

THE
FURTHER
EDUCATION
FUNDING
COUNCIL

Citizenship For 16 -19 Year Olds In Education And Training

*Report of the Advisory Group
to the Secretary of State
for Education and Employment*



Department for
Education and Employment

Contents

	Page
Membership of the Advisory Group	2
1 Preface	3
2 Introduction and summary	7
3 Young adults in education and training	10
4 The importance of Citizenship	12
5 Learning outcomes	14
6 Recommendations	19
Appendices	
A. Overview of recommendations for the essential elements to be reached by the end of compulsory schooling	29
B. The National Curriculum for England: Citizenship at Key Stage 4	30
C. Participation figures for 16 and 17-year olds in England in education and training: 1988 to 1998	33
D. A Citizenship Development matrix	36
E. Summary of consultation	40
F. List of respondents to the consultation	45

Membership of the Advisory Group

Chair: Professor Bernard Crick

Members:

John Berkeley, *Project Director, Young People Development Policy and Programmes for BMW Group's UK operations*

Mark Bramwell, *Principal, Totton College, Southampton*

Tony Breslin, *General Adviser, 14–19 Education, London Borough of Enfield*

Ahmed Choonara, *Principal, South Nottingham College*

Jim Cogan, *Students Partnership Worldwide, Changemakers*

Martin Cross, *Educational consultant, formerly Director General, OCR (Oxford, Cambridge and RSA Examinations)*

Lord Davies of Oldham, *Chair, Further Education Funding Council*

Deidre Eastburn, *Vice Chair, National Education Business Partnership*

Tony Lawson, *School of Education, University of Leicester; President, Association for the Teaching of the Social Sciences*

Mary Marsh, *Headteacher, Holland Park Comprehensive School*

Christopher Robinson, *Chair, Politics Association; lecturer, Wyke Sixth Form College*

Professor Tom Schuller, *Dean, Faculty of Continuing Education, Birkbeck College*

Sir George Sweeney, *Principal, Knowsley Community College*

Jenny Talbot, *Chief Executive, Institute for Citizenship*

Observers:

John Keast, *Qualifications and Curriculum Authority (QCA)*

John West, *Department for Education and Employment (DfEE)*

Further Education Funding Council (FEFC):

Rhys Evans, *Professional Adviser to the Group*

Stuart Gardner, *Secretary to the Group*

The Advisory Group was appointed by the Secretary of State and managed by the FEFC. The Report is published by the FEFC on behalf of the Advisory Group.

1 Preface

1.1 Our terms of reference were: “*to advise the Secretary of State for Education and Employment how, and in what form, the principles and aims of the citizenship order for full-time compulsory schooling might be built upon to inform studies by all 16–19 year olds in further education and training.*”

1.2 We noted that these terms of reference said *how* and not *why* or *whether*. So we waste neither time nor print to repeat the case that was fully stated in the final report of the Advisory Group on Citizenship.¹ And we emphasise the words . . . *might be built upon to inform studies*. We take ‘*built upon*’ to mean that the development of Citizenship learning post-16 need not continue in the form of a common, unitary curriculum; rather it should extend and apply what can soon be assumed to be known already to the wider variety of courses, personal and institutional circumstances and opportunities in the 16–19 sector, and, indeed, beyond.

1.3 At each stage of our deliberations we reminded ourselves that the 11–16 curriculum was a statutory requirement, therefore while a good firm base for us to build upon, it could not in itself point to how to catch the imagination and serve the interests of young adults outside the age of compulsory education. Whatever is done must be relevant to the aspirations and experiences of young adults both in their daily life and in their education and training. Appendix A reproduces from the 1998 advisory group report the recommended essential elements to be reached by the end of compulsory schooling; and appendix B gives the wording of the Statutory Citizenship Order for Key Stage 4, which comes into effect from August 2002, and for which schools are already preparing, helped by additional funds from the DfEE and advice from the QCA.

1.4 However, it is worth being reminded of the great social aspiration stated both in the Citizenship Report and in the Order² itself:

From the Report:

We aim at no less than a change in the political culture of this country both nationally and locally: for people to think of themselves as active citizens, willing, able and equipped to have an influence in public life and with the critical capacities to weigh evidence before speaking and acting; to build on and to extend radically to young people the best in existing traditions of community involvement and public service, and to make them individually confident in finding new forms of involvement and action among themselves.

¹ ‘Education for Citizenship and the Teaching of Democracy in Schools’: Final report of the Advisory Group on Citizenship, Qualifications and Curriculum Authority, 1998

² ‘The National Curriculum for England: Citizenship’, jointly published by the Department for Education and Employment and the Qualifications and Curriculum Authority, 1999

And from the preface to the Order:

Citizenship gives pupils the knowledge, skills and understanding to play an effective role in society at local, national and international levels. It helps them to become informed, thoughtful and responsible citizens who are aware of their duties and rights. It promotes their spiritual, moral, social and cultural development, making them more self-confident and responsible both in and beyond the classroom. It encourages pupils to play a helpful part in the life of their schools, neighbourhoods, communities and the wide world. It also teaches them about our economy and democratic institutions and values; encourages respect for different national religious and ethnic identities, and develops pupils' ability to reflect on issues and take part in discussions.

1.5 Our aim is the same, and we seek to harness the great potential and the imagination of young people, to encourage social change; but we must always keep in mind that in the 16–19 age group we are dealing with young adults most of whom either directly or indirectly (through courses aiming at higher education) are moving towards the world of work, and that they have options at every turn; even the option to drop out. There is work, there is life in general (including home, family, friendships, sport and leisure), but there is also Citizenship. Citizenship is a vital link between work and life, as it is, indeed, between education and employment. The logic behind the merger of two departments of state to form the DfEE is surely part of the impetus to add Citizenship to the curriculum.

1.6 Citizenship means not only concern with public affairs, but learning the skills, knowledge and attitudes that make individuals effective in working with and for others, whether in paid occupation or in voluntary service. Employees' rights and responsibilities all fall within this broad concept, as should concern with health and safety regulations and practices; and, indeed, concern with conditions of study and of facilities whether in further or higher education. Consumer rights are as applicable to education as to commerce.

1.7 Citizenship among young adults has a particular importance to help ensure equality of opportunity and to work against any discrimination on grounds of sex, race, religion or disability in education, training and employment.

1.8 Citizenship among young adults is also important in building upon the endeavours of schools to avoid parochialism and, both in the curriculum and by membership of voluntary bodies, to create an informed and active concern with the international problems of poverty, health and environmental despoliation; to consider both economically and morally the dilemmas of a global economy in relation to sustainable development.

1.9 We applaud the bold innovation, unprecedented in this country, that the Citizenship Order requires the active participation of pupils in aspects of both school and community life. Nonetheless, this has to be only a part of what inevitably can appear as a still somewhat heavily knowledge-based curriculum, even if knowledge gained is relevant to problem-solving and not just rote-learning of alleged enduring constitutional rules and conventions. That knowledge we can now build upon to develop a markedly more experiential framework – one that is more likely to catch the interest and serve the interests of young adults, not least of those who might drop out of post-16 education and training, or not enter into it at all.

1.10 What we seek to do has been well summed up by a recent author, quite independently of us, in more fundamental theoretical terms:

*The concept of citizenship potentially provides a way of understanding the life and work transitions of early adulthood. Becoming a citizen can be seen as more than acquiring a civil status with accompanying rights and obligations. Citizenship is being rethought as a process through which young adults exercise responsibility and social contribution while having entitlements to support and provisions that enable them to manage their own transitions to adulthood and pursue their own projects. This requires and embraces competence. This approach to citizenship requires us to consider institutional structures that constrain or enable the acquisition of the various forms of knowledge and competence which are necessary to independent existence and social contribution. In spanning the public and private domains of existence, it enables us to address questions of inequality and of status inconsistency at various stages of the life course.*³

1.11 The recommendations we make on how to move from compulsory schooling into that broader world of life and work experiences carry with them, of course, implications for what follows subsequently in vocational training, higher and continuing education. For instance, we soon recognised that the co-operation of employers is needed at every step for those in vocational courses, just as if Citizenship is to be taken seriously by those working towards higher education, university admission policies cannot be ignored; certainly the role of universities and their students in their local communities needs further enhancing – even though this is beyond our present task and remit. Education may never become a seamless web throughout life, but it need not be a series of abrupt discontinuities.

³ Karen Evans: "Beyond the Work-related Curriculum: Citizenship and learning after 16", in Mal Leicester, Celia Modgil and Sohan Modgil (eds), "Politics, Education and Society", London, Falmer Press 1999

1.12 If Citizenship as a need and entitlement for all is not simply to become an option for some, innovative strategies are needed: that is why – while the many activities we recommend can contribute to developing citizenship – we firmly conclude that Citizenship should be recognised as a new and explicit *Key Skill*, not simply a plausible implication from the existing *Key Skills*; and that if a graduation certificate becomes part of all education and training post-16, Citizenship should form an essential and explicit part.

