

Pupil assessment in citizenship education: purposes, practices and possibilities

David Kerr, Avril Keating and Eleanor Ireland



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REPORT OF A CIDREE COLLABORATIVE PROJECT

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Foreword

The NFER has been very pleased to host and manage the CIDREE collaborative project on pupil assessment in citizenship education, for which this is the final report. The citizenship curriculum has been the subject of much debate and development over recent years, and has become more central within the education systems of many European countries. As the report itself states, the importance of teaching citizenship has increased because:

The relentless pace of change has begun to pose serious questions about the nature of identity, social and community cohesion and participation in a modern society. It has raised questions, in particular, about the roles and responsibilities of citizens in civic and civil society and how best to prepare citizens for such roles and responsibilities.

This new impetus raises, in turn, the question of how to assess pupils' learning in this area, and what we can learn from one another in cross-national perspective. That is, what knowledge and understanding, skills and behaviours, and values and attitudes are citizenship curricula imparting to today's school children, and do these vary in different European states? What are the common threads and country-specific dimensions that can be assessed, and what can we learn from each other?

The report seeks to present readers with an accessible overview of the opportunities and challenges posed by the need to develop better pupil assessment frameworks, strategies and tools for citizenship. Its strength lies in the viable comparisons and practical insights that have arisen from a group of dedicated and expert CIDREE colleagues coming together over a period of time to share their knowledge and expertise. As such, the report reflects one of the core aims of CIDREE, which is to support educational developments across Europe through the co-production, sharing and dissemination of key comparative information, generated by effective collaborative working.



Sheila M. Stoney
Strategic Adviser, NFER
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List of abbreviations

ACCAC	Qualifications, Curriculum and Assessment Authority (Wales (now the Department for Children, Education, Lifelong Learning and Skills (DCELLS))
CCEA	Council for the Curriculum, Examinations and Assessment (Northern Ireland)
CDU	Curriculum Development Unit
CIDREE	Consortium of Institutions for Development and Research in Education in Europe
CSPE	Civic, Social and Political Education (Ireland)
DCELLS	Department for Children, Education, Lifelong Learning and Skills (Wales)
EDC/HRE	Education for Democratic Citizenship and Human Rights Education
GCSE	General Certificate of Secondary Education (England, Wales, and Northern Ireland)
IEA	International Association for Educational Achievement
INCA	International Review of Curriculum and Assessment Frameworks
INVALSI	Istituto nazionale per la valutazione del sistema educativo di istruzione e di formazione (National institute for the evaluation of educational systems in instruction and training)
LTS	Learning and Teaching Scotland
NCCA	National Council for Curriculum and Assessment (Ireland)
NFER	National Foundation for Educational Research (in England and Wales)
OFI	Institute for Educational Research and Development (Hungary)
PSE/PSHE	Personal Social Education (Wales)/Personal Social and Health Education (England)
QCA	Qualifications and Curriculum Authority (England)
SEED	Scottish Executive Education Department
SICI	Standing International Conference of Inspectorates
SLO	Institute for Curriculum Development (The Netherlands)
SQA	Scottish Qualifications Authority

Summary

Context and rationale

This project was undertaken collaboratively by NFER, with assistance from a number of CIDREE organisations in eight countries – England, Hungary, Ireland, Italy, the Netherlands, Northern Ireland, Scotland and Wales. There was also interest in the outcomes from other CIDREE members and supra-national organisations such as the Council of Europe (CoE) and the European Commission (EC). The project focus, on *pupil assessment in citizenship education*, was deliberately exploratory. It was chosen because of keen interest in the topic but recognition of a lack of literature and considerable gaps in knowledge about the purposes and current practices in different countries, as well as about the possibilities concerning future developments.

Aims and objectives

The overarching aim of the project was ‘to collect comparative information on current policies, purposes and practices in the participating countries and, in so doing, to move on thinking in this area within and across Europe, as well as with wider international audiences’. The project ran from 2005 to 2008.

The project began with three core questions.

1. Can you assess pupils in citizenship education?
2. (Assuming yes to Q.1) How can you assess pupils in citizenship education effectively?
3. What are the issues and challenges in developing pupil assessment in citizenship education?

Following discussion with participating countries, these three core questions were translated into four specific objectives for the project, namely to:

- a. explore the purposes of, and approaches to, pupil assessment in citizenship education*
- b. identify the different types of pupil assessment in citizenship education*
- c. highlight effective practices and strategies for assessing pupils’ learning and achievements in citizenship education*
- d. raise ongoing issues, challenges and possibilities in the development of effective practices in pupil assessment in citizenship education.*

Conclusions and learning points

Can you assess pupils in citizenship education?

The overwhelming answer to this question from the participants in this project was in the affirmative.

- Participants emphasised not only that you can assess pupils in citizenship education, indeed you should assess citizenship learning.
- All of the participating countries are undertaking some form of assessment of citizenship learning at some point between age 5 and 18 in the educational careers of their pupils.
- Policy plans for the future suggest that the assessment of pupils' learning in citizenship education will become more prevalent and widespread.

How can you assess pupils in citizenship education effectively?

To answer this question, the participants provided a wide range of examples of policies, approaches and practices in pupil assessment in citizenship education that are being used across the eight countries involved in this study. These policies, approaches and practices reveal the following.

- It is possible to assess pupil learning in citizenship education effectively if you have a clear strategy for such learning and assessment.
- There is no one way of assessing pupils' learning in citizenship education; rather, there is a range of ways, each of which is equally valid.
- It is easier to assess pupil learning in citizenship where that learning is delivered through discrete blocks. It is much more difficult to assess pupil learning where citizenship is delivered through cross-curricular approaches where the tendency is for a mixed learning approach, and where citizenship learning is transmitted through a range of subjects that have a number of competing assessment practices.

The project also shows that there is much greater clarity forming about the areas that are central to the assessment of citizenship education and their interaction. These areas are:

- age and educational stage of assessment
- purpose of assessment
- components of citizenship being assessed
- contexts or sites of citizenship assessment
- forms of assessment
- recognition and celebration of achievement

- assessment actors
- efficacy of assessment procedures.

What are the issues and challenges in developing pupil assessment in citizenship education?

It has become clear in conducting this project that pupil assessment in citizenship education is an area still very much under development. Policies, approaches and practices have moved on considerably during the three years of the project from 2005 to 2008. Forthcoming developments in participating countries over the next two years (that is, from 2008 to 2010) suggest that this progress will continue unabated. Though the project outcomes shed more light on approaches to pupil assessment in citizenship education within and across participating countries (and the factors that influence them), they also highlight the considerable challenges that remain to be tackled if a more effective assessment of pupil learning in citizenship is to be achieved. These challenges relate to six aspects:

- rationale and definition
- scope and scale
- consistency and progression
- training and development
- evaluation and review
- sharing and dissemination.

Taken together, the ‘How can we’ challenges under these six aspects provide a helpful route map for moving pupil assessment in citizenship education forward. They are a useful aide-mémoire to consider when discussing how to progress the effective assessment of pupil learning in citizenship, whether formulating teaching practice in individual classrooms or assessment policy in local, national and supra-national agencies.

Final comment

Current developments in pupil assessment more generally, particularly through Assessment FOR Learning (AfL), are creating exciting opportunities to assess not only the more traditional cognitive dimension (knowledge and understanding) of citizenship but also the active dimension (skills and behaviours) and affective dimension (values and attitudes). These moves herald the possibility to develop purposeful and effective assessment of pupil learning that is true to the aims and purposes of citizenship education. They also have the potential for pupil assessment in citizenship education to be comparable in its rigour and standards to that in other curriculum subjects and areas.

1 Introduction – framing the project

1.1 Setting the context and explaining the focus

Education for citizenship is an area of growing interest and activity for policy-makers, practitioners and researchers across Europe and much of the world. Over the past decade it has moved rapidly up the policy agenda for governments and supra-national agencies as the quickening pace of change in modern society has forced the traditional notion of citizenship to be revisited and revised. The relentless pace of change has begun to pose serious questions about the nature of identity, social and community cohesion and participation in modern society. It has raised questions, in particular, about the roles and responsibilities of citizens in civic and civil society and how best to prepare citizens for such roles and responsibilities. One of the consequences is that citizenship in the twenty-first century is increasingly being defined not just in relation to citizenship as a status (the traditional notion) but also crucially in relation to citizenship as an active practice (the revised notion).

At the same time, education is increasingly being viewed across countries as a vital change agent, actively providing children and young people with the necessary knowledge, understanding, skills, attitudes and behaviours they will need to make the most of the opportunities and challenges they will experience in their lifetime. This is manifested in the major educational reform programmes currently under way across many European countries and beyond. In these reforms, education is conceived as broad, holistic and flexible and more than just the traditional subject-based curriculum. It encompasses a wide range of learning and teaching approaches that make use of advances in technology and communications, take place in contexts in, and increasingly beyond, schools, and strive for increasing personalisation of learning and autonomy for learners as they progress in their education.

These trends have influenced approaches to citizenship education. As Maes (2005) noted in the CIDREE Yearbook *Different Faces of Citizenship*, education for democratic citizenship ‘is part of the drive to both modernise and broaden the curriculum and educational experiences of young people’ (p.7). Ongoing interest has resulted in a number of key developments in research, policy and practice in citizenship education, namely:

- reform or introduction of citizenship education programmes in many countries, often as part of a major policy and educational reform
- subsequent development of citizenship education policy and practice in educational institutions, particularly schools, often in partnership with local communities

- growth of a national and cross-national research and evidence base to support this area, and its increasing use by policy-makers, practitioners and researchers.

However, it has also been recognised that citizenship education remains an area under development. It is very much the ‘new kid on the curriculum block’ in terms of policy, practice and research, looking to make up ground in relation to what is known about longstanding curriculum subjects and areas, such as languages, mathematics, science and history. Citizenship education policies are still being formed and practices are evolving in a range of contexts (particularly schools). Crucially, evidence about the effectiveness and outcomes of citizenship education is still being collected and analysed. This is at the same time as ongoing discussion and debate about what the outcomes of citizenship are, and how they can be measured, recorded and reported.

The evolving research and evidence base for citizenship education, within and across countries, is rapidly filling in gaps in our knowledge and understanding of policies, practices, processes and outcomes. However, there is still much to be explored, worked through and understood. One of the key areas for further development is assessment in citizenship education, particularly the evaluation, recording and reporting of pupil outcomes. The Council of Europe’s *All-European Study on Education for Democratic Citizenship (EDC) Policies* (Birzea et al., 2004) identified as a significant challenge for EDC in Europe the need to ‘introduce a culture of and suitable measures for monitoring, quality assurance and evaluation’ including a rigorous system of pupil assessment. This was deemed vital in aiding greater self-evaluation, review and improvement in this area. Meanwhile, the Eurydice survey *Citizenship Education at School in Europe* (2005) directly asked the question ‘Are pupils assessed specifically in this area [citizenship education]? In other words, are their attainment, progress and skills in the area subject to measurement?’ (p.39). It concluded that:

Assessing pupil attainment in citizenship education and evaluating school provision for it seem to be two of the main challenges for the future. Indeed, the assessment of pupils is a difficult and complex issue. While assessing knowledge of theoretical issues related to citizenship education may be relatively easy, measuring achievement as regards its other two ‘non-theoretical’ aims – the adoption of positive civic attitudes and values and active participation or, in other words, the actual behaviour of pupils – is likely to be much harder.

(Eurydice, 2005, p.60)

This echoes the ‘near future’ challenges facing EDC across countries listed by Maes (2005), in the last CIDREE publication on this area, chief among which were ‘the difficult issue of evaluating the effect EDC has on pupils and society at large [and] criteria for good policy and practice’ (p.10). Not long after, participants at the INCA (International Review of Curriculum and Assessment Frameworks) International

Seminar on Active Citizenship, held in England in 2006, noted that ‘it is not particularly surprising that assessment currently lags behind other developments in citizenship education ... given that practice in this area is only just developing’ (Kerr and Nelson, 2006, p.34). This underlines the view in the literature that, to date, the emphasis in citizenship education has been on policy formation and curriculum implementation rather than classroom practice and pupil outcomes.

This gap in our knowledge and understanding explains why pupil assessment in citizenship education was chosen by NFER for the focus of an exploratory, cross-national project on this theme, in partnership with other CIDREE members.¹ The assessment, measurement and reporting of outcomes from citizenship education is also a growing theme of interest for policy-makers and practitioners in Europe. Keen interest in the topic was expressed by a range of European institutions at national and supra-national level. In the end, nine institutions that are part of the CIDREE network decided to participate. They represent eight countries, namely England (QCA and NFER), Hungary (OFI, formerly OKI), Ireland (NCCA), Italy (INVALSI), the Netherlands (SLO), Northern Ireland (CCEA), Scotland (LTS) and Wales (DCELLS, formerly ACCAC). CIDREE members from other European countries, though unable to take part, also expressed interest in the outcomes, as have supra-national agencies and, in particular the Council of Europe (CoE) and the European Commission (EC), and the Standing International Conference of Inspectorates (SICI).

What follows in this introduction seeks to establish the overall context for the project and to provide ‘frames of reference’ within which to view developments in citizenship education and in pupil assessment. This context and the frames of reference are important in three respects: in setting out the rationale for the project and its conduct; for comprehending the issues and challenges involved in pupil assessment in citizenship education; and for viewing and taking forward the outcomes and conclusions. Although the project focuses on pupil assessment in relation to citizenship education, it is evident that the purposes and practices of citizenship education assessment are also influenced by wider developments in assessment.

