

# Education for Citizenship in Scotland

A Paper for Discussion and  
Consultation



# Contents



<b>Foreword</b>		<b>ii</b>
<b>Preface</b>		<b>iii</b>
<b>Summary</b>		<b>v</b>
<b>Introduction</b>		<b>1</b>
<b>Section 1:</b>	<b>What is ‘citizenship’ and why is ‘education for citizenship’ important?</b>	<b>2</b>
<b>Section 2:</b>	<b>What should education for citizenship seek to achieve?</b>	<b>4</b>
<b>Section 3:</b>	<b>Effective education for citizenship in practice</b>	<b>7</b>
<b>Section 4:</b>	<b>Implications and next steps</b>	<b>13</b>
<b>Annex A:</b>	<b>Areas of knowledge relevant to citizenship</b>	<b>14</b>
<b>Annex B:</b>	<b>Generic skills relevant to citizenship</b>	<b>15</b>
<b>Appendix:</b>	<b>Membership of the Review Group</b>	<b>16</b>



## Foreword

This consultation paper addresses a key, overarching purpose of the curriculum from 3 to 18. It sets out views regarding the nature, importance and aims of education for citizenship in Scotland and the characteristics of effective practice. The principal focus is on the school and pre-school sectors and on clarifying the role of formal education from 3 to 18 in equipping young people as citizens. At the same time, the paper may have implications for further and higher education. Moreover, and importantly, the paper recognises that education for citizenship is not restricted to educational institutions. It is also a priority for community education and is a process to which, for example, families, peers and the media contribute in influential ways.

The paper is based on a report prepared for the Scottish Consultative Council on the Curriculum (Scottish CCC) by a review group on Education for Citizenship chaired by Professor Pamela Munn, University of Edinburgh (see Appendix for a list of members). The Review Group's remit from the Council was to develop a succinct paper that would, following extensive consultation and discussion, provide the basis for a coherent, national statement on education for citizenship. At its final meeting in June 2000, the Council of Scottish CCC welcomed the Review Group's report and approved its publication by Learning and Teaching Scotland as a paper for discussion and consultation.

Much that is already happening in schools and other educational settings could be described as good education for citizenship. However, this is not always recognised and made explicit. The intention, in undertaking a review of this area, is to develop a helpful and robust framework that can be used by schools, pre-5 centres, local authorities, HMI and others in the evaluation and further development of policies and practice.

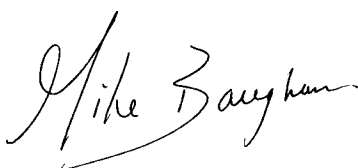
This paper, which is published for discussion and consultation, is not the last, definitive word on education for citizenship in Scotland. Its contents indicate work in progress – work to which, I hope, many readers will decide to contribute by letting us have their views and suggestions. These responses will help with refining and developing the paper further towards a national statement supported by guidance material.

All comments or enquiries about the paper should be addressed to:

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The text is also available electronically on the Learning and Teaching Scotland website ([www.LTScotland.com](http://www.LTScotland.com)).

Responses should be returned by 16 March, 2001. Electronic consultation will also be available. See the Learning and Teaching Scotland website.



Mike Baughan  
Chief Executive  
Learning and Teaching Scotland

# Preface

Scotland now has its first parliament in nearly 300 years. This momentous event and related developments throughout the UK and in Europe have prompted many people to debate how democracy in modern Scotland can be nurtured and sustained. In addition, the growing sense of the connections among peoples across the world and the increasingly global impact of local decisions on the environment or on the economy have encouraged an interest in active citizenship in many countries. These events have been accompanied by a growing scepticism about traditional structures of representative democracy and low voter participation in local elections and by-elections.

Schools have a dual role in society: they reflect its customs and traditions and help to shape new ways of life. It is no surprise, therefore, that the structure of schooling is changing in Scotland. The advent of New Community Schools, for example, is signalling the importance of teachers collaborating with other professionals and with people in their local communities to provide the best possible opportunities for all to maximise their achievements. Continuing debates about the nature of effective teaching and learning and about the purposes of the school system also signal anew the major contribution that education makes to the health and wellbeing of our society.

It is therefore natural that the role of schools in nurturing and sustaining participative communities and democratic practices should be a topic for debate in these exciting times. Schools and other educational establishments are, of course, not the only influence on democratic society, but they play an important role. For example, they help young people to distinguish between evidence and opinion, to argue logically and to develop a sense of our common humanity. The American educationist, Ben Barber, suggests that:

*Schools are not just merely schools for the public but schools of publicness; institutions where we learn what it means to be a public and start down the road toward common national and civic identity;<sup>1</sup>*

and Roger Soder adds that formal education about democracy is essential if we wish to continue to live in a democracy:

*There is little to suggest that we are born knowing our rights and duties as citizens in a democracy. These are matters that must be learned if a people is to be able to govern itself wisely.<sup>2</sup>*

This consultation paper proposes broad notions of citizenship and of education for citizenship. These notions encompass political literacy, but extend beyond this important concept. Citizenship is about enjoying rights and exercising responsibilities in the various types of community to which people belong. The aim of education for citizenship is to develop a broadly based capability for active and responsible participation in a range of activities that affect the welfare of communities. This is an essential feature of a just and caring society. From our consideration of what this concept of education for citizenship should mean in practice, we have concluded that it is neither appropriate nor adequate to create a new subject that attempts to encompass 'citizenship education'. Rather, we believe that young people are entitled to experience a range and variety of opportunities for progressive development of their capability for active and responsible citizenship. Education for citizenship is a key, overarching purpose of the curriculum and, as such, is the concern of all staff and the whole of each educational establishment.

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<sup>1</sup> Barber, B. R., 'Public Schooling: Education for Democracy' in J. I. Goodlad and T. J. McMannon (eds), *The Public Purpose of Education and Schooling*, San Francisco: Jossey-Bass, 1997, p. 22

<sup>2</sup> Soder, R., 'Democracy: Do We Really Want It?' in J. I. Goodlad and T. J. McMannon (eds), *The Public Purpose of Education and Schooling*, San Francisco: Jossey-Bass, 1997, p. 89

The approach we advocate has, therefore, two connected aspects. The first is provision of a planned and coherent set of learning experiences within schools, pre-school centres and local communities that are successively more demanding of young people's knowledge and skills. These learning experiences need to relate to the curriculum as a whole. The second aspect of our overall approach concerns a development in the culture and ethos of pre-school and school settings so that they model the practices inherent in participative communities and provide opportunities to exercise responsible citizenship. We believe that this approach, together with a set of learning outcomes related to capability for citizenship, provides the basis for a national framework for education for citizenship. This framework is intended both to shape the development of education for citizenship and to provide reference points against which to evaluate its effectiveness.