1.13 We welcome the strong and positive support for our work that we have received from teaching organisations and the relevant subject associations. There is already a great deal of good practice, not always identified as Citizenship. We seek to maximise the potential of that good practice, build upon it, enhance it, give it shape and form and recognition as Citizenship.

1.14 However, we recognise realistically that none of the proposals and the consequent task we are asking from education and training can ultimately succeed without support and example from the media, business, voluntary bodies, the teaching profession itself and key figures in public life. None of us is complacent about the quality of democratic life in the United Kingdom; some of us have deeper worries if vigorous steps are not taken to enhance positive Citizenship at all levels.

2 Introduction and Summary

2.1 We recommend to the Secretary of State that:

- Citizenship should be acknowledged as a Key Life Skill and should be given its proper place alongside the six *Key Skills* identified already
- an entitlement to the development of Citizenship – of which, participation should be a significant component – should be established which would apply to all students and trainees in the first phase of post-compulsory education and training, and
- all such young adults should have effective opportunities to participate in activities relevant to the development of their Citizenship skills, and to have their achievements recognised.

2.2 We go on to make further recommendations about how this key skill can be described and how the entitlement can be effected, together with some suggestions for further consideration.

2.3 We recognise that additional earmarked resources will be needed if this new entitlement is to be introduced successfully. We recognise also that, as the Citizenship Orders for Key Stages 3 and 4 do not come into force until September 2002, it will be a number of years before providers can rely on the level of prior learning that 16-year olds will bring with them to Citizenship post-16. For this interim period, therefore, the focus of the inspection of Citizenship which we recommend should be on the quality and range of opportunities provided for Citizenship Development and the quality of the input which education and training providers make, rather than on student achievement.

2.4 The 16–19 year olds about whom we are concerned engage with education and training in a variety of ways. For that reason, we have adopted certain generic terms throughout this report. We will usually refer to the 16–19 year old as a ‘young adult’; similarly, whether they be a sixth form pupil, student, trainee or apprentice – we refer to the ‘learner’; and school, college, employer, private training provider are all referred to as ‘provider’ or ‘institution’. Finally, it does not always seem appropriate to refer to ‘Citizenship education’, or ‘Citizenship learning’, as both terms might be taken to imply simply teaching, rather than the process of learning and development of behaviour and capacity which we seek. Throughout this report, therefore, the activities in which young adults will engage, and which we would encourage, are usually referred to as ‘Citizenship Development’.

2.5 Our remit relates to the 16–19 year old population of England alone, so our recommendations apply only to those young adults, and to institutions and providers operating in England. However, whilst our audience may be restricted to England, the knowledge and issues which they consider will rarely, if ever, be restricted to England, but will relate to the United Kingdom as a whole, and will often need to be considered in a European or an international context.

2.6 The group rightly spent a good deal of time on three central issues. It is worth describing those discussions at an early stage of the report, as our conclusions on those issues informed subsequent advice.

2.7 First, we recognised that we were dealing with a wide variety of students, trainees and providers. The young adults with whom we were concerned were engaged in education and training in very different ways, at institutions which had different purposes and constitutions. There might seem to be little in the experience of the young adults, or the purpose of the institution, which was common to all, and this was reflected in a difficulty in determining how much of what we proposed should, or could, be applied in every case. Nevertheless, we concluded that, since our aim is to help create an enhanced common citizenship, there could be developed a ‘light touch’ common framework, parts of which could be delivered in different contexts.

2.8 In this regard we were particularly conscious that, though the majority of 16–19 year olds spend most of those years in full-time education or training, a significant minority take a work-based route during this phase, whether through formal apprenticeships, or with looser arrangements combining work and vocational education. We recognised that those young adults would have very rich opportunities for active participation in team-based decision-taking and for first-hand experience of service delivery to the public, through the working society of which they are already a part. Though the balance of opportunities for institutionally organised Citizenship Development and the more naturally occurring participation may differ between the different settings in which young adults are engaged, we consider that the framework we propose will be able, with common-sense adaptation, to accommodate those varying circumstances.

2.9 Secondly, we considered whether the development of Citizenship – in whatever form – might be a requirement for young adults in education and training. We recognised that we were talking about the post-compulsory phase, and that we could not look for a statutory order such as applies to the curriculum for 11–16 year olds in schools. But we believed that young adults should engage with citizenship. We concluded that it would be possible to include Citizenship as an element of a number of existing subjects, courses or programmes of study and training, in some cases as a required component and in some cases optional.

2.10 Our third major concern was the question of assessment. We were clear that our view of Citizenship education in the 21st century was very different from the teaching of civics in the 1960s; and we were not looking to establish a new academic subject. Citizenship Development must influence attitudes, must seek to be experiential, must influence the way young adults think, act and relate to others. Yet, being realistic, unless there is some link to the assessment framework, Citizenship Development may have limited currency, and become marginalised. We do not want to suggest that some voluntary activities ‘count’, whilst others do not, nor to enable Citizenship Development to be achieved through study only. The challenge must be to measure what is valuable, rather than to value what is easily measured.

2.11 We have concluded that, in the case of the learner, it is possible to assess both the learning of knowledge, and, in a manageable way, the achievement of skills gained in voluntary and community activity. For the provider, inspectors should be able to report on the development of both the knowledge and the skills of Citizenship, and on the success of a provider in:

- demonstrating commitment to the principles of Citizenship in its own organisation, structures and practices
- creating effective links with local community and voluntary groups to facilitate and support the development of Citizenship skills and
- developing and promoting a range of opportunities for learning for young adults through becoming involved in voluntary and community activity, both within and outside the institution, and supporting learners in finding other opportunities.

2.12 We also considered some of the ways in which institutions might be given the incentive to encourage students and trainees to pursue Citizenship options.

2.13 To our surprise, the primordial soup with which we were faced began to take coherent shape. We are confident, therefore, that our recommendations are flexible enough to enable the wide range of providers to offer Citizenship Development and Citizenship opportunities, whilst having a sufficiently strong foundation that the various provision can be clearly identified as ‘Citizenship’, building on what has been achieved in school.

3 Young Adults in Education and Training

3.1 To whom do our terms of reference refer?

. . . how, and in what form, the principles and aims of the Citizenship Order for full-time compulsory schooling might be built upon to inform studies by all 16–19 year olds in further education and training.

3.2 The term 16–19 is understood to relate to those who, at the start of the academic year, have reached the age of 16, but are under the age of 19. We saw the need to go slightly beyond this remit, and refer to ‘*young adults in the first phase of post-compulsory education and training*’. This is essentially the same group, but does mean that we do not create an artificial, and unworkable, cut-off for someone who started an apprenticeship at age 17. For the sake of brevity in the report we continue to refer to 16–19 year olds.

3.3 In 1998, the proportions of 16 and 17 year olds in England participating in some form of education and training were 86% and 78% respectively. Greater detail of participation is provided in appendix C, but in summary, out of a total cohort of 1.2 million 16 and 17 year olds:

- 31% were studying full time in school sixth forms
- 33% of the cohort were studying full time in further education colleges
- 9% were in national work-based programmes
- 9% were in part-time education or training
- 9% were in employment without training
- the remaining 9% – over 100,000 young adults – were not in employment, training or education.

3.4 School sixth forms might seem to be the most homogeneous of the institutions with which we are concerned, in the nature of provision offered, and in culture and ethos. Yet they vary enormously in size (from under 50 to over 700) and, in some schools, adults learn alongside the sixth formers. There are around 3.5 million 11–19 year olds in secondary schools in England, of whom just over 300,000 are aged 16–19. The majority of 16–19 year olds in school sixth forms study 3 or 4 GCE A levels.

3.5 Colleges in the further education sector include sixth form colleges (which cater primarily for full-time 16–19 year olds, and range in size from 500 to well over 2,000), tertiary colleges (which provide all, or the greater part of, the post-16

education in a locality – that is, where the local schools do not have sixth forms), general further education colleges (in areas with school sixth forms) and a range of specialist colleges (for example, agricultural colleges, art and design colleges). The colleges provide for all age groups, from young adults to senior citizens, studying full time or part time, on courses which last a number of years or a few hours, ranging from basic skills to first degree. There are over 4 million students, including over 350,000 who are 16–19 year olds studying full time. A 16–19 year old full-time student in a college may be pursuing courses from entry level, GCSEs, GCE A levels, GNVQs, NVQs, other vocational courses, or a mixture of such courses, in groups consisting mainly of their peers, or with adults. A further 16,000 young people were, at July 1999, on the full-time education and training option of the government's New Deal programme.