The project and this report should be seen as exploratory and as work in progress. This report raises as many questions as it provides pointers about how to approach pupil assessment in citizenship education and develop effective procedures and outcomes. What it looks to do, is to use existing and forthcoming developments within and across a number of European countries to shed light on emerging thinking and practice in pupil assessment in citizenship education, and to identify ongoing issues and challenges. It is hoped that the project and its outcomes will provide a springboard for participating countries, and others, to take pupil assessment in citizenship education forward at a number of levels – individual, classroom, school, local, national, regional, European and beyond. If this is achieved, it will repay the faith of those who backed the original

project concept and played an active part in making it happen. Though led by NFER, this project is very much a collaborative CIDREE effort.

1.2 Citizenship education in context: an overview

As already noted, the recent interest of policy-makers in citizenship education has been stimulated by the wider societal concern about how best to educate children and young people for the challenges of life in the twenty-first century, a century already marked by rapid change, new opportunities and fresh challenges, most notably the vagaries of the global economic market and the impact of climate change. Most countries now accept that the rapid pace of change is altering the traditional nature of the relationship between citizens and the state. It is throwing the spotlight on how the education system, and within that education for citizenship, can respond positively to three particular challenges from that altered relationship:

- changing nature of identity and belonging – this is linked to the dilution of the power of the nation-state as the traditional focal point for individual citizen identity, and the rise of increasing opportunities for people to belong to and identify with a range of communities simultaneously, at local, national and supra-national level (for example, European identity). This is what some have termed ‘cosmopolitan citizenship’ – the ability for people to have multiple identities and allegiances in modern society, depending on the particular context.
- pressures on social or community cohesion and civic responsibilities – this is associated with the rapid movement of peoples within and across national boundaries, often in search of work and a better life, and the tensions that this is causing at local and national level as cultures meet. It is also allied to the growth of an individualised, capitalist consumer society where the emphasis is on individual and personal responsibility for actions at the expense of collective, civic responsibility.
- declining levels of participation in civic and civil society – this is manifested in the falling levels of participation among younger age groups in society, particularly in relation to formal political and civic processes such as voting. It is taking place alongside the rise of new forms of participation, particularly in terms of social and consumer networking, made available by the spread of powerful information and communication technologies (ICT) such as the internet.

As a result of these challenges, citizenship and citizenship education have become hot topics for discussion and debate among political commentators, policy-makers and researchers. A strong thrust in the debates has been around the meaning, role and aims of citizenship education in the national curricula of public education systems, and of its

influence on the formation and development of children and young people as active, responsible and engaged citizens in modern democratic society.

Many countries across Europe have been involved in initiatives during the last decade to review, revise and strengthen citizenship education in their education systems. This has often been as part of major, ongoing educational reforms. It has seen some countries (such as England) introduce citizenship into the statutory school curriculum for the first time, while other countries (such as the Netherlands and Northern Ireland) have updated their citizenship programmes to meet better the changing contexts of modern society. Indeed, the policy response in many European countries to the altered relationship between citizens and the state has been to establish, as one of the key educational goals for the new century, the opportunity for pupils to develop the necessary knowledge understanding, skills, attitudes and values to become active, responsible and engaged throughout their lives in the many communities to which they belong (school, local, national, regional, European and global): education for citizenship is seen as having a crucial role in such provision and preparation.

Establishing and achieving this educational goal has caused countries to revise and reformulate their approaches to citizenship education. The first INCA thematic study on citizenship education (Kerr, 1999) identified a continuum of definitions and approaches to citizenship education from ‘minimal’ (traditional) to ‘maximal’ (revised).

- Minimal citizenship takes a narrow approach, usually through the teaching of ‘civics’ in content-led, knowledge-based fashion. It is centred upon imparting information about a country’s history and the structure and processes of its system of government in a largely teacher-led didactic fashion based in the classroom. The focus is primarily on citizenship as a status.
- Maximal citizenship adopts a broader interpretation, usually through citizenship education or active citizenship, with a more inclusive approach to learning. Knowledge and understanding are emphasised, but in tandem with the development of skills and attitudes so that pupils enhance their capacity to participate. There is a broad range of teaching and learning approaches, from the didactic to the participative, in a range of contexts both in and beyond the classroom that enable pupils to both learn about and experience citizenship. The focus is on both citizenship as a status and citizenship as an active process.

This continuum is useful in providing a frame of reference within which to categorise the definition and approach to citizenship education, particularly in the school curriculum, across the countries that participated in this project.

Recent developments in countries have seen an acceleration in this shift from ‘minimal’ to ‘maximal’ definitions of, and approaches to, citizenship education. As the second

INCA thematic study on citizenship education (Kerr and Nelson, 2006) highlighted, there has been a particular emphasis in policy developments on promoting ‘active citizenship’, and on policies that seek to provide opportunities for pupils to put their citizenship learning into action and so enhance the learning outcomes, for example, through participation and pupil voice initiatives.

One consequence of this shift in definition and approach is the emergence of a notion of citizenship and citizenship education that is:

- more complex than traditional notions
- harder to frame in policy terms (for example, to turn into educational aims, goals and curriculum programmes)
- more difficult to translate into effective practices, particularly in and beyond schools
- more challenging to determine what outcomes are desired and viable, particularly for pupils
- more difficult to decide how the outcomes should be actioned, recorded and reported.

The results from the 2006 INCA review of citizenship education policy documents in 14 countries are useful in highlighting how this complexity and challenge is being worked out in policy reform. The review found that policy documents in all countries contained three interrelated elements, although the elements played out differently in each national context. These three elements are:

- citizenship concepts
- citizenship components
- citizenship contexts.

Citizenship concepts – in identifying the elements of an education for citizenship, many countries started from the perspective of outlining a number of core underlying concepts. These can be further broken down into three categories (Bron, 2005): core values (such as human rights and social responsibility); values with a legal basis (including democracy, law and freedom); and human values (such as tolerance and empathy).

Citizenship components – in helping pupils to develop an awareness and understanding of these concepts, many countries place an emphasis on pupils developing positive: values and dispositions (directly linked to the core concepts and values identified above); skills and competencies (for example, skills of enquiry, communication, participation and responsible action); knowledge and understanding (of the role of law, parliamentary democracy and government, economy and society, and the environment,

for example); and, creativity and enterprise (helping young people and teachers to be ambitious and outward looking in their goals for learning and life).

Citizenship contexts – these are places where pupils have opportunities to learn about and experience citizenship concepts and components. There are four main contexts: curriculum (including formal, taught lessons); cross-curricular/extracurricular (including thematic days and ‘off timetable’ events); school community (including pupil involvement in decision making through school councils and similar participatory structures); and, wider community (including links between schools and outside communities at local, national, European and international levels).

The citizenship concepts, components and contexts are interrelated in that the citizenship concepts are expressed through the citizenship components and both are then delivered, learnt and experienced by pupils through the citizenship contexts. The two figures below show how this interaction works in practice.

Figure 1.1 Education for citizenship – concepts and components

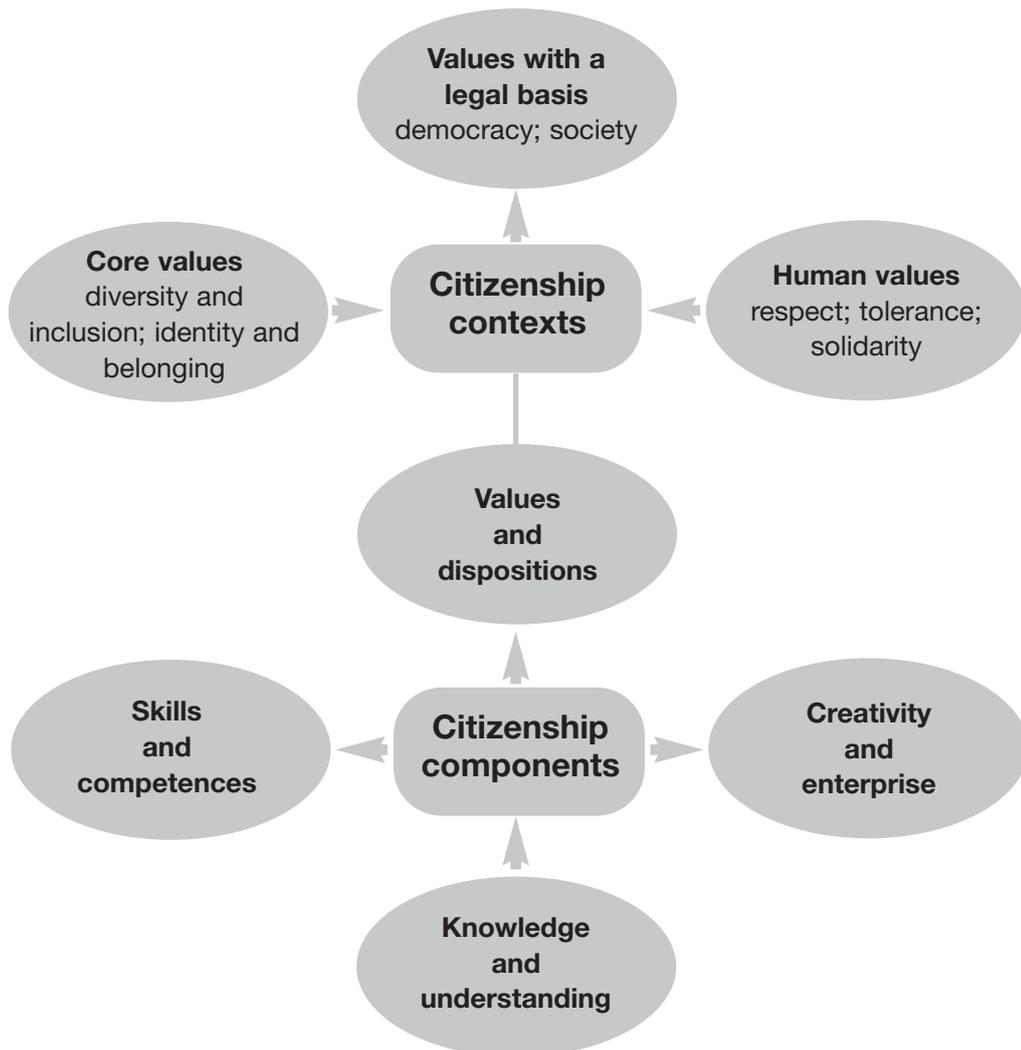
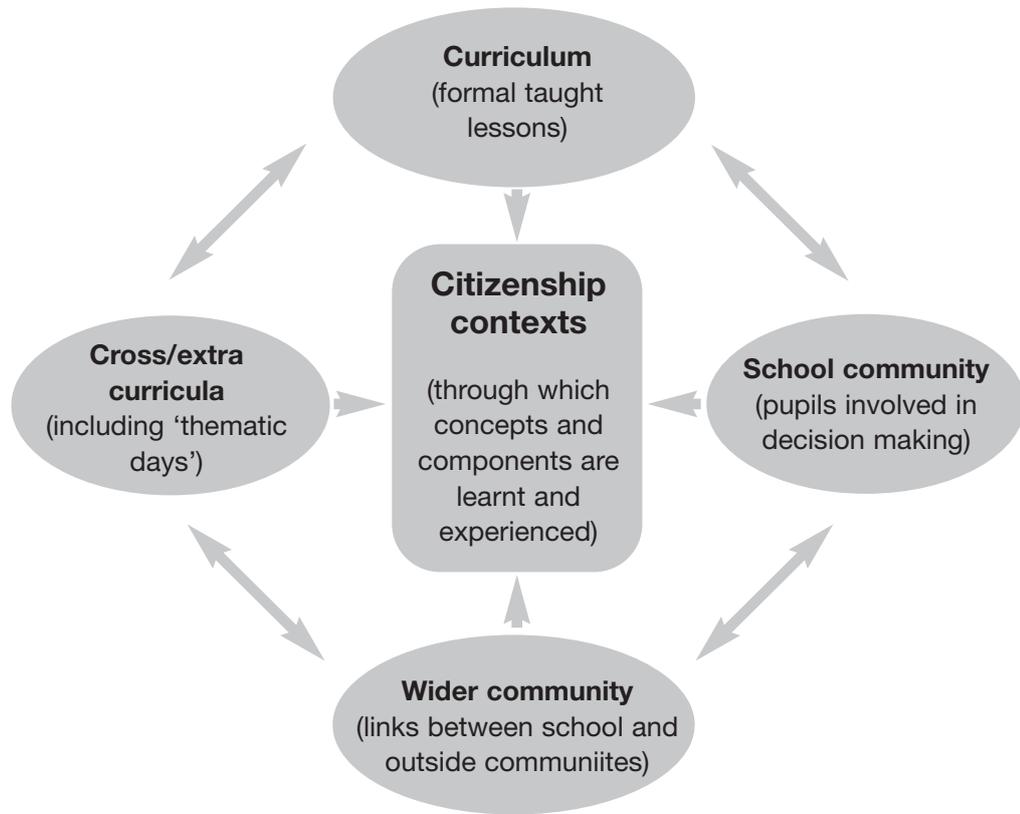


Figure 1.2 Education for citizenship – contexts



Taken together, the notion of citizenship concepts, components and contexts, and how they interact in practice, deepens the frame of reference for considering how countries involved in this project set out the aims, purposes and practices of citizenship education.

It should also be remembered, in a cross-national project, that interest in citizenship education has not been confined solely to national level. A number of supra-national organisations and agencies in Europe, and beyond, have formulated projects, studies and initiatives in the area. For example, the Council of Europe launched its flagship Education for Democratic Citizenship (EDC) project in 1997 to strengthen EDC in all countries in Europe. The successful progress of the project led the Council to designate 2005 as the European Year of Citizenship through Education (Birzea *et al.*, 2004). In its current phase, the project has broadened to encompass human rights alongside democracy, becoming the Education for Democratic Citizenship and Human Rights Education (EDC/HRE) project. The European Union has also taken an increased interest in active citizenship and, in particular, on developing indicators to measure the outcomes of citizenship learning and activities (Hoskins, 2006; Hoskins *et al.*, 2006; 2008).

