D. and TAYLOR, G. (2004). *National Evaluation of Post-16 Citizenship Development Projects: Second Annual Report.* DfES Research Report 507.

subsequent reports[12] have indicated, many projects have better coverage of political literacy than they may have realised, encouraging young people to become politically literate through active involvement with the political process rather than through an acquisition of political knowledge *per se*. This would seem to be in keeping with the spirit of the post-16 Advisory Group Report and its focus on the importance of **active** citizenship opportunities for this age group. As more young people enter post-16 options with a background of several years of pre-16 citizenship education, they may in fact already have a base of political knowledge and understanding on which to build their post-16 experiences.

3.2 The three strands of citizenship in case-study organisations

There was some coverage of all three strands of citizenship in thirteen of the twenty case-study organisations, five from Round 1, eight from Round 2. These included all the different types of organisation: all the school sixth forms, two sixth form colleges, three FE colleges, a Training Provider and two youth organisations. While there were several examples of projects integrating the strands successfully, in some cases as the Project Coordinators and Consultants suggested, different activities addressed different strands rather than bringing them together into an integrated whole. Some project managers considered that they focused mainly on one or two strands though they could identify individual activities where the strands were combined; this would sometimes involve only a minority of young people for instance through representation on Student Councils, or on projects taken on by a small number of volunteers.

Some examples of successful activities combining the three strands of citizenship, and providing young people with opportunities for active involvement, are outlined below.

◆ In a **school sixth form** volunteers were given the opportunity to devise their own projects, and different groups decided to design a citizenship website; to produce a 'Citizenship ID' as a means of recording citizenship activities for use throughout the school and potentially beyond (in the words of their teacher, to help turn volunteering into active citizenship); and to provide citizenship mentoring to the GCSE citizenship group.

◆ A **sixth form college** had a very wide range of activities and opportunities for active citizenship, for instance a group of students preparing assemblies on Fair Trade which they took to local primary and secondary

---

12 NELSON, J., WADE, P., TAYLOR, G. and KERR, D (2004). Evaluation of the post-16 Citizenship Development Projects: Seventh Termly Report. February 2004. Unpublished report.
WADE, P., TAYLOR, G., CRAIG, R and KERR, D (2004). Evaluation of the post-16 Citizenship Development Projects: Eighth Termly Report. June 2004. Unpublished report.

schools, building up very good relationships with the schools; groups of students making documentary films on crime in the community, which were excellent for tutorial discussion and also shown in local schools and in their linked school in the USA; a project on recycling linking tidiness in college and personal responsibility with benefits to the economy and environmental issues.

♦ In an **FE college** students and staff in a residential hall negotiated and agreed a contract for their community at the beginning of the academic year; large numbers of students had been involved in campaigns on issues such as the environment and litter or Fair Trade; and a very active Student Association was involved in college management on matters such as catering, personnel, strategic planning and infrastructure. The aim was to have citizenship as an integral part of the college ethos.

♦ The apprentices attending a **Training Provider** organisation carried out a project which looked at environmental issues, rights and responsibilities relating to their industry, including an environmental audit, designing, carrying out and analysing a survey, and producing posters to raise awareness of the issues among employers.

♦ In a **Youth Centre**, young people organised and ran discussions and events for 11-14 year olds who come to the club. They were involved in planning and organising a programme of work for the youngsters, and reviewed activities each week to evaluate and consider what they could have done better. There was also an active Youth Council which has empowered participants to feel '*you can really change things for young people*'.

Seven case-study projects were focusing on one or two strands.

♦ Three (two sixth form colleges and a Training Provider) covered political literacy and social and moral responsibility

♦ Two (an FE college and a Training Provider) covered community involvement and social and moral responsibility

♦ Two (an FE college and a Training Provider) focused primarily on social and moral responsibility.

In the sixth form colleges and FE colleges, citizenship was delivered to large numbers through a tutorial programme or taught through Key Skills, and while one college had developed opportunities for community involvement for most students, the others had not found a way to link their programme with such active opportunities. One of the Training Providers had chosen to focus on political literacy, and in common with another Training Provider, felt that community involvement was the weakest element in their programme of activities, in part because of the nature of the young people involved. As one project manager indicated, many of his young people had learning difficulties or emotional or behavioural problems, and it was difficult to involve them in wider community issues when they had many personal issues to address. Another Training Provider felt that while his programme was able to cover

social and moral responsibility and community involvement with their learners, it was difficult to deal with political literacy.

Most of these organisations were seeking ways to extend their activities to provide more comprehensive coverage of all aspects of citizenship, with a key issue for some colleges being the development of community involvement often for large numbers of young people experiencing citizenship tutorial programmes.

3.3 Active citizenship

As illustrated above, there are many examples of active citizenship in the development projects, and in fact all the case-study project managers were able to describe elements of active citizenship in their programmes, though this was more central for some than others. This could be on a large scale, involving substantial numbers of students, for instance a sixth form college and an FE college described how an entire year group was involved in organising and participating in conferences to which local politicians were invited.

In many organisations the most active involvement was, however, experienced by smaller groups of young people, as illustrated in the earlier examples, with participation in student councils/associations or youth fora being another frequently mentioned activity. In several cases individual young people had become chair of the council or association, and this had sometimes led to networking and involvement in organisations beyond the original institution. One young person had gone on to take youth work qualifications, and another was undergoing LSDA training.

When young people were themselves asked about the meaning of citizenship, and active citizenship in particular, many were able to demonstrate a good understanding of what they had been involved in, and those from thirteen organisations were able to make distinctions between citizenship education and active citizenship. Citizenship education was most frequently articulated as developing **awareness** of the world around them, whether at local, national or international level. Several also referred to being open minded, thinking for yourself and expressing views, while others talked about being part of the community, finding ways to help or change things for the better, and about learning responsibilities and life skills. The distinction when they came to talk about **active** citizenship was seen to be primarily in 'doing something' or more specifically in terms of putting citizenship knowledge into practice; some also mentioned making a contribution or 'putting something back into the community', and getting **involved** in the community. One young person very succinctly summed up the difference between simply volunteering or 'doing good works' and active citizenship: '*just helping someone cross the road is*

not citizenship. If you are a good citizen you will go to the council and get a zebra crossing to be put there so it benefits everyone.'

Several young people emphasised the importance of being actively engaged in citizenship: as one young man heavily involved in the Parliament and Student Executive at his FE college put it, '*If you don't practice it, it almost kind of defeats the objective…I could take a course and I would not learn nothing. But if I actively got involved in it, I remember my actions.'* Another group in a school sixth form felt that any citizenship needed to be active to be worthwhile, because it had to involve doing something useful that had a good effect.

Among those groups of young people who were not clear about the meaning of active citizenship, there was one group with special needs who had clearly gained much from their participation but had not developed a clear theoretical understanding of citizenship. Among the others were two broad categories:

- Young people who had experienced citizenship through a taught tutorial or Key Skills programme, with relatively few opportunities for active involvement.

- Young people in Training Provider programmes, working at entry level; while their courses had involved active participation as an integral part, and citizenship values were thoroughly entrenched within the ethos and practices of the organisation, these young people had not articulated a specific concept of citizenship or active citizenship. (It is notable that in another Training Provider where political literacy had been given a strong focus, the young people had clear ideas about the different concepts.)

The citizenship development projects demonstrate clear evidence that active citizenship has been achieved across the range of organisations, with many young people being given the opportunity to put their citizenship understanding and skills into practice and participate in a community or public context. Young people have derived great satisfaction and developed new confidence and skills (as outlined in Chapter 6). However, at this stage in many organisations the most active engagement has been available to a small and highly motivated group of volunteers, and issues still remain about how to extend the same opportunities to larger groups in a range of different organisational settings.

3.4   Implications for the future

It seems clear that, by this stage, most of the development projects have established a good understanding of the principles of citizenship, and many have been able to link these clearly to learning outcomes for their young people. While there was concern especially about approaches emphasising

political literacy, many projects provided coverage of the three strands of citizenship, even if project managers were not always aware of the balance they had achieved, and many provided good opportunities for active participation for at least a minority of their students. However, it is equally clear, particularly from the comments of Project Coordinators and Consultants, that it has taken considerable time, and often intensive advice, coaching and reinforcement from the Consultants, to reach this level of understanding and programme development across the broad spectrum of organisations.

As post-16 citizenship is extended to a larger number of organisations, it will be important to find ways to communicate clearly and concisely what post-16 citizenship means, and how this meaning can be translated into practice through programmes and projects in individual organisations. Illustrative case-study examples of good practice, particularly of approaches to developing political literacy, may be important in helping new organisations rapidly to tackle and overcome the problems faced initially in the development projects. As later chapters will suggest, documentation alone is not always successful in conveying the key messages. This raises issues concerning more systematic training and development, and the need for ongoing support and reinforcement once programmes have been set up.

4. INTEGRATION AND LINKING OF CITIZENSHIP

Summary of findings

The current citizenship development projects have taken shape across a large number of diverse organisations, and implementation has been approached in many different ways, from small, voluntary, experiential projects to large scale taught programmes where young people are required to participate. With such diversity there is no single model that is possible to meet all the needs of different organisations and their young people.

It was clear from interviews with young people that experiential learning programmes and discrete taught courses were the most popular, and also helped young people to develop the most comprehensive understanding of what citizenship meant. Less positive views and poorer citizenship learning experiences were apparent in some of the tutorial programmes.

The most successful projects are closely integrated within the structures, curriculum and ethos of their organisations. When an organisation is not already imbued with citizenship values such integration inevitably takes time.

There was widespread recognition of the importance of developing continuity between pre- and post-16 citizenship, and interest among many of the post-16 organisations in pursuing this, but as yet little progress has been made. Consideration needs to be given to putting systems in place that can help organisations to develop their programmes in partnership. These might include:

♦ The development of local networking groups, involving key citizenship Coordinators from a range of organisations.

♦ The provision of baseline data from schools to post-16 providers on students' experiences and understanding of citizenship issues.

♦ Independent guidance on the development of post-16 citizenship programmes, taking into account the baseline of pre-16 activity

♦ An individual or agency to facilitate links between post-16 organisations and schools, to assist with the necessary flow of information, and to offer advice and guidance on developing citizenship across the 14-19 continuum.

The implementation of the Tomlinson proposals for 14-19 education may also help to provide a cohesive framework, at least for a basic core element of citizenship entitlement.

The involvement of external agencies can have a very positive impact on the delivery of post-16 citizenship, and can bring mutual benefits for both the citizenship provider and the agency. While over half the pilot projects do work with external partners to some extent, such links potentially represent an under-developed resource for many projects.

This chapter considers where citizenship fits within the case-study organisations, looking at integration into their programme structures, curriculum and organisational ethos. There is also an examination of links with both pre-16 citizenship education, and the wider community.

4.1 Integration into programmes, curriculum and ethos

The second annual report[13] identified two broad categories of citizenship programme among the very varied approaches to delivery being developed: those that were primarily classroom based **taught courses**, and those that were largely **experiential** programmes or **project-based** with no explicit taught element. These two broad categories were still apparent in the third year of the development projects, although there have been some changes and extensions to programmes in the last year as outlined in Chapter 2, and there has been a shift away from purely experiential programmes towards a combination of practical experience and class-based teaching. There were three organisations (two from Round 1, one from Round 2) where there was still no formal taught element, and three further organisations (again two from Round 1, one from Round 2) where the main focus of the programme was practical activity but where there was also a class based element. In the remaining fourteen organisations citizenship was delivered mainly, though not exclusively, through a taught programme.

The two categories of programme have the same characteristics as outlined in the earlier report. Taught programmes typically:

♦ had a tendency to be delivered in mainstream providers of education (three schools, four sixth form colleges, five FE colleges. The exceptions were two Training Providers)

♦ tended to offer compulsory or recommended programmes

♦ were geared up to catering for sizeable numbers of young people

♦ were usually classroom-based, focusing on the development of knowledge and understanding, often with supporting enrichment, youth forum or community service activities

♦ were mainly integrated into a specific programme, such as A/S General Studies or AVCE travel and tourism, or into a tutorial scheme.

In contrast, (mainly) experiential projects tended to adopt different approaches, with typical features including:

---

[13] NELSON, J., WADE, P., KERR, D. and TAYLOR, G. (2004). *National Evaluation of Post-16 Citizenship Development Projects: Second Annual Report.* DfES Research Report 507.

- a tendency to be specialist providers (two youth work organisations, two Training Providers – each working with the disengaged or socially excluded). The exceptions were two mainstream schools

- a tendency to be focused around voluntary programmes, developed in consultation with the young people, and working with small numbers of young people

- a project-based focus, such as the design of a citizenship evaluation tool or a manifesto for their city

- an involvement of young people in challenges or debates around key issues

- attempts to raise the profile of citizenship within an organisation or community

- the provision of a service by young people for other young people, the organisation or the community.

While taught programmes were more typically taking place in large organisations, and experiential courses in smaller ones, there were exceptions in each case. It is thus impossible to prescribe a single desirable approach to integrating citizenship into post-16 settings given the diversity of types of organisations involved in the pilot, their particular circumstances, and the differing numbers and experiences of young people in these organisations.

Young people's views about their citizenship programmes and their understanding of the aims and purpose of their activities can provide some insights into successful or less successful approaches. As was established in the second annual report, young people from a number of projects had particularly positive reactions to their citizenship activities, and were also able to demonstrate a good understanding of what citizenship meant to them. The seven projects these young people attended included four in school sixth forms, one in an FE college and two in youth services; four were mainly experiential projects, two were discrete citizenship programmes and one was a tutorial programme.

Less favourably regarded were three projects in two sixth form colleges and an FE college, all examples of citizenship being integrated into a wider tutorial programme. Although all could give a reasonable description of what they believed citizenship to be, there was a tendency to perceive it simply as volunteering or doing good, rather than being able to set it in a wider context of active participation. In one college students were not aware that the programme they had been involved in was citizenship, and some at least in each project failed to see the point of their programme, for instance describing it as '*a bit boring*' or '*a waste of time*'. Students in one college commented on the variable commitment of tutors, being aware that some could make the topics interesting while some were less successful, or would even allow students to miss the session.

4.1.1 Staff attitudes

A further aspect of the way that citizenship is becoming integrated and embedded within an organisation is the extent to which staff involved in citizenship delivery are committed and enthusiastic, and staff who are not directly involved are aware and supportive of, and committed to the principles of citizenship within their organisation. Three of the development projects were taking place in what could be described as 'citizenship communities' (two youth services and one sixth form college – the latter newly established and developing as a community project) where citizenship was integrated seamlessly into the wider ethos of the organisation and many of its programmes and curriculum areas. Other projects faced a very different situation where, even if citizenship values fitted closely with the organisation's ethos, this was not explicit. At the other extreme, one project manager sought to avoid the word 'citizenship' as he felt it had negative connotations. While the profile of citizenship was said to be very high in the three 'citizenship communities' this was not the case in most other organisations, and the seven project managers who said that the profile was higher this year were usually starting from a low base of awareness the previous year.

While there were different issues for small and informal organisations such as Training Providers, there were particular challenges in integrating a citizenship programme into a large school or college, and one can envisage a number of layers of involvement. Project managers were invariably very strongly committed, providing an enormous fund of energy and enthusiasm to drive forward their projects, even though they were often juggling their citizenship role with a number of other areas of responsibility. However, little can be achieved without wider buy-in to the programme. As Chapter 2 has illustrated, senior management support is crucial, and needs to be more than nominal, extending beyond verbal support and encouragement to allocating sufficient funds and time (and by implication endowing sufficient status) for projects to be properly developed. The next layer could be seen as the staff involved in delivery of the citizenship programme, whether a small dedicated team or the majority of staff involved in a tutorial programme. Predictably with large numbers of tutors, even if most were engaged and enthusiastic, as the students observed there could be variations in commitment, leading to problems with staff who were allocated to citizenship because they had time on their timetable, or because they happened to be involved in a course where citizenship had been introduced. However, in most organisations the majority of delivery staff understood and were committed to the project.

The next layer for full integration consists of the staff who are not involved in delivery of citizenship, and a number of negative comments from project managers indicated that this was a hurdle yet to be surmounted for some. One project manager reported '*no hostility as long as it doesn't intrude on their academic study time*' while others mentioned '*hostility has turned into*

reluctant tolerance' or '*apathy not hostility*'. Not all organisations faced such discouragement, and with activities such as student councils or conferences raising awareness some reported that staff were enquiring about citizenship and how their departments could get involved. However, at this layer probably the most common reaction was apathy.

The final layer, and one that is often underplayed, is that of the young people themselves. Young people, as demonstrated in the pilots, are often influenced by the wider ethos of the organisation and the attitudes of staff. This can work both for and against citizenship. Where attitudes are positive and there are 'citizenship champions' among the staff this can encourage and motivate students to take a full and active role in citizenship activities. However, where staff attitudes to citizenship are negative or apathetic this can translate into equally negative attitudes to citizenship among young people in those organisations. It is important, in terms of the future of post-16 citizenship, that existing pilot institutions as well as those that are new, consider the impact of layers of senior management, staff and young people and their impact on attitudes and approaches to citizenship.

It is notable that in two of the Training Providers, clearly operating in organisations of a very different scale, staff who were not involved in the citizenship programme were nevertheless supportive and interested.

4.2 Links with pre-16 citizenship

As noted in previous reports, Round 1 Project Coordinators and Round 2 Consultants firmly believed in the importance of achieving continuity and progression between pre-16 citizenship, compulsory in the secondary curriculum since September 2002, and post-16 citizenship developments. In the second and third years of their projects, they indicated that they still saw little evidence of developing links with the pre-16 sector. Some Consultants and Coordinators had begun to initiate moves that would help to develop links, including setting up or extending network meetings, or trying to include new organisations with pre-16 involvement in their partnership. However, even where some action had been taken, progress was felt to be slow, and several commented on the challenge of the very different structures and approaches in pre and post-16 settings, often in the same institutions (such as schools).