3.6 About 280,000 trainees obtain work-related training through private training providers; firms which provide in-house training for their employees; charities and not-for-profit organisations; local authorities; or through colleges. Employers can play a crucial role in providing training opportunities for their staff, and often, throughout an individual's working life. Such training may be in-house or external, lead to a qualification or be task-specific, offered at the workplace or off-site. The range of provision and providers reflects the different needs and circumstances of employers in different sectors of the economy. For the young adult in the workplace, Modern Apprenticeships (MA) and National Traineeships (NT) frameworks, currently being strengthened, provide a more coherent training offer, but in terms of their content obviously differ widely between employment sectors. There are some 120,000 trainees aged 16–19 on these schemes. These schemes gave early recognition to the importance which employers place on the key skills as part of the training required for young adults entering the rapidly changing world of work in the 21st century. The opportunities for employer-led training are likely to be enhanced significantly by the University for Industry.

3.7 Whilst the terms of reference for the group relate to those aged 16–19 in education and training, the advisory group recognised that its recommendations would have implications for those young adults who were not in any form of education or training, and also for those over the age of nineteen.

4 The Importance of Citizenship

“We aim at no less than a change in the political culture of this country, both nationally and locally”

(final report of the Advisory Group on Citizenship, 22 September 1998)

4.1 Preparation for, and participation in, Citizenship must form an important part of the development of all young adults. Young people need not only training for jobs, but training and education for life and the challenges which it brings. As has been recognised in the proposals under Curriculum 2000, too many people, on reaching the school-leaving age, have embarked upon too narrow a programme of learning, whether it be confined to a limited programme of GCE A level subjects or a narrow programme of NVQ training. Whether in school, college or the workplace, young adults should have opportunities to learn about their rights and responsibilities, to understand how society works, and to enhance the skills they need in order to be active citizens. Those opportunities should be an integral part of all education and training programmes for 16–19 year olds. Young adults will only be able to realise their full potential as active and effective members of society at large, and of all kinds of public and voluntary bodies, if those responsible for their education, training, employment and other forms of development provide the necessary models and learning environments for active and participative Citizenship.

4.2 There is much good practice already. What has, perhaps, been lacking, is the ability to locate that good practice against a coherent national framework, or a robust means by which good practice can be identified, acknowledged and disseminated widely. The concern of the group is to signal the need to ensure that all young people – not just those who are lucky enough to be where good practice exists – have access to the entitlement and that its quality is assured.

4.3 From the age of 16, the ways in which young adults engage with society become increasingly complex. We can build upon the new breadth of Citizenship and of Personal, Social and Health Education (PSHE) programmes for the 11–16 year old, but must adopt a somewhat different approach. At 16, a young adult has the right to leave compulsory education, to enter the world of work full time, to marry; at 17 they can drive; at 18 they can vote. For them, learning and practice of Citizenship can be spoken of as everyday experiences.

4.4 As the engagement of young adults with Citizenship is more complex than for those under 16, so the aim of the advisory group must be more complex. In its response to our consultation, the Confederation of British Industry described: *“the changes in the nature of economic activity that have increased the challenges facing young people as they complete full-time education and training, and move into the world of work”*. Those changes include globalisation; technological

advances; and the decline of the manufacturing base and growth of the service economy. We recognise that the political and social culture of the country has changed, is changing, and will continue to change. Our aim, therefore, must be to ensure that the young adults of today understand how those changes impact upon them, and how they can help to shape the changes that are yet to come.

4.5 Despite worrying indices of alienation and apathy, we are encouraged by the many examples of voluntary involvement of young adults in working with the community that demonstrate what can be done. Whilst individuals may opt in and out of membership of political parties and pressure groups, they all face the challenge of living and working in the increasingly complex world of the 21st century. They can either allow others to make the decisions for them or, through the skills and knowledge which they have developed, take some control over their own lives and influence decisions which affect them. There is no shortage of evidence to suggest that young adults wish to play a fuller part in making informed choices and contributing to society. What they need is both the skills and the opportunities.

5 Learning Outcomes

5.1 The terms of reference of the advisory group require that our proposals should build upon the Citizenship Order for the fourth key stage. The wording of that order is reproduced in appendix B.

5.2 The learning outcomes we would wish to see from successful Citizenship Development would involve the acquisition of skills and of knowledge. However, we believe that the focus should be increasingly on skills, and that young adults should be provided with opportunities to develop and put into practice their Citizenship skills.

5.3 This focus on skills goes beyond the proposals for Citizenship at Key Stage 4. The group considered that the fundamental difference in Citizenship from the age of 16 was that, whilst those under the age of 16 were affected by the community and *could* be involved in the community, from the age of 16 young adults gained progressively more and more rights and responsibilities which *must* relate to the community. For young adults, therefore, Citizenship was experiential, rather than, for those under 16, mainly formal. The different immediacy of Citizenship from 16 must be reflected in a somewhat different approach to learning.

5.4 It is for this reason that we eschew reference to skills and knowledge solely being '*taught*'. Of course, learners will need to extend their knowledge and understanding and build on that which they have learned at school. The development of skills, and of Citizenship skills in particular, cannot and should not be divorced from the acquisition of further knowledge. Nevertheless, we wish to place the focus of our recommendations on the development of a set of skills which we refer to as the skills of Citizenship. The kinds of activities in which we envisage learners will engage to develop their Citizenship skills lead us to refer to them '*learning about . . .*' or '*developing and demonstrating an understanding of . . .*' rather than being '*taught about . . .*'.

5.5 We also recognised that learners at the age of 16 may each have a different set of life experiences and prior achievement which relate to Citizenship. These must be the starting-point for devising individual learning programmes to meet their needs. Their preferences for learning styles may differ as may the kind of support they will need to achieve their learning goals. There can, therefore, be no single off-the-shelf package of Citizenship Development which could be taught to all young adults. The 'Citizenship Matrix' that we will recommend is intended as a flexible framework, adaptable to local needs and conditions. And, in all such activities, learners should reflect critically on their personal experiences and on the validity and effectiveness of the organisations with which they have been involved. Young adults should be required to evaluate whether, in working with community or voluntary groups, they are able to comment on, and have some influence on, policies or methods.

5.6 We considered what it was we hoped young adults would do, or would do better, as a result of this new initiative for Citizenship Development. We identified the following concepts:

<i>Participation</i>	<i>becoming involved, for example, as an active member of a community group or organisation</i>
<i>Engagement</i>	<i>taking participation further, for example, by trying to influence the strategies or policies of the group</i>
<i>Advocacy</i>	<i>being able to put a case</i>
<i>Research</i>	<i>being able to find relevant and alternative sources of information</i>
<i>Evaluation</i>	<i>being able to judge the relative merits of different possibilities</i>
<i>Empathy</i>	<i>being able to consider an issue from the point of view of others</i>
<i>Conciliation</i>	<i>being able to resolve disagreements and conflicts</i>
<i>Leadership</i>	<i>being able to initiate and co-ordinate the agreed activities of others</i>
<i>Representation</i>	<i>being able to speak or act on behalf of others</i>
<i>Responsibility</i>	<i>thinking before one acts and accepting the consequences.</i>

5.7 We then considered the contexts in which young adults use economic and political literacy to engage with the world as citizens. Some key roles of the citizen we summarise as:

- Community member*
- Consumer*
- Family member*
- Lifelong learner*
- Taxpayer*
- Voter*
- Worker.*

5.8 Many other roles could be suggested, but we believe that the above seven descriptions give a sufficiently broad coverage. In particular, we recognised the

importance to the lives of many young adults of sport and recreation – activities which can be important contexts for the development and use of Citizenship skills. We were content that such activities could be interpreted in terms of the role of a community member.

5.9 We considered what young adults would need to know and understand if they were to engage successfully in such activities. Areas of knowledge were identified as:

- how decisions are made at local, national, European, Commonwealth and international levels and how these decisions may or may not be influenced by citizens
- how public and private services are delivered and what opportunities exist to access and influence them
- how the different communities of national, religious, ethnic or cultural identity which make up the United Kingdom relate to each other
- how equal opportunities and anti-discrimination legislation and codes of practice apply
- how policies on taxation and economic management affect individuals and groups
- the rights and responsibilities which individuals have in employment
- how each particular vocation is affected by public laws, policies and events
- the roles of individuals as family members
- the rights and responsibilities of consumers
- the different approaches to policy of the main political parties and pressure groups
- how people can contribute to the life of voluntary groups and of their local communities
- environmental issues and sustainable development.