Meanwhile, the International Association for Educational Achievement (IEA) has built on the success of its international, comparative study on Civic Education in 1999 (CIVED) and initiated a follow-up study, the International Civic and Citizenship Education Study (ICCS) (Torney-Purta *et al.*, 1999 and 2001; Steiner-Khamsi *et al.*, 2003). Like its predecessor, ICCS will gauge how well young people are prepared for their roles and responsibilities as citizens in their schools and communities. A new component is the creation of regional modules that pick up on civic and citizenship issues that are specific to a region. There will be European, Latin American and Asian regional modules in the ICCS study (IEA, 2008). The study has already attracted almost 40 participating countries, a sizeable number of which are European (as in CIVED).² For its part, the NFER has been involved in groundbreaking research in citizenship education since the mid-1990s at the national, European and international level (Kerr, 1999; 2004; Kerr *et al.*, 2002; 2003; 2004; 2007; Kerr and Cleaver, 2004; Cleaver *et al.*, 2005; Kerr and Nelson, 2006; Benton *et al.*, 2008).

Nonetheless, despite all this interest and activity over the past decade, there are a number of areas where citizenship education policies and practices are still under development and further research and evaluation are required. Chief amongst these is the area of outcomes and, in particular, that of pupil assessment in citizenship education.

1.3 Developments in pupil assessment: an overview

The assessment of citizenship learning does not take place in a vacuum, but is influenced by broader, ongoing developments in education and in pupil assessment. It is bound up, in particular, with national frameworks for education and assessment, which, in turn, are influenced by current international trends in education and assessment, monitoring and evaluation. There have been considerable developments in the purpose, scale, nature and reach of pupil assessment in the past decade. This is, in part, associated with the wider more holistic view of education that is driving large-scale educational reforms in many European countries. This view of education gives more emphasis to the ‘personalisation’ or ‘personalising’ of learning for pupils and their increased autonomy as they progress in their education. It also places greater store on the role of assessment and measurement in driving up educational standards at all levels, from the individual pupil and classroom up to national and international levels. There is not much point in reforming educational aims, goals and curriculum so that they are fit for the twenty-first century if you do not also reform pupil assessment systems at the same time. Current educational reforms, therefore, emphasise the need for constant monitoring of pupil progress, alongside regular teacher assessment, and all linked closely to national and international standards or expectations, so as to ensure that assessment helps to improve the quality of teaching and learning across education.

The advances in pupil assessment are also a consequence of growing expertise and sophistication in what can be assessed, how it can be assessed, and how the outcomes can be shared. This expertise has grown at classroom, school, national and international level, particularly in relation to pupil assessment practices in the ‘core’ subjects such as languages, mathematics, science and literacy. Interestingly, there has been less development in pupil assessment in other subjects and areas, such as history and citizenship education. Although, within Europe, assessment procedures and practices vary widely within and across countries, three common trends are apparent over the past decade. These set the frame of reference for pupil attainment in this project. Accordingly, each of them is explored, in turn.

The **first trend** has seen a move towards placing more emphasis on assessment of pupil outcomes at fixed points in time, and on being able to measure these outcomes statistically, comparatively and over time. As part of this, there has been a move towards more formative testing and more monitoring of in-school evaluation procedures. This movement is termed ‘assessment OF learning’ (AoL) and is concerned with summative assessment – assessing at an end point (module year, transition point and so on...). In many countries, including those that participated in this project, it involves judging pupils’ performance at particular points in time against national standards or levels/targets of attainment. The evidence used to judge pupils at particular points can be collected through a variety of means. These include: the use of national tests or assessment tasks; teachers selecting samples of each pupil’s work and assessing them against nationally agreed standards; and a mixture of tests/tasks and teacher assessment. AoL is prevalent in many countries in what are termed the ‘core’ subjects (languages, mathematics and science and literacy). In some countries, ICT (information and communications technologies) has been added to this list.

In many countries, a repository of national tests and assessment tasks, at different ages, that schools and teachers can access and use has been built up over time. There has also been an emphasis on whole-scale training of schools and teachers to ensure that they make best use of the national tests and assessment tasks, as well as to secure comparability in the standards of teacher assessment. The outcomes of this approach are used for a variety of ends. They include providing evidence that: goes in pupil records; is included in reports to parents; is used to measure how well pupils in a school are doing against those in other schools; is employed to measure progress on standards at a national and/or international level; and can be used to measure pupil progress on standards over time.

The **second trend** has seen an increased emphasis in many countries on ongoing self-assessment of pupil learning. This movement is termed ‘assessment FOR learning’ (AfL) and its main concern is with formative assessment – assessment at any time and/or all the time. Its primary purpose is to provide pupils with qualitative feedback

on their progress in order to improve their learning and achievement. It is linked to attempts to turn the policy promises of the personalising of learning and the increasing autonomy of the learner into reality. AfL has been described as

the process of seeking and interpreting evidence for use by learners and their teachers to decide where the learners are in their learning, where they need to go and how best to get there.

(Assessment Reform Group, 2002)

The Assessment Reform Group, in England, has established ‘10 Principles’ for AfL. These are that it:

- is part of effective planning
- focuses on how pupils learn
- is central to classroom practice
- is a key professional skill
- is sensitive and constructive
- fosters motivation
- promotes understanding of goals and criteria
- helps learners know how to improve
- develops the capacity for peer and self-assessment
- recognises all educational achievement.

The qualitative feedback to pupils can be carried out by teachers and schools, as well as by pupils themselves, either personally or in collaboration with other pupils, what is termed peer evaluation. The main purpose of AfL is to raise pupils’ achievement. It is based on the premise that pupils will work harder and improve more if they understand the aim of their learning, where they are in relation to this aim and how they can better achieve it.

AfL is an ongoing process that involves pupils in their own learning. The process is rapidly developing in many countries, beginning in the ‘core’ subjects and spreading to others. There have been considerable efforts in many countries to train teachers and pupils in the principles and practices, and to offer ‘hands-on’ support and further training once AfL has become operational in schools. Some countries have built the process and practice into national strategies for education in schools and are spreading it to other education institutions. The outcomes are used primarily to help and encourage pupils in their learning and to teach them how they can monitor and assess their own progress. The outcomes can also be useful for teachers in sharing goals and assessment criteria with pupils and revealing areas where pupils need to improve and where teachers need to target their teaching.

Finally, the **third trend** has witnessed a marked increase in the number, frequency and importance of international assessment exercises that compare pupils' educational outcomes within and across countries and, increasingly, over time. Among the most prominent of these exercises are:

- OECD Programme for International Pupil Assessment (PISA)
- IEA Third International Maths and Science Study (TIMSS)
- IEA Progress in International Reading Literacy Study (PIRLS)
- IEA International Civic and Citizenship Education Study (ICCS).

These exercises are a larger-scale version of AoL in that they are international, multi-country and comparative. The assessments are not tied to particular national or country curricula, but rather seek to test and measure pupils' basic knowledge and understanding, skills development and attitudes in designated subjects or areas. These subjects or areas tend to be those deemed to be 'core': that is, those at the heart of the curriculum and of teaching and learning, such as reading (PISA), literacy (PIRLS), and mathematics and science (TIMSS). The new IEA International Civic and Citizenship Education Study (ICCS) goes against the grain in this respect in focusing on civic and citizenship education, which is not viewed as part of the core curriculum in many countries.

These international assessment exercises began as 'one-offs', but increasingly are being repeated at regular intervals, as evidenced by the third study of maths and science (TIMSS). As a result, they are developing the capacity to measure trends in achievement over time in particular subjects and areas, both within and across countries. The outcomes of these exercises are increasingly important for politicians and policy-makers at national level and also within supra-national organisations such as the OECD, IEA and the United Nations. They are being used to frame curriculum reforms in many countries as well as guiding changes to teaching, learning and assessment approaches.

These three trends in pupil assessment differ in their aims, methods, scale and outcomes. However, in practice, it is not a question of choosing one over the other, rather they are interrelated and parallel processes. The better the process of ongoing assessment in a subject, the more pupils and teachers are able to prepare for fixed-point assessment in that subject against national and/or international standards. Indeed, in many countries the three trends coexist, particularly in the 'core' subjects. The Assessment for Learning Strategy in England describes how this coexistence works in practice by detailing how, what it terms, 'linked aspects of assessment', can consistently be applied across curriculum subjects and age phases. There are three linked aspects: day-to-day assessment; periodic assessment; and transitional assessment. Table 1.1 below shows their key features and how they blend.

Table 1.1 The coexistence of Assessment of learning (AoL) with Assessment for learning (AfL)

Aspect	Key features
Day-to-day assessment	<ul style="list-style-type: none"> • Learning objectives are made explicit and shared with pupils. • Peer and self-assessment is used. • Pupils are engaged in their learning and receive immediate feedback on their progress.
Periodic assessment	<ul style="list-style-type: none"> • A broader view of progress is provided across a subject for teacher and learner. • National standards are used in the classroom. • Improvements are made to medium-term curriculum planning.
Transitional assessment	<ul style="list-style-type: none"> • Pupils receive formal recognition of their achievements. • Achievement is reported to parents/carers and the next teacher(s). • External tests or tasks may be used.

Source: Personalised Learning – A Practical Guide (DCSF, 2008)

Together, these three trends provide a useful frame of reference for considering pupil assessment and how countries involved in the project are approaching this area. This should be set alongside the frame of reference for viewing citizenship education as described in Section 1.2 above.

1.4 Project context, rationale and focus

This project builds upon existing work carried out by the NFER in citizenship education, by sharing and disseminating information about assessment, recording and reporting with colleagues in other European countries. It also takes advantage of the unique position of fellow CIDREE members in their respective education systems. CIDREE members are often positioned close to educational policy formation and development and at the interface between curriculum development, educational practice and research and evaluation. Such positioning provides an opportunity for CIDREE members to present current developments in which they are involved, as well as those that are forthcoming, and to compare and reflect on them within and across countries. It is a strong and valuable perspective that has the potential to move forward policy, practice and research and evaluation.

Working with research and development organisations which are part of CIDREE, the project explored in relation to eight countries – England, Hungary, Ireland, Italy, the

Netherlands, Northern Ireland, Scotland and Wales – the purposes of pupil assessment in citizenship education; the practices under development and seen as effective; and the possibilities for where pupil assessment in citizenship education may go in the future.

1.5 Report structure

The report is divided into six chapters. Following this introduction to the project (Chapter 1), Chapter 2 describes the aims, methodology and working practices of the project, as well as the framework that guided the comparative analysis. Chapter 3 presents a brief overview of current policy and practice in citizenship education, including pupil assessment procedures, in each of the participating countries. It also outlines any planned changes in countries that will, in the near future, impact on current approaches. Chapter 4 uses the project framework to highlight the common themes and trends in citizenship education pupil assessment policy within and across the participating countries. Chapter 5 addresses the issues and challenges raised by participating countries and institutions in assessing citizenship education. It also looks forward to forthcoming developments in citizenship education and assessment. The final chapter, Chapter 6, draws out the main conclusions from the project, sums up the key ‘How can we’ challenges relating to pupil assessment in citizenship education and highlights possible areas for further development and research. The report also includes a number of supporting appendices, including references, further useful sources of information and some assessment exemplars.

Notes

1. CIDREE is the Consortium of Institutions for Development and Research in Education in Europe. It was set up in 1990 to establish closer working relationships among European educational systems.
2. Direct links to papers and publications relating both to ICCS as well as to the earlier IEA CIVED Study can be accessed at <http://iccs.acer.edu.au/index.php?page=home>.

2 Project aims, design and methodology

2.1 Project aims

As was underlined in Chapter 1, pupil assessment, recording and reporting in citizenship education is still a nascent area of policy, practice and research. Given this, the overarching aim of this project was to collect information on current policies, purposes and practices in pupil assessment in citizenship education in the participating countries, to carry out comparative analysis, and to use these findings to stimulate further thinking in this area in Europe and internationally.

The project began with three core questions.

1. Can you assess pupils in citizenship education?
2. (Assuming yes to Q.1) How can you assess pupils in citizenship education effectively?
3. What are the issues and challenges in developing pupil assessment in citizenship education?

Following discussion with participating countries, these three core questions were translated into four specific objectives. These objectives guided the conduct of the project and were to:

- a. explore the purposes of, and approaches to, pupil assessment in citizenship education
- b. identify the different types of pupil assessment in citizenship education
- c. highlight effective practices and strategies for assessing pupils' learning and achievements in citizenship education
- d. raise ongoing issues, challenges and possibilities in the development of effective practices in pupil assessment in citizenship education.

These objectives were achieved through a mixture of face-to-face discussion with country experts, comparative analysis of expert data and policy documents from the participating countries and email correspondence and follow-up with country experts. The parameters and methods of this discussion, comparison and follow-up are described below.

2.2 Project parameters: what counts as citizenship education and assessment for citizenship learning?

One of the principal challenges for comparative research in this area is the diversity of terms used to describe ‘citizenship education’ and varied means of educating for citizenship in schools. Both in practice and in research, this concept is variously described as:

- civic or civics education
- citizenship education
- citizenship studies
- education for citizenship
- education for democratic citizenship
- social studies
- social and political sciences.

Alternatively, citizenship is transmitted through other curricular areas which are seen to be compatible with or equivalent to citizenship education. These equivalent subjects include history; personal, social and health education (PSHE); geography; and/or environmental studies.

This project focused on the curricular area in which citizenship was delivered, regardless of the way in which it was named. The project thus includes material from civics education programmes, social and political science programmes, history education, and other subject areas where citizenship learning features. For ease of reference, however, the report uses the all-encompassing terms ‘citizenship learning’ and ‘citizenship and equivalent subjects’.