Project managers in the case-study organisations similarly identified links with the pre-16 sector as an increasingly important area although little progress had been made as yet. Several said that it was something they hoped to develop in the next year. In seven organisations (five from Round 1, two from Round 2) project managers had established some pre-16 links, sometimes simply in terms of contact with schools through their own citizenship activities. Some colleges and Training Providers reported extensive contacts with schools but

not in the context of citizenship, while others had a very varied intake from large numbers of local schools and either did not feel that links were practical, or that it would be difficult to establish them.

In two schools, the project managers for the post-16 citizenship programme were also responsible for coordinating citizenship lower in the school, and potentially this could provide an ideal opportunity for making links. However, both commented on how different the approach was at key stage 4 compared with post-16, and one had not found it possible to make connections between the two phases. The other project manager had made partial progress in identifying common strands and themes, and was introducing some of the work from the sixth form projects into the GCSE short course for Years 10 and 11, including some citizenship mentoring by students. In other schools, while one project manager felt that there were links to the extent that teachers pre and post-16 were aware of what each other were doing, others emphasised that pre and post-16 were '*separate domains*' often with completely different staffing, and usually there was no mechanism for sharing ideas. There are clearly issues surrounding the traditional structuring of school staffing, which tend to be based around year groups and academic departments. This militates against cross-curricular approaches, and against the implementation of thematic programmes cutting across key stages.

With no close coordination between pre and post-16 citizenship in most schools with sixth forms, the challenge is even greater for organisations that do not deal with the pre-16 age group, and in this context it is encouraging that at least one of each type of organisation (two sixth form colleges, one further education college, one Training Provider, two youth services) had developed some pre-16 contacts.

♦ In the sixth form colleges and the Training Provider, this contact came through young people visiting local schools as part of their own citizenship programme, for instance for assemblies, mentoring or sports coaching.

♦ Both youth services reported that they had youth workers involved with local schools, in one case in the PSE curriculum, and in another in their GCSE work.

An additional sixth form college did not have any direct links to schools, but conducted an audit among their new students to establish a baseline from which to work. These instances could be regarded as laying the foundation for a more integrated approach, though as yet they had not led to direct **curriculum links**. In one FE college the project manager had taken more specific steps; she had visited a local school and a teacher there had agreed to help her look at the pre-16 programme with a view to planning joint activities. The local 16-19 Coordinator in this area had set up a network meeting for pre and post-16 deliverers, although at the time of the interviews it had not had its first meeting.

A number of project managers felt that it would become easier as more of their young people started their post-16 courses with a foundation in citizenship from their pre-16 studies, and some hoped that a basic knowledge and theoretical understanding might have already been established, since currently some young people started from the point of knowing very little. There was certainly a widespread feeling that pre-16 citizenship was important and, as one project manager put it, '*the younger that kids start with citizenship the better*'. One or two expressed concern that their organisations might have to overcome negative views of citizenship that young people sometimes arrived with. One project manager felt that citizenship at school could be '*stodgy and dull*', with an emphasis on worksheets in tutorial programmes rather than including any active elements, while in a youth work organisation the staff commented that they were keen to see how their informal approach would fit into the more formal pre-16 setting.

The project manager in a project which had decided to leave the pilot programme[14] expressed concern at the apparent lack of emphasis on building links between pre and post-16 citizenship. He commented that as pre-16 citizenship had been established on a more formal basis, he would have expected them to be '*reaching out more*' to the post-16 sector. However, this did not seem to be happening, and so the post-16 organisations should perhaps try to make the first moves. He was therefore hoping to develop such links as part of his organisation's particular contribution to the continuation of the programme in his area.

It is clear that there is recognition among the case-study organisations that continuity between pre and post-16 citizenship is important, and will be increasingly so as pre-16 citizenship becomes more established. There is also considerable interest in developing more awareness of what pre-16 students will have experienced, so that the projects can build on what has been covered rather than risk duplicating it. It is very difficult for individual post-16 providers, particularly those other than schools, to explore this area on their own, given the potential range and variety of provision at different institutions, which cater for very different groups of young people at different levels.

4.3   Links with the 14-19 education review[15]

All the Consultants were familiar with the details of the current policy review of 14-19 education and training, being carried out by the Tomlinson Group, although several thought that their partner organisations were less aware of

---

[14]   A brief telephone interview was conducted in June/July 2004 in 13 organisations which had left the post-16 citizenship development programme, to establish their reasons for deciding not to continue.

[15]   It should be noted that the interviews took place before the publication of the Final Report of the Tomlinson Working Group on 14-19 Reform in October 2004.

this development. As regards the possible impact on post-16 citizenship, the response was mixed.

When Coordinators and Consultants were asked about the Tomlinson 14-19 review, six thought that the implications for citizenship were largely positive, believing that the proposals could provide a good framework for the inclusion of citizenship as a core entitlement within any future diploma-style qualification. One Consultant felt that the emphasis on vocational and independent learning would offer opportunities for citizenship development. Another added that the proposals could also assist the type of partnership working that the post-16 projects had tried to achieve, stating: '*one organisation cannot address all the needs of one young person, but a collection of organisations with different methods of working can hopefully*'.

Other Consultants and Coordinators made comments about the impact the proposals might have, and there was some uncertainty about how the report would be interpreted, and how the opportunities for citizenship would be realised. One Coordinator drew attention to the changes that would have to take place in teaching and learning strategies post-14, with more partnership working and greater flexibility in the curriculum, and that this could present opportunities for citizenship to develop more broadly across the 14-19 sector. Another was concerned about the lack of reference to democratic practices and the fact that pupil participation and student councils were not mentioned at all. There was also a note of concern about where the funding would come from to make any proposals a reality.

Although some Consultants were not convinced that project managers would be aware of the Tomlinson proposals, in fact most were aware of their broad outline and thirteen made some comments about its potential impact. There was a contrast between those who felt that it would be very positive for citizenship, and those who felt that either citizenship could get lost and/ or an opportunity had been missed to give it a more central role. A project manager who felt that political literacy would be covered in the core programme gave the view that it will '*either completely legitimise it or destroy it*'. Another optimistically felt that citizenship was the ideal vehicle to make links between schools and post-16 provision, though the experiences of those who had tried to establish links, as outlined in the previous section, suggest that this will remain as a major challenge. As with the Consultants and Coordinators, funding was also highlighted as '*a huge issue*'.

4.4 Integration with external agencies

Just under half the case-study organisations said that they did not have any links with external agencies, and almost all of the rest identified local organisations, charities and businesses. These were able to offer practical

support, community service opportunities or training within the area. Two colleges mentioned links with their local politicians, and a youth organisation had established links with two local schools. Only four organisations mentioned national agencies, although two of these projects, being based in London, might effectively have been drawing on a 'local' contact. It would seem that a number of organisations were still not making extensive use of the 'expert advice' they might obtain from national citizenship organisations, while some have not developed strong links within their local communities. It is possible that, with the time pressure under which many project managers are working, this does not always rise to the top of the list of priorities.

Leading the way in this respect, one of the development projects, a Round 1 school, made major progress during the year in developing very successful relationships with two external agencies.

♦ One link was with the PGCE course tutor at a nearby university, with PGCE students visiting the school to facilitate the political literacy unit with groups of Year 12 students. This development brought benefits to both sides, with the university gaining valuable work experience for its students, and the school gaining important input in preparation for a visit to the Houses of Parliament.

♦ The second link was made with a local science education facility, where students met medical specialists who ran sessions with them on scientific and medical ethics. Again a mutually beneficial arrangement has been made, with the school's project manager sitting as a member of the science facility's teacher advisory panel.

The young people involved in these sessions were very positive about their citizenship activities at this school, demonstrating that the approach has been effective in engaging them with citizenship and making it meaningful to them.

4.5   Implications for the future

The current citizenship development projects have taken shape across a large number of diverse organisations, and implementation has been approached in many different ways, from small, voluntary, experiential projects to large scale taught programmes where young people are required to participate. With such diversity there is no single model that is possible or even necessarily desirable to meet all the needs of different organisations and their young people.

The most successful projects will ultimately be closely integrated within the structures, curriculum and ethos of their organisations, although as some of the pilot projects have demonstrated, when an organisation is not already imbued with citizenship values such integration inevitably takes time. The greatest challenge may face the large mainstream organisations with long established

procedures, structures and subject disciplines where existing staff may consider citizenship to be at best something extra, and at worst something which is getting in the way of them doing their job. As well as a dedicated project manager to champion citizenship, there is a need for genuine senior management support, and also wider support among the rest of the staff, particularly when a large number of tutors will be delivering the citizenship programme.

There was widespread recognition of the importance of developing continuity between pre- and post-16 citizenship, and interest among many of the post-16 organisations in pursuing this, but as yet little progress has been made. In developing plans for extending post-16 citizenship programmes nationally, therefore, and recognising the diversity of post-16 contexts, consideration needs to be given to putting systems in place which can help organisations to develop their programmes in partnership. These might include:

♦ The development of local networking groups, involving key citizenship Coordinators from a range of organisations.

♦ The provision of baseline data from schools to post-16 providers on students' experiences and understanding of citizenship issues.

♦ Independent guidance on the development of post-16 citizenship programmes, taking into account the baseline of pre-16 activity.

For continuity to be achieved long term, there may be a need for an individual or agency to facilitate links between post-16 organisations and schools, to assist with the necessary flow of information, and to offer advice and guidance on developing citizenship across the 14-19 continuum. The implementation of the Tomlinson proposals for 14-19 education may also help to provide a cohesive framework, at least for a basic core element of citizenship entitlement.

The involvement of external agencies can have a very positive impact on the delivery of post-16 citizenship, and can bring mutual benefits for both the citizenship provider and the agency. While over half the pilot projects do work with external partners to some extent, such links potentially represent an under-developed resource for many projects. As new organisations develop citizenship programmes, there may be a need both to highlight the benefits of fostering links with external agencies, and advice and guidance on how to do so.

5. TEACHING AND LEARNING APPROACHES TO CITIZENSHIP

Summary of findings

A variety of teaching, learning and facilitation approaches had been developed across the projects. Case-study evidence suggests that the most successful approaches included the following features:

♦ Negotiation of key issues of interest with the young people.

♦ Development of a critically reflective learning environment, with scope for discussion and debate.

♦ Use of a variety of experiential learning experiences, including project work, drama, role play, art, photography and exhibition work.

♦ Use of varied and interesting resources, ideally related to, or growing out of, current events (whether local or national) which have relevance for young people.

♦ Facilitation of activities based on the active involvement of young people rather than the teaching of knowledge, understanding and skills.

♦ Links with the wider community through off site visits, the use of external speakers, and the allocation of responsibility to young people for working and negotiating with external partners.

♦ Involving young people in active participation in large-scale assemblies such as conferences, youth fora and student parliaments.

For organisations aiming to offer post-16 citizenship entitlement to large numbers of young people, delivery through a tutorial programme may often be chosen, as was the case with seven of the case-study organisations (all sixth form and FE colleges). However, there are some issues that relate specifically to developing a successful tutorial approach. They include the need to:

♦ Involve young people in the development and delivery of citizenship programmes

♦ Use active and participative teaching and learning approaches, including debate and discussion

♦ Provide enrichment or other opportunities for active citizenship, with a clear link to the tutorial programme content so that the three strands of citizenship are integrated into a coherent whole

♦ Approach community involvement and active participation in innovative and creative ways, through activities within the organisation as a community, as well as the wider community outside the organisation

♦ Ensure that tutors have training and support in citizenship and that there is consistent and high quality delivery across all groups.

5.1   Successful approaches to teaching and learning

In the second annual report of the evaluation there was a detailed analysis of the teaching, learning and facilitation approaches and strategies across the twenty case-study organisations. While there have been some changes and extensions to projects over the last year, and, in particular, a shift towards adding a taught element in some of the experiential projects (as described in Chapter 4), there were no major differences in the general patterns of teaching and learning approaches already outlined. As in 2003, the evidence suggests that the most successful approaches include the following features:

♦ Negotiation of key issues of interest with young people.

♦ Development of a critically reflective learning environment, with scope for discussion and debate.

♦ Use of a variety of experiential learning experiences, including project work, drama, role play, art, photography and exhibition work.

♦ Use of varied and interesting resources, ideally related to, or growing out of, current events (whether local or national) which had relevance for young people.

♦ Facilitation of activities based on the active involvement of young people rather than the teaching of knowledge, understanding and skills in isolation from activities.

♦ Links with the wider community through visits off site, the use of external speakers, and the allocation of responsibility to young people for working and negotiating with external partners.

♦ Involving young people in active participation in large-scale assemblies such as conferences, youth fora and student parliaments.

A new development in one school sixth form was designed to link in with Tomlinson's proposed structure for 14-19 education. All sixth form students followed a **core programme**, with a fixed weekly slot and an identifiable block of activities, many of which were explicitly labelled as citizenship activities. This approach (combined with an innovative, varied and exciting range of activities) had been very successful in engaging young people, who were enthusiastic about their involvement and felt that they had gained valuable experience and skills.

5.2   Large scale provision: delivery through a tutorial programme

One of the challenges of providing post-16 citizenship in a large organisation such as a school, sixth form college or FE college is how to include all or most students in an engaging and active programme. Earlier chapters have shown that the most successful programmes or projects have often involved relatively

small numbers of students. The table below shows, for the twenty case-study organisations studied, the main delivery model adopted by the different types of organisation; it should be noted that the main approach is often complemented with enrichment or other wider opportunities for active citizenship.

	Delivery Model			
	Mainly experiential	Discrete programme	Module in existing course	Tutorial programme
School 6th form	2	2	1	
6th form college				4
FE college			2	3
Training Provider	2	1	1	
Youth service	2			

♦ Among the six mainly experiential projects, only one (a school sixth form) attempted provision for an entire year group, while another school had small groups of volunteers undertaking citizenship projects, and two Training Providers and two Youth services were operating with much smaller numbers of young people.

♦ The discrete citizenship programmes in school sixth forms were able to provide for large numbers of students by identifying specific timetable slots for citizenship (although in one of these instances large numbers were not sustained and citizenship activities became a focus for a small group of volunteers).

♦ One school and two FE colleges made large scale provision for post-16 citizenship through adding a module to an existing course, linking either to the Travel and Tourism AVCE, key skills or NVQ courses.

♦ All of the sixth form colleges, and three of the FE colleges among the case-study organisations adopted a tutorial programme approach to post-16 citizenship, providing opportunities for large groups of students who were following a number of different courses and would only come together for tutorial periods.

This section examines how these tutorial approaches have been developed, given that this is likely to be a route chosen by many large organisations aiming to provide entitlement to post-16 citizenship on a large scale. The QCA guidance[16] on post-16 citizenship identifies the following potential benefits of tutorial provision:

♦ builds on a natural link between citizenship and personal development

♦ makes the most of the flexibility of tutorial programmes

---

[16] QUALIFICATIONS AND CURRICULUM AUTHORITY (2004). *Guidance for Providers of Post-16 Citizenship Programmes.* London: QCA.

- provides opportunities for reviewing and reflecting on citizenship learning through one-to-one tutorials

- allows the delivery and development of evidence for key skills.

While a tutorial programme provides an excellent opportunity for developing knowledge and understanding through a taught format, particularly for covering elements of political literacy and social and moral responsibility, some organisations found it difficult to include **active citizenship** elements. In four of the seven case-study organisations with tutorial programmes it was recognised that providing opportunities for active citizenship was an area that needed further development. In these four organisations (three sixth form colleges, one FE college) students were either encouraged or required to study for the GCSE or AS level in citizenship, or a related examination course such as General Studies or Critical Thinking. Some enrichment activities were also offered though these were sometimes 'bolt on' opportunities rather than integrated within the overall programme, and sometimes involved only small numbers of young people, for instance as representatives on a student council. On three of these less 'active' citizenship programmes some of the young people were not keenly engaged, as highlighted in Chapter 4, with a few feeling that they had gained little from their involvement.

There are also issues related to staffing when citizenship is offered through a tutorial programme, again discussed in Chapter 4, since a large number of tutors will be involved in delivery. Some of the case-study organisations were aware of variable levels of enthusiasm, commitment and citizenship facilitation skills among their tutorial staff.

These are some of the challenges faced in introducing citizenship in a tutorial programme, particularly in an organisation with no strong ethos or tradition supporting citizenship values. However, all of the organisations where there had been issues with the tutorial programmes considered that they had made progress, and were looking at future developments and particularly ways of enhancing opportunities for community involvement and active participation. There were also examples of where tutorial programmes, combined with extensive and varied enrichment opportunities, had provided a more active and engaging experience for the young people involved.

- One sixth form college had been newly established with a very strong citizenship ethos, and as well as tutorial sessions with an emphasis on political literacy there were many extra topics and large events; the approach was to teach through active participation, and was widely supported by senior management and all staff.

- A FE college had involved students in developing a seven week citizenship module for their tutorial programme for level 3 learners, and the module had been shortened and adapted for level 1 and 2 learners and ESOL students. Additional activities included a very active student

parliament, and a conference involving all the year group where politicians were invited to debate issues identified by the students.

♦ A FE college developed citizenship activities through its tutorial programme and other slots in the timetable. The college was aiming for citizenship to become embedded in its ethos and curriculum. There was an active student association, and also many opportunities for students to participate in and influence the way the college was run and become involved in the local community.