5.10 This consideration led us to agree that there are '*Citizenship-specific skills*', which are not covered explicitly within the existing *Key Skills*. The existing *Key Skills* are: Communication; Application of Number; Information Technology; Working with Others; Improving Own Learning and Performance; and Problem

Solving (the last three referred to commonly as the wider *Key Skills*). We believe that programmes that develop citizenship will provide admirable contexts for acquiring those *Key Skills*. Citizenship programmes may well be particularly helpful in respect of the wider key skills; but Citizenship needs to go further than that, as the previous four paragraphs show.

5.11 So in coming to propose that Citizenship should be seen as a *Key Skill* in its own right, we saw specific skills of Citizenship (as in our matrix at appendix D) as:

demonstrating an understanding of the rights and responsibilities associated with a particular role

applying a framework of moral values relevant to a particular situation

demonstrating an understanding of, and respect for, cultural, gender, religious, ethnic and community diversities both nationally and globally

combating prejudice and discrimination

critically appraising information sources (advertising, media, pressure group, political parties)

managing financial affairs

assessing risk and uncertainty when making a decision or choice

initiating, responding to, and managing change

selecting the appropriate mechanisms or institutions for dealing with particular issues

identifying the social, resource and environmental consequences of particular courses of action.

5.12 These are skills we consider to be fundamental for the autonomous adult citizen; and are not explicitly dealt with in the existing *Key Skills* framework. They are proposed as a basis for further discussion and refinement.

5.13 When we considered these skills we were mindful of the statement of values which was set out in the final report of the Advisory Group on Citizenship, and which is reproduced in appendix A. We consider that further work to devise and deliver programmes of Citizenship Development must ensure that the skills are firmly grounded in values, which we reaffirm must be fundamental to such programmes.

5.14 We found it helpful to consider our proposals as a matrix, which curriculum developers and learning providers might use as a basis for their work. Our matrix is set out in appendix D, together with an illustrative proposal of how the skills

listed in paragraph 5.11 interrelate with the roles outlined in paragraph 5.7. This proposal includes an illustration of the underpinning knowledge that would relate to the application of a particular skill to a particular role; and we also offer an illustration of activities based on a Citizenship issue in which those skills and knowledge would be used.

5.15 We also believe that our approach can provide a basis for the Qualifications and Curriculum Authority (QCA) to consider what must be covered for the achievement of an award. A possible strategy might be to specify for different levels of the National Framework the number of the different roles which should have been covered and the degree of engagement required. Any such award structure must enable all young adults to gain recognition for their achievements. We hope that QCA will draw on the experience of those who have served on this advisory group in developing their proposals.

6 Recommendations

6.1 Our recommendations are grouped around five themes: our vision; the realisation of that vision; resourcing our recommendations; the institutional requirements which are implied by our recommendations; and how to ensure that there are incentives for young adults to take advantage of the new opportunities which will be available to them.

Vision

We recommend to the Secretary of State for Education and Employment that:

- 1 Citizenship should be acknowledged as a Key Life Skill and should be given its proper place alongside the six Key Skills identified already**
- 2 an entitlement to Citizenship Development – of which, participation should be a significant component – should be established which would apply to all students and trainees in the first phase of post-compulsory education and training, and**
- 3 all such young adults should have effective opportunities to participate in activities relevant to their Citizenship skills and to have their achievements recognised**

6.2 We take the view that Citizenship is a clearly discrete and key life skill, and should take its place with the existing six *Key Skills*. We do not consider that it is possible to develop Citizenship solely as a by-product of other activities, although we recognise that Citizenship activities offer rich opportunities as a context for the delivery of the existing *Key Skills*.

6.3 We believe that our recommendations are timely, and link naturally with current developments in the provision of post-16 education and training, and of social policy in general. In particular:

- the proposed **Learning and Skills Council**, which will bring together the current wide range of post-16 providers under a single national framework, but with strong local emphases
- the strengthening of **national inspection arrangements** for post-16 learning through OFSTED and a new Adult Learning Inspectorate
- the FEFC's proposals for **Curriculum 2000**, where the changes associated with GCE A levels and GNVQ explicitly indicate the scope for the inclusion of Citizenship in the enrichment units which programmes will attract

- the restructuring and raising in status of the apprenticeship frameworks in the work-based route
- the growing recognition of the importance of all six existing **Key Skills** to better equip young adults for the changing employment and life patterns of the 21st century
- the **Graduation Certificate** which is being considered by the QCA, which, as currently proposed, would provide in part A for traditional assessment, and in part B recognition of achievements outside the formal qualification route
- the recommendations of the **Social Exclusion Unit** across a wide range of issues, seeking to tackle alienation, disaffection and disengagement from learning
- the government's **Connexions Strategy**, which has been developed in order to bring coherence to the support services for young people
- the government's recognition of the importance of achieving and maintaining a **work/life balance**
- the work of the **Millennium Volunteers** and of **TimeBank**.

6.4 These initiatives, and others, provide exciting opportunities for Citizenship Development, which can both enrich the programmes of study and provide learners with a bridge between learning, work and the responsibilities and challenges of adult life.

6.5 We believe that the programme of Citizenship Development to which all learners should be entitled must:

- be resourced adequately both in terms of curriculum time and funding
- attract appropriate recognition for the achievement of students who complete the programme
- be managed by staff who have received relevant training and development
- be evaluated by the provider and by external inspection.

Realisation

We recommend that the Secretary of State for Education and Employment should:

- 4 commission further work from QCA to define and give recognition to the key skill of Citizenship, and the inclusion of appropriate elements of Citizenship in the specifications for existing or new qualifications likely to be pursued by young adults – and, in particular, in the proposed Graduation Certificate**
- 5 make explicit reference to the need to encourage Citizenship Development for young adults in his guidance to the proposed Learning and Skills Council and local Learning and Skills Councils**
- 6 require the proposed local Learning and Skills Councils to identify all relevant initiatives for Citizenship Development in their areas**
- 7 provide funding for FE colleges and other providers to develop more and better training for community leaders, volunteers and social entrepreneurs – and encourage participation in such training.**

We recommend that the Government should:

- 8 establish a public mechanism to achieve co-ordination of the initiatives of different government departments which may contribute to programmes of Citizenship Development.**

6.6 We have begun to define a matrix and learning outcomes, but do not claim that it is other than a starting-point – a useful starting-point we hope – for further development. We acknowledge that those designing national programmes and qualifications and those designing learning programmes to meet individual needs will use and adapt it in different ways.

6.7 For young adults, Citizenship Development should be an identifiable element of a wider programme, such as the Modern Apprenticeship or National Traineeship, or the enrichment element of Curriculum 2000. Indeed, it is entirely consistent with our contention that citizenship is an integral part of the daily life and experience of young adults that Citizenship Development should be an integral part of the programmes available, rather than seen as wholly separate or stand-alone. This has implications both for the design of individual learning programmes and for the design of awards and qualifications.

6.8 As far as qualifications are concerned, we believe that QCA should undertake to define units at different levels of the national qualifications framework for Citizenship skills, analogous to those for the existing *Key Skills*. We also agree with the Advisory Group on Citizenship that there is considerable scope for learners to develop further their understanding of Citizenship through existing subjects. We believe that at least as much scope exists in the subjects and courses studied post-16 as there is in the statutory school curriculum. We therefore commend the approach being adopted to signpost *Key Skills* in the new specifications being issued by QCA, and look to its extension to embrace Citizenship. Those on vocational courses and work-based programmes should develop an understanding of how that particular field of employment is affected by public law and policy, and how those who represent the interests of that vocation seek to affect public law and policy. There will be those who, in addition, wish to pursue Citizenship further: for them, there should be suitable provision within the qualifications framework, such as a Citizenship Studies A level. However, this would be expected to be of interest to a small minority only of 16–19 year olds (though such a qualification may be of greater interest to those over the age of 19). We therefore envisage several ways in which qualifications might be developed to include Citizenship skills, for example:

- the development of *Key Skill* units for Citizenship
- the signposting of those skills in other QCA specifications
- incorporating into the vocational and technical qualifications taken by young adults material on the rights and responsibilities of workers, the disciplines and means of representation in particular occupations, and the impact on them of law and public concerns
- the development of new units, and the incorporation of Citizenship elements in relevant existing units, in subject-based general qualifications, and, where appropriate, in academic programmes.