However, it should be noted that the project team did not examine the specific subject areas or themes that are taught or assessed as part of citizenship learning. An analysis of this nature was beyond the scope of the project because of the extensive range and diversity of topics that are covered in citizenship in different countries.

2.3 Project design, methodology and conduct

The findings were drawn primarily from policy data and documents received from the eight CIDREE countries that participated in the project, namely: England, Hungary, Ireland, Italy, the Netherlands, Northern Ireland, Scotland and Wales. This data and documents were collected, analysed and reported in four interrelated project phases. These phases involved a mixture of face-to-face meetings with country experts, follow-

up email correspondence and document sharing, and web searches for supplementary data sources. Each phase is described briefly, in turn.

The first project phase was based on an expert meeting which was held in Slough, England, in June 2005 and facilitated by NFER. Each participating CIDREE organisation sent an expert to the meeting, which began with a discussion of the three broad questions for the project, particularly the first: ‘Can you assess pupils in citizenship education?’ It then moved on to the ‘How to assess?’ question with the representatives from each of the participating countries presenting an overview of the:

- aims and purposes of citizenship education in their country; and
- range of approaches to pupil assessment in citizenship education.

It was further agreed that the ‘What are the issues and challenges?’ question should be carried over to a follow-up expert meeting. Participants also agreed to send NFER researchers one or more concrete examples of documented practice in relation to pupil assessment in citizenship education in their country. The presentations and discussions were written up and analysed by the NFER, who then drafted a framework for comparison of assessment in citizenship.

The second project phase was conducted around a second expert meeting. This took place in February 2006 in Datchet, England, close to NFER. At the meeting, participants reviewed and finalised the initial NFER draft comparative framework for the project (see Table 2.1) and agreed the four specific project objectives.

Participants also discussed the range of purposes and practices of pupil assessment in citizenship education and the issues and challenges inherent in such practices. The meeting concluded with a discussion of the potential ways of continuing and extending the work of the group beyond the face-to-face meetings. It was decided that the experts would continue to work in partnership with NFER but from a distance, using electronic means to comment on draft reports, flag up and send ongoing practices in pupil assessment in their country and provide policy updates. Experts continued to send NFER researchers data and information throughout 2006 and 2007 on ongoing policy reform in this area. NFER researchers also supplemented this data and information with other relevant sources and literature from web searches.

The third project phase, from 2007 to mid-2008, involved the drafting and revision of the project report. Following the expert meetings, NFER researchers, using the data and documents received from participants and from supplementary sources, drafted a report that compiled, compared and contrasted current policy and practice in each of the participating countries. In mid-2008 this draft report was sent to the experts for

Table 2.1 Final framework for comparative analysis of pupil assessment

Variable	Indicator
<p>Age and educational stage of assessment At what age and educational stage is assessment taking place?</p>	Age: Pupils at any age between 3 and 19 Educational stage: primary; lower secondary and upper secondary levels; at different key stages (e.g. 1–5)
<p>Purpose of assessment What is the purpose of pupil assessment in citizenship education?</p>	Stated assessment aims in syllabus and/or government policy
<p>Components of citizenship being assessed What aspects of citizenship are assessed through these procedures?</p>	May include: <ul style="list-style-type: none"> • skills • values • competences • knowledge and understanding • behaviour • attitudes
<p>Contexts or sites of citizenship assessment Where does assessment of citizenship learning take place?</p>	May include: <ul style="list-style-type: none"> • classroom • discrete subject area • cross-curricular • whole school • wider community
<p>Forms of assessment Which type of assessment is taking place?</p>	May include: <ul style="list-style-type: none"> • internal • external • summative, and/or • formative
<p>Recognition and celebration of achievement How is achievement in citizenship education being recognised and celebrated?</p>	May include: <ul style="list-style-type: none"> • certification • ceremonies • school, local or national awards • reports to school, parents or media
<p>Assessment actors Which actors perform the assessment?</p>	May include: <ul style="list-style-type: none"> • teachers • peers • community representatives • qualifications agency and official examiners
<p>Efficacy of assessment procedures Is the efficacy of the assessment procedures evaluated?</p>	By whom and for what ends?
<p>Status of policy Are reforms planned in the near future?</p>	In the two years following data collection/publication of the report?

comment and revision. They were asked, in particular, to provide any missing or additional data that should be included in the report, including details of any developments in the assessment of citizenship education that had taken place during the academic/school year 2007–08, or were planned for the near future (up to and including 2010). The fourth and last phase of the project, in the last quarter of 2008, saw the revision of the draft report, using the further data and comments from the experts, to produce a final report. This was then sent to experts for final review and comment, including notification of any current and forthcoming developments in citizenship education and in pupil assessment in their countries.

Along the way, NFER researchers also examined various official policy documents and papers relevant to both ongoing policy reform and the assessment of citizenship education in order to supplement this data received from the expert group, and to ensure up-to-date information was included in the final report. Although every effort was made to check and validate the information included in this report and to ensure its immediacy and relevance, NFER researchers were ultimately reliant on the expertise and contributions of the expert group. As a consequence, some of the data in this report is more complete for some countries than others, meaning that comprehensive comparisons were not always possible across all countries.

Moreover, it should be remembered that reform in this area is ongoing and policy and practice is changing rapidly. Indeed, in autumn 2008, as this report was being finalised, the Italian government announced its intention to introduce a new subject ('Citizenship and Constitutional Studies') for all pupils aged 6–19. Meanwhile, in England a new National Curriculum for 11–16 year-olds was introduced in schools from September 2008, with considerable revisions to the citizenship curriculum, and national testing for 14 year-olds in the core subjects was suddenly and swiftly scrapped.

However, while the resultant analysis is not exhaustive, this report nonetheless includes all available data received during the course of the project, and in so doing, provides significant insight into current and evolving policy towards pupil assessment in citizenship education in the participating countries. The emerging key issues and conclusions have resonance not just for the participating countries or for other European countries, but for all contexts where citizenship education is being reformed, revised and developed.

The results of the comparison analysis are presented and discussed in Chapter 4. However, in order to contextualise these results, Chapter 3 first provides a brief overview of current and forthcoming policy and practice in citizenship education curricula and assessment in each of the participating countries.

3 Citizenship education in CIDREE countries: an overview of current curricula and assessment policy

This chapter presents brief summaries of current curricula and assessment policies towards citizenship learning in each of the participating CIDREE countries (that is, during the lifetime of the project from 2005 to 2008). There is also relevant information where these policies are set to change in the near future. This approach provides an overview of developments in each country, and allows us to consider the policies and emerging practices in each country on a case-by-case basis. The individual country case studies are based on multiple data sources:

- expert contributions to the two project meetings which took place in 2005 and 2006
- policy documents on citizenship education from each of the participating countries, received from the expert group in 2007 and 2008, and
- secondary data such as the 2005 EURYDICE report on *Citizenship Education in Schools* (Eurydice, 2005). Also helpful were the INCA summary profiles of each case, and the Council of Europe website dedicated to Education for Democratic Citizenship, which includes details of EDC/HRE policies and practices in many Europe countries (see www.coe.int/t/dg4/education/edc).

Combined, these sources enabled us to develop an overarching picture of the citizenship learning methods and associated assessment techniques in the participating countries, including their origins and ongoing evolution.

3.1 England

Citizenship education and the policy process

The last ten years has seen considerable policy reform in citizenship education in England in an effort to strengthen citizenship learning at primary and secondary level, and in post-16 education and training. The major reform has been the introduction at secondary level of citizenship as a new statutory subject for all 11–16 year-olds, in the National Curriculum, from September 2002. Pupils are taught citizenship for, on average, one curriculum period (around 50 minutes) per week. It is the first time that citizenship education has been formally included in the school curriculum in England.

The introduction of citizenship into the curriculum followed the work of the Advisory Group on Education for Citizenship and the Teaching of Democracy in Schools chaired

by Professor (now Sir) Bernard Crick. The Crick Group (as it is more commonly known) was asked to set out the aims and purposes of citizenship education and a framework for how it could be successfully delivered, within and outside schools. It defined ‘effective education for citizenship’ as comprising three separate but interrelated strands (Advisory Group, 1998, pp. 11–13) namely:

- social and moral responsibility
- community involvement
- political literacy: ‘pupils learning about, and how to make themselves effective in, public life through knowledge, skills and values’.

The Crick Group’s final report contained a bold statement that the central aim of strengthening citizenship education is to effect:

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[...]

(Advisory Group, 1998, p.7)

The Group’s report was accepted and, following the revision of the National Curriculum, the historic decision was taken to introduce citizenship education as an explicit part of the school curriculum from September 2002 (QCA, 1999). Citizenship is now part of a non-statutory framework for personal, social and health education (PSHE) and citizenship at primary level for pupils aged 5–11 and a new statutory foundation subject at secondary level for pupils aged 11–16.

The citizenship programme of study at secondary level has three interrelated elements:

- knowledge and understanding about becoming informed citizens
- developing skills of enquiry and approach
- developing skills of participation and responsible action.

The programme differs from those in other National Curriculum subjects in being deliberately ‘light touch’. It sets out a ‘barebones’ but rigorous framework for what is to be taught and learnt in citizenship education, but then leaves it to the professional judgement of those in schools – leaders, coordinators and teachers – working in partnership with local communities, to decide how best to approach the framework. There are also opportunities for pupils to participate in the life of the school through formal structures such as school councils, and informal means such as clubs and pupil voice initiatives.

The education policy process has moved on considerably since 2002. It has been marked by a fresh emphasis on getting people (including pupils) influencing and informing the decisions that are taken in relation to the institutions (such as schools) in the communities in which they live. The launch of the Children Act (England and Wales, Statutes, 2004), in particular, sought to put children and families at the heart of policy, with services built around those who use them (such as pupils) rather than those who deliver them. This push is mirrored in policy for citizenship education which, since 2002, has widened beyond schools to encompass other education and training phases. For example, following the second Crick report (FEFC, 2000) a series of pilot development projects was started in 2001 to explore what an entitlement to citizenship education might look like in 16–19 education and training. A 16–19 citizenship programme, which offers a variety of approaches to citizenship, from formal examination courses to work-based placements, is now being rolled out nationally across schools, colleges and work-based training.

The past few years have seen a shift in policy for citizenship education to make more explicit its contribution to civil renewal and community cohesion. This contribution has been set out in a series of policy documents, most notably the *Diversity and Citizenship: Curriculum Review* (DfES, 2007; Maylor *et al.*, 2007); *Our Shared Future*, the report of the Commission on Integration and Cohesion (2007); and *Guidance [for schools] on the Duty to Promote Community Cohesion* (DCSF, 2007). The connection between citizenship education, diversity and community cohesion has recently been formalised in the new National Curriculum for schools being introduced from September 2008.

This new curriculum has three overarching aims, one of which is that it should enable all young people to become ‘responsible citizens who make a positive contribution to society’ (QCA, 2007a). The original citizenship programme of study has been considerably revised (QCA, 2007b). The main revisions are a greater emphasis on the development of concepts such as democracy and justice and rights and responsibilities and, more significantly, the addition of a new strand entitled *Identities and diversity: living together in the UK*, which involves pupils:

- appreciating that identities are complex, can change over time and are informed by different understandings of what it means to be a citizen in the UK
- exploring the diverse national, regional, ethnic and religious cultures, groups and communities in the UK and the connections between them
- considering the interconnections between the UK and the rest of Europe and the wider world
- exploring community cohesion and the different forces that bring about change in communities over time. (QCA, 2007b)

It is this latter strand which considerably alters the focus of the citizenship curriculum and makes explicit its role in educating for community cohesion as recommended by the *Diversity and Citizenship: Curriculum Review* (DfES, 2007). Quite how schools will respond to this revised focus in the citizenship learning they provide for pupils remains to be seen.

Assessment procedures for citizenship education

At primary level (that is, between the ages of 5 and 11), citizenship is non-statutory and, as a result, there are no statutory requirements for end of key stage assessment (at ages 7 and 11). However, schools are required to keep records of the progress of all pupils and report this to parents, citizenship included. It is up to schools to decide what form this reporting should take. At secondary level assessment procedures are considerably different because citizenship education is statutory for ages 11–16. Schools are therefore required to: keep a record of each pupil's progress and achievement in citizenship education at key stages 3 and 4 (pupils age 11–16); include citizenship education in annual reports to parents in key stages 3 and 4; and, assess each pupil's attainment in citizenship education at the end of key stage 3 (when pupils are age 14). There is no statutory requirement for schools to assess pupils' progress at the end of key stage 4, when pupils are age 16, but some schools use the GCSE (General Certificate of Secondary Education) short course in Citizenship Studies as a means to teach and assess citizenship at this stage. The GCSE short course is assessed through a mixture of coursework and final examination, available via examination boards and accredited by QCA (Qualifications and Curriculum Authority). The GCSE short course in Citizenship Studies has already been taken by over 300,000 pupils since its introduction.

Attainment in citizenship in secondary schools is assessed against the attainment target for citizenship education. This consists of end of key stage descriptions for key stage 3 and key stage 4 of the type and range of performance that pupils should demonstrate at the end of the key stage, having being taught the relevant citizenship programme of study. Because citizenship is a foundation subject in the National Curriculum, teachers and schools are expected to set standards for assessment that are comparable with other subjects in the curriculum, such as languages, science and history. QCA recommends that attainment in citizenship be graded in terms of whether pupils are 'working towards', 'working at' or 'working beyond' the level prescribed in the end of key stage descriptors.