It is clear that post-16 citizenship provision for large numbers of students can be very successful through a tutorial programme, and key factors for success (which overlap with and extend the general features of successful programmes outlined earlier in this chapter) include:

♦ involving young people in the development and delivery of citizenship programmes

♦ using active and participative teaching and learning approaches, including debate and discussion

♦ providing enrichment or other opportunities for active citizenship, with a clear link to the tutorial programme content so that the three strands of citizenship are integrated into a coherent whole

♦ approaching community involvement and active participation in innovative and creative ways, through activities within the organisation as a community, as well as the wider community outside the organisation

♦ ensuring that tutors have training and support in citizenship and that there is consistent and high quality delivery across all groups.

5.3 Resources

An important issue as post-16 citizenship is extended nationally is how an increasing number of projects are kept up to date and informed of citizenship issues and developments. Project managers reported using a very wide range of resources and materials to support their projects, with eight producing their own course materials, and others drawing on media and leaflets to provide up to the minute resources. Several project managers mentioned that students primarily found their own resources and materials through their researches in the course of their project work. One or two indicated that they did not need many resources for their particular project, and that their staff and young people were their primary resource.

National conferences were highlighted by some as a valuable resource, and generally were regarded as providing a very positive experience for young people. Some of the project managers in Training Providers and youth services felt however that these could be somewhat intimidating events for their particular young people, who could feel out of place among large

numbers of students from schools and colleges studying for academic qualifications.

Overall, the general consensus was that plentiful resources were readily available, including plenty of information sent by the LSDA, and the issue was rather that of **finding time** to sift through what was available, identify the best and most appropriate materials, and put them together into a suitable format for their project. In this context some mentioned that they would appreciate guidance on what resources others had found useful.

As earlier reports have suggested, the LSDA website is not a frequently used resource: fifteen project managers said either that they did not use it at all, used it rarely, or had used it once but not returned to it. Although several project managers mentioned using websites when searching for resources, they were in a minority, and most clearly did not find this an accessible medium for communication, often quoting lack of time for browsing such websites.

Much more popular and well received was Citizenship News, which virtually every project manager used. This was felt to be much more accessible and easily readable, and most comments were that it was good to know what others were doing, and that it was a useful source of ideas, '*inspirational*' according to some. As an eye-catching, well-produced document it was felt to be a good showcase for the projects, and staff in those projects which had been featured were particularly enthusiastic. It was something that a number of projects made available to their young people, with a couple commenting specifically that the rap had been '*great*', and had served as a useful introduction for a new group of students embarking on a citizenship course.

Two Training Providers, while generally positive about Citizenship News, nevertheless commented that they would like to see more coverage aimed at their young people, possibly with some simpler articles. Another plea from a project manager in a school was that, while she was full of praise for the publication, it should not replace face-to-face support and networking.

The draft QCA guidelines for post-16 citizenship had been issued during the year, and in the twenty case-study organisations, seven project managers said that at the time of the interview they had not yet studied them in detail. All the twenty case-study project managers were in favour of the QCA guidance in principle, however, and those who were familiar with it felt that there was much useful information, for instance on definitions of citizenship and assessment. One mentioned quoting sections in a staff handbook. However, several expressed the view that the guidelines were very general in trying to address all the different types of organisation, while a project manager in a Training Provider said that he would have liked to see more aimed specifically at his type of organisation, and one based in a youth service organisation did not feel that the QCA guidance addressed the informal context of youth work.

It is possible that some of these comments were based on seeing initial written drafts of the guidance without being aware of the extensive case-study material provided with the final version (and the links to case-study examples on the website version). There was also a view that, while the guidance would be valuable for an organisation embarking on a new citizenship project, it was less useful for the more established development projects.

Inevitably some felt that the guidance came in too long and dense a document, and requested a short version conveying key messages. One suggestion was that the content could be presented through workshops rather than as a paper or website resource. However, overall there was recognition that the draft guidelines were very constructive and helpful, reflecting the way the projects had developed during the pilot programme.

5.4 Implications for the future

As existing projects continue and new post-16 citizenship projects are developed, organisations need to be made aware of the features that are associated with the most successful provision. Ideally young people should be encouraged to develop a sense of ownership of a programme, there should be a variety of teaching and learning approaches, providing a range of experiences and opportunities for active involvement and participation. There are particular issues involved in developing post-16 citizenship entitlement for large numbers of young people through tutorial programmes, both in terms of ensuring that an active element is included as an integral part of the course, and in ensuring that delivery staff are appropriately trained and supported.

As post-16 citizenship entitlement is rolled out nationally, there are also important issues to be addressed about developing appropriate resources and maintaining channels of communication with project managers.

At one level, it could be said that there is no problem for project managers in finding appropriate materials and resources for their projects, and indeed the issue for some is sifting through large quantities of material. However, given the overall time pressure on these individuals, the provision of a range of suggested and recommended resources, with illustrations of their use in different contexts, would be likely to be appreciated by many, and might help to avoid an element of constantly 're-inventing the wheel'.

There is the further issue of communication to and between projects, both in terms of sharing ideas and experiences, and in introducing important developments such as the QCA guidance. As one project manager said, excellent though it is, Citizenship News cannot replace fact to face contact.

As earlier sections of the report have suggested, there is a need for systems to be put in place which can both facilitate the sharing of good practice and appropriate resources, and help to communicate new developments and guidance.

6.   OUTCOMES FROM THE PILOT PROJECTS

Summary of findings

♦ Most objectives set by organisations in their action plans had been met or good progress had been made towards them. As might be expected, Round 1 projects were more likely to report greater progress, with the majority of their objectives being met, while for Round 2 projects the majority were described as making good progress.

♦ Few projects had established rigorous systems for assessment, mostly relying on informal review and reflection at the end of sessions or major events, or through the tutorial system.

♦ All project managers agreed on the importance of recognising young people's achievements and efforts in their citizenship programmes. Views on recognising achievement through formal accreditation were mixed, with on one hand a group of project managers who did not favour examined qualifications such as the GCSE or AS level, and on the other hand those who felt that examination results provided a tangible outcome that young people could use for university or job applications.

♦ There was a strong feeling that any future accreditation would have to recognise the diversity of post-16 provision, and that no single award or qualification could meet the needs of the variety of settings, projects and young people. While some felt that accreditation was not essential, others considered that projects could offer at least the opportunity for accreditation, either through their own certificates or through more formal qualifications such as GCSE, AS level, ASDAN or Duke of Edinburgh awards.

♦ Most young people were keen to receive recognition of their citizenship achievements, and while a few favoured qualifications which might help with university applications, most would not welcome examinations or additional written work, and felt that certificates would be appropriate.

♦ In terms of what young people had gained from their citizenship activities, confidence and communication skills were those most frequently mentioned both by project staff and young people themselves, and these were coupled with gaining greater knowledge and awareness of issues and 'wider horizons'. Some also identified deeper understanding of issues, and feelings of empowerment.

♦ The success of the post-16 citizenship projects was clearly apparent in the achievements of the young people who had been involved. Project managers perceived the main challenges to the future of the projects as being the lack of time and resources for developing and sustaining programmes, motivating staff (especially when citizenship was delivered through tutorial programmes), and engaging students.

This chapter is based on a mixture of interviews with project Consultants, project managers and staff, and the young people themselves, as in other chapters, and also on data from the final MI reports submitted by case-study project managers in July 2004. It examines the progress made against the objectives set by the projects, the outcomes of post-16 citizenship for the young people involved and looks at the successes and challenges of participating in the pilot.

6.1 Progress against objectives

In July 2004, project managers for both Round 1 and Round 2 organisations submitted their final MI reports to the LSDA, in which they detailed the progress they had made against the objectives outlined in their action plans in September 2003. This section provides a summary of the progress made against objectives for 19 of the case-study organisations.[17]

From the reports it would appear that the majority of objectives had been met or at least that good progress had been made. Across the 19 organisations, there were only three objectives where there had not yet been any progress. Overall Round 1 organisations appeared to have made further progress than Round 2 organisations: twenty-four objectives detailed by Round 1 organisations were said to have been met, with a further twelve making good progress, while in Round 2 organisations ten objectives were considered to have been met, with 21 making good progress. This difference is likely to reflect the fact that Round 1 organisations have been involved with the development programme for a year longer than Round 2.

In a few cases, the extent to which the objective had been achieved appeared questionable when examining the explanation given by the organisation. For example, an objective reported as being met was '*to enhance the education provision by enabling students to reflect on their learning experiences.*' However, the explanation given for reporting the objective as met was '*the sessions are only partly written, but will be finished and piloted in time to be used next year.*' This description suggests that the objective may in fact have been incomplete at the time of writing the report and perhaps good progress may have been a more fitting description for the extent of progress against the objective.

A brief summary of the progress made against objectives by the case-study organisations is provided in Appendix C. The objectives have been grouped into two broad categories: firstly, **practica**l objectives related to the content of the citizenship programmes and directly involving the young people, and

---

[17] The case-study organisations visited by NFER during the evaluation. As one of the case-study organisations (from Round 2) had not submitted a final report to LSDA at time of writing the report, this section relates only to 19 case-study organisations, rather than the 20 visited by NFER.

secondly, **strategic** objectives focusing upon the organisation itself, rather than the young people. These two categories can be further subdivided as follows.

Practical objectives

♦ Curriculum/Programme Development

♦ Resources Development

♦ Development of Young People

♦ Representation of Young People.

Strategic objectives

♦ Organisational Policies and Systems

♦ Staff Development

♦ Assessment/Accreditation

♦ Wider Awareness of Citizenship

♦ Links between pre and Post-16 Citizenship.

♦ **Other objectives**

For the most part the projects appeared to have made good progress or have met their objectives for both practical and strategic issues. Given the importance project managers attached to developing links between pre and post-16 citizenship, as discussed in Chapter 4, it is interesting that only one organisation had identified this as an objective. As Chapter 4 illustrated, this has proved to be a difficult area for the development projects, and this was one of the three objectives for which no progress had yet been reported.

6.2 Assessing and recognising citizenship learning

Turning to the day to day management of the projects, project managers were asked to comment on how they were assessing the progress of the young people in their citizenship activities and how their achievement was recognised. In addition, they were asked for their views on accreditation of post-16 citizenship. A further perspective on assessment, recording and recognising achievement in post-16 citizenship is provided in a forthcoming QCA report[18].

---

[18]   Post-16 Citizenship: Assessment, And Recording And Recognising Achievement The First Three Years, September 2001 – August 2004. QCA, forthcoming.

6.2.1 Assessment

One project manager reported '*there is constant reflection built into the course*', while another at a school favoured the use of the Progress File, believing that young people should constantly review and reflect on their activities. However, these organisations appeared to be the exception rather than the rule, and in many cases there was no formal assessment process.

One Project Manager in charge of an experiential programme with no taught element was very honest in saying that assessment of the students' various activities was '*a weak aspect of the post-16 citizenship programme*'. An interviewee at another project agreed that reflection was '*probably our weakness*' but commented that the progress of the young people was there to be seen, even if it was not formally recorded. She explained '*one girl came in one day and said 'I was watching this thing on telly last night and they were talking about the whip, and I knew who they were!' I thought, 'well, that's an achievement.' Its things like that when they realise themselves that they have progressed.*' A Project Manager from another organisation agreed, adding '*it's anecdotal, but it is my view that they are doing more with citizenship than they would be doing without it. Proving that is more difficult.*'

An interviewee at a Training Provider felt that the learners were engaged in self-assessment, explaining '*there has been a natural progression for them. The more they have got into the subject the more they have recognised it themselves.*' Similarly in a youth service organisation, although there was no formal assessment, young people reviewed their progress and success each week as part of the planning process for future activities.

In larger organisations, while some project managers addressed the issue of assessment through reflection sheets, worksheets or evaluation sheets, others continued to use informal methods to assess progress. Some schools and colleges reported that reflection and review took place through their tutorial system; one explained the '*idea of tutorials is that they step out of what they normally do, so it shouldn't be a burden*'.

6.2.2 Recognising achievement

The topic of recognising achievement and accreditation of post-16 citizenship education produced a number of contrasting opinions. Most of those who were interviewed agreed that young people's work should be recognised in some way, with one project manager asserting '*it is very important to always reward success and what has been done has been very successful.*' This opinion was re-affirmed by an interviewee who concurred '*recognition of achievement is important, it gives the programme some worth and acts as an incentive*' while a third added '*all young people want to be recognised for what they do.*' Ten of the case-study project managers, across the range of different post-16 settings, specifically identified the importance of recognising

achievement, often relating this to certificates or profiles which could be shown to employers.

In eight of the case-study organisations achievement in citizenship was already recognised with certificates that had been developed either in-house, within their consortium or partnership, or were locally recognised. Some organisations offered accreditation in citizenship through formal qualifications: in three sixth form colleges and one school sixth form this was through the AS levels in Citizenship or General Studies; in two FE colleges and a Training Provider citizenship was built into their NVQ/ AVCE qualification; and one school sixth form offered accreditation through NVQs or ASDAN.

Although there was general consensus that young people should be recognised for the work they had done, the concept of formal accreditation through qualifications in post-16 citizenship threw up a number of different arguments. On one hand, there were eight project managers, representing the range of different post-16 settings, who did not feel comfortable with an examined course as the principal means of recognising achievement. There was the issue of young people who might fail formal examinations, and one project manager argued *'nobody can fail to be a citizen but students can fail citizenship exams. That surely can't be right.'* An interviewee involved with delivery was opposed to any sort of formal accreditation, asking *'how do you measure being a good citizen?'* A third interviewee commented that *'the benefits are enormous – you can't measure that with exams'*. Another considered that the government focused too much upon formal accreditation, adding *'outcomes should be accredited on what is achieved, rather than being formalised through portfolios.'* There was a feeling that the GCSE and AS citizenship courses were very 'knowledge based' and did not encourage or recognise active citizenship, and some felt that teaching for these examined courses, or other very tightly assessed programmes, restricted the range and styles of teaching and facilitation which could lead to the most valuable citizenship experiences. Four project managers suggested that if accreditation were needed it should be for recognition of the active or participative element of students' achievements.

Conversely there were arguments in favour of some kind of formal accreditation for citizenship. Several project managers (two from sixth form colleges, two from FE colleges and one each from a school sixth form and a youth service) mentioned that students themselves were keen to receive recognition, and a deliverer in a school sixth form commented *'if a student does it, they want it to be recognised. To do it, and then be told at the end they are not going to receive anything is worse. What's the point? Does it hold any UCAS points? Is it valued by universities?'* Another project leader indicated that he personally did not favour accreditation but admitted *'there's money in exams'* which was why his organisation was going down an accredited route.

Another interviewee felt that there '*should be qualifications if that is what a young person wants*' but equally thought '*if they don't want any that's fine, its the choice of the young people.*'

A second issue concerned how accreditation for post-16 citizenship might work. With the variety of organisations involved with the programme and delivering to young people learning at different levels it was clear that a single award to cover the whole range of citizenship activities and experiences was not appropriate. A project manager at a Training Provider commented '*how do you award a sixth form college learner and Training Provider learner the same award? At a college the students are there to learn five days a week. At a Training Provider the apprentices are there to gain a specific skill for a trade. It needs to be clear that something is being done differently to usual.*' A deliverer at an FE college concluded '*we cannot have traditional assessment techniques. We need a way of covering how projects have unfolded.*'

While some interviewees felt that coursework would be a problem for young people with already pressurised timetables, one person argued '*from the students' point of view, an element of coursework might be good. Particularly with the nature of citizenship, it might be quite good if they could go away and do a bit of research, on their own in their area of interest.*' A project manager from a different organisation highlighted that the ASDAN Personal Challenge/Research Study offered a good approach in this respect, and overall four project managers suggested the possibility of including citizenship accreditation within a wider qualification such as NVQ courses or the Duke of Edinburgh scheme.

Five project managers (including three from FE colleges, one from a school sixth form and one from a Training Provider) commented that any accreditation scheme would have to be very wide ranging, or would have to offer different approaches for different groups of learners. The difficulties in finding an appropriate method for accreditation were best summarised by the interviewee who remarked '*what they want is something that says 'I've done this project, I've evaluated it, I know why I've done it and I've achieved this certificate.' We are still looking for the ideal vehicle for that. There are certificates in volunteering, but it needs just a little bit more, but less than a GCSE.*'

Young people themselves offered a variety of different opinions on the issue of accreditation for post-16 citizenship. In general the consensus pointed towards some form of recognition for the work completed in post-16 citizenship, although there was no broad agreement as to how this might be achieved. One group of learners expressed it was very important that they receive some sort of qualification, wondering '*what would be the point of doing this if there isn't something to show for it at the end?*' Some students at

a school sixth form favoured the idea of a formal certification system, which carried UCAS points. They also had some reservations about the idea of going down an examination route, however, due to their heavy workloads. A learner at an FE college pondered '*how can you assess what is a good citizen?*' but admitted '*I feel that young people should be rewarded and they should be shown some sort of appreciation for the work they have been doing, so a qualification would be good.*' However, many young people, including those at Training Providers, were not looking for formal accreditation through qualifications, particularly if it would involve additional study or introducing a written element into an experiential course. There was a widespread feeling that it would be appropriate to be given a certificate of achievement to reflect their effort and success.

6.3   Outcomes for young people

6.3.1   Views of Project Coordinators/Consultants

In the course of interviews, Project Coordinators (Round 1) and Consultants (Round 2) were asked to identify what they perceived to be the outcomes for young people from their involvement in citizenship. Specifically, they were asked to comment about the skills that young people had developed, the growth of their knowledge and understanding and thoughts about how citizenship may have impacted upon their attitudes and behaviour. Generally, the Coordinators and Consultants felt unable to speak directly of the impacts of programmes upon the young people, but were happy to pass comment on what they had seen of the young people, either at events or steering groups, or through feedback received from partner organisations.