It has been my pleasure and privilege to chair the Review Group and to have been involved in discussion of such an important aspect of education. I wish to record my thanks to my colleagues on the group, who have contributed so ably and enthusiastically to the creation of this paper. Particular thanks are due to Mary McLaughlin and Terry Ashton, who kindly agreed to take the chair on occasions when I was unable to be present. The Review Group's work benefited from the published work of many others and from the contributions of a variety of individuals. We are especially grateful to three expert witnesses, Professor Bernard Crick, Professor Lindsay Paterson and Mr Neil McIntosh, who generously gave their time to discuss a range of matters with us. Finally, I also wish to record my thanks to the Learning and Teaching Scotland (formerly Scottish CCC) officers who have been most closely associated with this task, and in particular to Denis Stewart, Christine Twine, Rosemary Arnott, Colin McAndrew and Margaret McGhie for their unstinting efforts in supporting the work of the Review Group.

A handwritten signature in black ink that reads "Pamela Munn." The signature is written in a cursive, flowing style.

Pamela Munn  
Professor of Curriculum Research  
University of Edinburgh

# Summary

This discussion and consultation paper explores and suggests answers to four main questions.

- What do we mean by 'citizenship'?
- Why is 'education for citizenship' important?
- What should education for citizenship do for young people?
- What does effective education for citizenship involve in practice – for the curriculum, for schools, for pre-5 centres and for communities?

The Introduction provides a brief overview of the current and changing context within which these questions are being considered.

Section 1 aims to answer the first two questions. It includes an outline of the qualities and dispositions that are regarded as essential characteristics of active and responsible citizenship.

The third question is addressed in Section 2. Education for citizenship is taken to be a key purpose of the curriculum. Its overall goal is summed up as development of *capability for thoughtful and responsible participation in political, economic, social and cultural life*. This capability for active citizenship is analysed in terms of four types of learning outcome: knowledge and understanding, skills and competences, values and dispositions, and creativity and enterprise.

Section 3 focuses on the fourth question. It describes the types of opportunities and conditions for learning to which all young people are entitled in order to develop, in a progressive manner, the capability for active and responsible citizenship proposed in Section 2.

Section 4 highlights the main implications of the views set out in sections 1–3, points to issues for discussion and invites comment and suggestions for further development.

Annexes A and B provide a more detailed description of the areas of knowledge and the generic skills relevant to citizenship.

Consultation questions are highlighted throughout the paper.



# Introduction

*... education ... shall be directed to:*

*... preparation of the child ... for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes and friendship among all peoples, ethnic, national and religious groups ...*

Extracts from the *UN Convention on the Rights of the Child*, Article 29, 1989

That schools and other educational establishments have a central part to play in educating young people for life as active and responsible members of their communities is not a new notion. The precise nature of that societal role continues to be a matter of debate in the UK, in other European countries and elsewhere across the world.

The role of school and pre-school education in equipping young people for 'effective citizenship' has become increasingly explicit in Scottish curriculum documentation in recent years. The advent of the Scottish Parliament has encouraged a fresh focus on the importance of people living in Scotland being able to understand and participate in democratic processes. At the same time, there appears to be growing scepticism about traditional structures of representative democracy and the forms of political activity, such as trade union and political party membership, associated with them. By contrast, participation in single-issue pressure groups and organisations – concerned, for example, with consumer issues, human rights, ecological conservation and sustainable development – has increased greatly in recent years.

***The paper argues that schools and pre-5 centres have key roles to play in educating young people for active and responsible citizenship.***

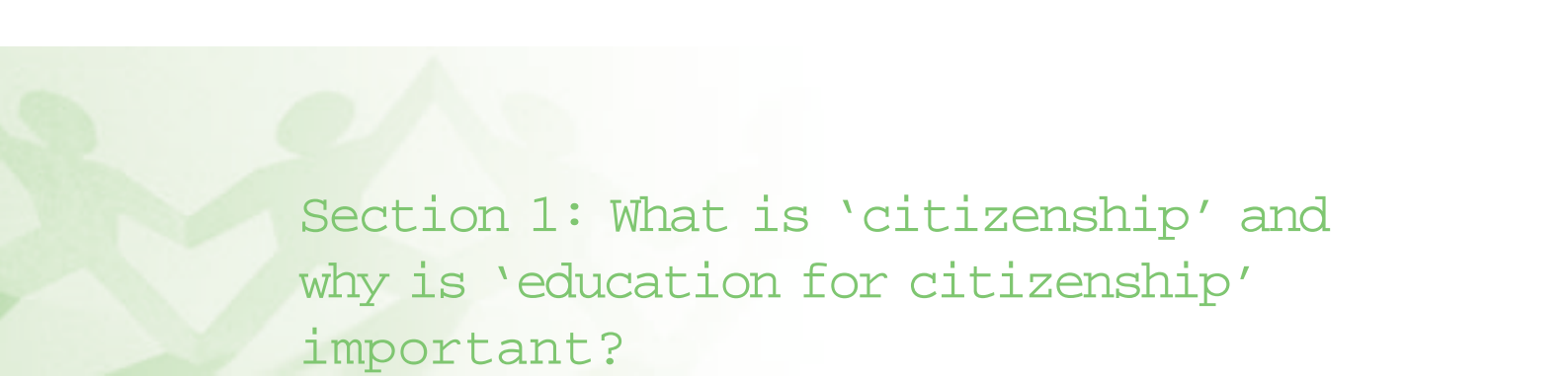
***What is your view?***

There is growing concern, throughout the UK, to work towards a more inclusive society where inequities are addressed effectively and cultural and community diversity is celebrated. Ways and means are being sought to tackle disaffection and disengagement from society and, more broadly, to address issues of social injustice and of personal identity.

Scotland and the rest of the UK exist in a rapidly changing wider world. The European Union continues to evolve, and a growing sense of the interconnectedness of peoples and places is affecting individuals and societies – economically, environmentally, culturally and politically. This process of 'globalisation' is being further promoted by the ongoing revolution in information and communications technology (ICT). Multinational corporations exert increasing influence over national economies and cultures via their investment decisions and their marketing of products and services. At the same time, the gaps and inequalities between the economically rich and poor seem to be widening. International and global trends create social pressures as well as opening opportunities for individuals and society. They raise fresh issues about the distribution of power and the extent to which individuals, local communities, territorial states and business corporations have influence over a host of social, economic and environmental matters.