The new National Curriculum for citizenship, introduced in September 2008, has new arrangements for assessing pupil attainment. The descriptors at the end of key stage 3 (pupils age of around 14) for the attainment target for citizenship have been replaced by a series of level descriptors – levels 1 to 8 and exceptional performance (see Appendix A.7). Schools assess each pupil's attainment at age 14 using a range of

evidence to decide which level description is the best fit. The first statutory teacher assessment using level descriptions will take place in the summer of 2011. The levels provide a climbing frame for progression and it is intended that they will help to promote consistency in teacher assessment.

In 16–19 education and training, assessment practices generally fit the purposes of the citizenship courses and experiences being pursued by young people. Practices vary from coursework and examinations associated with formal AS and A level examinations (usually taken at around age 17 and 18 respectively), to portfolios of evidence collected by those on work-based training programmes.

Generally, schools and teachers are encouraged to adopt a range of practices in relation to pupil assessment in citizenship education that blend formative and summative approaches. The formative approaches relate to practices in Assessment FOR learning (AfL) and the summative to practices in Assessment OF learning (AoL). Both approaches make use of a wide range of evidence to inform assessment, including evidence from written work, discussion and debate, presentations, self-assessment and peer assessment and research projects.

3.2 Hungary

Citizenship in the National Core Curriculum

Education in Hungary is guided by a National Core Curriculum (NCC) which provides broad ‘curriculum frameworks’ for each subject and educational level. Citizenship is not a discrete subject but a cross-curricular theme. The NCC emphasises the importance of developing key competences, including social and civic competences. The NCC also stipulates that citizenship-related issues should be covered during the following stages:

- years 5 and 8, when pupils are age 10–14. At this stage, the focus of citizenship learning is primarily on history and citizenship/civic knowledge.
- years 9–12, when pupils are age 14–18. At this stage, citizenship can be delivered through one or all of the following courses: ‘Ethics and the Study of Man’, ‘Social Studies’ and ‘the Study of Man and Social Studies’.
- years 1–12, when public schools transmit the cross-curricular theme of ‘Man and Society’. This theme tends to be discussed in the context of history, social studies, and/or human studies.

However, the NCC does not specify subject content. Furthermore, little or no guidance is provided on how to implement civic education in Hungarian schools. This means that the form and content of citizenship learning can vary widely across schools.

Provision in this area has been further complicated in recent years by the introduction of new national assessment procedures for completion of upper secondary-level education in 2005. These new procedures have resulted in the introduction of a complex new exam subject called 'Human and Social Studies, Ethics'. As a result of these reforms, many schools have 'absorbed' social studies and 'Ethics and the Study of Man' into their history education programme. One consequence of this shift is that:

[...] there is great confusion within the school system concerning civic education and training. In essence, it is left up to schools and school directors whether they deal with this issue, and to what extent.

(Falus and Jakab, 2006 expert paper)

However, reform in this area is ongoing, and the Hungarian Institute for Educational Research and Development (OFI, formerly OKI), has launched a project for developing teaching materials for Human and Social Studies. Meanwhile, there are changes from September 2008 in how citizenship education is to be approached in years 5–6 (pupils age 10–12). Special emphasis is now to be placed on ensuring that pupils develop competences rather than just knowledge. In addition, citizenship issues are also now addressed via a new subject called 'Our Everyday Life'.

Assessment procedures for citizenship learning in education

As citizenship is a cross-curricular theme, and its mode of delivery and assessment is decided at school level, it is difficult to summarise how citizenship learning is evaluated across Hungary. What is clear is that citizenship is primarily assessed at the school level, via written and oral assessment of the subject areas in which citizenship-related issues are discussed (that is, history or social studies) (Hungary report, Eurydice, 2005). This is in keeping with the assessment model favoured in Hungary, namely continuous and internal assessment by teachers. Recent reforms have also placed more emphasis on the importance of teacher self-assessment and, for pupils, peer assessment.

Despite the emphasis on internal assessment in Hungary, there are also attainment targets for pupils at the end of years 6, 8 and 10 (ages 12, 14 and 16), and national examinations for pupils age 18 (known as the maturity examination but also the base of university entry). Both the attainment targets and national exams include some dimensions which assess citizenship-related learning. For example, pupils taking the national examination in ordinary-level Social Studies have their project work assessed.

Many schools also recognise pupil participation in the school and community, and ‘pupils who have actively contributed to school life are publicly rewarded in front of the whole school community of pupils, teachers and parents at the end of the school year’ (Hungary report, Eurydice, 2005, p.9).

3.3 Ireland

Laying the foundations for citizenship learning

Over the past 15 years, a series of curricular reforms have been undertaken to ensure that citizenship learning takes place at both primary and secondary level in Ireland. At primary level, citizenship is closely aligned with Social, Personal and Health Education (SPHE), a subject which is allocated both cross-curricular attention and discrete time in the curriculum (NCCA, 1999, p.5). Developing citizenship is one of the key aims and themes of this subject, and through this course pupils are intended to:

[...] develop a respect for cultural and human diversity in the world and an appreciation for the democratic way of life ... and to become an active and responsible citizen who understands the interdependent nature of the world in which he/she lives.

(NCCA, 1999, p.17)

This subject is also intended to provide the foundations for citizenship learning during lower secondary education, when all pupils take a course on Civic, Social and Political Education (CSPE). Although CSPE is mandatory during the junior cycle of secondary education (that is, for all pupils age 12–15), there is some flexibility in when and how schools deliver the subject; the only stipulation is that provision must equate to 70 hours of curriculum time over the three years of the Junior Cycle. However, most schools devote discrete time to the subject, providing (on average) one period per week over the three years.

There is also a range of opportunities to pursue citizenship learning at upper secondary level, although these opportunities are not yet universal or mandatory. Citizenship learning is intended to ‘permeate all aspects of the Transition Year’ that bridges lower and upper secondary education and to ‘reinforce and build upon the work of Civics in the Junior Cycle, and to achieve the goals of Civic, Social and Political Education’¹. In addition, the Leaving Certificate Applied programme (for upper secondary-level pupils who are preparing for higher-level vocational training)² includes modules on ‘Contemporary Issues’, the aim of which is to help ‘pupils to analyse and develop an understanding of contemporary issues at a local, national and global level’ and to become ‘reflective, active and critically aware citizens’.

Table 3.1 Intended outcomes of citizenship learning during the primary-level SPHE course in Ireland

SPHE strand: myself and the wider world

Strand unit: developing citizenship

The child should be enabled to:

- | | |
|--------------------------------------|--|
| My school community | <ul style="list-style-type: none"> • recognise the name of his/her own school and the people who contribute to the life of the school • realise that each person is important and has a unique and valuable contribution to make to the class • recognise the importance of sharing and cooperating and being fair in all activities in the class and school learning and understanding how to work and play together in a group, taking turns • realise and understand the necessity for adhering to the class and school rules • explore and respect the diversity of children in the class and school • recognise and become familiar with the rules within a group or wider community, those who safeguard these rules and the importance of obeying the rules in order to keep people safe • suggest ways of helping other people at home, in school and in the local community being aware that some people in the community may be in need • recognise that each person has an important contribution to make to the life of the community caring for the local environment • begin to become aware of local identity and to participate in and enjoy celebrating local events |
| Living in the local community | <ul style="list-style-type: none"> • recognise and appreciate people or groups who serve the local community and how their contribution enhances the quality of life of others, local credit union, parent and toddler groups, sports clubs |
| Environmental care | <ul style="list-style-type: none"> • appreciate the environment and realise that each individual has a community and individual responsibility for protecting and caring for the environment.
The sub-unit Environmental care is developed in detail in SESE, geography and science. |
-

Source: NCCA, 1999

Assessment procedures for citizenship learning in education

At primary level, assessment of citizenship is decided by schools, and is thus informal and internal. However, the SPHE curriculum provides some guidance on how assessment can be undertaken and, for example, recommends that teachers use tools such as teacher observation, teacher-designed tasks and tests and portfolios. The latter are defined as ‘a collection of the child’s work, reflecting his/her learning and development over a period of time’ and are viewed as providing ‘evidence of progress in learning in a curriculum area’ and ‘opportunities for collaborative assessment whereby the teacher and child together look at and talk about the child’s work, identifying positive features and points for improvement’ (NCCA, 2007, p.14). Guidance can also be found in the SPHE syllabus, which specifies a series of concrete targets for citizenship learning which pupils should be able to meet on completion of their SPHE education (NCCA, 1999a, p.22) (listed in Table 3.1 on p.28).

On completion of lower secondary education, all pupils are evaluated on their citizenship learning through a common state examination (the Junior Certificate). This examination constitutes 40 per cent of their assessment, with the remaining 60 per cent being allocated on the basis of a written report on an Action Project that the pupils have completed.

Assessment procedures at upper secondary are more variable and flexible. Transition Year activities are not subject to external assessment, and schools can utilise a combination of projects or portfolios, oral, aural, practical and written activities. Assessment for the Leaving Certificate Applied programme tends to be formative, democratic and descriptive. The Contemporary Issues and Social Education modules include two tasks that relate to citizenship learning: the Personal Reflection task and the Practical Achievement task.

3.4 Italy

Citizenship and the policy process

Citizenship education has been an area of rapid reform in Italy. Indeed, in late 2008, as this report was being finalised, the Italian Government announced its intention to introduce a new subject called ‘Citizenship and Constitution’ for all pupils aged 3–19. Initial proposals suggested that the new subject will feature in pre-primary, primary, lower and upper secondary school curricula. However, at this early juncture, schools have merely been invited to develop project and innovation activities in this area (this invitation was issued via Law 169, which was proposed by the Italian Government and approved by Parliament). There have, as yet, been no details on when the subject will

be implemented in classrooms and, in the current academic year (2008–09), efforts will concentrate on training teachers to teach citizenship.

This announcement builds on the reforms that were implemented in 2004–2005, when citizenship was introduced as a statutory entitlement for primary and lower secondary education, as part of the new National Curriculum for pupils aged 6–14 (*Profilo Educativo, Culturale e Professionale del primo ciclo di Istruzione (6–14 anni)*, Law no. 53/2003). Under this new National Curriculum, citizenship at primary level was seen to be part of the cross-curricular theme of ‘Civil Cohabitation’, which encompassed education about civics, the environment, road and food safety, health, food, and affectivity.³ The new curriculum also specified ‘the cultural and social skills, as well as the knowledge, that are relevant to citizenship and that pupils should have acquired on completion of lower secondary education’ (Eurydice, 2005, p.26). At upper secondary level (14–19 years old), citizenship continued to be delivered through the ‘History and Civic Education’ course (Eurydice, 2005).

In addition, during the 2007–08 school year, new regulations (*Indicazioni per il curricolo*) were issued by the Ministry of Education for primary and lower secondary education. Schools were invited to ‘experiment’ with these new curricular provisions. In the introduction to these regulations, citizenship education was identified as one of the major aims of the school as a whole.

In addition to these formal curriculum efforts, there has also been a range of supplementary and smaller-scale initiatives taking place in Italy. These initiatives touch upon a range of citizenship-related issues and have been organised by the Ministry of Education, teachers’ associations, NGOs (non-governmental organisations) and voluntary associations. Thus far, the initiatives have included cross-curricular and extracurricular projects on education for peace, inter-cultural and multicultural education, and environmental education, as well as human rights and European citizenship education.

Assessment procedures for citizenship learning in education

At primary and lower secondary level, citizenship is treated as a cross-curricular theme and, as such, is not formally evaluated. However, pupils’ behaviour is evaluated at primary level, and it encompasses an evaluation of some citizenship-type behaviours, including the pupils’ ‘interest and manner of participation in the educational community of the class and school, commitment, relationship with others’ (Calidoni, 2005).

More comprehensive assessment procedures have been adopted at upper secondary level (14–19 years old), where the ‘History and Civic education’ course is assessed

recurrently and annually (Eurydice, 2005). However, this assessment is undertaken within schools by teachers, and is not assessed externally.

New and additional assessment procedures may emerge in the near future, as the plans for the new ‘Citizenship and Constitution’ subject become clearer.

3.5 The Netherlands

Education for active citizenship and social integration

Citizenship education was introduced as a mandatory task for primary and secondary education in the Netherlands in 2006. However, although there is some nationally prescribed content for primary and lower secondary education, there is no national curriculum in the Netherlands, and it is up to schools to design the content, methodology and delivery method for citizenship learning. Education for active citizenship can be addressed through one or all of the following methods:

- as a general interdisciplinary task for schools
- attainment targets and exam programmes for learning areas and subjects
- using the school as a site for citizenship
- pupil councils (mandatory in secondary education)
- a new social apprenticeship programme (mandatory in secondary education from 2011).

In addition, all students in upper secondary-level education are required to take the ‘Study of Society’ programme, which covers topics such as parliamentary democracy, the welfare state, plural society, and the constitutional state.

Educational practice is monitored by a national inspection service, and, following legislation introduced in 2006, the Dutch Inspectorate for Education has produced a set of criteria to monitor the implementation of active citizenship and social integration in schools. The key criteria are outlined in Table 3.2 below. Thus far, the Dutch school inspectorate has found that most schools are already engaging in promoting active citizenship and social integration in some way or another. However, a recent report also noted that what is often missing is a wider vision of the purpose of such activities, and a systematic approach to implementing the goals set by a school for active citizenship and social integration.

Table 3.2 Indicators for citizenship education provision in Dutch schools

Indicator 1: 'Quality assurance'	Indicator 2: 'Educational offering'
<ul style="list-style-type: none">• Vision and planning: the school has a vision of how citizenship can be delivered in the school and implements this in an orderly fashion.• Accountability: the school can be held to account for this vision and the elaboration of this vision.• Results: the school evaluates if targets are met.• Risks: the school is matching their offering with the demands of the school population and school environments and takes into account the risks of undesirable viewpoints, behaviour and norms of pupils.	<ul style="list-style-type: none">• Social competences.• Openness towards society and diversity.• Basic understanding of the democratic state (Freedom of speech/expression, equivalency, understanding, tolerance, autonomy, rejection of intolerance, rejection of discrimination).• The school as a place to practice (active) citizenship.