Almost all the Coordinators and Consultants reported that the **skills** of young people had developed during the course of the citizenship programme, particularly in terms of gaining confidence. One Coordinator explained that '*increased confidence has been evident where young people have been empowered to make decisions and have been encouraged to take responsibility.*' Another saw this in their '*thirst to find out, they are not afraid to question. It has been a positive development.*' In tandem with increased confidence, several Consultants spoke of greater communication skills, evident through debate, presentations and public speaking. This was highlighted by one Coordinator who had seen '*kids going in and being vociferous in questioning the council chamber.*' Teamwork and collaborative working skills were also noted.

Some Consultants and Coordinators also recognised the impact of citizenship on young people's knowledge and understanding. They felt that citizenship had raised the young people's awareness, encouraged them to think more widely or given them knowledge about how various organisations worked. As

one Consultant put it, the young people had acquired '*a new way of looking at things that happen in the world around them.*'

6.3.2 Views of staff involved with delivering post-16 citizenship

Reflecting the views of Consultants, project staff were most likely to comment on signs of young people's increased confidence and ability to communicate through their involvement with the citizenship programme. Twelve project managers from the twenty case-study organisations, including all but one of the school and sixth form colleges, specifically mentioned increasing confidence. One example given by a project manager was that '*they are developing their confidence. Their political awareness has changed a lot. They're very opinionated.*' Fourteen project managers highlighted communication skills as a positive outcome, including development of presentation skills, discussion, debating and public speaking; while nine project managers identified the related but slightly different skill of young people being able to form and articulate their own views and opinions. Other skills reported by project managers included social skills and personal development, taking responsibility, the ability to deal with older or younger people, organisational and time management skills, teamwork and negotiation. A deliverer at a school remarked that '*vocational students are developing all sorts of skills that are allowing them to become effective, fulfilled people in society.*'

All project managers felt that young people's knowledge and understanding had increased, in particular in terms of being informed or aware of issues that affected them, whether at a local, national or global level. As one interviewee put it, citizenship had '*broadened their* [young people's] *horizons*', while another spoke of young people '*seeing connections*'. A minority specifically mentioned developing **political** awareness (project managers in a school, three FE colleges and a Training Provider). Usually project managers categorised knowledge and understanding together, but a few talked separately about gaining **understanding**, either in terms of young people recognising that they can make a difference in society, and be '*a catalyst for something good,*' or in terms of real understanding (rather than just knowledge) of political issues. One interviewee described how young people in her organisation were now more aware that '*if they want change, it is possible,*' and another told a story illustrating that the young people at her college had become more open minded, saying '*at the beginning of the year there was one guy who said he wouldn't be in the same room as a gay man, and now at the end of the year he is friends with a gay man.*' Finally, a deliverer made the case for active citizenship, explaining '*if you start with knowledge and understanding, it does not mean much to young people. By engaging in experiences, the knowledge and understanding is a follow through.*'

There were, however, a couple of remarks that did not fit in with the general consensus. One project manager in a Training Provider described citizenship

education as '*a slow process*' although he was able to identify a number of skills the young people had developed. Another in a sixth form college felt that the programme merely complemented the work that was already done in the organisation, and enhanced the skills the young people already possessed, stating '*it is hard to see what citizenship's added value is.*'

6.3.3 Views of young people

Across all the organisations, young people who participated in the development programme were in the main very positive about the work they had completed and about post-16 citizenship in general. Twenty six groups of young people were interviewed, across eighteen of the case-study organisations, and while most groups included between two and six young people, some included up to fifteen. Overall, just under 150 young people took part in the discussions. A summary of young people's views of what they have learnt is provided below, under the headings of skills, knowledge and understanding.

Developing skills

Nearly all of the groups of young people interviewed were aware of skills they had acquired during their citizenship courses. The most common skills identified related to the **ability to communicate** with other people, with young people in eight groups saying that they had improved their communication, and in a further six groups that they had learnt to express their own views more clearly. Some groups mentioned other skills related to communication such as engaging in debate (three groups), peer mentoring (two groups), teamwork, cooperation and getting on with other people (four groups) and learning skills of negotiation (one group). One learner who spoke favourably of the debates he had been involved with commented '*it teaches you how to sit in a group and talk. It builds up your confidence.*' Another who had enjoyed discussions said that she had gained the ability to talk to a variety of people, sometimes about difficult subjects. She explained '*we go out and talk to people who had a baby at 16, or talk to kids that take drugs.*' A participant who had been involved with mentoring younger students said she had acquired skills to help others learn, and through talking to younger students had grown to recognise that they are interesting and intelligent, rather than just viewing them as '*kids*'. Representatives of the Student Union at one organisation felt that they had developed negotiating skills which meant that they were '*taken seriously by staff members and treated as equals in meetings.*'

Many of the young people reported a growth in **confidence** as a result of their involvement with post-16 citizenship. Confidence was explicitly mentioned in six of the groups of young people, and was implicit in the comments made by several more. A young person at a youth service felt that there was no stigma attached to the work that she had been doing, explaining '*in formal education I always feel I am being talked down to, that I am a product of the system...*

here you are very much valued for your own skills and everyone feels equal to each other... it's helped my communication skills and the way I relate to other people, and it's made me more self-confident.'

A group of students who organised a citizenship-based conference in their school were proud of their achievement, particularly with the way they had worked as a team. One of them explained they had '*learnt to be more mature, organised and responsible*' and had helped to develop time management skills. Overall four groups talked about developing organisational skills, and three groups mentioned gaining a feeling of responsibility. Four groups spoke more generally about their personal development, gaining in self reliance and maturity. It was notable that young people from school sixth forms were considerably more likely to identify a wide range of skills they had developed, while those in other organisations were more likely to focus on communication skills and developing confidence.

Increasing knowledge

Most of the groups of young people commented that citizenship had helped to increase their knowledge. Thirteen groups mentioned gaining knowledge about specific or general issues, with four identifying awareness of different cultures and ways of life, and six groups mentioning **political** awareness and knowledge. Increased knowledge about a number of subjects was reported, such as racism, asylum seekers and illegal immigrants, world debt and Fair Trade, as well as political topics. A student at a sixth form college suggested that she was '*learning about our rights and responsibilities as citizens, and learning about the real world.*' A learner at a youth service made very similar remarks, saying '*you learn about people around you in the world*' whilst a young person at another organisation said that following a visit to a prison his group had left feeling depressed, but this was viewed as a good thing '*because young people know what can happen if you commit a crime.*' One interviewee said '*it's helpful to know about different political parties. It helps you to vote for them.*'

In five groups young people talked more generally about gaining knowledge, learning things they didn't know and gaining a wider perspective on issues.

Improving understanding

Fewer of the interviewed groups articulated ways that they had developed a better **understanding** of the world around them, because of their citizenship activities. One student admitted '*I do think you get more of an insight into what's really going on in the world, because otherwise you wouldn't know about it. Now when you read a newspaper you have more understanding of what is going on.*' A learner at another organisation said '*I used to think that citizenship was just politics basically, but it's not. It's getting our views across to other people.*' Overall three groups talked about developing deeper

understanding of issues and thinking more closely about their beliefs and attitudes.

Five groups reported that they had become more tolerant and open-minded, recognising that people might hold many different views and opinions on an issue. In a further five groups young people talked about the realisation that they could make a difference and change things through becoming involved.

Learners at a Training Provider felt they gained '*a different perspective*' on issues of pollution relating to their working environment, adding that coming face to face with the damage caused by their industry raised the importance of the issue to them. A learner from a different project who had been in trouble with the police mentioned a video he had been shown on anti-social behaviour, which had had a calming effect upon him.

6.4   Successes and challenges

In the course of interviews, project managers and staff involved with delivering post-16 citizenship in the twenty case-study organisations were asked to comment on what they perceived to be the main successes and greatest challenges of the programme. This section provides a summary of their responses.

6.4.1 Successes

The successes most commonly identified by project staff related to the young people and how they had developed through being involved with post-16 citizenship. A course deliverer at an FE college answered that the main success was '*the kids really. Their enthusiasm and they are so proud of themselves. These kids come from nothing, they haven't done well at school. They have never been patted on the back for anything ever. They have got praise out of this.*' This point of view was shared by a deliverer at a Training Provider who added '*we normally don't get students who have attained highly at school, but with this project they've shown they are as good as anybody.*' Students were said to have taken '*an active interest and grown in confidence*' which for one interviewee was best demonstrated by one of their learners sitting on a youth panel at a conference. The knowledge gained by the participants was also highlighted as a success, with a tutor commenting '*they have learned things, things that might have changed their perspective.*' For one interviewee, seeing young people empower themselves was '*the greatest thing*' and he added '*I am totally amazed at what they have achieved.*'

The empowerment of young people had also been very important to some of the participants themselves. A young person who was involved with the youth parliament at his organisation remarked:

> *The key word is empowerment. It was I just came to college and read my books and studied. It was more, I came to college and I had an influence on what actually went on in the college, and I can actually have an input into how the college is managed to benefit me as well as other students.*

While none of the other young people expressed this idea quite so powerfully, two or three other individuals spoke about their realisation that their views were important and that they could make a real difference in the world.

Other successes mentioned included being able to try things in a school that normally would not be contemplated, and using different approaches to teaching. One or two project managers felt that they had been successful in bringing a large number of staff 'on board'.

6.4.2 Challenges

A number of different challenges were highlighted during the interviews. A lack of time and resources was one of the challenges raised most often. One project manager explained '*for many students it adds to an already overcrowded timetable.*' This was also the opinion of a project manager at a Training Provider who pointed out that at his organisation the young people attend only one day a week, during which time they have to be given their formal training. '*Somehow this* [citizenship] *had to be slotted in.*' Lack of time or lack of resources was also mentioned by staff at six other organisations (school sixth forms, FE colleges and Training Providers).

Motivating staff and getting their support was a challenge highlighted by ten organisations, including all those who were delivering citizenship through a tutorial approach and also school sixth forms and a Training Provider. A project manager at an FE College felt that only staff who were keen were getting involved with citizenship so '*motivating staff who do not wish to be part of this sort of thing*' was a challenge. The difficulty involved in achieving this was highlighted by another project manager who explained '*turning the heads of the staff... can be like turning a tank around*' before admitting that the achievements of the young people in her organisation had gone some way to motivating staff who took notice of their success.

Engaging and motivating students about citizenship was also seen as a challenge in eight organisations (six of them with tutorial programmes). One tutor at a sixth form college remarked '*students are resistant. They have very strong reasons for not wanting to do citizenship.*' Two of the training providers and a youth service organisation expressed a similar but slightly different challenge of pitching citizenship at the right level for their learners, engaging mixed interest groups, and ensuring that learning was achieved in an informal context without feeling 'too much like school.'

A range of other issues were raised by one or two individuals. One organisation found working in partnership with other organisations to be a problem, saying '*it didn't work and that was frustrating. We all ended up doing things on our own. You don't want a piecemeal partner.*' Assessing the value of the citizenship programme proved to be a challenge for one project manager who commented on the challenge of '*measuring the worth of the formal tutorial programme in contrast to single one-off events which are more anecdotally rich. It's difficult to define.*' Covering political literacy as an individual strand was mentioned by one interviewee as being problematic, while the project manager at a youth service commented on the bureaucracy and form filling that the programme had involved. '*We're informal educators*' he said '*and will defend that very strongly. How we fit our culture into another completely different culture is a challenge. Even the forms are geared toward formal.*' The project manager in a school sixth form lamented the lack of continuity between pre and post-16 citizenship.

6.5   Implications for the future

Few projects had established rigorous systems for assessment, mostly relying on informal review and reflection at the end of sessions or major events, or through the tutorial system. This is an area for future development, with a need for organisations to find a balance between providing an assessment of what has been achieved and avoiding restricting and over-regulating dynamic activities with a heavy-handed, bureaucratic system.

Views on recognising achievement through formal accreditation were mixed, with on one hand a group of project managers who did not favour examined qualifications such as the GCSE or AS level, and on the other hand those who felt that examination results provided a tangible outcome that young people could use for university or job applications. It is important for all citizenship programmes to offer young people recognition of their efforts and achievements, and ideally this would include recognition of the active or participative element of the project. Individual organisations will need guidance on the most appropriate assessment route for their own setting, citizenship projects and young people, reflecting the wide diversity of post-16 education and training. This may include at least the opportunity for accreditation, either through their own certificates or through more formal qualifications such as GCSE, AS level, ASDAN or Duke of Edinburgh awards.

Confidence and communication skills were those most frequently mentioned both by project staff and young people themselves, and these were coupled with gaining greater knowledge and awareness of issues and 'wider horizons'. Fewer identified deeper understanding of issues, and feelings of empowerment. It is likely that if more formal assessment was introduced,

projects would be able to identify, and help young people recognise and celebrate that they had developed a wider range of skills, knowledge and understanding.

The success of the post-16 citizenship projects was clearly apparent in the achievements of the young people who had been involved. Project managers perceived the main challenges to the future of the projects as being the lack of time and resources for developing and sustaining programmes, motivating staff (especially when citizenship was delivered through tutorial programmes), and engaging students. These are issues that will need to be addressed as new organisations start up post-16 citizenship projects as the pilot programme is extended.

7. REQUIREMENTS AND IMPLICATIONS FOR EXTENDING POST-16 CITIZENSHIP PROVISION

Summary of findings

♦ A number of factors have been identified which characterise the most successful post-16 citizenship provision. These factors operate at management, institution and learning-context levels.

♦ The majority of the twenty case-study organisations who contributed to the evaluation were keen to continue with their post-16 citizenship projects, and several of them had plans for further expansion or extension. However, three organisations were uncertain whether they would continue citizenship within the development programme, though they, like most other organisations which had withdrawn from the pilot earlier, were keen to retain elements of their citizenship projects.

♦ Staff in the development projects were unanimous in their belief that post-16 citizenship entitlement should be extended to more young people in more organisations. A range of reasons was put forward for extension and expansion, and for how such extension and expansion should be managed. There are a number of key issues which remain unresolved at the end of the pilot phase and which require further consideration and development. They include the degree and/or nature of:

➢ Voluntary or compulsory citizenship for young people

➢ Large scale or small scale delivery of citizenship programmes

➢ Flexibility needed to accommodate the diversity of post-16 provision

➢ Most appropriate assessment and accreditation system

➢ Status accorded to post-16 citizenship in institutions

➢ Levels of support, particularly among senior management, for post-16 citizenship

➢ Impact of staff attitudes to post-16 citizenship

➢ Problems of staff turnover and over-reliance on key individuals

➢ Adequate time and resources for development, delivery and training

➢ Distinctiveness of post-16 citizenship compared to other programmes and courses

➢ Appropriate and guaranteed levels of funding.

♦ Project managers and staff involved in the pilot programme identified ten core minimum requirements needed for successful extension and expansion of post-16 citizenship leading to an eventual national roll-out. These were:

➢ **A clear statement of policy** from DfES and LSDA about the principles and aims underpinning post-16 citizenship provision. This should include a campaign to raise awareness about post-16 citizenship

> ➢ **Adequate lead time** for the planning and preparation of post-16 citizenship programmes, particularly in institutions that are new to the area.
>
> ➢ **A visible and viable support structure** at regional and national level to sustain and develop appropriate networks for developing citizenship 'champions'.
>
> ➢ **Dedicated project managers** at institution level with sufficient time allocated for their citizenship programme, and for networking with other institutions.
>
> ➢ **'Serious resources'** in terms of funding, time and staffing, and a range of easily accessible materials.
>
> ➢ **Systematic and ongoing training** at all levels for staff and young people involved in post-16 citizenship programmes.
>
> ➢ **Flexibility of approach** to programme design, assessment and accreditation, with different methods and approaches for different organisations and groups of young people; it was felt that there is no prescribed model for post-16 citizenship that can work in all settings.
>
> ➢ **Guidance on good practice**, to ensure that programmes remain dynamic and actively involve young people in order to maintain their interest and commitment.
>
> ➢ **Minimal bureaucracy** from government and central agencies so that valuable time is not taken from developing post-16 citizenship programmes.
>
> ➢ **Stronger pre and post-16 citizenship links** to ensure continuity and progression of citizenship experiences for young people as they move from the National Curriculum citizenship to post-16 education and training settings.

This chapter examines plans for taking the development projects forward in existing case-study organisations, and explores project managers' views about the feasibility of extending citizenship to greater numbers of organisations and young people involved in post-16 education and training, and the conditions necessary to support such expansion. This exploration enables the identification of a number of key minimum requirements for a successful expansion of the pilot programme and eventual national roll out of post-16 citizenship entitlement. First the key factors underlying the most successful provision, as identified in the second annual report, are summarised.

7.1 Factors underlying successful post-16 citizenship provision

The second annual report on this evaluation[19] identified a number of factors that underpin the most successful provision of post-16 provision, based on the evidence from the projects in the first two years of operation. Findings from the third year of the development programme confirm that these remain the

---

[19] NELSON, J., WADE, P., KERR, D. and TAYLOR, G. (2004). *National Evaluation of Post-16 Citizenship Development Projects: Second Annual Report.* DfES Research Report 507.

key factors that identify the best approaches to active citizenship. The projects appear to be most successful where there is:

Management factors

♦ A flexible, yet rigorous, framework which recognises that projects are developing citizenship programmes in a wide variety of ways, from taught to more active approaches, according to the specific needs and circumstances of their organisations, staff and young people.

♦ Sufficient funding for local management of projects to be effective, including support for relevant agencies to act as brokers of information between pre- and post-16 citizenship providers.

♦ Encouragement of local networking and dialogue between those developing citizenship programmes, without establishing an imperative.

Institution-level factors

♦ A clear definition of what citizenship means, and what the programme seeks to achieve.