It is important to take due account of this changing context when considering afresh the purposes and goals of education – both formal and informal – in Scotland. The main contention of this paper is that young people's education in school and pre-school settings has a key role to play in fostering a modern, democratic society whose members have clear senses of identity and belonging, feel empowered to participate effectively in their communities and recognise their roles and responsibilities as global citizens.





## Section 1: What is 'citizenship' and why is 'education for citizenship' important?

*Our vision is of a society built around communities of place and interest, in which it is known and accepted that people can and do freely engage in shared action leading to an improved quality of life for themselves and others.*

*Active Communities: Supporting Active Communities in Scotland,  
Scottish Executive, 2000*

### 1.1 Meanings of 'citizenship'

The Review Group subscribes to the view that everyone should be recognised as being a citizen, in a variety of senses, from birth. Young people should be regarded as citizens of today rather than citizens in waiting. Children are born with rights that are well described in the *UN Convention on the Rights of the Child*. As young people grow into adulthood, new rights and responsibilities are acquired.

Each person, regardless of age or socio-economic position, belongs to various types of community, both communities of place, from local to global, and communities of interest, rooted in a common concern or purpose. Citizenship involves enjoying rights and exercising responsibilities in these various types of community. This way of seeing citizenship encompasses the specific idea of political participation by members of a democratic state. It also includes the more general notion that citizenship embraces a range of participatory activities, not all overtly political, that affect the welfare of communities. Voluntary work and personal engagement in local concerns, such as neighbourhood watch schemes or parent-teacher associations, are examples.

*A broad view of the meaning of citizenship is advocated here.*

*How far do you agree with this view?*

Citizenship is about making informed choices and decisions, and about taking action, individually and as part of collective processes. Being a citizen is, therefore, closely bound up with the multiple roles that individuals have in society – as producers or consumers of goods and services, as contributors to economic and cultural development – as well as with various facets of each individual's personal, social and working life. For example, the opportunity to exercise personal choice as a consumer of particular products or services is an increasingly influential strand of citizenship in contemporary society.

Active and responsible citizenship is not just about individuals having a sense of belonging to, and functioning in, communities. It is also an aspect of corporate or institutional life. Just as a key facet of each individual's citizenship should be a caring and responsible use of material and financial resources, business organisations also have a responsibility, as 'corporate citizens', to achieve their economic goals in ways that are consistent with sustainable development and with the health and welfare of communities.

### 1.2 The value of 'education for citizenship'

Education for citizenship is important because every society needs people who can contribute effectively, in a variety of ways, to the future health and wellbeing of communities and the environment, locally, nationally and globally. Fostering active and responsible citizens contributes to the process of developing a healthy and vibrant culture of democratic participation.

Whilst all individuals share the rights and responsibilities of citizenship, regardless of status, knowledge or skill, it is clear that citizenship may be exercised more or less effectively. A variety of personal and social circumstances can impede a person's capacity for active citizenship. For example, homeless young people may not secure the right to vote simply because they have no address. It is in the interest both of individuals and of society as a whole that these rights and responsibilities are well understood, that young people develop the capability needed to function effectively as citizens in modern society, and that structures are provided to enable them to do so.

The opportunities for learning provided in schools and pre-school centres make important contributions to this process of educating for active and responsible citizenship. School and pre-school influences need to take account of the diversity of the local communities in which young people live. These influences also need to be seen alongside, and in interaction with, other societal influences. These include the influence of parents or carers and the media. Opportunities for community learning,<sup>3</sup> often in less formal contexts, are another significant influence.

Broadly speaking, the citizenship that formal education should seek to promote and foster needs to be *thoughtful* and *responsible* – rooted in, and expressive of, a respectful and caring disposition in relation to people, human society generally, the natural world and the environment. It should also be *active*, in the sense of people being able to act and participate in various communities, wherever it seems to them desirable or appropriate to do so.

*This section describes a number of key characteristics of effective, responsible citizenship.*

More specifically, the Review Group has come to the view that effective, responsible citizenship should be characterised by:

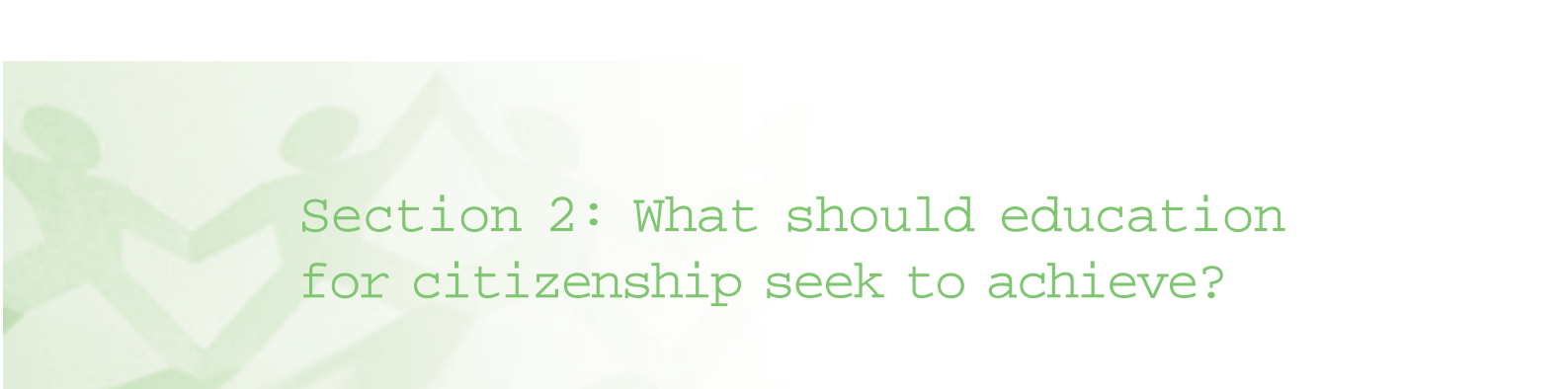
- an ability and disposition to examine matters critically and to develop informed views, including views that challenge established conventions and the status quo
- the ability and willingness to think creatively and act appropriately in response to a situation
- sensitivity to other people's needs and views and to the potential impacts of choices and actions on others and on the environment
- the ability and willingness to exercise rights and to act for the benefit of others
- the ability and willingness to work with others to achieve a common purpose imbued with a shared sense of social and environmental responsibility
- a disposition to openness, objectivity and rejection of prejudice or discrimination.