In addition to these citizenship learning activities, pupils in the Netherlands also have opportunities to participate in pupil councils, which have been mandatory at secondary level for a long time. Parents and teachers also participate in councils that represent their respective concerns. Indeed, the legal basis for the pupil, teacher and parent councils has recently been reviewed, and the range of topics that these three groups can advise on has been widened. At primary level, teacher and parent councils have the same legal status as at secondary level, but pupil councils are not mandatory. Although not mandatory, there has been a notable increase in the number of primary schools that are establishing some form of pupil representation.

Finally, social apprenticeship is to be mandatory in secondary education schools from 2011. This means that pupils should make a contribution to society, in some shape or form, for at least 72 hours each academic year. As yet, there are no definitions and guidelines as to what social apprenticeship should look like in practice.

Assessment procedures for citizenship learning in education

In the Netherlands, the assessment, evaluation and monitoring of pupil progress in all subjects is largely decided by schools. Following recent reforms in Dutch assessment policy, however, attainment targets have now been set for primary and lower secondary-level education. Schools must be able to prove that they are covering these targets, but there is no formal, national assessment of whether pupils or schools are reaching them.

The attainment targets for primary and lower secondary-level education include some assessment of citizenship learning in schools. Examples of these targets are:

- Primary education
 - Pupils learn about the essentials of Dutch and European politics and citizens' duties.
 - Pupils learn to behave from a sense of respect for generally accepted standards and values
 - Pupils learn essentials of the religious movements that play an important part in Dutch pluralistic society, and they learn to respect people's differences of opinion.

- Lower secondary education
 - Pupils learn to ask meaningful questions about social issues and phenomena, take a substantiated point of view concerning these, defend it, and deal with criticism in a respectful way.
 - Pupils learn about agreements, differences and changes in culture and religion in the Netherlands, learn to connect their own, as well as someone else's lifestyle with these, and learn that respect for each other's views and lifestyles will enhance society.
 - Pupils learn the essentials of the way the Dutch political system operates as a democracy, and learn how people may be involved in political processes in different ways.

At upper secondary level, pupils may also be examined on the 'Study of Society' programme by their schools. There is, as yet, no national examination or certification in this subject.

3.6 Northern Ireland

Citizenship learning and the policy process

The curriculum and assessment procedures for citizenship learning in Northern Ireland were revised in September 2007, as part of wide-ranging reforms to the primary- and post-primary- (or secondary-) level curriculum frameworks. In the new curriculum, subjects have been redefined as strands within learning areas, and citizenship topics are now taught through a number of learning areas to pupils between the ages of four and 16.

The inclusion of education for citizenship within the revised Northern Ireland Curriculum was considered particularly important in view of the country's recent

political history. The significance of, and rationale for, this emphasis was spelled out in the Statutory Curriculum:

[...] Northern Ireland ... experienced a lengthy period of democratic deficit between 1971 and 2007. The most dramatic and significant change within society in Northern Ireland recently has been the move away from violence towards a culture that supports democratic politics. Education has a responsibility to support this. There has already been a commitment to the improvement of community relations through Education for Mutual Understanding (EMU) which, along with Cultural Heritage, has promoted inter-cultural understanding and contact. Local research indicates, however, that more controversial political and social issues tend to be avoided in schools and that there is a specific need to strengthen young people's social, civic and political awareness.

(CCEA, 2007, p.16)

At primary level, pupils aged 4–11 explore citizenship concepts through the ‘mutual understanding’ strand of the learning area of ‘Personal Development and Mutual Understanding’.

At post-primary (or secondary) level, pupils aged 11–16 explore citizenship concepts through the ‘Local and Global Citizenship’ strand of the ‘Learning for Life and Work’ learning area. In addition to this specific provision, citizenship is also designated as a cross-curricular ‘key element’ within the overall curriculum framework.

Citizenship is defined as a key element because it was considered important that:

young people understand how our lives are governed and how they can participate to improve the quality of their own lives and that of others through democratic processes. The overarching curriculum framework requires that teachers should help pupils to: respect the equal rights of others; recognise the interdependence of people, communities and the environment; be willing to negotiate and compromise; use democratic means to influence change; and contribute to the welfare of school, the community and the environment.

(CCEA, 2007, p.7)

At key stage 3 (age 11–14), the minimum statutory Learning Areas contain examples of how each individual subject is expected to contribute to citizenship. General guidance offered to all teachers suggests that they:

can assist the development of young people's concept of citizenship by providing frequent opportunities, within and across the curriculum, for young people to think about and experience what it means to act democratically, for example, to make

democratic choices in class; to play a helpful part in the life of the school; to act considerately and democratically within their family; and to participate in democratic activities, such as charitable, youth and other supportive endeavours in their neighbourhood, community and wider world. They should have opportunities to consider issues of diversity and inclusion, equality and justice, human rights and social responsibility; to make reasoned value judgements about desirable action in particular situations, especially where democracy is under challenge or where values are in conflict and compromise may be required.

(CCEA, 2007, p.7)

Assessment procedures for citizenship learning in education

At key stages 1, 2 and 3 (for pupils aged 6–16) teachers are required to assess pupils' progress in each Learning Area by the end of each school year and report this progress to parents.

At key stage 4, Northern Ireland pupils aged 14–16, have the option to study for a General Certificate of Secondary Education (GCSE) qualification in 'Learning for Life and Work' in which Local and Global Citizenship forms one of three major elements. This course is accredited by the Northern Ireland Council for the Curriculum, Examinations and Assessment (CCEA) (cf. <http://www.rewardinglearning.org.uk/qualifications/>).

3.7 Scotland

Citizenship learning and the Curriculum for Excellence

Education in Scotland is undergoing widespread and continuing reform as a result of the introduction of the *Curriculum for Excellence* framework in 2004 (SEED, 2004). This framework defines the purposes of education as the development of successful learners, responsible citizens, effective contributors and confident individuals. The framework encourages the development of capabilities for citizenship relating to knowledge and understanding, values and dispositions, creativity and enterprise, and skills and competences. In addition, the *Curriculum for Excellence* has specified that Social Studies is one of eight core curricular areas of Scottish education, and learning relating to citizenship, sustainable development, international education and creativity is built into the experiences and outcomes across curriculum areas.⁴

Educating for citizenship is also seen as the responsibility of every teacher and early education practitioner in Scotland, and as being part of every area of study and of all teaching and learning. This approach encourages the recognition of learning and the

contribution to the school and community. How this learning is implemented in schools is decided by schools themselves.

Assessment procedures for citizenship learning in education

Assessment of citizenship learning has in the past usually been decided at school level, particularly for pupils aged 5–14, where significant elements of citizenship-related knowledge, understanding and skills have been assessed internally through subjects such as Environmental Studies. External assessment primarily took place via post-14 public examinations in subjects such as Modern Studies (which is now part of the Social Studies area of the *Curriculum for Excellence*). Pupils of this subject could take external examinations at Standard Grade (14–16), and National Qualification courses at Intermediate 1, 2, Higher and Advanced Higher levels (14–18+).

However, ongoing reforms are changing the assessment processes and expectations in Scotland. In particular, the introduction of the *Assessment is For Learning* (AiFL) approach has proved highly effective in enthusing teachers, and has now firmly established an expectation in schools that assessment is a threefold process. As part of these processes, citizenship learning tends to be assessed in schools in one or all of these three ways:

- Assessment OF learning, where staff use a range of information from curricular work to monitor progress, share standards across schools, monitor their establishments' provision and plan improvement. Citizenship would figure in this through the existing curricular areas which make a major contribution to it.
- Assessment AS learning is where both pupils and staff practise self- and peer assessment, reflect on their own evidence of learning and set their own learning goals. Education for citizenship, with its strong emphasis on pupil participation and decision making at whole-school level and within the learning and teaching process, has a close relationship with this aspect of assessment. A particularly close link exists through the process of Personal Learning Planning (PLP), now practised in many schools and supported by Assessment for Learning (AfL).
- Assessment FOR learning, where pupils, parents and staff are clear about what is to be learnt, what success looks like, about the quality of feedback and advice both to pupils and staff, and formulation of next steps. Again there is a strong case for applying this formative assessment approach to effective learning and teaching in the development of capability for citizenship.

External assessments are also undergoing review. The Scottish Government is currently engaging in a formal consultation process to review National Qualifications in the

context of the *Curriculum for Excellence*. Recognising wider achievement is also one of the aims of the new curriculum. A number of education authorities, schools, colleges and other education providers across Scotland have already developed ways of recognising pupils' achievements, through the use of certificates, awards, notice boards and online portfolios. The Scottish Government is actively considering how to support the development of recognising personal achievement.

3.8 Wales

Citizenship through personal and social education (PSE) and active citizenship

The Welsh Assembly Government has adopted the UN Convention on the Rights of the Child (UNCRC) and has used the Convention Rights as a basis for its 'Seven Core Aims for Children and Young People'. Within an educational context, there is no such subject as citizenship within the curriculum in Wales. The widest scope for citizenship is provided by Personal and Social Education (PSE), which is a statutory part of the basic curriculum in Wales for all registered pupils at maintained (publicly funded) schools who are of compulsory school age (that is, aged 5–16). It is the responsibility of schools to plan and deliver a broad, balanced programme of PSE to meet the specific needs of learners.

A range of curricular reforms have been undertaken to ensure that active citizenship-related learning takes place at both primary and secondary level. A key aim of PSE, as identified in the revised PSE Framework for 7–19 year-olds in Wales, being implemented from September 2008, is to empower learners to participate in their schools and communities as active responsible citizens locally, nationally and globally.

The revised PSE framework specifically includes the theme of active citizenship and contains strengthened references to human rights, the United Nations Declaration on Human Rights (UNDHR) and the UNCRC. The revised curriculum in Wales also provides greater opportunities for schools and other learning providers to develop the political literacy of young people.⁵

To further promote a practical understanding of Article 12 of the UNCRC, Wales has also made school councils a statutory requirement for all primary and secondary schools. The Welsh Assembly Government also promotes opportunities for wider pupil participation.⁶

Assessment procedures for citizenship learning in education

Assessment of PSE and active citizenship-related learning is decided by schools at primary and lower secondary level. Consequently, assessment is formative in nature, with an emphasis on recognition of learner achievement. The PSE guidance website indicates that assessment should:

- help learners know how to improve
- develop the capacity for learner self-assessment.

Assessment for learning (AfL) principles are an integral feature of effective PSE provision. Personal and social skills can be assessed by teacher and peer assessment of interactive learning experiences including group work and role-play.

Assessment procedures at key stage 4 (for pupils aged 14–16) are more variable, external and summative in nature, and are not mandatory. The Welsh Joint Education Committee (WJEC), one of the awarding bodies for examinations in Wales, is currently updating the specification for the GCSE PSE (Short Course), which will be available from September 2009. It has two core units, which include active citizenship. Assessment consists of:

- a written paper with short, structured and longer response questions
- an awarding body-prescribed controlled assessment which seeks to assess pupil skills.

Since September 2007, the Welsh Baccalaureate Qualification (WBQ) has been offered to all schools and further education (FE) colleges across Wales for pupils aged 14–19. The WBQ provides a framework for assessing pupils' PSE skills, and knowledge, plus specific opportunities to assess and accredit pupils' understanding of and participation in citizenship-related activities. A foundation-level Welsh Baccalaureate is currently being piloted for 14–16 year-olds in schools. For the active citizenship-related components of the WBQ, assessment takes two forms. There is a degree of learner self-assessment. Pupils take responsibility for completing a personal assessment diary/record indicating how they have approached the study of each of the required elements. Evidence is also generated for the wider key skills, particularly 'Working with others and problem solving'. In each case, oral, aural and portfolio evidence is internally verified and externally moderated.

3.9 Conclusion

These brief summaries of current curricula and assessment policies for citizenship learning in each of the participating countries, when taken together, provide the means to undertake a comparative analysis of common themes and trends in these areas. While they highlight the diversity of approach to citizenship and pupil assessment across the participating countries, they also reveal the commonality of travel in taking citizenship and pupil assessment forward. Although the particular approaches to citizenship and pupil assessment are different in each country, because of the influence of culture, history and context, they are framed by similar challenges and reforms concerning education policy, practice and assessment. They make the comparative analysis of themes and trends all the more timely and relevant. The outcomes of this analysis are described in Chapter 4.

Notes

- 1 See http://ty.slss.ie/areas_study.html
- 2 The Leaving Certificate Applied prepares pupils for vocational training and serves as an alternative to the traditional 'academic' route to upper secondary qualifications.
- 3 Prior to this, citizenship at primary level had been taught as a discrete separate subject (Social Studies) as well as a cross-curricular theme, 'education for democratic cohabitation'. At secondary-level, citizenship was closely associated with history education, and delivered through the History and Civic Education course (Calidoni, 2005).
- 4 Draft experiences and outcomes for early level to fourth level in 'People in society, economy and business' are available on www.ltscotland.org.uk/curriculumforexcellence.
- 5 Details of the active citizenship learning outcomes at primary and secondary level are available on the PSE guidance website: www.wales.gov.uk/personalandsocialeducation.
- 6 See www.schoolcouncilswales.org.uk.

4 Common themes and trends in citizenship learning assessment policy and practice

Chapter 3 provided a succinct overview of current policy towards citizenship learning and its assessment in each of the participating countries. In this chapter, we view these policies in a comparative perspective. We highlight the common themes and trends that have emerged in each of the areas that were identified in Chapter 2 as being central to the assessment of citizenship education (see Table 2.1). These areas are:

- age and educational stage of assessment
- purpose of assessment
- components of citizenship being assessed
- contexts or sites of citizenship assessment
- forms of assessment
- recognition and celebration of achievement
- assessment actors
- efficacy of assessment procedures.