♦ Senior management support and a supportive organisational ethos.

♦ Sufficient time for staff to develop aims and objectives, teaching and learning strategies, assessment approaches and preferred outcomes.

♦ Sufficient funding, especially if citizenship is to be introduced on a wider scale with large numbers of young people.

♦ Dedicated and enthusiastic staff (these need not be specialists, but ideally should be willing volunteers). They would act as 'champions' to promote citizenship to staff and students.

♦ Appropriate and sufficient staff development and training opportunities.

♦ The tailoring of citizenship to the needs, skills, interests and experiences of young people.

Learning context-level factors

♦ Dedicated and enthusiastic staff, with the skills to facilitate as well as teach.

♦ A dedicated time slot for citizenship (whether as a discrete course, a module within a programme, or a specific project). The integration of citizenship into a wider tutorial scheme was generally regarded to have been a less effective approach, although there was one example of successful provision in this respect.

♦ An emphasis on combining knowledge, understanding and skills with practical action – what is termed a 'political literacy in action' approach, apposed to a narrower political knowledge approach.

♦ Involvement and participation of young people in decisions about their learning, and the development of a student voice.

♦ A focus upon critically active forms of learning, including discussion, debate, dialogue and reflection. The best examples were where young people were helped to think, reflect and take action.

♦ The use of a variety of experiential learning approaches, including project work, drama, role play, art, photography and exhibition work.

♦ The use of varied and interesting resources, ideally with relevance to the interests and experiences of young people.

♦ Links with the wider community through off site visits, the use of external speakers, and giving young people responsibility for working and negotiating with external partners.

♦ The involvement of young people in active participation in large-scale assemblies such as youth fora and student parliaments.

♦ Assessment strategies that are effective and realistic, based upon the needs, skills and capabilities of the young people.

Building on these factors, and further findings from the third year of the evaluation, it is possible to identify the requirements for successfully continuing with the existing projects and extending post-16 citizenship towards an entitlement for all young people.

7.2   Continuing and extending existing pilot projects

Overall, existing projects from both Round 1 and Round 2 were keen to continue with post-16 citizenship. Out of the twenty case-study organisations that participated in the evaluation, seventeen project managers indicated the firm intention to continue with their projects beyond the pilot phase. Four confirmed that they would do this even without the funding. Meanwhile, several others outlined plans not just to continue but also for further expansion or extension. For example, in one school sixth form the project manager regarded citizenship as a whole school issue and was keen to develop the school as a community base, while an FE college aimed to embed citizenship within the mainstream curriculum and develop the college as a network hub for other providers.

However, in three organisations, one school and two sixth form colleges, there was uncertainty about whether they would continue with post-16 citizenship. In one case the project leader was leaving, and felt that if it continued, the programme would have to be changed to meet LSDA requirements. With post-16 citizenship achieving a relatively low profile in the school to date, and little involvement beyond a couple of members of staff and a small group of (very enthusiastic) students, the prospects for continuity were not strong in this case. In two sixth form colleges where citizenship was delivered primarily through tutorials the project manager was not sure that they would continue, although in both cases elements of their citizenship programme would be

retained. In one of these colleges, news of the level of funding for the next year had just been received, and the project manager's reaction was that this was '*a token*' for all the work involved; they were also applying to other sources for funding for citizenship activities, and might consider '*going another route*'.

Looking at the responses in more detail, it is possible to identify some differences in the nature of the commitment to continue between the different types of organisations that participated in the pilot. All of the case-study schools, with the exception of one, were keen to continue with post-16 citizenship and did not see funding as a major impediment. They were perhaps buoyed by the potential to link pre and post-16 citizenship, even though few meaningful links had been established during the pilot. They also had the prospect of continuity of staff and students involved in pre and post-16 contexts.

All of the case-study FE colleges were also intending to continue with their citizenship projects, but two where citizenship had been introduced as a module within their travel and tourism AVCE were considering a different approach for the future. One (in Round 2) had only envisaged a two-year pilot and had assumed there would be guidance about how to roll it out; they did not feel that their approach with the vocational courses had been ideal, and had encountered problems with mature students who '*did not see the point in citizenship*'. The project manager felt that there should be awareness of citizenship within courses, reaching a wider range of students. In the other FE college, a new project manger had recently taken over and had started cross-college consultations with a view to broadening the project across the whole college, possibly through embedding it in tutorials, and offering an enrichment programme.

All the Training Providers and youth service organisations were intending to continue with their citizenship programmes, and indeed in most cases citizenship was closely woven into their ethos and activities. However, unlike the schools and FE colleges, they were the most likely to emphasise the importance of guaranteed funding in being able to continue in both the short and long term. This emphasis was given immediacy by the fact that in a number of Training Providers the staff involved in the pilot projects were on short term contracts which were dependent on the continued funding and running of those programmes. This underlines the need, as emphasised in Chapter One, to take into account the diversity of provision of post-16 education and training when making any decisions about the future funding and direction of post-16 citizenship.

7.3 Extending post-16 citizenship to more organisations and young people – key issues for further deliberation

Staff involved in the development projects were also asked for their views about the potential expansion of the pilot programme to more organisations, thus involving larger numbers of young people in post-16 citizenship. Given their knowledge, understanding and practical experience gained during the pilot, they are in a strong position to comment on the feasibility of such an expansion and eventual national roll out of post-16 citizenship entitlement and to identify conditions necessary for its success. Using this rich evidence base, this section highlights and examines a number of key issues concerning the expansion of post-16 citizenship that require further deliberation. This is complemented in the following section (Section 7.4) by an outline of the minimum requirements that interviewees felt would be necessary for a larger number of projects, organisations and young people to become involved in post-16 citizenship and be successful in taking it forward.

Taken together, these two sections contain important messages concerning the nature and shape of any planned expansion of the pilot phase and eventual national roll out of post-16 citizenship. They underline the powerful learning that has accrued during the pilot among project Coordinators, Consultants and managers, as well as among staff and young people. It is vital that this 'treasure within' the pilot programme is used to maximum effect in the planning and management of any expansion and programme of national roll out. After all, learning to listen to others, communicate, participate and take responsible action are key citizenship skills and aptitudes promoted during the pilot programme.

Staff involved in the development projects were unanimous in their belief that post-16 citizenship entitlement should be extended to more young people in more organisations. However, there were considerable differences in the arguments they used to justify their opinions, in the reasons they gave for supporting extension and expansion and in how they believed that extension and expansion should be carried out and managed. For example, all staff were agreed on the benefits for young people of their involvement in post-16 citizenship. However, while some commented on how worthwhile the present programme was for young people taking part, others expressed the benefits more strongly in terms of the **empowerment** of young people. As one interviewee put it, *'We're untapping a huge pool of potential – stuff that's been outside the curriculum for ages, and bringing it in.'* Though different issues about extending post-16 citizenship were raised, and inevitably there were sometimes mixed views about the way forward, there were a number of key issues that were raised by the majority of interviewees that remain unresolved at the end of the pilot phase. They include how the extension and expansion of post-16 citizenship should address questions and provide advice and guidance about the degree and/or nature of:

- voluntary or compulsory citizenship for young people

- large scale or small scale delivery of citizenship programmes

- flexibility needed to accommodate the diversity of post-16 provision

- most appropriate assessment and accreditation system

- status accorded to post-16 citizenship in institutions

- levels of support, particularly among senior management, for post-16 citizenship

- impact of staff attitudes to post-16 citizenship

- problems of staff turnover and over-reliance on key individuals

- adequate time and resources for development, delivery and training

- distinctiveness of post-16 citizenship compared to other programmes and courses

- appropriate and guaranteed levels of funding.

Though a number of these key issues were raised and explored in detail in other annual reports, they are looked at again, in turn in what follows, based on the new perspective of those involved in the third year of the pilot programme.

Voluntary or compulsory citizenship

A key issue raised by interviewees is whether post-16 citizenship should be voluntary or compulsory for young people. Some project managers felt very strongly that post-16 citizenship should be available to all young people, but on a **voluntary** basis. Others made an assumption that all young people should be involved at least in a minimum, **compulsory**, core programme. While there was universal enthusiasm for involving as many young people as possible, there were concerns that a compulsory programme might overload them, and potentially create a negative impression.

A project manager who was in favour of extension to all young people involved in post-16 education and training, nevertheless recognised that young people had not initially welcomed the compulsory tutorial programme in his organisation, and felt that it might be helpful to hold introductory sessions or single modules to engage student interest. Meanwhile, in another organisation the project manager felt that a possible way forward was to introduce citizenship without making it explicit, though he recognised that this would make assessment difficult. In contrast, another project manager (in an FE college where citizenship was becoming firmly embedded throughout the organisation) felt that there would be problems if citizenship was imposed without clear understanding among both staff and students about what it is about and for.

Large scale or small scale delivery

There are a number of issues about the **scale** of citizenship programmes if they are successfully to offer an entitlement to all young people who are involved in post-16 education and training. For example, if citizenship is to be at least available in mainstream school sixth forms, sixth form colleges or FE colleges, the question arises of how it can be delivered effectively to large numbers of young people, given that delivery through tutorials has in some cases led to problems with staff commitment and lack of student engagement. Meanwhile some of the smaller, voluntary, mainly experiential programmes have been the most positively received. There are examples among the case-study organisations where citizenship has been successfully built into a tutorial programme, and/ or embedded within the whole organisation's ethos, allowing large numbers of young people to gain positive citizenship experiences. However, particularly in the smaller organisations with less formal provision, as one project manager said, '*The things that work best are those that take the most time to organise, but they are worth it in the end.*'

Flexibility to accommodate the diversity of post-16 provision

The **diversity** of the post-16 sector is also an issue. It means that, in practice, very different types of organisations will be involved in the delivery of post-16 citizenship, as in the pilot projects, with very different intakes of young people undergoing very different learning experiences. At one end of the spectrum are large, academically oriented schools or sixth form colleges, and at the other, the small, informal provision of Training Providers and youth services. While some project managers talked about a common framework or core provision, flexible but '*not too loose*' (one project manager even advocating a nationally accredited core programme), others emphasised the need for greater **flexibility** in order to accommodate the different types of organisation and different groups of young people involved in the post-16 education and training.

Although LSDA materials always give examples from all post-16 settings, including the work based route, and a network event had been held for Training Providers, there was a feeling among this group that the pilot programme had, to date, been aimed more towards school sixth forms and FE colleges than to all post-16 institutions. This left these Training Providers feeling somewhat marginalised in the programme, with the perception that issues and problems faced by their young people were not always fully understood. For example, while it was recognised in the pilot that all young people have considerable demands on their time, whatever organisation they are attending, there was a perceived lack of recognition that those who attend a Training Provider only one day a week, such as apprentices, face particular pressures in fitting post-16 citizenship activities into this time. Youth service providers were also aware that their informal approach to delivery was in contrast to the majority of educational organisations, but were convinced that

it was very important for what they were trying to achieve. They felt that there needed to be greater recognition of the contribution they could make to post-16 citizenship in any planned expansion and potential national roll out.

One project manager pointed out that citizenship could not be regarded simply as a progression from GCSE to AS Level, while another questioned '*Who are the people who really need it? - that's what they have got to consider.*' He felt that there was a danger that citizenship would be targeted at the more academically able young people, who were going to get degrees and have the ability and opportunities to function as responsible and active citizens anyway. This issue of diversity was neatly encapsulated in the words of another project manager who stated that '*whilst it* [citizenship] *is a universal topic, it cannot be delivered in a universal way*'.

Most appropriate assessment and accreditation system

Most project managers could not envisage an **assessment and accreditation** system that would be appropriate for all types of organisation, and indeed for many pilot projects this remained as an under-developed area. While some project managers had introduced the GCSE or AS Level as a means of assessing citizenship, others felt very strongly that they could not provide a true measure of outcomes and achievement in citizenship, particularly the active participation which was a feature of many non-examination programmes. Again this is an issue where it is important that the diversity of provision is recognised and accepted.

Status accorded to post-16 citizenship in institutions

A further set of issues relates to the **status** accorded to post-16 citizenship. In the small, informal organisations, citizenship is very much part of the ethos and culture of the organisation, and these tended to be the earliest among the case-studies to understand the principles and aims of citizenship and to translate these into active projects and programmes. One new sixth form college has been established with citizenship values as a central part of its ethos, strongly supported by senior management and staff. In other organisations, however, post-16 citizenship was introduced as a new development, and there have been varying degrees of success in becoming established.

Levels of support, particularly among senior managers

The status of citizenship at post-16 was closely related to the issue of **levels of support**. Most project managers reported senior management support (see Chapter 2), though this was sometimes felt to be limited, and did not always extend to providing dedicated time or additional pay for the project manager to fulfil the role. There was often little support, and sometimes hostility, from other departments or faculties not directly involved in the citizenship programme. Thus the profile of citizenship was not high in a number of

organisations, leading one project manager to wonder whether it would have to become a formally timetabled subject to gain status within his college. Another project manager felt that she had made little headway in establishing citizenship because of '*the huge grip the current exam culture has on the school*', and a third gave a similar view: '*Much of post-16 education is driven by HE* [Higher Education] *...you won't get schools or colleges to take part if there's nothing in it for their students.*'

Staff attitudes to post-16 citizenship

An important issue for any organisation involved with post-16 citizenship, and related to status and level of support, is the **attitudes of staff**. There are different issues at play when a small team is responsible for citizenship delivery in an institution compared to the situation when a large number of staff are involved, for example through a tutorial programme. When only a small team is involved, they are usually dedicated and enthusiastic 'citizenship champions', though there is often little awareness of the programme among other staff outside this limited group. However, at the other extreme when the majority of staff are involved in the delivery of citizenship, motivation and commitment can vary widely, as described in Chapter 4. Achieving genuine support for citizenship among large numbers of staff is likely to be one of the major challenges facing organisations which opt for a tutorial based approach. As one interviewee said, '*You have to have staff that are committed above and beyond*' and she went on to comment, '*My worst fear is that it will end up like Key Skills and it will be given to people to teach just because they have got space on their timetable, instead of being done by enthusiastic people who want to make a difference.*'

The issues concerning staff attitudes are also linked to **levels of training and staff development**. The more staff gain the expertise to be able to deliver citizenship effectively then the more confident and motivated they are likely to become in supporting and promoting citizenship. This is exactly the point another project manager made, again drawing a parallel with Key Skills, when he stated: '*...a lot of people have been put in the position of having to deliver something they are not competent in* [Key Skills]. *Citizenship's a similar thing, it's not just the means of delivery, but the knowledge base that has to be delivered in citizenship.*'

Staff turnover and over-reliance on key individuals

Staff turnover is potentially a serious problem, and Section 7.4 shows how this has in some instances led to organisations leaving the development programme. A committed and enthusiastic project manager is essential to drive a project forward, but there is a danger of over-reliance on one or two key individuals to be the 'citizenship champions' in an institution: as the project manager in a Training Provider put it, if she and her job-share partner left '*the citizenship programme could just fizzle away and die a slow death*'.

If a key person moves on, there can be problems in recruiting an adequate replacement, and as some of the case-studies illustrated, when a replacement is found there is often a loss of continuity and momentum. Particularly if there is no overlap, the new project manager may struggle to find out what has been achieved, or may decide to take a very different direction from that already underway.

Adequate time and resources

Resourcing for extended provision of post-16 citizenship is an important issue, and one often mentioned in terms of adequate staff **time** for development, training and delivery. It should be noted that time is also an issue for young people: whatever course or learning they are undertaking, in whatever organisation, there are already many priorities and demands on their time, and citizenship must be accommodated within already crowded timetables and programmes.

Distinctiveness of citizenship

A number of project managers also mentioned the issue of the ability of citizenship, as developed during the pilot phase, to retain its **distinctive features** as it extends and expands more widely. This was felt to be an issue on two fronts. First, in terms of whether staff and young people in institutions new to post-16 citizenship could be quickly inducted to ensure they developed a clear understanding of the nature of citizenship, particularly the active and participatory aspects, linked to the political literacy strand. Second, in terms of whether citizenship could hold its own in the face of ongoing reforms to 14-19 education and training, such as the Tomlinson Group review proposals, and the spread of new programmes such as E2E (Entry to Employment).

It was felt that the emphasis in these reforms and new programmes was more on the general and personal development of young people, with citizenship either being reduced to volunteering and community activities, or not being present at all. There was a concern among some project managers that the distinctive features of citizenship, particularly the active and participatory components developed during the pilot programme, would get lost in any planned extension and expansion because there was neither the time nor the resources to assist staff in developing understanding and ownership of what citizenship was about in practice.

Appropriate and guaranteed levels of funding

Though the issue was taken as a given by many project managers, there was a clear recognition, particularly among Training Providers, and to a lesser extent in FE colleges and schools, that post-16 citizenship could not continue in the pilot phase institutions, let alone expand to others, without appropriate and guaranteed **levels of funding** to support the setting up and running of citizenship programmes over a period of time. It was not enough to throw

some 'start up' funds at it and then expect citizenship courses to develop from there. Funding was crucial to both the quantity and quality of post-16 citizenship.

These issues are significant and clearly require further consideration and deliberation in order to produce advice and guidance as to how they should be answered in any expansion and eventual national roll out of post-16 citizenship entitlement. It may be helpful in these deliberations to seek the views not just of project managers and staff but also of young people who have been actively involved in the pilot programme.