*How far do you agree with these statements? What additions or modifications would you wish to make?*

These proposed characteristics of an active and responsible citizenship are reflected in the Review Group's proposals on ways in which education for citizenship should be conceived and enacted (see Section 2 and Section 3). For example, in important respects, citizenship is best learnt through experience. Whilst helping young people to acquire relevant knowledge and skills through studies of various topics or subjects is important, the most important contributions to promoting active and responsible citizenship involve giving young people experiences that will dispose them to be active citizens now and later in their lives.

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<sup>3</sup> The report on community education in Scotland, *Communities: Change through Learning*, SOEID, 1998, now adopted as Government policy, calls for community educators to support education for active citizenship.



## Section 2: What should education for citizenship seek to achieve?

*... an understanding of the political structures and processes, of rights, obligations, law, justice and democracy will not be sufficient. The curriculum should go further, by seeking to develop young people's insights into the major political issues and ... by fostering a sense of active and responsible citizenship. The imperative should not be to impart mere information, but to equip young people with the capability to engage actively in issues arising in these and other fields ...*

*The School Curriculum and the Culture of Scotland, Scottish CCC, 1999*

### 2.1 Introduction

Education for citizenship is a key purpose of the pre-school and school curriculum and of community education programmes. It is about the development of the whole person and is closely related to other key, overarching purposes of the curriculum such as education for personal growth and education for work. This section proposes an overall goal for education for citizenship and elaborates this into a framework of learning outcomes that offers a basis for reviewing and developing existing provision.

### 2.2 The overall goal

Education for citizenship should aim to develop capability for thoughtful and responsible participation in political, economic, social and cultural life. This capability is rooted in *knowledge and understanding*, in a range of *generic skills and competences*, including 'core skills', and in a variety of personal *qualities and dispositions*. It finds expression through *creative and enterprising* approaches to issues and problems.

**Education for citizenship should aim to develop capability for thoughtful and responsible participation in political, economic, social and cultural life.**

**How far do you agree with this statement of the overall goal of education for citizenship?**

Being a capable citizen is not just about possessing knowledge and skills. It is about being able and willing to use knowledge and skills to take decisions and act. Nor is effective citizenship just about having the capacity and disposition to be *active*. It is about being able to take action and make things happen for ends – and by means – that are infused with respect and care for people and a sense of social and environmental responsibility.

Finally, capability for citizenship, as envisaged here, includes ideas about 'political literacy'.<sup>4</sup> It also encompasses social, economic and cultural 'literacies' coupled with the capacity for participation in all aspects of society – political, economic, social and cultural.

### 2.3 Outcomes

The capability needed by active, responsible and caring citizens can be analysed in terms of four broad and related categories of learning outcome. Each of these types of outcome of education for citizenship is described and exemplified in the following paragraphs. Whilst many of the learning outcomes are distinctive

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<sup>4</sup> 'Political literacy' is taken to mean knowledge of political systems and processes, rights and responsibilities and appreciation of how decisions are made and change effected in a democratic society.

to education for citizenship, some are also associated with other key purposes – education for work<sup>5</sup> and education for personal development.<sup>6</sup> By their very nature, core skills, for example, are important for personally rewarding living and productive employment as well as for effective citizenship.

### Knowledge and understanding

'Knowledge and understanding' means appreciating the need to base opinions, views and decisions on relevant knowledge and on a critical evaluation and balanced interpretation of evidence. A knowledgeable citizen is aware of the complexity of the economic, ethical and social issues and dilemmas that confront people. S/he also recognises that narrowly focused responses to an issue can often create or exacerbate other problems. Citizens need to have some knowledge of political, social, economic and cultural ideas and phenomena<sup>7</sup> and also to know how to go about extending and deepening that knowledge base. Most importantly, they should be positively disposed to making personal sense of events and situations by using their resources of knowledge appropriately.

*What are your views on the approach described here and in more detail in Annex A to defining and exemplifying knowledge and understanding associated with capable citizenship?*

### Examples of learning outcomes related to knowledge and understanding for citizenship

As a result of their learning experiences, young people should become progressively more able to:

- arrive at an understanding of contemporary issues by drawing upon their personal resources of experience and knowledge of relevant facts, ideas and processes
- demonstrate understanding of the rights and responsibilities underpinning democratic society
- show awareness of opportunities for individuals and voluntary groups to bring about social and environmental change
- demonstrate understanding of people's material and financial needs and wants and the implications of these for issues such as environmental sustainability and social equity
- demonstrate understanding of the causes of, and possible approaches to resolving, conflict, recognising that controversy is a normal and healthy feature of a democratic society
- show critical appreciation of decision-making processes in society and the roles of the media and marketing in these processes.

### Skills and competences

Education for citizenship involves developing a range of generic skills, including 'core skills' that are widely recognised as also being essential for personally rewarding living and for productive employment.<sup>8</sup>

'Competence' is used here to denote a cluster of generic skills that need to be developed along with various personal qualities such as self-esteem, confidence, initiative, determination and emotional maturity in order to be responsible and effective participants in a community. Being skilled and competent as a citizen means feeling empowered, knowing and valuing one's potential for positive action and being generally prepared to take a constructive and proactive approach to issues and problems.

### Examples of learning outcomes related to skills and competences for citizenship

As a result of their learning experiences, young people should become progressively more able to:

- work independently and in collaboration with others to complete tasks requiring solitary or group effort as appropriate

*What are your views on these statements and the more detailed statements in Annex B about the skills and competences required for capable citizenship?*

<sup>5</sup> See, for example, *Education for Work: Education Industry Links in Scotland – A National Framework*, Scottish CCC, 1999.

<sup>6</sup> 'Education for personal growth/development' is used to refer to the role that schools and pre-5 settings play in developing young people as individuals – aesthetically, culturally, emotionally, intellectually, morally, physically, socially and spiritually.

<sup>7</sup> See Annex A, which lists a range of knowledge domains/areas of learning with which citizens should have some familiarity.

<sup>8</sup> See Annex B.

- locate, handle, use and communicate information and ideas, using ICT as appropriate
- question and respond constructively to the ideas and actions of others in debate and/or in writing
- take into account the experiences and perspectives of others in forming their own views
- contribute to discussions and debate in ways that are assertive and, at the same time, attentive to and respectful of others' contributions
- make informed decisions in relation to political and community issues
- persevere, where appropriate, in the face of setbacks and practical difficulties.