This chapter examines each of these issues in turn (the last area of comparison, namely the level of future reforms planned, is addressed in Chapters 5 and 6). For illustrative purposes, this chapter also includes some examples of citizenship assessment from the participating countries. There are further examples in the appendices.

4.1 Age and educational stage of assessment of citizenship learning

One of the key concerns of this project was to compare the age and educational stage at which pupil assessment in citizenship is taking place within the participating countries. When compared, as Table 4.1 below does, we can see that all of the participating countries are undertaking some form of assessment of pupils' citizenship learning between the ages of 3 and 18. Hungary is the exception to this rule, as it concentrates its efforts on secondary-level education, although primary schools can elect to use their own assessment procedures.

Beyond this, the comparative analysis highlights that there is still some variation between countries on the age and educational stage of assessment. In England, for example, schools are obliged to undertake an assessment of pupils' progress at age 14, the age at which most pupils complete key stage 3 of their education. The Qualifications and Curriculum Authority (QCA) also recommend that schools undertake some form of additional assessment of citizenship learning at the end of key stages 1, 2 and 4 (pupils

Table 4.1 Comparative overview of age and educational stage of citizenship assessment

	Age of assessment	Educational stage	
		Statutory	Optional
England	Compulsory at age 14; recommended throughout schooling Age 4–18	End of key stage 3 (age 14)	End of key stage 1, 2 and 4 (age 5, 7, 16). GCSE and A level in citizenship studies available
Hungary	Age 13–18	At age 13 and 18	Primary-level (years 1–6, age 6–12) assessment decided by schools
Ireland	Compulsory at age 15; optional or internal at other levels	End of lower secondary	(age 15) Upper secondary and primary
Italy	Age 6–8	Pupil behaviour at primary level (age 6–11); history and civics knowledge at secondary level	
Netherlands	Between the ages of 4–12 and 15–18	Compulsory element at upper secondary level	Optional at primary level
Northern Ireland	Age 4–16	Compulsory comments in end of year report	Optional GCSE at end of key stage 4 (age 16)
Scotland	Age 3–18	None	Decided by schools
Wales	Age 7–19	Compulsory for pupils between the ages of 14 and 19 studying the Welsh Baccalaureate	Decided by schools; optional GCSE PSE short course at end of key stage 4 (age 16)

age 5, 7 and 16), although there is no statutory requirement to do so and the methods of doing so are selected and regulated by schools. A similar pattern of statutory and optional assessment processes is found in the Republic of Ireland. In Northern Ireland, by contrast, schools are obliged to assess citizenship on an annual basis in end of year

reports for pupils age 4–16. Meanwhile, in Wales and Scotland, the age and educational level is decided by schools rather than dictated by the government and its agencies.

Of greater interest, however, is the fact that many of the participating countries appear to believe that different age groups require different methods of assessment. Table 4.1 above indicates that in most countries there is a shift in types of assessment as pupils get older and make the transition from primary to secondary education. At primary level, citizenship tends to be assessed internally and often informally. At secondary level, by contrast, many countries use formal and written assessment procedures. These procedures may include a compulsory state examination (as in the case of Ireland), written and oral reports (Hungary), or merely a statutory in-school evaluation and/or optional examination (in England) or optional testing (in the optional course in civics in the Netherlands). However, there is a clear tendency for pupil progress in citizenship to be assessed more formally and more rigorously during their secondary education.

4.2 Purpose of assessment in citizenship education

The underlying goals and rationale of assessment play a key role in shaping the approach and methods used. For example, the purposes of assessment may be to support pupils' learning, to grade pupil progress, to ensure accountability, to select pupils, and/or to transfer pupils to a different educational level or stream. These different goals, in turn, require different methods of evaluation (Newton, 2007, pp.150–54). Comparing the assessment purposes was therefore one of the key criteria for this project. However, comparative analysis suggests that the majority of the participating countries have not, as yet, developed a specific rationale for assessing citizenship, nor have they articulated a clear rationale for such assessment to schools, teachers, pupils and parents.

The only exceptions to this trend appear to be in Scotland and Northern Ireland, where assessment goals are more explicitly linked to, and for, citizenship education. In Scotland, the curriculum authority Learning and Teaching Scotland (LTS) makes it clear that the purpose of assessment in education for citizenship is not to evaluate pupils' citizenship, but to recognise the learning they have achieved and their contribution to school and community. This policy is based on the belief that:

It would not be appropriate or practicable to assess the quality of a young person's citizenship ... Assessing elements of the learning outcome separately might create a disjointed approach ... Nevertheless, young people are entitled to recognition of their learning and their contribution to the life of the school and community ...

(LTS, 2002, p.10)

Education for citizenship in Scotland is now also linked to the wider educational framework of *A Curriculum for Excellence* (SEED, 2004), which defines the purposes of education as being the development of successful learners, responsible citizens, effective contributors and confident individuals. The outcomes of this curriculum framework are also linked to citizenship (as well as other cross-cutting themes, such as enterprise and sustainable development education).

In Northern Ireland the rationale for the inclusion of Education for Local and Global Citizenship in the curriculum is clearly set out in the Statutory Curriculum (discussed in Section 3.6). Moreover, the purposes of assessing citizenship learning are discussed in further detail in the GCSE ‘Learning for Life and Work’ (first taught in September 2006). Box 4.1 below sets out the rationale that is provided.

By contrast, most countries make no specific reference to the purpose of the assessment in citizenship learning, and instead appear to rely on the general assessment goals of the curriculum as a whole. In Ireland, for example, policy documents provide a clear description of the assessment procedures in citizenship, but give no rationale for the selection or purpose of these methods. Nonetheless, some countries have assessment procedures in place that collect nationwide and comparable data on pupil progress in citizenship learning during secondary-level education. Examples of these procedures include: the state-wide exam in Ireland; statutory assessment at age 14 in England; GCSE and A-level exams in England and Wales; and Standard and Higher Grade exams in Modern Studies in Scotland. Providing such comparable data and standardised marks may be one of the underlying purposes of assessment in these cases.

Box 4.1 The purposes of assessment in Northern Ireland’s GCSE qualification, ‘Learning for Life and Work’

Through the study of real-life situations and scenarios students are provided with opportunities to explore and express their own values and attitudes concerning human rights, social and economic responsibilities and develop an appreciation of the needs and perspectives of others. The specification is designed to enable students to develop their understanding of the challenges and opportunities of cultural, political, economic, personal and social issues in contemporary society and the skills associated with critical evaluation, choices, informed decision making and action.

Aims

The aims of the modular course are to give pupils opportunities to:

- develop knowledge and understanding of the challenges and opportunities of personal, social, cultural, political and economic issues in contemporary society
- develop an understanding of the different values and attitudes, needs and perspectives of their own and other communities

- develop the skills necessary for independent thinking, informed decision making and action in relation to personal, economic, employment and social issues
- develop relevant personal, interpersonal, literacy, numeracy and ICT skills
- develop the skills knowledge and attitudes for lifelong learning and work.

Assessment objectives

The specification makes clear that the scheme of assessment is not designed to comment on students' personal values and attitudes but rather to assess their ability to demonstrate effective use of evidence in arriving at and supporting their value judgements. Candidates should be able to:

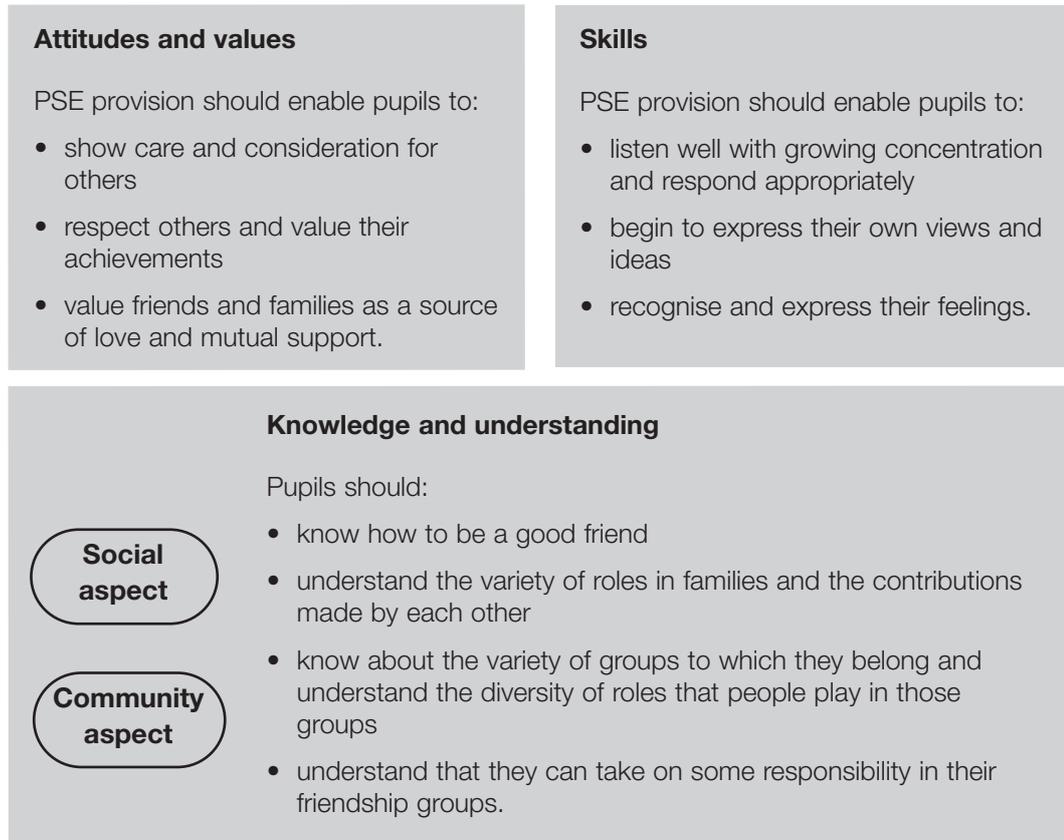
- recall and apply knowledge and understanding outlined in the specification
- collect, select, analyse and present information in an appropriate manner
- interpret, evaluate, draw conclusions and make judgements and take appropriate action
- plan and review learning.

4.3 Components of citizenship: what aspects of citizenship are being assessed?

Recent debates in the literature suggest that citizenship education can (and should) have three core dimensions: a cognitive dimension (knowledge and understanding); an active dimension (skills and behaviours); and an affective dimension (values and attitudes). In keeping with this claim, the assessment processes of the participating countries touch upon most or all of these dimensions. However, not all countries use the same terminology, or make an explicit link between these concepts and the curricular content. Wales, for example, divides the target learning outcomes for pupils age 5–7 (key stage 1) into three categories: knowledge and understanding, skills, and attitudes and values (see Figure 4.1 below).

A similar conceptualisation is used in Ireland, where citizenship education is discussed in terms of knowledge, core concepts, skills, and attitudes and values (see Appendix A.2). In Scotland, however, a slightly different conceptual framework is used; the active dimension is viewed as relating to 'skills and competences', and the affective dimension as 'values and dispositions'. Scotland has also introduced a fourth dimension, namely creativity and enterprise, which is not found in the other participating countries. Also notable is the citizenship curriculum in England and Northern Ireland, which concentrates on knowledge, skills and understanding, and makes no explicit reference to the attitudes and values that are associated with citizenship and citizenship learning (although it could be argued that attitudes and

Figure 4.1 Learning outcomes for key stage 1 in Wales



Source: <http://www.accac.org.uk/uploads/documents/695.pdf>

values are automatically implicit within the curriculum). One of the four core concepts central to the Northern Ireland requirements, however, specifically focuses on democracy and active participation (see Appendix A.6).

Comparative analysis also reveals that some of participating countries use different methods for assessing the different components of citizenship. In the cases reviewed here, the active and affective dimensions of citizenship are often assessed internally and informally by teachers, while the cognitive – knowledge and understanding – tends to be assessed by more formal and standardised methods such as written examinations (internal or external).

For example, in Scotland, schools do not currently conduct a formal assessment of pupils’ values, dispositions, creativity and enterprise skills, although the new Curriculum for Excellence initiative allows for some broader recognition of these dimensions of citizenship. However, pupils’ citizenship knowledge, understanding, and skills can be formally evaluated through the subject of Modern Studies, a social sciences course which can be taken at Standard Grade (age 14–16), as well as

Intermediate 1, 2, Higher and Advanced Higher levels (age 14–18+).¹ This ‘mixed method’ approach may be particularly likely in countries where citizenship is a cross-curricular theme and where, as a consequence, the different components of citizenship are delivered through a range of subjects. In these cases, it is therefore almost inevitable that citizenship learning is assessed in a range of ways.

In other countries, official guidance emphasises that assessment tools and tasks should evaluate the multiple components of citizenship at the same time. For example, in England, the new level descriptors for citizenship at key stage 3 (published by the QCA, and to be first reported on in 2011) suggest that at Level 3, the active component of citizenship should be examined by considering pupils’ ability to manage, use resources, research, develop and review a project or activity (see Box 4.2 below and also Appendix A.7). This approach involves both active and cognitive processes in the task, and illustrates how pupil assessment processes can have multiple dimensions and goals.

Box 4.2 Level descriptor outcome for assessing pupil learning in citizenship at key stage 3 in England

Level 3

Pupils recognise that issues affect people in their neighbourhood and wider communities in different ways. They investigate issues and find answers to questions using different sources of information provided for them. They present their ideas to others and begin to acknowledge different responses to their ideas. They discuss and describe some features of the different groups and communities they belong to. They identify different kinds of rights and understand that rights can conflict. They begin to recognise some features of democracy and know that people have a say in what happens locally and nationally. They identify what could be done to change things in communities and plan some action. They take part in decision-making activities with others on citizenship issues, in contexts that are familiar to them.