7.4 Requirements for extending post-16 citizenship

As well as raising key issues concerning the expansion of post-16 citizenship, discussed in the previous section, project managers also described what they felt was needed, as a core minimum, for a successful expansion of the pilot phase, leading to an eventual national roll out of post-16 citizenship entitlement. The project managers were aware that, as a collective group, they represented an **invaluable resource** and could pass on much expertise, experience and guidance to others themselves. For example, they could be used to induct and mentor senior managers and staff from new organisations involved in post-16 citizenship in the local areas and regions in which they were based. They could also make their expertise available to similar sorts of post-16 organisations as their own. However, worthy as these individual actions might be, they also felt that this experience needed to be set within a clear overall strategy for any planned expansion and potential national roll out.

Project managers were agreed that the **minimum requirements** needed for a successful extension and expansion of the pilot phase leading to an eventual national roll out included:

♦ **A clear statement of policy** from DfES and LSDA about the principles and aims of the post-16 citizenship programme as it moves out of its pilot phase. This should include a **campaign** to raise awareness about citizenship among all post-16 providers, staff and young people, as well as among parents, employers and the general public, creating more 'citizenship champions'. Understanding of what citizenship means in terms of its core aims and practices is not widespread, and such understanding is vital to underpin any expansion of post-16 citizenship.

♦ **Adequate lead time** for the planning and preparation of programmes and for the training, support and management structures of such programmes to be put in place.

♦ **A visible support structure at regional and national level** to promote and create more 'citizenship champions', to help to develop and sustain projects, and to establish appropriate networks to ensure liaison, the

sharing of good practice and the establishment of fruitful working partnerships. The existing network of Consultants is already in place and could form the basis of a regional support structure. The need for this was put forward as an essential pre-requisite by seven project managers, from both Round 1 and Round 2 projects.

♦ **Dedicated project managers**, preferably in a dedicated role, but, as a minimum, with sufficient time allocated for developing and supporting their citizenship programme within their own organisation, and for networking with other organisations.

♦ *'Serious resources'*, in one project manager's words. The majority of project managers mentioned resources in terms of **funding, time and staffing** but also of an appropriate range of accessible **materials**.

♦ **Systematic and ongoing training** at all levels, as outlined in Chapter 2: for senior management, for project managers, for delivery staff and for young people. This would include initial training as a project started up, and subsequent training to update staff and introduce new initiatives, as well as to train additional staff replacing any leavers. Training could mirror the CPD strategy in pre-16 citizenship, including training in teaching and learning approaches, particularly the handling of discussion and debate, which remained an ongoing development need in many projects. LSDA training sessions and conferences were mentioned as being excellent and interviewees hoped that these would continue and be expanded.

♦ **Flexibility** to allow for different methods and approaches for different organisations and groups of young people; in particular recognising the value of the informal approach of Training Providers and youth services.

♦ **Guidance on good practice**, and in particular encouraging an approach where young people take ownership of their programmes, in order to ensure that programmes remain dynamic and maintain student interest. Consultation and liaison with young people involved in the pilot projects, and their active involvement in informing and working with other young people on citizenship issues, may be particularly helpful in this respect.

♦ **Minimal bureaucracy** so that paperwork was kept to an acceptable level commensurate with the funding available. While it was important to keep a record of the numbers of young people involved in post-16 citizenship and have details about their backgrounds and courses studied, this information should be kept to a minimum and instead any paperwork produced should encourage strategic thinking rather than be an administrative burden.

♦ **Stronger pre and post-16 citizenship links**: the need for greater emphasis and action on fostering stronger links between citizenship in pre and post-16 settings so that there can be greater continuity and progression for young people in their learning and experiences. Such links remain an 'unfulfilled goal' of the pilot phase and little actual progress has been made so far, even in schools that serve both pre and post-16 contexts.

The project managers put forward many more suggestions but felt that those listed above were the core minimum required for any planned expansion to more post-16 institutions leading to an eventual national roll out of post-16 citizenship as an entitlement for all young people.

7.5   Organisations leaving the citizenship pilot programme

As a separate element of the evaluation, a number of organisations that had been involved in the Post-16 Citizenship Development Programme and had left before its conclusion were contacted to establish their reasons for withdrawing.   Brief telephone interviews were conducted with 13 organisations in June and July 2004. Based on these interviews, two reasons emerged that were each put forward by a number of organisations:

♦   There were issues connected with **staffing,** especially staff turnover. When a successful project manager left and either could not be replaced, or was replaced by someone with less experience, some organisations had not found it possible to maintain the programme.   There were also instances when changes in senior management meant that citizenship no longer received the support and status necessary to continue.

♦   Some felt that there was '***too much bureaucracy***'. Organisations giving this reason added that they supported the aims of the programme, but had lost patience, because as one project manager put it: '*We always seemed to be filling in forms, which were not user-friendly*'. Comments about the onerous nature of the administration involved in the programme came from schools, an FE college and a Training Provider, so were not specific to any particular type of organisation. While this was sometimes given as a contributory factor when there had been other problems as well, it was nevertheless perceived as a real issue (and one that was also mentioned by some of the projects who were continuing their involvement).

Other reasons were mentioned by only one or two individuals. While most of those contacted had been involved for two years before withdrawing, one or two had dropped out in the very early stages with problems in getting network and consortium arrangements worked out. Two organisations were no longer involved because they had been asked to expand or change their projects and they were not keen to do so. In each case, while the project manager had felt committed to their programme, it was clear that they had not fully met the criteria for providing citizenship opportunities for their young people. Another project manager in a Training Provider said that their involvement had been very worthwhile, but it was '*just too disruptive*'. As the trainees only had one day a week with them, the extra work had '*ended up being detrimental to the rest of their training*'. The interviewee here felt, that with hindsight, they should have opted for a different type of project, which had tied in specifically to the vocational training and this might possibly have avoided some of their problems.

A further organisation, which had faced specific problems, was a youth service which had not in fact pulled out completely. The project manager was still on the consortium steering group, young people from other partner organisations were still coming to him for some events and his young people were still involved in the Youth Parliament. However, he described three particular problems that had prevented his organisation from continuing at the original level. These were:

♦ Other organisations worked with their young people during the day and on weekdays, while his organisation worked with theirs in the evenings and at weekends. They had completely **different work patterns** and his young people were not available to attend the one day conferences and other events arranged by the consortium.

♦ For the third year of the programme, he was under the impression that he would need to run **accredited courses** in citizenship. Although they were delivering accredited elements, they were not able to deliver fully accredited awards. (This interviewee may have been confusing assessment, which is strongly encouraged, with accreditation which is not a requirement).

♦ The consortium wanted the partner organisations to bid for particular bits of funding, but their **projects were already funded**.

This respondent felt that trying to build cross-organisational links in post-16 citizenship provision was worthwhile, although in this case the barriers had been impossible to overcome within the development programme. The difficulties he outlined reflected some of the concerns expressed by Training Providers and youth service organisations still in the programme whose citizenship projects were set within a more informal structure than most educational and training institutions; they felt that there needs to be a very flexible framework.

As well as identifying the administrative burden as a barrier to participation, these interviewees also highlighted the limited time that both staff and young people had for citizenship activities, in addition to all the other demands placed on them. One of their recommendations for future projects was to encourage informal networking and contact, rather than a lot of meetings.

Despite the various problems they had faced, the respondents to the exit survey were positive about the value of post-16 citizenship and most said that their organisations had benefited from involvement. Almost all of them made it clear that even if they were no longer participating in the development programme, their organisations would continue to deliver some form of citizenship provision.

8. CONCLUDING COMMENTS – TAKING STOCK AND MOVING FORWARD

Given this is the final report of NFER's national evaluation of the programme of post-16 citizenship development projects it is fitting to conclude in this chapter by taking stock of the progress made both by the development projects and the evaluation to date, in meeting the aims and objectives set for them by DfES in 2001. The outcomes of this review are then used to reflect on the most effective ways to take post-16 citizenship forward over the next few years. It is hoped that the outcomes will be of interest to all those involved and interested in post-16 citizenship and, in particular, to policy and decision makers at national, regional, project and institutional levels.

These concluding comments are structured around **three key questions**, the answers to which will determine the level of sustainability of the current group of post-16 citizenship development projects and the degree of transferability of the learning and practices of these projects more generally across 16-19 education and training institutions in any expansion or eventual national roll out. The three questions are:

♦ What has been learned from the programme of pilot projects and national evaluation about developing citizenship in post-16 settings?

♦ How far can this learning be applied to greater numbers of post-16 institutions and young people who may become involved in post-16 citizenship?

♦ What needs to be put in place to ensure a smooth transition from the pilot programme to a phased expansion and on to an eventual national roll out, that is, to take post-16 citizenship forward in both the short and medium term?

Each of these questions is explored, in turn, in the sections that follow.

8.1 What has been learned from the programme of pilot projects and national evaluation about developing citizenship in post-16 settings?

It is clear from the evidence in this final evaluation report, and in previous annual reports (Nelson *et al,* 2003, 2004), as well as from the growing range of advice and guidance from QCA and LSDA about developing post-16

citizenship[20] that the programme of pilot projects has met, and in many instances surpassed, the original expectations set for it by DfES in 2001. Though some projects and institutions have clearly struggled to get to grips with post-16 citizenship for a variety of philosophical and practical reasons, and certain issues still remain unresolved (see Chapter 7, Section 2 above), overall the programme has been hugely successful in laying the foundations for the development of post-16 citizenship. Above all, it has succeeded in showing how the aspirations of the Crick Group on 16-19 citizenship (FEFC, 2000)[21], that citizenship should be an entitlement for all young people aged 16-19 and that they should be given effective opportunities to participate in activities relevant to the development of their citizenship skills, can be delivered in practice in a range of post-16 settings and contexts.

This is no mean achievement given the low base from which the programme developed. It should be remembered how little was known about developing citizenship in both post-16 and pre-16 settings in 2001 (Kerr *et al*, 2004; Gearon, 2004[22]), and how quickly the pilot organisations had to be recruited onto the programme and their support needs assessed and met. No one could say with any certainty in 2001 whether it was possible to translate the Crick proposals into practice in post-16 settings and what the issues and challenges were that had to be overcome. Three years later there is a wealth of evidence, experience and expertise available with which to provide fuller answers to such questions.

It should be noted that the overall success of the pilot programme has contributed to the ability of the NFER research team to meet the original aims set for the national evaluation of the pilot programme. As a consequence the national evaluation has successfully:

♦ Assessed the extent to which the development projects have progressed in line with their agreed action plans and have met their own objectives and helped streamline the method of data collection.

♦ Identified the conditions necessary for the success of post-16 citizenship in a range of settings and contexts including schools, sixth form colleges, FE colleges and Training Providers

♦ Identified the forms of citizenship provision which appear the most effective and the factors which underlie the most successful provision at a

---

[20] QUALIFICATIONS AND CURRICULUM AUTHORITY (2004). *Guidance for Providers of Post-16 Citizenship Programmes.* London: QCA.

[21] FURTHER EDUCATION FUNDING COUNCIL (2000). Citizenship for 16-19 Year Olds in Education and Training. Report of the Advisory Group to the Secretary of State for Education and Employment. Coventry: FEFC.

[22] KERR, D. and CLEAVER, E. (2004). *Citizenship Education One Year On – What Does it Mean? Emerging Definitions and Approaches in the First Year of National Curriculum Citizenship in England Citizenship Education Longitudinal Study First Annual Literature Review.* London: DfES.
GEARON, L. (2003). *How Do We Learn to Become Good Citizens? A Professional User Review of UK Research Undertaken for the British Educational Research Association.* Nottingham: BERA

number of levels (management, institution-level and learning context-level).

♦ Examined the apparent impact of involvement in post-16 citizenship on young people's knowledge, understanding and skills and, in the process, captured the 'real life' experiences of young people involved in the programme in a range of institutional settings and contexts.

Much of this success, and the evaluation base upon which such judgements can be made, has already been explored and explained in considerable detail in previous annual reports and termly updates to DfES. Accordingly, there is little to be gained from repeating it in this report. Rather it is worth focusing on where the second annual report (Nelson *et al.*, 2004) ended with the hope *'that there are still further valuable lessons to emerge'* as the programme enters its third year of development, and then moving forward from this point.

This third annual report shows how this hope has turned into a reality. Not only has the third year of the evaluation reinforced existing learning from the programme, it has also added new dimensions to that learning base. It has reinforced how the projects have continued to deepen their knowledge and understanding of the definition of post-16 citizenship and their expertise in how it can be delivered in practice. It shows how the projects continue, in particular, to:

♦ Develop a range of innovative approaches to active citizenship

♦ Reinforce the definition of citizenship, particularly in relation to the political literacy strand, through real life, practical case-studies

♦ Integrate citizenship more fully within the ethos and programmes of institutions and make links with more agencies and partners

♦ Encourage greater numbers of young people to take an active part in their post-16 citizenship learning and to reflect on the outcomes in terms of their present and future attitudes, actions and behaviours

The report also adds new dimensions, and these are explored in the next section.

8.1.1 How far can this learning be applied to greater numbers of post-16 institutions and young people who may become involved in post-16 citizenship?

This question is at the heart of this report. It is evident from the responses of project managers and staff involved in the pilot programme that such learning exists and can be applied more widely within and across post-16 institutions. Indeed, the tenor of the responses is not on **whether** but on **how well** such learning can be applied. Considerations of how such learning can be applied in existing pilot institutions and projects leads project managers and staff to make a series of practical recommendations as to how the post-16 pilot

programme can be extended to a greater number of institutions and young people in the coming years.

The step change among project managers and staff from thinking about post-16 citizenship at individual institution level to wider post-16 level is a further indication of the success of the pilot programme in laying strong foundations for post-16 citizenship. It is a change is founded on the enthusiasm of existing project managers and staff to continue to develop post-16 citizenship in their institutions and projects, an enthusiasm often buoyed by the positive outcomes for young people of involvement in post-16 citizenship. It is also testimony to the desire of the project managers and staff to pass on their individual and combined experience for the benefit of others who come new to this area in order that they can 'hit the ground running' in developing and taking post-16 citizenship forward. It underlines the deep learning that has accumulated during the pilot programme and the rich treasure of wisdom, experience and expertise that currently exists. It would be a great shame if this resource were to remain largely untapped in any expansion of post-16 citizenship to more organisations and greater numbers of young people. Practical recommendations for making the most of this knowledge base are considered in the next section.

8.1.2 What needs to be put in place to ensure a smooth transition from the pilot programme to a phased expansion and on to an eventual national roll out, i.e. to take post-16 citizenship forward in both the short and medium term?

As was outlined in the previous chapter, in Section 7.3, project managers and staff involved in the pilot programme were very clear in their answers to this question. They agreed on a number of **minimum requirements** needed for a successful extension and expansion of the pilot phase leading to an eventual national roll out. It is worth repeating these minimum requirements here for they form a **ten point plan of action** for taking post-16 citizenship forward. The ten core minimum requirements are:

♦ **A clear statement of policy** from DfES and LSDA about the principles and aims of post-16 citizenship programme and a **campaign** to raise awareness about citizenship among all post-16 providers, staff and young people, as well as among parents, employers and the general public

♦ **Adequate lead time** for the planning and preparation of programmes

♦ **A visible support structure at regional and national level** to promote and create more 'citizenship champions' and help to develop and sustain appropriate networks

♦ **Dedicated project managers** with sufficient time allocated for developing and supporting their citizenship programme within their own organisation, and for networking with other organisations

- ◆ **'Serious resources'** in terms of **funding, time and staffing** but also of an appropriate range of accessible **teaching and learning materials**

- ◆ **Systematic and ongoing training** at all levels, for senior management, for project managers, for delivery staff and for young people

- ◆ **Flexibility of approach** to allow for different methods and approaches for different organisations and groups of young people; in particular recognising the value of the informal approach of Training Providers and youth services

- ◆ **Guidance on good practice**, and in particular encouraging an approach where young people take ownership of their programmes, in order to ensure that programmes remain dynamic and maintain student interest

- ◆ **Minimal bureaucracy** so that paperwork was kept to an acceptable level commensurate with the funding available

- ◆ **Stronger pre and post-16 citizenship links** so that there can be greater continuity and progression for young people in their learning and experiences. Such links remain an 'unfulfilled goal' of the pilot phase and little actual progress has been made so far, even in participating schools that cover pre and post-16 contexts.

It is important that these core minimum requirements are not viewed in isolation or as a short term solution to taking post-16 citizenship forward. Those involved in the pilot programme were very clear in their responses that these minimum requirements needed to be addressed within a longer timeframe and broader context for the development of post-16 citizenship. That timeframe and broader context involved a number of dimensions.

First, the need for the minimum requirements to be discussed within the context of the emerging issues from the pilot that still needed to be resolved (see Chapter 7, Section 2). Clearer advice and guidance, for example, would depend on providing answers to these issues. Second, the need to recognise that the majority of these issues relate to the broader issue of continuity and progression of the pilot projects, of the institution and staff learning needs and of the learning needs of young people. This broader issue of continuity and progression cannot be resolved by looking at the pilot programme in isolation. Instead it must be considered within a wider policy and practice framework.

This wider policy and practice framework has two particular dimensions for post-16 citizenship. The first is how post-16 citizenship dovetails with **on-going developments in citizenship education**. There is considerable policy activity around establishing a strong practice base for pre-16 education through the new statutory national curriculum subject of Citizenship. The ten core minimum requirements for the sustainability and expansion of post-16 citizenship have many echoes with evaluations concerning the progress of pre-16 citizenship education in schools (Kerr *et al.,* 2004; QCA, 2003; Ofsted,

2003[23]).   The DfES is currently leading a new programme promoting continuous professional development (CPD) activities for citizenship that includes a strong post-16 citizenship dimension. In addition, there is also considerable policy activity beyond post-16 in terms of initiatives to raise the profile of citizenship in higher, adult and community education, as well as in local communities.

It will be interesting to see how far post-16 citizenship developments can inform, and be informed by, moves to build stronger links between communities and education and training institutions, in order to strengthen communities and encourage greater civic renewal and community cohesion.