#### Values and dispositions

**What are your views about these statements?**

A key part of education for citizenship is developing the ability to recognise and respond thoughtfully to values and value judgements that are part and parcel of political, economic, social and cultural life. At the same time, early education centres and schools can help to foster in young people a number of personal qualities and dispositions rooted in values of respect and care for self, for others and for the environment. They can also promote a sense of social responsibility. Being fair-minded in making decisions and being inclined to exercise responsibility are essential qualities of a responsible citizen.

#### Examples of learning outcomes related to values and dispositions for citizenship

As a result of their learning experiences, young people should become progressively more disposed to:

- develop informed and reasoned opinions about political, economic, social and environmental issues
- express, explain and critically evaluate views that are not their own
- demonstrate a sense of responsibility for the welfare of their communities
- understand and value cultural and community diversity and be respectful of other people
- understand how ethics and values influence people's decisions and actions
- understand and value social justice, recognising that what counts as social justice is itself contentious.

#### Creativity and enterprise

Being an effective citizen means being able to demonstrate the capacity for thinking and acting creatively in political, economic, social and cultural life. Creative and enterprising citizenship involves making thoughtful and imaginative decisions and being enterprising in one's approach to participation in society. A creative citizen is able to make connections and use knowledge and skills in ways that add cultural, social and political, as well as economic, value to society's efforts to meet contemporary challenges.

**The Review Group concluded that creativity and enterprise are important aspects of capability for citizenship. What are your views about the description of these offered here?**

#### Examples of learning outcomes related to creativity and enterprise for citizenship

As a result of their learning experiences, young people should become progressively more able to:

- identify and frame their own questions and problems and suggest possible solutions
- respond in imaginative ways to social, moral and political dilemmas and challenges
- apply knowledge and skills gained in one context to another in order to take advantage of an opportunity, solve a problem or resolve an issue
- imagine alternatives to current ways of doing things
- manage change, dealing with risk and uncertainty in an enterprising manner
- explore and reach an understanding of their own creative abilities and how to make best use of these.

## Section 3: Effective education for citizenship in practice

*Education for citizenship is more than a simple expectation of political literacy. Civics lessons are not enough. The ethos of the school must be conducive to good citizenship.*

Douglas Osler, *Education for Citizenship in the New Scotland*,  
Gordon Cook Foundation, 1999

### 3.1 An entitlement for all

All young people should have opportunities to develop and deploy their capability for active and responsible citizenship in ways appropriate to their needs and maturity. This section examines ways in which this entitlement to education for citizenship can be realised effectively in schools and pre-school centres. The approach proposed does not involve the creation of a new subject labelled 'citizenship education' – or the adaptation of any single existing area of the curriculum for this purpose. Instead, the Review Group takes the view that each young person's entitlement to education for citizenship can be secured through combinations of learning experiences set in discrete areas of the curriculum, cross-curricular experiences and activities involving links with the local community. To be fully effective, these learning experiences need to be located in participative learning communities.

*What are your views about the idea that education for citizenship is an entitlement for every young person?*

### 3.2 Overview

Education for citizenship is a key part of the responsibility of every teacher and pre-5 practitioner. It is part and parcel of every area of study and of all teaching and learning.

More specifically, education for citizenship can take place through:

- participation in the decisions and activities that are part of the culture and everyday life of the school community or pre-5 centre, including 'extra-curricular' activities
- learning and teaching within specific curricular areas or subjects throughout the stages from pre-5 to post-16 (see paragraph 3.3)
- cross-curricular experiences, such as environmental projects, community projects or enterprise activities
- involvement in link activities with the wider community (see paragraph 3.4).

*What are your views on the four means by which education for citizenship can take place?*

Whatever the context or focus for learning, it is essential to effective education for citizenship that learning experiences provide opportunities for active engagement and that they are perceived by young people as purposeful and personally relevant. The ethos and climate for learning in classrooms and beyond should be:

- positive and challenging, reflecting and encouraging high expectations on the part of both pupils and teachers
- characterised by respect and care for individuals and their communities
- stimulating and motivating, promoting thoughtful interaction and critical debate
- conducive to enterprising, constructive thinking.

The realisation of the goals of education for citizenship, as with other key purposes of the curriculum, is profoundly affected by the ethos of educational establishments. Schools and pre-school centres need to function as active learning communities in which participation by all members is encouraged and where there

## ***What are the implications of an inclusive, participative ethos for teaching and learning and for educational establishments?***

are effective links and partnerships with the wider communities in which they are located. Such learning communities can model, in very powerful ways, the qualities and dispositions associated with education for citizenship. The way an establishment is organised and managed, the manner, attitudes and quality of the relationships evident among its members, and the ways in which it interacts with parents and the wider community can all provide important, tangible indications of what inclusive, participative communities are like in practice. By helping young people to have some first-hand experience of what being an active and responsible member of a community means, pre-5 centres and schools can make important contributions to the development of capability for citizenship in the world outside school.

### **3.3 Essential features and key experiences**

Asserting that education for citizenship should be seen as the responsibility of all runs the risk of its becoming, in reality, the responsibility of none. To guard against this, the Review Group advocates use of a framework of essential features and key learning experiences, coupled with the outcomes associated with capability for citizenship (Section 2) as the basis for audit of overall provision of education for citizenship at all stages. The diagram on p. 9 illustrates this schematically.

Overall, learning programmes that are designed and planned to develop capability for active and responsible citizenship need to be characterised by the provision of well-managed opportunities for learners to experience:

- working cooperatively and independently
- responding successfully to challenges
- taking and sharing responsibility
- exercising judgement and contributing to making decisions
- exploring their personal feelings about, and responses to, issues
- expressing and arguing for a minority point of view
- engaging thoughtfully with difference and diversity
- making connections.

***This section sets out essential features of learning related to citizenship and proposes a set of key learning experiences that should be part of each young person's entitlement.***

The last of these essential features of each young person's learning programme is especially important in developing the integrative ability that is at the heart of effective and purposeful citizenship. For example, young people need to see, and to learn to make use of, connections between knowledge and skills associated with different areas of study, between what they learn in formal settings and their experiences in the wider world, and between acting locally and thinking globally.