6.9 It is for those responsible for developing programmes of learning for young adults to consider how the Citizenship skills we have identified can best be incorporated in those individual programmes. There is, as the responses to our consultation have identified, much to commend existing practice in many institutions, much of which could be mapped onto the matrix we propose. Alongside the incorporation of new qualification opportunities outlined above, we envisage several ways in which programmes of study could be enhanced to include Citizenship skills, for example:

- new or revised enrichment programmes building on practice such as that found in ASDAN, the International Baccalaureate or the programmes of general studies
- institutions providing education and training for the age group developing their links with community organisations to involve them in Citizenship Development programmes
- work experience programmes or programmes of volunteering which have a particular focus on developing Citizenship skills
- programmes for the delivery of other *Key Skills* in the context of Citizenship Development.

6.10 For all young adults, but in particular for those whose learning programmes might not include an opportunity for the formal assessment of Citizenship skills, we recommend that the proposed Graduation Certificate should contain in part B a requirement to include experience in Citizenship activities.

6.11 We believe that the learning outcomes we should seek must be appropriate to the needs, ages and abilities of the young adults. In particular, we believe that the programmes of Citizenship Development must:

- engage the *interest* of learners through the quality of the activities available
- enable all learners to see the *relevance* of the activities to their personal development and/or to their chosen academic or vocational career
- take account of the previous *experience* of Citizenship by the individual learner
- develop *assessment* regimes which are simple, clear and inclusive.

6.12 The learning outcomes can be evaluated in a number of ways, but must primarily identify changes in individual behaviour and capacity.

6.13 We saw much to commend in the notion of a Progress File, which allows accretion of achievement without any suggestion of 'pass/fail'. A central feature of the development of Citizenship must be identification of where an individual learner has reached in terms of knowledge and experience, leading to agreement to an individual package for their future development.

6.14 Active Citizenship by definition means positive engagement in social and civic life, outside educational and training institutions. However, institutions themselves have significant opportunities to give students and trainees genuine experience of Citizenship. Many already do so with a great deal of success, for example through student governorships, student councils and membership of subject and course committees. We cannot stress enough that the essential values and dispositions we seek to encourage in young adults must be reinforced by institutional practice, and certainly must never be contradicted by that practice. For those engaged in learning at the workplace, there are also opportunities for active participation by trainees, for example in reviewing and improving their programmes, and such employers may wish to involve trade unions in the process of development of Citizenship.

6.15 We believe that there is a need to offer training to those who organise and lead community activity and volunteering schemes. Some existing courses may be relevant, but we consider it is timely to recommend that a review should be undertaken to identify whether existing courses meet the needs of the various schemes currently being developed or revised and whether new provision may be needed. We also believe that there is a good case for such courses being delivered free of charge to those who are actively involved in relevant voluntary work.

6.16 We have noted already that there are initiatives across different departments and agencies of government which might contribute to the development of Citizenship. Whilst those initiatives arose in response to different pressures, the initiatives will be most effective, both in their impact and their use of resources, if they can be co-ordinated to provide a coherent, reinforcing message, especially to make clear the opportunities which exist and the ways of accessing them which may be available to young people in different parts of the country. Citizenship projects can play a vital part in wider schemes for urban renewal and social inclusion.

Resourcing

We recommend that the Secretary of State for Education and Employment should:

- 9 provide financial support for the development and dissemination of innovative materials and approaches**
- 10 provide financial support for the in-service training of teachers, lecturers and trainers.**

We recommend that:

- 11 those involved in the specification and provision of initial and in-service training of teachers, lecturers and trainers (including the Teacher Training Agency and FENTO) should ensure that those who are trained to teach and provide learning support for the 16–19 age group are equipped with the necessary knowledge and skills to be able to deliver aspects of Citizenship through the programmes and courses with which they are concerned.**

6.17 The Secretary of State has provided financial support for schools to ensure the successful implementation of the Citizenship Order. The same scale of support must be available to the institutions which will be involved in the development of Citizenship and young adults.

6.18 We are attracted to the idea that funding should be available to partnerships which include schools, colleges, employers, training providers and voluntary bodies. There will also need to be some mechanism to ensure the dissemination of good practice, and the development of a range of high quality and effective learning materials. This may be a task for the Further Education Development Agency (FEDA).

Institutional Requirements

We recommend that the Secretary of State for Education and Employment should:

- 12 invite the Learning and Skills Council to require providers of training and education for the age group, as a condition of their public funding, to produce a policy statement of how they will make Citizenship opportunities available and in what form, and for them to include in any annual report they are required to publish, evaluation of how successful they have been**
- 13 include a requirement to inspect and report on the delivery of the Citizenship entitlement in the post-compulsory framework for inspection**
- 14 invite institutions that cater for the age group to review the arrangements they make to ensure that young adults have effective opportunities to participate in making decisions which affect them and to have their voices heard. Where providers are required to produce charters or policy statements which set out the entitlement of young adults, these should include the opportunities for participation which are available.**

We recommend that the Secretary of State for Culture, Media and Sport should:

- 15 develop mechanisms by which some element of National Lottery funding for community activity might be distributed through institutions or local Citizenship partnerships.**

6.19 The advisory group considered that Citizenship Development should be recognised both in relation to the achievement of individuals and as a measure of the success of institutions in the delivery of the Citizenship entitlement.

6.20 At the institutional level, Citizenship Development should be included as a requirement of various national awards such as the Charter Mark and the Beacon College. An entitlement to Citizenship Development should be an integral part of institutional charters, where they exist. Awards which reflect good practice in training for young adults should also pay regard to excellence in Citizenship Development.

6.21 We recognise that our recommendations coincide with the development of a new framework for inspection under OfSTED and the new Adult Learning Inspectorate. We believe that the new framework should include a requirement for the inspectorates to report on:

- the quality of programmes of Citizenship Development in all programmes taken by 16–19 year olds in education and training
- the quality and effectiveness of institutional approaches to develop and implement Citizenship Development programmes
- the success of students following such programmes in developing their Citizenship skills.

6.22 We believe that it should be possible to provide a tangible, and effective, ‘reward’ for institutional success in promoting and delivering Citizenship. One means we considered was that an institution should receive a cash sum from the National Lottery in respect of every young adult who engaged at a significant level in Citizenship Development with that institution. The cash sum received would be used, in full, to support local voluntary and community activity.

Incentives for Young Adults

We recommend that the Qualifications and Curriculum Authority (QCA) should:

- 16 consider whether the existing ways of recognising achievement available for young adults are sufficient to meet the varied needs of Citizenship Development.**

We recommend that the Universities and Colleges Admission Service (UCAS):

- 17 extends its points system to include the award of points for the achievement of the *Key Skill* of Citizenship, and should encourage institutions to accept those points when considering applicants.**

6.23 We believe that many young adults already gain immensely from their voluntary activity, and realise that not only are they helping others, but their own views and opinions are respected. If institutions can offer a range of such opportunities, most young adults will find an activity which enriches their life.

6.24 A large proportion of young adults will seek to enter higher education. UCAS has included *Key Skills* in its points system, and we applaud those higher education institutions that have already taken advantage of this initiative. We believe that UCAS should extend the points system, and that more institutions will recognise that, in accepting a student with the *Key Skill* of Citizenship, they will be accepting, what one of our respondents described as ‘a fully fledged citizen’, and that this might be more reflected in the life of universities.

All the proposals we make within our 16–19 remit to enable those young adults to face the complex challenges of the future depend ultimately for their success on what goes on both before 16 and after 19; the proof of their success will follow after in the whole life-cycle of the individual and in the progress of all the institutions that constitute the national community.

Appendix A

Overview of Recommendations for the Essential Elements to be Reached by the End of Compulsory Schooling¹

Key Concepts	Values and Dispositions	Skills and Aptitudes	Knowledge and Understanding
Democracy and autocracy Co-operation and conflict Equality and diversity Fairness, justice, the rule of law, rules, law and human justice Freedom and order Individual and community Power and authority Rights and responsibilities	Concern for the common good Belief in human dignity and equality Concern to resolve conflicts A disposition to work with and for others with sympathetic understanding Proclivity to act responsibly: that is care for others and oneself; premeditation and calculation about the effect actions are likely to have on others; and acceptance of responsibility for unforeseen or unfortunate consequences Practice of tolerance Judging and acting by a moral code Courage to defend a point of view Willingness to be open to changing one's opinion and attitudes in the light of discussion and evidence Individual initiative and effort Civility and respect for the rule of law Determination to act justly Commitment to equal opportunities and gender equality Commitment to active citizenship Commitment to voluntary service Concern for human rights Concern for the environment	Ability to make a reasoned argument both verbally and in writing Ability to co-operate and work effectively with others Ability to consider and appreciate the experience and perspective of others Ability to tolerate other viewpoints Ability to develop a problem-solving approach Ability to use modern media and technology critically to gather information A critical approach to evidence put before one and ability to look for fresh evidence Ability to recognise forms of manipulation and persuasion Ability to identify, respond to and influence social, moral and political challenges and situations	Topical and contemporary issues and events at local, national, EU, Commonwealth and international levels The nature of democratic communities, including how they function and change The interdependence of individuals and local and voluntary communities The nature of diversity, dissent and social conflict Legal and moral rights and responsibilities of individuals and communities The nature of social, moral and political challenges faced by individuals and communities Britain's parliamentary political and legal systems at local, national, European, Commonwealth and international level, including how they function and change The nature of political and voluntary action in communities The rights and responsibilities of citizens as consumers, employees, employers and family and community members The economic system as it relates to individuals and communities Human rights charters and issues Sustainable development and environmental issues

¹ Reproduced from *Education for Citizenship and the Teaching of Democracy in Schools* (QCA 1998), page 44.