The second dimension is how post-16 citizenship relates to wider, on-going reform proposals and debates, about the nature of 14-19 education and training, about the outcomes of education for children and young people following the publication of Every Child Matters[24], and about the knowledge, skills, attributes and attitudes that all young people need to make positive contribution to modern society. The recently published Final Report of the Tomlinson Working Group on 14-19 Reform[25], and the Every Child Matters – Change for Children programme, make it clear that the envisaged timetable for such changes will be slow and gradual over at least the next ten years. Respondents in the evaluation had very clear views about the terms on which post-16 citizenship should engage with and contribute to the wider policy and practice framework.   They felt strongly that it was vital that post-16 citizenship was taken forward in ways that remain true to the pioneering spirit and dedication of all those involved in the pilot and to the successes that have been achieved in terms of definition and understanding of citizenship, delivery approaches and the benefits of involvement for young people.   They were particularly concerned to ensure that the **distinctive features** of post-16 citizenship, particularly in raising the knowledge, skills and confidence levels of young people and empowering them to feel that they have an active part to play in the communities to which they belong, had to be maintained and strengthened in any expansion and eventual national roll out, whatever form it took and whatever timescale was followed.

---

[23] KERR, D., IRELAND, E., LOPES, J. and CRAIG, R. with CLEAVER, E. (2004). *Making Citizenship Real. Citizenship Education Longitudinal Study Second Annual Report. First Longitudinal Survey* (DfES Research Report 531). London: DfES.
QUALIFICATIONS AND CURRICULUM AUTHORITY (2003). *Citizenship: 2002-2003 Annual Report by QCA's Diversity and Inclusion Team. London: QCA.*
OFFICE FOR STANDARDS IN EDUCATION (2003). *National Curriculum Citizenship: Planning and Implementation 2002/03* (HMI 1606) [online]. Available: http://www.ofsted.gov.uk [26 November, 2004].

[24] DEPARTMENT FOR EDUCATION AND SKILLS (2004). *Every Child Matters* Green Paper. [online]. Available: http://www.dfes.gov.uk [26 November, 2004].

[25] DEPARTMENT FOR EDUCATION AND SKILLS (2004). *The Final Report of the Working Group on 14-19 Reform* (DfE-0976-2004) [online]. Available: http://www.14-19reform.gov.uk [26 November, 2004].

Some respondents feared for the future of post-16 citizenship, as it had evolved in the pilot projects, if it did not engage with the wider policy and practice framework on its own terms. They believed there was a real danger that, if left merely to fit with on-going developments, the distinctiveness of post-16 citizenship in the pilot would be lost or partly subsumed by those developments. The Tomlinson Group review proposals, and new programmes such as E2E (Entry to Employment), had the potential to cherry-pi ck or water down the distinctive elements of post-16 citizenship. For example, the Tomlinson proposals could encourage an emphasis on community involvement and volunteering, and E2E an emphasis on students' personal and social development. This would leave the most distinctive aspect of post-16 citizenship, the emphasis on active citizenship and participation of young people in education, public and community settings, potentially unwanted and lacking a strong place in on-going policy developments and debates. Such cherry-picking and watering down of the distinctive elements of post-16 citizenship should be avoided at all costs.

In the final analysis, it is the legacy of the pilot programme for the young people involved that will live on. Respondents were keen that this should figure prominently in discussions about the future of 14-19 reform and the nature of citizenship experiences from five to 19 and beyond. If one of the central aims of the 14-19 review is to meet the challenge of equipping all young people with the basic skills and attitudes they need to succeed in life, then the experiences of the post-16 pilot projects suggest that citizenship has a key role to play in meeting this challenge and should be made available as an entitlement to all young people in the coming years.

It is perhaps fitting in the final report of the evaluation of the post-16 citizenship development programme to leave the last word to a young person involved in the programme. The quote that follows shows the deep understanding of the aims and purpose of citizenship that the pilot projects have engendered in many young people, particularly in relation to the political literacy strand of active citizenship. It is a spirit that the Crick Group would no doubt have endorsed. As the young person commented:

> *'just helping someone crossing the road is not citizenship. If you are a good citizen you will go to the council and get a zebra crossing to be there so that it benefits everyone.'*

The issue is how far this legacy will live on for this individual student in the coming years, and how far this legacy will benefit everyone involved in post-16, or probably 14-19, through an entitlement for all young people to citizenship education, and an opportunity to develop such deep understanding of what active citizenship means in practice.

It underlines, above all, how far the pilot projects have taken forward understanding of what is meant by active citizenship in post-16 education and training settings.

APPENDIX A

PARTNER ORGANISATIONS IN CASE-STUDY CONSORTIA

This Appendix shows for each Consortium in Round 1 and partnership in Round 2 the numbers and types of organisations in the partnership, the number of programmes and the number of external partners involved.

Round 1 Partner Organisations September 2003 – July 2004

Consortium	School sixth forms	Sixth form colleges	FE colleges	Training providers	Youth Service	Voluntary/ Other	Total no. of Organisations	No. of Programmes	External partners
A	1	-	1	1	1	-	4	4	5
B	3	1	-	-	-	-	4	4	7
C	1	1	1	-	1		4	7	18
D	-	-	1	2	1	-	4	4	3
E	2	1	1	-	-	-	4	4	1
F	-	1	-	2	-	2	5	5	3
G	-	1	1	-	1	-	3	6	1
H	-	1	1	1	1	1	5	5	-
I	1	-	1	-	-	1	3	3	1
J	3	1	-	2	1	-	7	8	1
K	2		-	-	1	-	3	3	-
Total	**13**	**7**	**7**	**8**	**7**	**4**	**46**	**53**	**40**

Round 2 Partner Organisations September 2003 – July 2004

Consortium	School Sixth forms	Sixth form colleges	FE colleges	Training providers	Youth Service	Employer	Total no. of Organisations	No. of Programmes	External partners
AA	2	-	1	-	-	-	3	3	1
BB	-	-	1	2	-	1	4	4	-
CC	-	1	-	1	1	-	3	3	-
DD	-	-	3	1	-	-	4	8	1
EE	2	-	-	-	-	-	2	2	1
FF	1	1	2	-	-	-	4	6	-
GG	1	3	-	-	-	-	4	4	2
HH	1	-	1	1	-	-	3	3	-
II	3	-	-	-	1	-	4	4	3
JJ	-	-	1	1	-	-	2	2	2
TOTAL	**10**	**5**	**9**	**6**	**2**	**1**	**33**	**39**	**10**

APPENDIX B

MANAGEMENT INFORMATION ABOUT PROGRAMME PARTICIPANTS

This Appendix presents Management Information (MI) data from organisations in the Post-16 Citizenship Development Programme, giving total numbers of core and fringe participants in **each programme**, and breakdowns according to gender, ethnic group and learning needs and levels (some organisations were running more than one programme). The data presented here is based on programmes in **all organisations** that returned forms to the LSDA by the end of August 2004, rather than focussing only on the case-study organisations that form the basis of most of the report. A total of 92 programmes were reported from 79 organisations.

The quality of the data has improved considerably from earlier years, but nevertheless it should be interpreted with caution, as there are some gaps and inconsistencies:

- A small number of organisations returned no MI data for some of their programmes (8 programmes)
- Some organisations gave only total numbers of participants (4 programmes), or partial breakdown information. Overall, data was omitted on gender in 7 programmes, ethnic group in 8 programmes, and learning level in 21 programmes.
- For some programmes core and fringe participants were included in breakdowns of gender, ethnic group and learning level, and it was not possible to provide data consistent with that from other organisations. Only totals are shown for these programmes, identified with '*'
- While subgroups/ breakdowns summed to the stated total of core participants for most programmes, there were some inconsistencies.
- Some organisations indicated that there had been no change for a particular programme, and so data is included from their most recently submitted report for that programme. These programmes are highlighted in the following tables with '+'.

In summary,

Data available from MI returns	Number of programmes		
	Round 1	Round 2	Total Programmes
Full data, updated July 2004	24	21	45
Full data, no change since last return	10	1	11
Partial data (Total only/partial breakdowns)	12	12	24
Total only (breakdowns included core and fringe participants)	2	2	4
No data provided	5	3	8

Programmes are identified in the tables on the following pages with a letter corresponding to the consortium or partnership (as shown in Appendix A) and a number to indicate the organisation within the consortium/ partnership, so A1 represents organisation 1 in Consortium A (Round 1), and HH2 represents organisation 2 in Partnership HH (Round 2). When an organisation was running more than one programme, each programme is identified with a roman numeral, e.g. FF2i.

Table 1.   Round 1 Programme Participants: total numbers, gender and ethnicity

Citizenship programmes	No. Participants		Gender		Ethnic Group										
	Core	Fringe	Male	Female	White	Chinese	African	Carib-bean	Black other	Indian	Pakis-tani	Bangla-deshi	Asian	Mixed	Other
School sixth forms															
A4	32	380		32	30	1		1							
B1	160		84	76	157				1					1	1
B2	12		1	11	12										
C3	89		47	42	88										1
E1	16	150	4	12	16										
E2	20	100	8	12	17		1	2							
J1i+	22		14	8	22										
J1ii+	353		167	186				2							
J3+	90		36	54											3
J7	116		54	62	116										
K1	15		5	10	15										
K2	136		69	67	136										
No MI data was provided for programmes B3, I2															
Total sixth forms	**1061**	**630**	**489**	**572**	**609**	**1**	**1**	**5**	**1**					**1**	**5**
6ᵗʰ form colleges															
B4	1837		915	922	1701	7	9	4	3	12	9			33	58
E4*	51	300	*	*	*	*	*	*	*	*	*	*	*	*	*
F3	8	40	5	3	3		2		1	2					
G2*	200	700	128	72	*	*	*	*	*	*	*	*	*	*	*
H3	137	818	65	72	60					3	40	31		1	2
J2+	150		70	80	130	2				4	4				10
No MI data was provided for programme C4															
Total 6ᵗʰ form colleges	**2383**	**1858**	**1183**	**1149**	**1894**	**9**	**11**	**4**	**4**	**21**	**53**	**31**		**34**	**70**

Citizenship programmes	No. Participants		Gender		Ethnic Group										
	Core	Fringe	Male	Female	White	Chinese	African	Carib-bean	Black other	Indian	Pakis-tani	Bangla-deshi	Asian	Mixed	Other
FE colleges															
A3	8		6	2	7			1							
C1i+	44		1	43	42								2		
C1ii+	32		19	13	29									1	2
C1iii+	46		24	22	44								1	1	
C1iv+	87		39	48	n/a										
D3+	45		30	15	40										5
E3	30		8	22	8		2	2	9		5				4
G1i+	15	105	11	4	1			1				13			
G1ii+	50	130	23	27	5		6	4				31			4
G1iii+	66	90	21	45	4		5	3		1	1	47			5
G1iv+	60	1000	36	24	5		6	6				40			3
H2[26]	3218	100	1120	1081	2428		19[27]	19[27]	20[27]		374	233			125
I1	72	24	26	46	52	1	1		2		16				
Total FE colleges	**3773**	**1449**	**1364**	**1392**	**2665**	**1**	**39**	**36**	**31**	**1**	**396**	**364**	**3**	**6**	**144**
Training providers															
A1*	36	15	*	*	*	*	*	*	*	*	*	*	*	*	*
D1	40		20	20	40										
D4	35		n/a		35										
F4	140		81	59	30		17	43		26	6			7	11
F5+	20		11	9	10		2	8							
H4	12	5	7	5	10							2			
J4	40		29	11			1			1					
J5	13	13	8	5	12										1
Total Training providers	**336**	**33**	**156**	**109**	**137**		**20**	**51**	**1**	**26**	**6**	**2**		**7**	**12**

---

[26] The numbers given for Programme H2 show a major discrepancy: while the total number of participants is given as 3218 and the ethnic group breakdown sums to this total, the breakdowns for gender and learning level sum to 2201, around 1000 participants fewer than the total.

[27] Programme H2 was reported to have 58 Black participants but did not specify their ethnic group, so these participants have been divided across Black African, Black Caribbean and Black Other.

Citizenship programmes	No. Participants		Gender		Ethnic Group										
	Core	Fringe	Male	Female	White	Chinese	African	Carib-bean	Black other	Indian	Pakis-tani	Bangla-deshi	Asian	Mixed	Other
Youth Services															
A2	5	8	3	2	4			1							
D2	120		63	57	100					8	12				
H5	11	100	3	8					11						
J6	20	5	7	13	17		1								2
K3	9	1500	3	6	9										
No MI data was provided for programmes C2, G3															
Total Youth Services	**165**	**1613**	**79**	**86**	**130**		**1**	**1**	**11**	**8**	**12**				**2**
Voluntary/Other															
F1	7		6	1	2							5			
F2	14	5	9	5	3		3	8							
H1	9		8	1	9										
I3	12		6	6	9		11			1					
Total Voluntary/ Other	**42**	**5**	**29**	**13**	**23**		**14**	**8**	**1**			**5**			
OVERALL TOTAL ROUND 1	**7760**	**5588**	**3300**	**3321**	**5458**	**11**	**86**	**105**	**49**	**56**	**467**	**402**	**3**	**48**	**233**

*   Organisations were asked to give details of the gender, ethnicity and learning levels of core participants for each programme. For some programmes, data included both core and fringe participants. As this information is not comparable with core participant data for other programmes it has been excluded and highlighted with *.

\+   Organisations that did not return a final Year 3 report are highlighted with +. The figures given refer to those given in the most recently submitted report.

Table 2.   Round 1 Programme Participants: learning needs and levels

Citizenship programmes	No. Core Participants	Learning Level					
		Pre entry	Entry	Level 1	Level 2	Level 3	Level 4
School sixth forms							
A4	32					32	
B1	160				10	150	
B2	12					12	
C3	89				14	75	
E1	16				16		
E2	20					20	
J1i+	22					22	
J1ii+	353				26	327	
J3+	90				16	74	
J7	116				1	115	
K1	15	5	6	4			
K2	136	n/a					
No MI data was provided for programmes B3, I2							
Total sixth forms	**1061**	**5**	**6**	**4**	**84**	**942**	
6th form colleges							
B4	1837					1837	
E4*	51	*	*	*	*	*	*
F3	8					8	
G2*	200	*	*	*	*	*	*
H3	137			30	40	67	
J2+	150				10	140	
No MI data was provided for programme C4							
Total 6th form colleges	**2383**			**30**	**50**	**2052**	

Citizenship programmes	No. Core Participants	Learning Level					
		Pre entry	Entry	Level 1	Level 2	Level 3	Level 4
FE colleges							
A3	8		8				
C1i+	44	n/a					
C1ii+	32	n/a					
C1iii+	46	n/a					
C1iv+	87	n/a					
D3+	45			30			
E3	30				19		
G1i+	15			10	5		
G1ii+	50		2	3	30	15	
G1iii+	66				41	25	
G1iv+	60		3	6	20	25	6
H2[28]	3218		396	484	616	705	
I1	72			16	15	41	
Total FE colleges	**3773**		**409**	**549**	**746**	**811**	**6**
Training providers							
A1*	36	*	*	*	*	*	*
D1	40			10	30		
D4	35		25	10			
F4	140		60	60	20		
F5+	20			10		10	
H4	12				12		
J4	40		4	32	4		
J5	13	13		2			
Total Training providers	**336**	**13**	**89**	**124**	**66**	**10**	

---

[28] The numbers given for Programme H2 show a major discrepancy: while the total number of participants is given as 3218 and the ethnic group breakdown sums to this total, the breakdowns for gender and learning level sum to 2201, around 1000 participants fewer than the total.

Citizenship programmes	No. Core Participants	Learning Level					
		Pre entry	Entry	Level 1	Level 2	Level 3	Level 4
Youth Services							
A2	5	n/a					
D2	120	49	41	30			
H5	11		11				
J6	20	n/a					
K3	9	n/a					
No MI data was provided for programmes C2, G3							
Total Youth Services	**165**	**49**	**52**	**30**			
Voluntary/Other							
F1	7	n/a					
F2	14	n/a					
H1	9	7					2
I3	12		9		3		
Total Voluntary/ Other	**42**	**7**	**9**		**3**		**2**
OVERALL TOTAL ROUND 1	**7760**	**74**	**565**	**737**	**949**	**3815**	**8**

*   Organisations were asked to give details of the gender, ethnicity and learning levels of core participants for each programme. For some programmes, data included both core and fringe participants. As this information is not comparable with core participant data for other programmes it has been excluded and highlighted with *.

+   Organisations that did not return a final Year 3 report are highlighted with +. The figures given refer to those given in the most recently submitted report.