***How far do you agree that these features and experiences are essential to education for citizenship?***

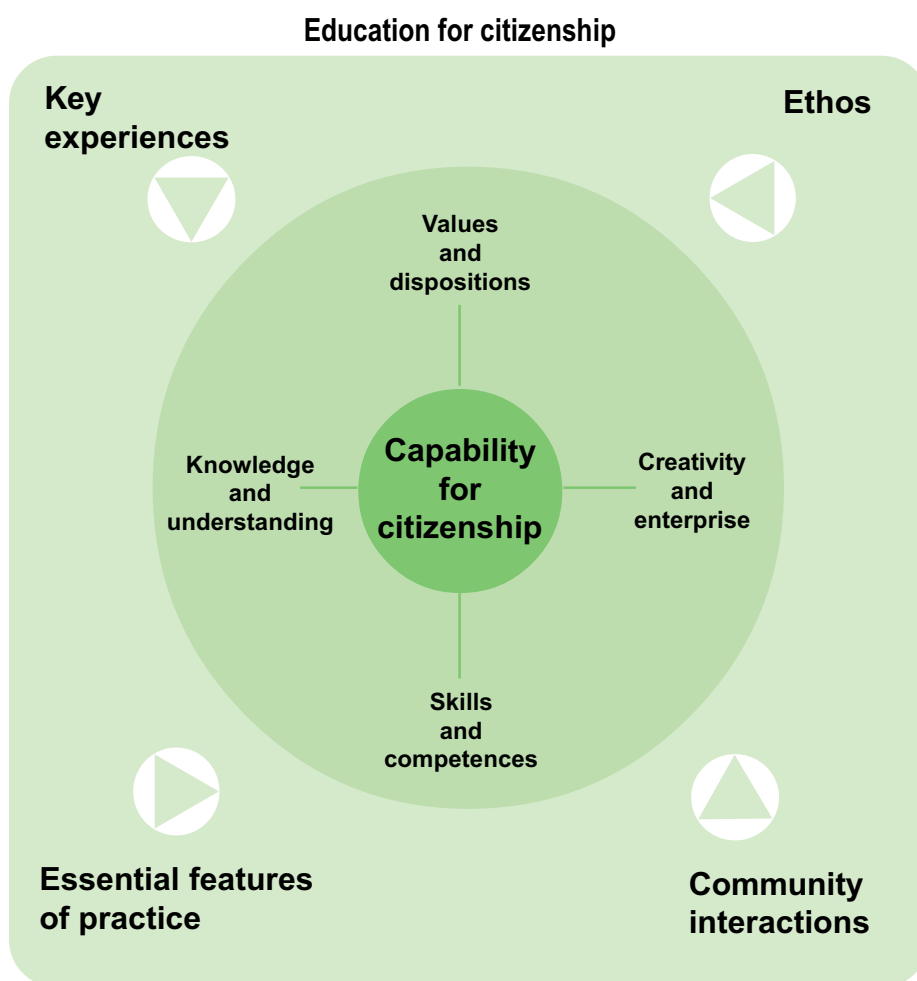
Examples of more specific, key learning experiences that contribute to education for citizenship are:

- exploring social and moral issues and dilemmas through discussions and case studies that require use of evidence and the construction of defensible arguments
- engaging with a variety of social, political, economic and environmental problems and issues in order to develop enterprising and feasible solutions or effective responses
- negotiating, helping to organise and taking part in activities such as projects to improve the school environment, consultation exercises and the development of effective pupil councils

***Are there key features and essential experiences you would like to see added?***

- negotiating, helping to organise and taking part in community-based activities, including voluntary work in the local community
- participating meaningfully in decision making about rules, rewards and sanctions
- contributing actively to the development and operation of policies regarding issues such as bullying or racism
- reflecting and being consulted with real purpose on their experience of formal education and of participation in the school, or pre-school, community
- using ICT to question and consult with other people and groups, locally, nationally and internationally.

Together these key learning experiences provide an essential part of a framework for mapping and auditing provision for education for citizenship. Every young person should normally have opportunities for developing capability for citizenship through these kinds of experiences. Ensuring such entitlement may be challenging to various features of the life and experience of an educational establishment – not least the extent to which the establishment is itself a democratic and participatory community.



### 3.4 Education for citizenship through the curriculum 3–18

Much of young people's education for citizenship can take place through learning and teaching within specific curricular areas or subjects throughout the stages from pre-5 to post-16. These areas and subjects provide contexts for many of the key experiences described in paragraph 3.3. An overall challenge for curriculum designers and planners is to ensure that each young person's entitlement to education for citizenship through 'mainstream' learning and teaching is provided by means of a varied, carefully planned and progressive programme of learning experiences. This includes planning for transitions between pre-school, primary and secondary education. Taken together, these experiences should reflect the essential features listed in



paragraph 3.3 and be set in a range of contexts within and outwith the environment of the school or pre-5 centre.

#### Opportunities in the 3–5 curriculum

Early education makes a vital contribution to developing and broadening the range of children's learning experiences beyond those highly influential experiences of learning in the home and community. Children are helped to develop confidence, self-esteem and social, intellectual and creative abilities. They grow in their awareness of, and respect for, the environment and differences between people. They learn to communicate ideas and feelings in a variety of ways. For example:

#### What comments do you have on opportunities for education for citizenship within the 3–5 curriculum?

- their opinion about the curriculum can be sought
- they can be encouraged to discuss and voice their opinion about a range of issues, such as the environment and rules of behaviour.

These learning experiences underpin children's sense of belonging, and lay a firm foundation for their growing understanding of rights and responsibilities and their ability to participate effectively in society.

#### Opportunities within 5–14 areas of study

Schools need to build upon and extend children's pre-school experiences. Throughout the 5–14 stages of schooling, young people's studies of all the curricular areas that are part of their entitlement provide opportunities for developing and applying knowledge, skills and dispositions that underpin active and responsible citizenship. For example:

#### What comments do you have on opportunities for education for citizenship within the 5–14 curriculum?

- in the social subjects components of environmental studies, particularly the attainment outcome, *People in society*, there are opportunities to develop important elements of social, political and economic understanding and to foster other aspects of capability for citizenship
- also in the context of environmental studies, pupils can consider the effects of scientific developments and technological activity on people's lives and the environment.

Similar examples could be given for mathematics, language, religious and moral education, personal and social development, creative and aesthetic studies, health education and ICT.