Appendix B

The National Curriculum for England: Citizenship at Key Stage 4

The Importance of Citizenship

Citizenship gives pupils the knowledge, skills and understanding to play an effective role in society at local, national and international levels. It helps them to become informed, thoughtful and responsible citizens who are aware of their duties and rights. It promotes their spiritual, moral, social and cultural development, making them more self-confident and responsible both in and beyond the classroom. It encourages pupils to play a helpful part in the life of their schools, neighbourhoods, communities and the wider world. It also teaches them about our economy and democratic institutions and values; encourages respect for different national, religious and ethnic identities; and develops pupils' ability to reflect on issues and take part in discussions.

Citizenship is complemented by the framework for personal, social and health education at Key Stages 3 and 4.

During Key Stage 4 pupils continue to study, think about and discuss topical political, spiritual, moral, social and cultural issues, problems and events. They study the legal, political, religious, social, constitutional and economic systems that influence their lives and communities, looking more closely at how they work and their effects. They continue to be actively involved in the life of their school, neighbourhood and wider communities, taking greater responsibility. They develop a range of skills to help them do this, with a growing emphasis on critical awareness and evaluation. They develop knowledge, skills and understanding in these areas through, for example, learning more about fairness, social justice, respect for democracy and diversity at school, local, national and global level, and through taking part in community activities.

Knowledge, Skills and Understanding

Teaching should ensure that knowledge and understanding about becoming informed citizens are acquired and applied when developing skills of enquiry and communication, and participation and responsible action.

Knowledge and Understanding About Becoming Informed Citizens

1. Pupils should be taught about:
 - a) the legal and human rights and responsibilities underpinning society and how they relate to citizens, including the role and operation of the criminal and civil justice systems

- b) the origins and implications of the diverse national, regional, religious and ethnic identities in the United Kingdom and the need for mutual respect and understanding
- c) the work of parliament, the government and the courts in making and shaping the law
- d) the importance of playing an active part in democratic and electoral processes
- e) how the economy functions, including the role of business and financial services
- f) the opportunities for individuals and voluntary groups to bring about social change locally, nationally, in Europe and internationally
- g) the importance of a free press, and the media's role in society, including the Internet, in providing information and affecting opinion
- h) the rights and responsibilities of consumers, employers and employees
- i) the United Kingdom's relations in Europe, including the European Union, and relations with the Commonwealth and the United Nations
- j) the wider issues and challenges of global interdependence and responsibility, including sustainable development and Local Agenda 21.

Developing Skills of Enquiry and Communication

2. Pupils should be taught to:

- a) research a topical political, spiritual, moral, social or cultural issue, problem or event by analysing information from different sources, including ICT-based sources, showing an awareness of the use and abuse of statistics
- b) express, justify and defend orally and in writing a personal opinion about such issues, problems or events
- c) contribute to group and exploratory class discussions, and take part in formal debates.

Developing Skills of Participation and Responsible Action

3. Pupils should be taught to:

- a) use their imagination to consider other people's experiences and be able to think about, express, explain and critically evaluate views that are not their own
- b) negotiate, decide and take part responsibly in school and community-based activities
- c) reflect on the process of participating.

Attainment Target for Citizenship

The following description describes the types and range of performance that the majority of pupils should characteristically demonstrate by the end of Key Stage 4, having been taught the relevant programme of study. The descriptions are designed to help teachers judge the extent to which their pupils' attainment relates to this expectation.

Pupils have a comprehensive knowledge and understanding of the topical events they study; the rights, responsibilities and duties of citizens; the role of the voluntary sector; forms of government; and the criminal and civil justice, legal and economic systems. They obtain and use different kinds of information, including the media, to form and express an opinion. They evaluate the effectiveness of different ways of bringing about change at different levels of society. Pupils take part effectively in school and community-based activities, showing a willingness and commitment to evaluate such activities critically. They demonstrate personal and group responsibility in their attitudes to themselves and others.

Appendix C

Participation Figures for 16 and 17-Year Olds in England in Education and Training: 1988 to 1998¹

16-year olds

The proportion of 16-year olds in education or training at the end of 1998 is estimated at 85.6 per cent, an increase from 84.2 per cent at end 1997 and from 80.8 per cent ten years ago. This covers young people in full-time or part-time education, in Government Supported Training, or receiving employer-funded or other training.

At the end of 1998, 70.5 per cent of 16-year olds were in full-time education, 9.1 per cent in Government Supported Training², 1.4 per cent in employer funded training³, and 5.1 per cent in other education or training⁴. (Note: employers devote considerable resources to support those categorised as being in 'Government Supported Training'.)

Over the past ten years, the proportion in full-time education has risen from 51.5 per cent to 69.3 per cent at end 1997 and to 70.5 per cent at end 1998. The proportion of 16-year olds on advanced courses of study has risen from 29.9 per cent, just over half of those in full-time education, to 67.8 per cent, two-thirds of those studying full time, now. The proportion in Government Supported Training has fallen over the past ten years from 23.0 per cent in 1988 to 9.5 per cent at end 1997 and to 9.1 per cent at end 1998.

The 70.5 per cent of 16-year olds in full time education consists of some 36.3 per cent studying for GCE A/AS level, 6.7 per cent for advanced GNVQ, and 4.8 per cent for NVQ3 and equivalent vocational qualifications. Some 9.5 per cent are studying for intermediate and foundation GNVQ, 3.2 per cent for GCSE, and 9.5 per cent for NVQ at levels 1 and 2 and other qualifications.

Some 36.1 per cent of 16-year olds are studying full time in further or higher education colleges, 28.1 per cent in state schools, 6.3 per cent in independent schools, while 7.4 per cent study part-time in further education colleges.

¹ Source: DfEE Statistical First Release SFR13/1999; 29 June 1999

² Government Supported Training (GST) comprises Modern Apprenticeships, National Traineeships and other training for young people, Training for work and predecessors to these such as Youth Training, Employment Training and Employment Action. GST is now funded through training and Enterprise Councils and supported by employers.

³ Figures for employer funded training cover employees who have received training in the last four weeks; these figures are restricted to training other than GST. They will include non GST apprentices and others on long and short term training programmes, but exclude those who have previously received training in their current job but are not presently under training. They cover only young people in employment.

⁴ Other education and training covers young people studying for qualifications not in other categories, e.g. attending independent colleges or training centres, or at any college in part-time study not reported as released from a job, or receiving training or in part-time education but not currently employed.

17-Year olds

The proportion of 17-year olds in education or training at the end of 1998 is estimated at 78.3 per cent, an increase from 77.4 per cent at end 1997 and from 66.6 per cent ten years ago.

At the end of 1998, 58.2 per cent of 17-year olds were in full-time education, 10.6 per cent in Government Supported Training, 3.3 per cent in employer funded training, and 6.7 per cent in other education or training. (Note: employers devote considerable resources to support those categorised as being in 'Government Supported Training')

Over the past ten years, the proportion in full-time education has risen from 35.5 per cent to 57.2 per cent at end 1997 and to 58.2 per cent at end 1998. The proportion in Government Supported Training has declined over the past ten years from 21.5 per cent in 1988 to 11.0 per cent at end 1997 and 10.6 per cent at end 1998.

The proportion of 17-year olds in full-time education has risen as a proportion of 16-year olds studying full time the year before, from 73 per cent in 1988 to 84 per cent at end 1998, showing that more young people are progressing to further study and fewer are dropping out.

The 58.2 per cent of 17-year olds in full-time education consists of some 34.1 per cent studying for GCE A/AS level, 8.4 per cent for advanced GNVQ, 6.3 per cent for NVQ3 and equivalent vocational qualifications and 8.6 per cent studying for qualifications at levels 1 and 2. Some 9.7 per cent of 17-year olds are in part-time education.