Table 3.   **Round 2 Programme Participants: total numbers, gender and ethnicity**

Citizenship programmes	No. Participants		Gender		Ethnic Group										
	Core	Fringe	Male	Female	White	Chinese	African	Carib-bean	Black other	Indian	Pakis-tani	Bangla-deshi	Asian	Mixed	Other
School sixth forms															
AA1	186		91	95	186										
AA3	50	200	18	32	42					3	1				1
EE1	198		94	103	179	1				2				1	14
EE2	40	199	19	21	36	1								3	
FF2i	390		212	178	356	3	5	1		5				5	15
FF2ii	390		212	178	356	3	5	1		5				5	15
GG1[29]	258	96		258	21	4	21	4		10	157	8		25	8
HH1	47	423	20	27	38		3				5				1
II1	24	100	12	12	7		5			12					3
II2+	12	100	6	6	2		2				2				6
No MI data was provided for programme II4															
Total sixth forms	**1595**	**1118**	**684**	**910**	**1223**	**12**	**41**	**6**		**37**	**165**	**8**		**39**	**60**
6th form colleges															
CC1	40	70	15	25	36			1		1			2		
FF3	30[30]		n/a		n/a										
GG2	1170	70	660	510	615	12	39	60		28	122	10		55	219
GG3	190		48	142	165	2		1		3	10			1	8
GG4	40	110	*	*	*	*	*	*	*	*	*	*	*	*	*
Total 6th form colleges	**1470**	**250**	**723**	**677**	**816**	**14**	**39**	**62**		**32**	**132**	**10**	**2**	**56**	**227**

---

[29]   For Programme GG1, percentages were given for ethnic group, and these have been converted into numbers of core participants

[30]   For Programme FF3 no total or breakdown by gender and ethnic group was given; however, a breakdown by learning level, summing to 30, was given and this has been assumed to be the total number of core participants

Citizenship programmes	No. Participants		Gender		Ethnic Group										
	Core	Fringe	Male	Female	White	Chinese	African	Carib-bean	Black other	Indian	Pakis-tani	Bangla-deshi	Asian	Mixed	Other
FE colleges															
AA2	104		43	61	100		1			2	1				
BB1	50			50	50										
DD1i	100		n/a		n/a										
DD1ii	15	130	n/a		n/a										
DD1iii	14	10	2	12	n/a										
DD1iv	4	2	n/a		n/a										
DD1v	100		n/a		n/a										
DD2	100	400	*	*	*	*	*	*	*	*	*	*	*	*	*
DD3	40		30	10	38										2
FF1	219		110	109	124		23	17		16	8			12	19
FF4i	61		24	37	24	1	7	10		2	7				10
FF4ii	140		75	65	57	1	9	21		12	24				16
HH2	91		16	75	88					1	2				
JJ2	80	13	39	41	77										3
Total FE colleges	**1118**	**555**	**339**	**460**	**558**	**2**	**40**	**48**		**33**	**42**			**12**	**50***
Training providers															
BB2	3	35	1	2	3										
BB3	10		10		9									1	
CC2	210		125	95	207										3
DD4	75	25	*	*	*	*	*	*	*	*	*	*	*	*	*
JJ1	67	25	38	29	66		1								
No MI data was provided for programme HH3															
Total Training providers	**365**	**85**	**174**	**126**	**285**		**1**							**1**	**3**

Citizenship programmes	No. Participants		Gender		Ethnic Group										
	Core	Fringe	Male	Female	White	Chinese	African	Carib-bean	Black other	Indian	Pakis-tani	Bangla-deshi	Asian	Mixed	Other
Youth Services II3 No MI data was provided for programme CC3	22	200	16	6	6		2	2		6	2		2	1	
Total Youth Services	**22**	**200**	**16**	**6**	**6**		**2**	**2**		**6**	**2**		**2**	**1**	
Employer BB4	11		2	9	11										
Total Employer	**11**		**2**	**9**	**11**										
OVERALL TOTAL ROUND 2	**4581**	**2208**	**1938**	**2188**	**2899**	**28**	**123**	**118**		**108**	**341**	**18**	**4**	**109**	**340**

* Organisations were asked to give details of the gender, ethnicity and learning levels of core participants for each programme. For some programmes, data included both core and fringe participants. As this information is not comparable with core participant data for other programmes it has been excluded and highlighted with *.

+ Organisations that did not return a final Year 3 report are highlighted with +. The figures given refer to those given in the most recently submitted report.

Table 4.   Round 2 Programme Participants: learning needs and levels

Citizenship programmes	No. Core Participants	Learning Level					
		Pre entry	Entry	Level 1	Level 2	Level 3	Level 4
School sixth forms							
AA1	186		16	27	143		
AA3	50	n/a					
EE1	198	n/a					
EE2	40				30	10	
FF2i	390				14	376	
FF2ii	390				14	376	
GG1	258	19		12	101	126	
HH1	47	n/a					
II1	24	n/a					
II2+	12			4	8		
No MI data was provided for programme II4							
Total sixth forms	**1595**	**19**	**16**	**43**	**310**	**888**	
6th form colleges							
CC1	40				15	25	
FF3	30			30			
GG2	1170	3	28	200	400	500	
GG3	190		12	18	160		
GG4	40	*	*	*	*	*	*
Total 6th form colleges	**1470**	**3**	**40**	**248**	**575**	**525**	

Citizenship programmes	No. Core Participants	Learning Level					
		Pre entry	Entry	Level 1	Level 2	Level 3	Level 4
FE colleges							
AA2	104			34		70	
BB1	50				50		
DD1i	100	n/a					
DD1ii	15	n/a					
DD1iii	14	n/a					
DD1iv	4	n/a					
DD1v	100	n/a					
DD2	100					100	
DD3	40			10	12	18	
FF1	219		20	21		178	
FF4i	61		4	7	13	37	
FF4ii	140			45	44	51	
HH2	91				91		
JJ2	80		2	4	39	35	
Total FE colleges	**1118**		**26**	**121**	**249**	**489**	
Training providers							
BB2	3				3		
BB3	10					10	
CC2	210	2	68	7	52	15	
DD4	75	*	*	*	*	*	*
JJ1	67		32	30	5		
No MI data was provided for programme HH3							
Total Training providers	**365**	**2**	**100**	**37**	**60**	**25**	

Citizenship programmes	No. Core Participants	Learning Level					
		Pre entry	Entry	Level 1	Level 2	Level 3	Level 4
Youth Services II3 No MI data was provided for programme CC3	22	n/a					
Total Youth Services	**22**						
Employer BB4	11					11	
Total Employer	**11**					**11**	
OVERALL TOTAL ROUND 2	**4581**	**24**	**182**	**449**	**1194**	**1938**	

*   Organisations were asked to give details of the gender, ethnicity and learning levels of core participants for each programme. For some programmes, data included both core and fringe participants. As this information is not comparable with core participant data for other programmes it has been excluded and highlighted with *.

\+   Organisations that did not return a final Year 3 report are highlighted with +. The figures given refer to those given in the most recently submitted report.

APPENDIX C

PROGRESS AGAINST ACTION PLAN OBJECTIVES – JULY 2004

Project managers set objectives for their Post-16 Citizenship Projects in their Action Plans in September 2003, and reported the progress they had made in meeting the objectives by July 2004, in their final Management Information (MI) returns to LSDA. This Appendix gives **examples** of the objectives set by the twenty case-study organisations, and the progress reported by July 2004. It should be noted that the objectives are reported verbatim, exactly as the project managers expressed them, and are not necessarily exemplar definitions of citizenship activities. Some do not give a full explanation of the objective or activity in question or do not explain its specific citizenship content; some objectives described here suggest a lack of understanding of the criteria for citizenship activities.

The objectives have been grouped into two broad categories: firstly, **practical** objectives related to the content of the citizenship programmes and directly involving the young people, and secondly, **strategic** objectives focusing upon the organisation itself, rather than the young people. These two categories can be further subdivided as follows.

Practical Objectives

♦ Curriculum/Programme Development

♦ Resources Development

♦ Development of Young People

♦ Representation of Young People

Strategic Objectives

♦ Organisational Policies and Systems

♦ Staff Development

♦ Assessment/Accreditation

♦ Wider Awareness of Citizenship

♦ Links between pre and Post-16 Citizenship

There was one objective which did not fit within this classification, shown in the table under the heading 'Other objective'.

OBJECTIVE TYPE	EXAMPLES	PROGRESS MADE AGAINST OBJECTIVE
Practical Objectives		
Curriculum / Programme Development	Map citizenship onto Key Skills	GOOD PROGRESS – The college found mapping citizenship to key skills communication very straightforward and with fewer problems compared to the same activity last year. Workbooks and a tutor guide for key communications has been developed. A staff development session was held on mapping for key skills. Students based their discussion, presentation, writing and research activities on citizenship themes.
	Develop and deliver Enrichment Citizenship activities including AS level Critical Think and the College Magazine	OBJECTIVE MET – The college enrichment programme offered a range of citizenship activities including the production of a college magazine, the Salaam Society which addresses contemporary Islamic issues and First Aid. AS Level Critical Thinking ran as a pilot and demonstrated a high level of success (85 per cent A-C grades)
Resource Development	The development of a Fair Trade assembly to be delivered in local primary schools	OBJECTIVE MET – Two assemblies have been written by a group of students and staff. One is aimed at primary school children, the other for secondary schools. Both have been presented at schools in the local area.
	Explore the use of film production as a method to involve young people in citizenship education	GOOD PROGRESS – The film has been produced and given out at a dissemination event. The young people were pleased with the final film.
	Continuing the development of the Citizen I.D.	OBJECTIVE MET – The second edition of Citizen ID has been published with copies offered to all participants in the Post-16 project. Year 13 students have used it throughout the year and has also been issued to Year 10 students doing a GCSE short course.
	Construct database of citizenship activities	GOOD PROGRESS – Database format has been finalised and set up. Information is in the early stages of input.

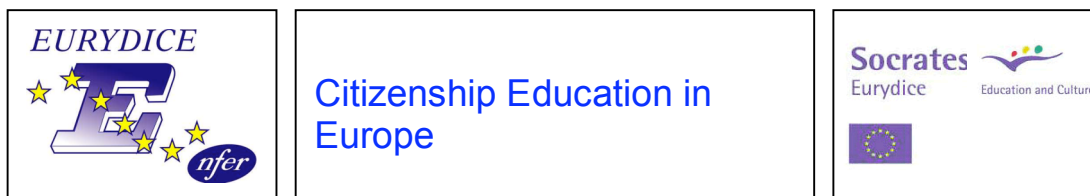| OBJECTIVE TYPE	EXAMPLES	PROGRESS MADE AGAINST OBJECTIVE
Development of Young People	To enable young people to develop strategies to maintain balance in their lifestyles through reflecting on their behaviour and that of others	GOOD PROGRESS – Students and staff decided together to use the ASDAN Universities Award as it not only provided a means of assessing the students on their citizenship learning but also made use of the Progress File and related materials as a reflection tool. Students need to meet challenges relating to active citizenship, work experience, career planning, international relations and skills development. However, it is felt that despite good progress, this objective is not yet under student ownership.
	To encourage students to become independently active citizens	OBJECTIVE MET – Tutorial sessions on active citizenship are in next year's tutorial programme and are partly written. Teachers are being identified to run active citizenship activities as part of general education
Representation of Young People	Improving student representation and decision making within the college	GOOD PROGRESS – Students are represented on many major committee and working groups. The Principal welcomes the contributions made by learners. The number of posters and advertisements appearing around the campus designed and produced for learners by learners in increasing.
	To further develop the effectiveness of the student Parliaments and student executive	GOOD PROGRESS – The student executive has been given training by the NUS. A draft constitution has been drawn up. The executives have taken on a campaigning function which has included meeting with college governors regarding key college development issues, such as sports and security.
	To encourage students to be involved with the democratic process in the college. Training for elected officers.	OBJECTIVE MET – Elections were held and had a 65 per cent turn out. Officers received training regarding presentation and delivery of a message.

OBJECTIVE TYPE	EXAMPLES	PROGRESS MADE AGAINST OBJECTIVE
Representation of Young People *(cont.)*	To involve learners in the running of the company by continuing to develop the learners forum	OBJECTIVE MET – Elections have taken place for representation on the learner forum and learners had involvement in a development day by giving presentations. Learners have had representation on the disciplinary committee setting procedures for staff and learners.
Strategic Objectives		
Organisational Policies & Systems	To develop a citizenship policy for FE College	OBJECTIVE MET – The policy has been written and adopted by Senior Management. It will go to the academic board in 04/05 and will be the subject of a very broad consultation.
	The creation of a Development Plan for the future of Post-16 Citizenship education at school from September 2004	OBJECTIVE MET – The Project Manager's and the Assistant Project Manager's roles will continue to be funded next year. Staff are planning lessons for the AWA AS level course which will have around 20 Year 13 students in September. New Year 12 students will continue the development of the Citizenship Manifesto and website, and peer-led education will be continued.
Staff Development	To prepare vocational tutors for taking more responsibility for the citizenship education of their students in the future	GOOD PROGRESS – Vocational tutors have received and introduction to delivering citizenship sessions. Citizenship Coordinators attend monthly Entry to Employment meeting to provide updates on the programme.
	To run staff development events for all staff	OBJECTIVE MET – A very successful staff development event was held in December which was attended by 20 staff, including ESOL and Level 3 staff. The event was supported by the LSDA Consultant.
	To organise and deliver a staff development day to college tutoring staff on active citizenship	OBJECTIVE MET – There have been two main staff development days which have given citizenship a much higher profile within the college.

OBJECTIVE TYPE	EXAMPLES	PROGRESS MADE AGAINST OBJECTIVE
Assessment / Accreditation	Students will gain OCN unit accreditation, one for the core, one for their community activity	NO PROGRESS YET – Portfolios not yet submitted and few are likely to be awarded external certification
	Use appropriate methods to accredit Post 16 active citizenship activities	OBJECTIVE MET – All Year 12 students are registered for either ASDAN Gold Award or the Universities Award. Many students have selected citizenship related activities as challenges. Over 30 students completed ASDAN awards in June/July.
	Developing opportunities for assessment	GOOD PROGRESS – Year 10 pupils are now using Citizen ID to plan, do and review their citizenship activity for their GCSE. Year 12 peer-educators have provided the pupils with advice on writing the Log. Together with the website group they have been using the evaluation section of Citizen ID together with the LSDA/QCA Citizenship Development pages from the Progress File.
Wider Awareness of Citizenship	To promote a wider awareness of marine pollution and its affects on the environment within the community	OBJECTIVE MET - Posters have been designed and displayed in the work places of the learners. A power point presentation was delivered to staff at another organisation. Further dissemination took place at one of the dissemination events.
	College-wide awareness of citizenship issues in vocational courses	GOOD PROGRESS – A Celebration of Citizenship event was planned for July, that would give learners the opportunity to meet with others and view work from other projects.
Links between pre and post-16 citizenship	Identify, build upon and promote pre and post-16 citizenship	NO PROGRESS YET – No progress reported

OBJECTIVE TYPE	EXAMPLES	PROGRESS MADE AGAINST OBJECTIVE
Other Objective	Fair Trade week	OBJECTIVE MET – Resources generated with the help of CAFOD. Fair Trade information was played on the college information system and there were Fair Trade assemblies. A Fair Trade audit was held on the food sold on campus which has lead to at least one fairly traded food now being sold at all times in the college.

APPENDIX D

EURYDICE nfer	Citizenship Education in Europe	Socrates Eurydice Education and Culture

Council of Europe gives priority to quality, intercultural education and democratic citizenship

At the Council of Europe conference in Athens in November 2003, education ministers highlighted quality, intercultural education and democratic citizenship as priority areas for their education programme. It was agreed that the concept of intercultural education should be broadened to take account of school curricula and school governance. In addition, ministers emphasised the need for training to help teachers deal with a number of issues such as discrimination, racism or sexism. In relation to the Council of Europe's contribution to education for democracy, ministers also proposed that the Council further improves relations with principal partners, in particular the European Union and the Organisation for Economic Co-operation and Development (OECD).

Further information on the Ministers meeting is available from:

http://www.coe.int/T/E/Com/Files/Ministerial-Conferences/2003-Education/

2005 to be European Year of citizenship through education

The Committee of Ministers of the Council of Europe has proclaimed that 2005 will be the European year of citizenship through education. The aim of the year is to draw attention to the importance of education in the development of citizenship and the quality of participation in a democratic society. It is felt that the organisation of such a 'year' can play an important role in making young people aware of the need to get involved in matters that concern everyday life. The year will also conclude the second phase of the Council's Education for Democratic Citizenship (EDC) project (2001-2004) and could be the starting point for new perspectives in the field of EDC for the Council and its member states.

The European Year of Citizenship will be launched in December 2004 in Sofia, Bulgaria.

For further information on the proposals for the year and details of the EDC project see:

http://www.coe.int/T/E/Cultural_Co-operation/education/E.D.C/

Citizenship – Made in Europe: living together starts at school

In preparation for the discussion on social cohesion and citizenship during the informal Ministers' meeting in Rotterdam on July 12 2004, the Dutch Ministry of Education, Culture and Science (Ministerie van Onderwijs, Cultuur en Wetenschap - OCW) has published a booklet entitled *Citizenship – Made in Europe: living together starts at school.* The document discusses the state of citizenship education in the schools of Europe as well as its position on the European and national education agendas.

The document, which includes references to other publications on citizenship education in Europe, is available to download at:

http://eu2004.minocw.nl/docs/en/citizenship.pdf

Eurydice survey: Citizenship Education in Schools in Europe

At the request of the Dutch Ministry of Education, Culture and Science, the Eurydice Network has conducted a survey of citizenship education policies across Europe. A draft work in progress, entitled *Citizenship Education in Schools in Europe* was produced for the Informal meeting of Ministers of Education (see above).

The full results of the survey in the form of a comparative summary, together with national descriptions covering the 30 countries in the Eurydice Network, will be published by the end of 2004. The survey will cover the primary, secondary and upper secondary levels of public-sector education. The survey reference year is the 2003/04 academic year.

Presidency Conclusions concerning the informal meeting of the Ministers of Education of the EU (11-13 July)

Presidency Conclusions following the informal meeting of the Ministers of Education of the EU on 11-13 July 2004 in Rotterdam, which include citizenship education as part of the Lisbon agenda, are available on the Dutch presidency website at:

http://eu2004.minocw.nl/docs/en/presidency_conclusions_rotterdam.pdf

EURYDICE
nfer

Further information:
Tel: + 44 (0) 1753 612112
Fax: + 44 (0) 1753 531458
E-mail: eurydice@nfer.ac.uk

http://www.nfer.ac.uk/eurydice

Socrates
Eurydice   Education and Culture