#### Education for citizenship through post-14 studies

Post-14 there is, of course, increasing choice for students with respect to particular areas or modes of learning. The subjects typically taken by all students, at least until the end of S4 – mathematics, language and communication (English and modern language), personal and social education (PSE) and religious and moral education (RME) – provide opportunities for continued learning related to citizenship. As with the early stages, these opportunities are partly related to the conceptual and factual content covered and partly to the approaches to learning and teaching. In particular, PSE, RME and language studies, including, in the case of English and communication courses, some aspects of media studies, offer considerable scope for provision of key learning experiences, such as those noted in paragraph 3.3. Moreover, even where a topic being studied may have no obvious relevance to education for citizenship, opportunities can be taken to contextualise the learning in ways that help to foster some aspects of capability for citizenship.

Beyond these sorts of common areas of study, there are two main challenges for schools in relation to ensuring adequate opportunities for continuation of young people's education for citizenship post-14.

First, there is the question of how to provide for continued acquisition of the full range of political, economic, social and cultural knowledge and understanding that is essential to progressive development of capability for

citizenship. Social subjects courses – in particular, courses in modern studies – make major contributions to the development of knowledge and skills related to citizenship. However, modern studies is not studied by all young people post-14 and other social subjects, whilst making significant contributions to education for citizenship, usually do so less directly. Moreover, other optional subjects such as art and design, home economics, science or social and vocational skills, also provide ‘vehicles’ for development of understanding of areas of knowledge relevant to citizenship (see Annex A).

**An approach is proposed here to ensuring continued opportunity for learning related to citizenship post-14.**

**What are your views on this approach?**

The Review Group is of the view that the response to this situation should *not* be to stipulate any single course of study of ‘citizenship education’ as part of each student’s core programme. Such an approach has a number of drawbacks. In practical terms, it would have the effect of restricting the scope for student choice and flexibility of provision and could also create practical difficulties for curriculum planning in the post-14 stages. Most importantly, to appear to locate ‘citizenship education’ in one particular post-14 course of study would be inconsistent with the broad view of education for citizenship being advanced in this paper.

Strategies that could be considered to ensure full entitlement to education for citizenship post-14 include one or more of the following.

- Examination, through curriculum audit, of how far various combinations of optional subjects can, along with subjects typically taken by all students, provide an adequate basis for developing knowledge and understanding related to citizenship.
- Using the expertise of staff and, where possible, expertise outwith the school in areas such as modern studies, science, technology or ICT to contribute to parts of courses typically taken by all students.
- Encouraging take-up of appropriate units and courses in the National Qualifications framework as part of students’ individual learning programmes.
- Examining how far the themes and issues associated with education for citizenship can be addressed through more appropriate and extensive contextualisation of common areas of study such as mathematics and language and communication.

**What are the implications of this approach for curriculum design and management?**

Schools will have their own ideas about how this issue can be addressed effectively. In any case, the strategies adopted will vary from school to school, depending, for example, on local circumstances, the preferences of students and the particular resources of expertise that staff have to offer. In the longer term, curriculum audits and other approaches may well lead to questions about the content and focus of post-14 courses generally, in the light of the overarching imperatives of education for citizenship.

A second challenge for education for citizenship post-14 concerns provision of learning experiences that enable young people to perceive, forge and make use of the many connections across areas of study. This points to the need for secondary schools to review and possibly extend the range of contexts they provide for learning. A sense of citizenship can be nurtured, for example, through students’ involvement in a range of practical projects dealing with, for example, the school environment and through helping others in voluntary service. Such cross-curricular experiences complement subject-specific studies and provide important essential additional opportunities for young people to engage with social and moral issues in increasingly mature, reflective ways.

### 3.5 Interactions with the wider community

Partnerships between educational establishments and their wider communities are crucial to the full development of young people's capability for citizenship. Such partnerships signal the role of schools and pre-5 centres as resources for the whole community in which there is legitimate interest in decision making about the school's development. Local communities also provide many sources of support for learning in schools and offer contexts within which authentic environmental and social issues can be explored.

*Particular importance is placed on interactions between schools and their local communities as a way of providing effective education for citizenship.*

More specifically, in pre-school centres, learning is set in the context of links with the home and wider community. In schools there are substantial traditions of enabling young people to explore and investigate social or environmental problems and issues through direct involvement in community projects. Such approaches are especially important for the development of active and responsible citizens.

*In your view, how might such interactions be fostered and used to greatest effect?*

There is also scope, particularly in the later stages of schooling, for collaboration between schools and community education agencies. Together with teachers, community educators from both the local government and voluntary sectors can bring much by way of expertise and experience to the design and management of opportunities for young people to tackle real-life issues in their communities. However this is done, it is very important that schools develop, in consultation with their local communities, opportunities for learning that help to ensure that key learning outcomes are covered.

## Section 4: Implications and next steps

*As for the future, your task is not to foresee, but to enable it.*

Antoine de Saint-Exupéry, *The Wisdom of the Sands*, 1948

### 4.1 Areas for further development

It is intended that the perspectives and principles set out in this paper will, with further development, provide a framework for use by schools and pre-5 centres, local authorities, HMI and others to evaluate the extent and quality of provision for education for citizenship. This further development will be informed by wider discussion and consultation and by the outcomes of work being undertaken on the 'mapping' of existing practice. The mapping exercise will examine the extent to which the framework of ideas being developed by the Review Group is congruent with existing patterns of provision and practice.

The paper prompts discussion of questions about a wide range of issues. Some of these questions have been placed at appropriate points throughout the main text. However, there are a number of broader questions that respondents may wish to consider.

- **What are the longer term implications for the content and organisation of the curriculum?**
- **How does education for citizenship relate to other social and educational priorities, such as social inclusion and improving achievement?**
- **Should education for citizenship be assessed and accredited? If so, in what ways?**
- **What are the professional development implications for teachers and other practitioners?**
- **How can the enthusiasm and commitment of staff be fostered and supported?**

It is hoped that the outcomes of readers' reflections on questions such as these, as well as any general comments on the main ideas and proposals in the paper, will be fed back to Learning and Teaching Scotland (LT Scotland). The Review Group, when reconvened following the period of consultation, will wish to make good use of all such submissions.

### 4.2 Sharing good practice

In developing its ideas about education for citizenship, the Review Group has been mindful that much that is already happening in schools and pre-5 centres can be described as good education for citizenship. At the same time, it recognises that some of its proposals will be challenging to varying degrees. In order to assist managers, teachers and pre-school practitioners with the processes of reviewing and developing their provision, it is intended that case studies of a range of examples of interesting and effective approaches to education for citizenship will be documented and published by LT Scotland. Readers may wish to assist with this important national task by providing information that, in their view, might usefully be disseminated about developments of which they have knowledge.