Participation in Education and Training of 16-Year Olds, England, 1988 to 1998

	end 1988		end 1993		end 1998	
	Total	<i>of which</i>	Total	<i>of which</i>	Total	<i>of which</i>
Full-time education	51.5%		72.6%		70.5%	
<i>Maintained schools</i>		21.6%		29.0%		28.1%
<i>Independent schools</i>		5.7%		6.9%		6.3%
<i>Further education</i>		24.3%		36.7%		36.1%
Government Supported Training	23.0%		12.8%		9.1%	
<i>GST in full-time education</i>		2.3%		1.0%		0.5%
Employer funded training	3.3%		1.5%		1.4%	
Other education and training	5.3%		2.7%		5.1%	
Total in education and training	80.8%		88.6%		85.6%	
Not in any education and training	19.2%		11.4%		14.4%	
Population (000s)	676.9		535.0		600.7	

Participation in Education and Training of 17-Year Olds, England, 1988 to 1998

	end 1988		end 1993		end 1998	
	Total	<i>of which</i>	Total	<i>of which</i>	Total	<i>of which</i>
Full-time education	35.5%		57.5%		58.2%	
<i>Maintained schools</i>		12.4%		19.2%		21.4%
<i>Independent schools</i>		4.4%		6.0%		5.9%
<i>Further education</i>		18.45		32.1%		30.5%
<i>Higher education</i>		0.2%		0.3%		0.4%
Government Supported Training	21.5%		15.9%		10.6%	
<i>GST in full-time education</i>		0.9%		0.8%		0.5%
Employer funded training	5.2%		2.5%		3.3%	
Other education and training	5.4%		4.2%		6.7%	
Total in education and training	66.6%		79.4%		78.3%	
Not in any education and training	33.4%		20.6%		21.7%	
Population (000s)	721.6		554.7		614.0	

Appendix D

A Citizenship Development Matrix

We found it helpful to consider the skills of Citizenship, and the roles in which we might expect a young adult to apply those skills, as a matrix. Our initial thoughts are presented here for illustration only; we believe that those initial thoughts provide a substantial base on which others can build.

We also present two examples of how we see the matrix being used. The first takes a particular role and suggests in broad terms the types of underpinning knowledge which would be relevant to each skill, and the second looks in greater depth at the underpinning knowledge which might be relevant to an individual cell.

There are 70 cells in our matrix. We stress that we do not expect individual learners to apply each of the 10 skills in each of the seven roles. We have suggested that achievement of different levels of the national framework might depend on the number of different roles which have been investigated, and the depth of engagement with those roles. We also stress that not all cells will be relevant to each issue, or will be relevant to a greater or lesser extent.

The issue or issues would not be prescribed, but would be chosen locally to ensure relevance and interest. The evidence to support the development of Citizenship skills could in some cases also be used to support the development of one or more of the existing *Key Skills*.

We believe that these examples demonstrate the utility, flexibility and robustness of the matrix:

- as a template for evaluating the contribution of existing or developing programmes to Citizenship
- as a model specification against which programmes can be designed
- as a basis for ensuring that skill development takes place; and
- as a starting-point for the development of qualifications, including assessment criteria and evidence guidance.

Citizenship Matrix

		1	2	3	4	5	6	7
		Community member	Consumer	Family member	Lifelong learner	Taxpayer	Voter	Worker
A	<i>Demonstrating an understanding of the rights and responsibilities associated with a particular role</i>							
B	<i>Applying a framework of moral values relevant to a particular situation</i>							
C	<i>Demonstrating an understanding of, and respect for cultural, gender, religious, ethnic and community diversities both nationally and globally</i>							
D	<i>Combating prejudice and discrimination</i>							
E	<i>Critically appraising information sources (advertising, media, pressure group, political parties)</i>							
F	<i>Managing financial affairs</i>							
G	<i>Assessing risk and uncertainty when making a decision or choice</i>							
H	<i>Initiating, responding to, and managing change</i>							
I	<i>Selecting the appropriate mechanisms or institutions for dealing with particular issues</i>							
J	<i>Identifying the social, resource and environmental consequences of particular courses of action</i>							

Citizenship Matrix: Knowledge Underpinning a Role

The example used here is the role of Consumer (column 2). We look briefly below at cells A2 to J2 in terms of possible underpinning knowledge.

Cell	Skill	Knowledge
A2	<i>Demonstrating an understanding of the rights and responsibilities associated with a particular role</i>	Knowledge of legal rights, for example, Sale of Goods Act, warranties and guarantees; limitations on these rights; duty of care
B2	<i>Applying a framework of moral values relevant to a particular situation</i>	Justification of consumption of particular kinds; honesty and integrity in transactions
C2	<i>Demonstrating an understanding of, and respect for, cultural, gender, religious, ethnic and community diversities both nationally and globally</i>	Tolerance of and empathy for different consumption patterns, methods of preparation of food, environmental conditions, language
D2	<i>Combating prejudice and discrimination</i>	Knowledge of legal responsibilities; ethical purchasing
E2	<i>Critically appraising information sources (advertising, media, pressure group, political parties)</i>	Advertisements in different kinds of media; brochures; use of independent sources, for example, <i>Which?</i>
F2	<i>Managing financial affairs</i>	Initial costs; maintenance costs; HP/APR; 'deals'; comparisons; relationship to income
G2	<i>Assessing risk and uncertainty when making a decision or choice</i>	Options; comparisons; fallback positions; guarantees; new product or service as opposed to tried and tested product or service
H2	<i>Initiating, responding to, and managing change</i>	Implications of new product or service, (for example, mobile phones, MP3) on behaviour of self and others
I2	<i>Selecting the appropriate mechanisms or institutions for dealing with particular</i>	Choice of medium (face to face, mail order, internet, etc.); choice of supplier; complaints mechanisms; legal redress
J2	<i>Identifying the social, resource and environmental consequences of particular courses of action</i>	Differential impact of different choices, for example, organic and GM, chemicals, air and noise pollution, synthetic and real fur

Citizenship Matrix: Knowledge Underpinning a Cell

We take as our example cell H6: *Selecting the appropriate mechanisms/institutions for dealing with particular issues* as applied to the role of Voter.

As an example of an issue, we take the declared intention of a local authority to sell school playing-fields for light industrial development creating a number of jobs.

Young people in the area are likely to have a variety of views on this issue, and could demonstrate their Citizenship skills (and underpinning knowledge) accordingly. Evidence resulting from investigation of this issue might include correspondence with relevant authorities, a report prepared with colleagues, press coverage of public meetings, an observed discussion and so on.

An outline brief of the knowledge that the learner would need in order to respond effectively to this issue might be:

To respond to this issue, you will need to know (or know where to find out):

- Which level of governmental body has legal responsibility (for example: European Union, central government, devolved regional administration, local authority)
- What communication channels are available, when to use which channel, and how to make contact (for example: elected member, paid official)
- What the views of relevant political parties and relevant pressure groups are in respect of the issue
- What media interest there might be in the issue
- What forms of legal or administrative redress might be available.

Appendix E

Summary of Consultation

Detailed and wide-ranging consultation had been undertaken in 1998 by the Advisory Group on Citizenship. Rather than repeat that exercise, a more limited, and targeted, consultation was undertaken. All colleges in the English further education sector; all English local education authorities and a small number of other relevant bodies were invited to comment and to provide examples of existing practice.

Responses were sought, in particular, to the following questions:

- for 16–19 year olds (whom we describe as ‘young adults’) Citizenship can be part of their daily life in a way it is not for those pre-16. Over the years from 16–19 young adults are given many rights: for example, to leave school and enter work, to drive, to marry, to vote. How can we emphasise the change from knowledge-based Citizenship to participative Citizenship?*
- young adults aged 16–19 engage with education and training in a variety of ways: some are in full-time employment; some are in vocational training; some are studying ‘A’ levels either in schools or colleges. Should, therefore, Citizenship education post-16 be provided in a variety of forms? And what should they be?*
- in what form should Citizenship education be provided post-16 in order that young adults are encouraged to participate both in their institutions and in the community? Should this/can this be assessed or accredited?*
- for those in education and training, how might “curriculum space” be created for Citizenship education?*
- how can Citizenship education be introduced in the workplace?*
- what are the implications for staff development, to ensure that staff have the skills, motivation and knowledge needed?*

Summary of the Responses Received

Amongst the many most positive responses, we highlight a college which has, since 1997, stated as its mission that the college:

'is committed to enabling individual students to achieve their potential in the fields of study, citizenship and work . . . '

Participative Citizenship

The responses to consultation gave strong support for our overall objective of moving from knowledge-based Citizenship to participative Citizenship. Some believed that an increased emphasis on Citizenship would contribute to ending the cycle of social exclusion. Others acknowledged that the vocational and academic curriculum is not enough, on its own, to help create active, balanced and employable citizens. Most responses stressed the need for a variety of delivery methods, reflecting the different routes and institutions and the varying needs and interests of young adults.