## Annex A: Areas of knowledge relevant to citizenship

Citizens in today's and tomorrow's world seem to require factual and conceptual knowledge from a wide range of domains in order to make sense of, and come to thoughtful, informed decisions about, matters that are important for their lives and those of others now and in the future. Ideas and phenomena associated with areas of learning and development as varied as expressive arts, geography, history, mathematics, the media, philosophy, politics, natural and social sciences, religion and technology are all parts of the broad base of political, social and cultural understanding that is relevant to living thoughtfully as an active, informed citizen.

Within this range of domains, there are some areas of knowledge and understanding that are especially relevant to the development and expression of ability to be active and responsible citizens. Informed citizens require knowledge and understanding of:

*Do you agree that these are the key areas of knowledge relevant to citizenship? What implications do you see this list having for schools?*

- themselves, human cultures and societies and the natural and made worlds in which they live
- the complex interdependencies between the various types of system – physical, biological, and societal – that make up the world
- the political, legal, administrative and cultural structures and processes of democratic societies, locally, nationally and internationally
- the legal and human rights and responsibilities of citizens, individually and collectively, in a democratic society
- barriers to full opportunity to exercise citizenship arising from socio-economic circumstances, prejudice and discrimination
- economic and financial aspects of individual and societal needs and wants and how these relate to issues of environmental sustainability, cultural development and social equity
- the changing nature of the world of business, of working life and economic activity
- the potential of developments in science and/or technology to change the physical, social and cultural environment, for good or ill
- the role of the arts in individual and community life, for example in developing community cohesion and in providing vehicles for expressing political critique
- the role of the media and marketing processes in shaping public opinion and influencing individual and collective decision making
- the nature of change and continuity and the effects individuals or groups of individuals, including voluntary groups, can have on the evolution of societies
- how Scottish society has evolved in the wider British, European and global context
- the diversity of identities – religious, ethnic, cultural, regional, national – within Scotland, across the UK and worldwide, and the need for mutual respect, tolerance and understanding
- the sources of disagreement and conflict between individuals and communities and the ways in which people can set about resolving such conflicts.

This list implies that young people need to have opportunities for learning across a broad range of subjects and curricular areas. A key challenge for curriculum design and planning is how to select factual and conceptual content, and to choose contexts for learning, that will help to provide an appropriate and valuable foundation for developing capability for citizenship. At the same time the outcomes of these selections and choices need to provide a basis for young people's education for personal growth and for productive and enterprising working lives.

## Annex B: Generic skills relevant to citizenship

Being an effective citizen means being able to use and develop in a variety of contexts:

- **core skills:**

- communication skills (listening, speaking, reading, writing; visual and non-verbal), *for example being able to research, discuss and share information about social, political and community issues; being able to contribute to debates and discussions in ways that are both assertive and respectful of others' contributions*
- the ability to work confidently with numerical information, *for example being able to examine statistics regarding various social and economic issues and to consider ways in which they are used and abused*
- ICT skills, *for example using ICT to analyse situations, events and issues, to communicate effectively, to find and handle information, and to make contact with people and organisations across the world*
- the ability to work well with others, *for example by participating willingly, confidently and constructively in team efforts*
- problem-solving skills, including the ability to identify and frame one's own questions and problems rather than depending on others to define them, *for example identifying and describing a practical community problem*

- **other generic skills:**

- the capacity to work autonomously in pursuit of one's own needs and purposes and those of communities, for example in defending and promoting the rights and welfare of others as well as exercising one's own rights
- decision-making skills, for example making thoughtful and informed decisions in the course of being involved in political and community issues
- creative skills (related to problem-solving and other core skills) including:
  - the ability to respond in imaginative ways to social, moral and political situations and challenges, *for example developing a personal response to a topical moral issue, or making a decision in response to a local political development*
  - the ability to apply knowledge and skills gained in one context to another, in order to take advantage of an opportunity, solve a problem or resolve an issue
  - the developing capacity to imagine alternative realities and futures that could benefit society and the environment
- the ability to consider and empathise with the experience and perspective of others.

**Do you agree that these are the key skills relevant to citizenship? What implications do you see this list having for schools?**

Combined with relevant factual and conceptual knowledge and with positive dispositions and personal qualities,<sup>9</sup> these generic skills provide the basis for active citizenship that is also imbued with a sense of social and environmental responsibility.

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<sup>9</sup> For lists of personal qualities and dispositions, see, for example, *Curriculum Design for the Secondary Stages: Guidelines for Schools*, Scottish CCC, 1999 (2.3) and *Education for Work: A National Framework*, Scottish CCC, 1999, p. 5.



## Appendix: Membership of the Review Group

Pamela Munn (Chair)	Professor of Curriculum Research, University of Edinburgh
Shameem Ali	Acting Depute Headteacher, East Calder Primary School, West Lothian
Rowena Arshad	Director, Centre for Education for Racial Equality in Scotland
Terry Ashton	Adviser (Guidance and Careers), Aberdeen City Council
Keir Bloomer	Acting Chief Executive and Executive Director, Education and Community Services, Clackmannanshire Council
Alan Fraser	Rector, Arbroath High School, Angus
Lynn Hendry	Chief Executive, Young Enterprise Scotland
Stuart Lowson	Depute Headteacher, Arkleston Primary School, Renfrewshire
Henry Maitles	Senior Lecturer/Head of Modern Studies, University of Strathclyde
Andrea MacBeath	Teacher, Richmond Park School, Glasgow
Lachie MacCallum	HM Inspector of Schools, Scottish Executive
Charlie McConnell	Chief Executive, Community Learning Scotland
Bart McGettrick	Dean of Education, University of Glasgow
Mary McLaughlin	Headteacher, Notre Dame High School, Glasgow
Hilary Nielson	Coordinator, International Development Education Association of Scotland
Mike Sawyer	Director of Social Work, Fife Council
Claire Stevens	Director, Community Service Volunteers, Scotland
Pat Wharton	Early Childhood Curriculum Officer, Stirling Council

### Learning and Teaching Scotland Officers

Mike Baughan	Chief Executive
Colin McAndrew	Development Fellow
Margaret McGhie	Assistant Director
Denis Stewart	Director
Christine Twine	Development Officer (from 1 June 2000)
Rosemary Arnott	Secretary to the Review Group