One surprise was that very few responses acknowledged that these proposals would, when implemented, have a substantial impact on the institution itself. Only one response commented on the need for the institution to 'emphasise those attitudes and values which underpin Citizenship in the way establishments work on a day-to-day basis'. Perhaps this was simply accepted by others; one referred to elements of Citizenship being implicit in many of the institution's activities – we would wish it to be explicit.

It was recommended by those who specialise in the land-based economy that any programmes should include awareness of the environment, particularly in the light of the urban/rural divide which has been so clear in debate in recent years over such issues as BSE, genetically modified foods and hunting.

We were cautioned by a number of respondents against a re-introduction of the 'Civics' programmes of the 1960s. Equally, we were encouraged to be bold, to acknowledge the importance of Citizenship as a central feature of life and of lifelong learning. It followed that programmes for Citizenship Development should stand on their own, and not 'bolt-on' to existing provision.

Many remarked how our initiative for Citizenship was entirely in tune with the current emphasis in the world of education and training for partnership working, collaboration rather than competition and co-operative working.

Accreditation

Regardless of their enthusiasm for Citizenship, providers said they would not make space for an activity unless there was demand, and for many providers that implied that Citizenship must be accredited. The response from national organisations was

more cautious, with some who eschewed formal accreditation at all, and others suggesting less formal recording schemes (such as the National Record of Achievement or Progress Files) or 'low profile' awards schemes (such as the Youth Achievement Awards developed by Youth Clubs UK).

There was substantial support for accreditation to take a wider form for Citizenship than it has been for the traditional curriculum. Many commented that accreditation should build on experience, and most emphasised that substantial weight should be given to participation. There was welcome for the opportunity to accredit work experience/shadowing. Others commended a portfolio of skills and experience – a Progress File. A number referred to the QCA proposal of a Graduation Certificate.

There was a wide variety of interpretations of activities which would offer relevant opportunities for participation. Suggestions included that credit could be given for passing a driving test, involvement in the Duke of Edinburgh award scheme, or participation in the Young Enterprise scheme – further examples are provided below.

Some commented that, whilst accreditation was essential, it was also important to avoid a position where a young adult could 'pass' or 'fail' as a citizen. There was support for a Citizenship portfolio which develops over time, with occasional mileposts.

There was support for Citizenship as traditional qualifications, with mention, in particular, of the AQA AS Citizenship. Some suggested that Citizenship might be included within existing GNVQ and NVQ programmes, and that new syllabuses might be established within the GCE A and AS framework.

Finally, it was proposed that Citizenship should carry with it UCAS points, as has been agreed in respect of some of the existing *Key Skills*.

Curriculum space

We were told plainly that space on the curriculum depends on funding and accreditation. Providers made the point that the full-time 16–19 curriculum is very crowded, and that to make space for Citizenship, something else must go, or be reduced. Others indicated that curriculum space would not be found for any activity for 16–19 year olds unless it was clear that activity was recognised and valued by employers and universities.

Citizenship in the workplace

Most respondents recognised that there were greater challenges in introducing Citizenship into the workplace, than in schools and colleges. A common suggestion was for the introduction of Citizenship elements into NVQ specifications, and a number saw analogies with the inclusion of the existing *Key Skills*, in particular, 'working with others'.

The wide variety of situations which face those in work was reflected even by the strongest proponents of Citizenship, who considered that Citizenship Development could be made a requirement in larger enterprises, but would be difficult to require of small and medium sized enterprises (SMEs).

One response described work as the chief 'ligature' by which people are connected to society. Another saw the workplace as offering employers a particular opportunity to demonstrate to young people that there was more to work than the narrow focus of business output; simple examples suggested were that firms could support and promote charitable causes; or could make their premises available for blood donation or allow employees time off to give blood. Some saw possible incentives for employers to enable their employees to become actively involved in the community, with the possibility of tax breaks, and through company community volunteer schemes. Others suggested that, for those who employed significant numbers of young adults, Citizenship Development for the workforce might be included as one of the Investors in People standards.

A number of respondents reminded us that large numbers of 16–19 year olds in full-time education were also in part-time employment – often for substantial numbers of hours.

Staff development

There was general recognition that successful introduction of any new initiative would depend in part on appropriate staff development for the teacher or trainer. Some responses commented that the most important development need was that the teacher or trainer should understand the different nature of assessment of participative Citizenship – and that the skills required were those of negotiation, mentoring and the ability to facilitate experiential learning.

Some were concerned that the teacher or trainer might focus on knowledge, to the detriment of experience; for them, Citizenship demanded a change in teaching styles. Some expressed a concern that responsibility for Citizenship should not rest solely with the social scientists; others suggested a 'core team' approach.

Some suggested that community groups, local employers, local services and trade unions should be involved in the design of staff development programmes, and in their delivery.

Funding

One respondent expressed succinctly the views of many: "Vision and worthwhile developments will not be implemented successfully without funding".

Additional funding was considered necessary for staff development, for the development of materials (some suggested the development of a resource bank), and for delivery. Colleges generally acknowledged that, for the full-time student,

funding was being offered through Curriculum 2000. Similar funding for delivery was not so easily identified in the existing arrangements for other routes.

Examples of current practice

We have stressed throughout our intention to build on the 11–16 Citizenship curriculum. It was helpful, however, that one respondent warned of the dangers of mapping future development solely on the basis of existing practice; new situations require new thinking, not necessarily the adaptation of practices which were designed originally for some other purpose.

Some institutions explained that Citizenship was implicit in the guiding philosophy of the institution, and was demonstrated through a pastoral care and tutorial system. Institutions described how students and trainees took on some responsibility for the welfare and inclusion of others (including links between colleges and feeder schools) as ‘mentors’, or ‘buddies’.

Some particular approaches were commended as a ‘way in’ to Citizenship, of particular appeal and relevance to young adults. Examples included: consumer education; sport; parenting; and personal relationships.

Others described simple, but effective (if by themselves somewhat limited) activities, including:

- **Fund raising.** Some institutions centred their fund-raising round a nominated ‘Charity of the year’
- **Theme days.** These included issues such as disability and poverty. One institution described its annual ‘Citizenship Awareness Week’, with a programme of events looking at local, national and international issues
- **Student councils.** Here, not only did institutions see relevance in the work of student councils, including debate, decision-making and influence, but for many young adults, the election of officers to Student Associations was seen as a first involvement with the electoral system.

Finally, a few responses suggested activities not already in place, but which they believed could contribute to the understanding and Citizenship Development of young adults. Principal amongst those mentioned were Young People’s regional assemblies and a ‘Young People’s Parliament’ (for which there is some planning already through a project by Sir Andrew Sinclair MP).

Appendix F

List of Respondents to the Consultation

The Castle School, Bristol. Devon County Council. Hampshire County Council. Leicestershire County Council. Newcastle City Council. Staffordshire County Council.

Barnsley College. Beverley College. Bournville College of Further Education. Bracknell and Wokingham College. Cambridge Regional College. Capel Manor College. Carlisle College. The Co-operative College. Cornwall College. Derby Tertiary College, Wilmorton. Dudley College. Farnborough College of Technology. Hadlow College. Harrow College. Hereward College. Huddersfield New College. Huntingdonshire Regional College. King Edward VI College, Stourbridge. Lewisham College. Long Road Sixth Form College. Ridge Danyers College. Rodbaston College. St Brendan's Sixth Form College. Salisbury College. Selby College. The Sixth Form College, Colchester. South Nottingham College. Stockport College of Further and Higher Education. Stockton and Billingham College. Totton College. Walsall College. West Thames College.

Assessment and Qualifications Alliance. Association of Colleges. Careers Service National Association. City & Guilds. Confederation of British Industry. Consumers' Association. Edexcel. Equal Opportunities Commission. National Association of Teachers in Further and Higher Education. National Association of Youth and Community Education Officers. National Council for Voluntary Youth Services. National Institute for Careers Education and Counselling. National Union of Teachers. Professional Association of Teachers. Skill: National Bureau for Students with Disabilities. YMCA. Youth Clubs UK.

© FEFC 2000

Published by the Further Education Funding Council.
Extracts from this publication may be reproduced for non-commercial education or training purposes on condition that the source is acknowledged and the findings are not misrepresented.

The Further Education Funding Council
Cheylesmore House
Quinton Road
Coventry CV1 2WT

Telephone 024 7686 3265
Fax 024 7686 3025
E-mail fefcpubs@feffc.ac.uk

An audio version of this publication is also available, and the publication is also available on the FEFC website at www.fefc.ac.uk

Please quote the reference number below when ordering.

Reference REP/1056/00