Source: Secondary Curriculum Review Citizenship (QCA, 2007)

Finally, our comparative research suggests that there is often a gap between guidance and practice. That is, even when the official guidance stipulates that all dimensions of citizenship should be evaluated, in practice, most countries assess the cognitive (knowledge and understanding) more frequently than the ‘active’ or ‘affective’ dimensions of citizenship (that is, participation skills, attitudes and behaviours). This imbalance may be due (at least in part) to the complexity of assessing these components of citizenship, and teachers’ lack of experience and confidence in undertaking assessment of this nature. The experts participating in this project reported that there has been considerable interest in and debate about evaluating the active components of citizenship, but that the CIDREE countries had found it difficult to find effective means

of doing so. The participants are not alone in this; Kerr and Nelson’s evaluation of active citizenship in 15 countries revealed that:

[...] there remains a need for a clearer, shared understanding of the meaning of assessment which provides scope to recognise young people’s achievements in active as well as knowledge based, elements of their programmes.
(Kerr and Nelson, 2006, p.vii)²

Despite this, several countries were able to provide examples of how schools are approaching the assessment of active citizenship. One example was drawn from the Welsh Baccalaureate that is being offered to post-16 learners in Wales. This qualification includes specific opportunities to assess and accredit pupils’ understanding of and participation in citizenship-related activities. Box 4.3 below describes the assessment process in greater detail but, in short, pupils are required to submit a written or oral report on an active investigation they have undertaken.

Box 4.3 Assessing active citizenship through the Welsh Baccalaureate Qualification

The Welsh Baccalaureate Qualification provides a framework for specific opportunities to assess and accredit pupils’ understanding of and participation in citizenship-related activities.

For example, within the ‘Wales, Europe and the World’ component of the qualification, learners plan and undertake an individual investigation which might be based on Element 1: Political Issues. Learners identify and record appropriate sources of information (for example, text, online, film, oral interviews) and present the outcomes as a written report or a presentation to their peers. Assessment against agreed criteria is undertaken by the teacher responsible for the delivery of component:

WALES, EUROPE AND THE WORLD – PUPIL DIARY/RECORD

Candidate name:

Centre number and name:

ELEMENT 1: Political Issues	
Key issue	Record of activities or experiences
Why people should be concerned about politics and political issues.	
Teacher verification:	Date:

Source: www.wbq.org.uk

Examples of the citizenship-related investigations that are undertaken by pupils includes using the internet and other sources, such as a visit to the National Assembly for Wales; and conducting a detailed comparison of the proportional representation electoral systems in Wales and Australia.

A similar approach has been adopted in Ireland, where a key (and compulsory) part of the assessment of Civic, Social and Political Education (CSPE) at lower secondary level is based on pupils preparing a report on an ‘Action Project’. The Action Project involves pupils (as a group or individually) carrying out some type of activity within the school or local community that demonstrates citizenship skills and qualities. Further details about this process are outlined in Box 4.4 below.

Box 4.4 Assessing active citizenship in CSPE in Ireland

In Ireland, 60 per cent of the assessment for the CSPE course involves an ‘Action Project’. An Action Project may be undertaken at any stage over the three years of the course. Pupils are required to report on an action they have undertaken by completing a pro-forma booklet called a Report on an Action Project. The report consists of five sections:

SECTION 1: Pupils list the title of their project and type of action that was undertaken as part of the Action Project.

SECTION 2: The introduction – Pupils describe which of the core concepts were explored in the project and the reasons why pupils chose to do the project.

SECTION 3: A description of the activities undertaken including:

- people communicated with as part of the project
- the main tasks and activities that were involved
- a description of a task or activity that the pupils completing the booklet undertook
- a description of how the pupils applied two skills when undertaking these activities.

SECTION 4: A summary of five facts that the pupils found out about the subject of the Action Project

SECTION 5: The pupils’ reflections and thoughts on the project

The booklet can be completed in audio, video or written format and is marked externally.

Similarly, in Northern Ireland, the assessment objectives for the GCSE ‘Learning for Life and Work’ refer explicitly to developing the skills necessary for independent thinking, informed decision making and action in relation to personal, economic, employment and social issues (see Table 4.2 below). As part of this qualification, candidates must complete three external assessment units (45 per cent), including an Action Based Project focusing on either Modules 1, 2 or 3 (35 per cent), and a Speaking for a Purpose Activity (20 per cent) from the two remaining modules. The Action Based Project and the Speaking for a Purpose Activities must be submitted together for external moderation by the examining authority, the Council for the Curriculum, Examinations and Assessment in Northern Ireland (CCEA).³

4.4 What are the contexts for citizenship assessment?

This section examines the ‘contexts’ for pupil assessment: that is, the areas within their education where pupils have opportunities to learn about, experience, and be assessed concerning citizenship concepts and components. As noted in Chapter 1, there are multiple contexts within which citizenship learning (and assessment) can take place. This project thus compared whether: the opportunities within each country were limited to discrete subject areas, extended across all curriculum areas, encompassed whole-school activity and participation in the wider community, or were provided using a mixture of all three approaches.

Table 4.2 below provides a comparative overview of the contexts or sites of citizenship assessment in each of the participating countries. This table highlights that the participating countries often undertake assessment in a range of contexts: the curriculum, the whole school and the wider community. However, the comparative process also revealed a number of important issues and common challenges about the contexts for citizenship assessment.

Curriculum activities

On the whole, assessment procedures for citizenship learning usually focus on curriculum activities rather than activities within the school community and/or wider community. Among these curriculum activities, there appear to be two distinct approaches to way in which assessment takes place: discrete and cross-curricular. Most of the participating countries use both approaches, but there are some clear patterns and notable trends in how and when these different approaches are used.

Firstly, the discrete approach to citizenship learning and assessment is particularly prevalent in secondary-level education. Most of the participating countries offer some form of discrete citizenship learning and assessment opportunities at this level,

Table 4.2 Where does assessment take place?

Country	Where is assessment taking place?			Notes
	Curriculum	School community	Wider community	
England	Discrete and Cross-curricular	School community	Wider community	Schools are free to decide how to deliver citizenship within their school, although the QCA recommend that schools have some discrete citizenship teaching time. Assessment most frequently takes place in the curriculum, but some schools also use information gathered from sources and activities beyond the curriculum.
Hungary	Discrete and/or Cross-curricular	School community	Wider community	In traditional schools, assessment takes place within the curriculum in discrete social studies lessons. In non-traditional schools, assessment is both cross-curricular and discrete. There are also some examples of citizenship being assessed at the school and the wider community levels.
Ireland	Discrete	School community	Wider community	Assessment at all levels usually takes place within discrete subjects in the curriculum and through project work in the school and/or wider community.
Italy	Discrete and Cross-curricular	–	–	In upper secondary, assessment of civic education is carried out via discrete subjects such as history. Citizenship-type behaviours are assessed across the curriculum at primary and lower secondary levels.
Netherlands	Discrete and Cross-curricular	School community	Wider community	At secondary level, assessment takes place within the curriculum within the discrete subject of 'Man and Society'. There are also some cross-curricular goals at both primary and secondary level that are relevant to citizenship and may be assessed in some schools through school and community projects.
Northern Ireland	Discrete and Cross-curricular	School community	Wider community	Assessment takes place in discrete strands of specific Learning Areas as well as across the curriculum (every subject has been given examples of how it can contribute to citizenship as a key element). Assessment may also include feedback from teachers, peers and the pupils.
Scotland	Discrete and Cross-curricular	School community	Wider community	Education for Citizenship is delivered through combinations of learning experiences set in the daily life of the school, discrete areas of the curriculum, cross-curricular experiences and activities involving links with the local community. Assessment may take place in any or all of these contexts, and may include feedback from teachers, peers and pupils.
Wales	Discrete and Cross-curricular	School community	Wider community	At primary level, citizenship-related learning and assessment take place as appropriate through the delivery of discrete subjects and Personal and Social Education (PSE). At secondary level (11–16 years) citizenship-related activities are often taught through PSE and as such assessment that takes place would be through this discrete provision. Participation in the wider community is taken into account in youth settings via qualifications frameworks such as the Open College Network.

although these opportunities may be optional rather than mandatory. In Scotland, for example, although education for citizenship is to be delivered as a cross-curricular theme, the secondary-level Modern Studies course nonetheless offers pupils the opportunity for discrete citizenship learning and formal assessment (the latter being in the form of optional Standard and Higher qualifications). The same is true in Northern Ireland where, in addition to the cross-curricular requirements, there is a discrete additional requirement to address the conceptual framework for Local and Global Citizenship (see Appendix A.6).

Secondly, where citizenship education is delivered as a discrete subject area in the curriculum, assessment procedures tend to mirror this and to be provided in a similarly ‘discrete’ format. In Ireland, for example, citizenship learning at lower secondary level is a discrete subject (CSPE), and the assessment of citizenship is arranged through this subject (in the form of coursework and a state examination).

Thirdly, where citizenship is treated as a cross-curricular theme that is to be taught through a range of subjects, we found that assessment methods tend to be more varied and less coordinated or coherent. Different elements of citizenship are assessed in different subject areas, often using a variety of assessment methods, criteria and goals. Moreover, none of the participating countries appear to have developed a comprehensive means of coordinating cross-curricular citizenship assessment. These findings raise questions about the rigour and efficacy of cross-curricular approaches to citizenship education and assessment.

School and whole community activities

While citizenship assessment concentrates on activities within the curriculum, there were also clear efforts in some countries to evaluate pupil participation in the whole school and/or wider community. One means of doing this has been to use action projects as a medium of learning and assessment. This approach has been adopted in Ireland, Northern Ireland and England (through the GCSE specification), and Wales (through the Welsh Baccalaureate), where pupils prepare a report on an activity they have participated in within their school or the wider community (local, national or global). How these activities are assessed in Ireland, Northern Ireland and Wales has already been discussed in Section 4.3 (see Boxes 4.3 and 4.4), but a further example of this method can be seen in Box 4.5 below, which describes how community action activities are assessed at key stage 3 in England (that is, with pupils between the age of 11 and 14).

Box 4.5 Community action activities from England

Description

- This activity was designed to prepare year 5 and 6 pupils for a visit by their local MP later in the term. The aim was for the pupils to learn about parliament, government and the role of Members of Parliament (MPs).
- In preparation for the visit the class brainstormed what they knew about government and parliament. In pairs the pupils used whiteboards to write down any words or phrases they associated with this theme. Next, the pupils shared their ideas as a whole class. The teacher then used some of the vocabulary they had contributed to outline how an MP is elected and how the House of Commons sits and conducts a debate.
- The pupils designed posters to show what they had learnt. Then they drafted letters to their MP, expressing some of the issues they would like to raise and discuss during her visit.
- The pupil representatives on the school council met the MP and spent time asking questions and raising issues that they and their peers wanted to discuss. Other pupils were able to watch the discussion.

Activity objectives:

- to find out about parliament, government and the role of MPs
- to learn about democracy and the importance of democratic skills, such as representing the views of others
- to express their views on topical issues persuasively in written work.

Commentary

Oliver contributed to class discussions about the role of MPs and government. He drew on knowledge he had gained through the media about the House of Commons and he talked about an issue of concern to him (the war with Iraq) by referring to TV news.

In his letter to his local MP, Oliver has expressed his concerns clearly and his work demonstrates an understanding of how the prime minister and other ministers are involved in making important decisions on behalf of the country.

Source: <http://curriculum.qca.org.uk/key-stages-1-and-2/assessment/nc-in-action>

In some cases, these written reports are evaluated independently and externally, and are viewed as part of an external examination framework; participation, in other words, is included in the final grade awarded to the pupil. However, some countries are attempting to develop alternative means of assessing and acknowledging whole-school and wider community participation. In Hungary, for example, many schools publicly reward pupils who have been especially active in school life at an end-of-year ceremony attended by the school community, teachers and parents (Eurydice, 2005, p.44). Similarly, recent reforms in Scotland have prompted increasing recognition of the need for assessment procedures to take ‘wider achievement’ into account. These reforms have implications for citizenship-learning assessment, and a small number of attempts to use alternative certification in connection with citizenship have already been introduced; for instance, the *Dynamic Youth* awards programme uses peer assessment to recognise the youth work and participation of 10–14 year-olds.

Initiatives such as these suggest that in the coming years there will be a further shift towards including an evaluation of whole-school and wider community participation. However, at this juncture, there remains a considerable gap between policy statements and actual practice. While policy-makers favour the development of citizenship learning through whole-school and wider community participation, practitioners appear to find this mode of learning and assessment quite challenging. As a result, assessment of citizenship learning continues to primarily take place in a curriculum context.

4.5 What forms of assessment process are being used?

There are also different *types* of assessment, and this section examines whether the assessment procedures in the CIDREE countries can be best categorised as internal or external and/or summative or formative. Internal assessment is designed and moderated by teachers within schools for their own purposes. The outcomes of this assessment are therefore not always shared with pupils, parents and external actors, such as government examination agencies. External assessment, by contrast, is designed and/or moderated by a national organisation or regulating body. This mode of assessment establishes national standards of assessment, against which pupils’ work is to be assessed.

In summative assessment models, assessment takes place at the end of a course or section of work, and aims to grade or rank pupils’ progress. Formative assessment, however, takes place during the learning process, and aims to enable the individual pupil and teacher to identify areas of strength and weakness and, by extension, to improve future teaching and learning.

Table 4.3 below gives an overview of the type of assessment methods found in each of the participating countries. These different types of assessment are now explored in turn.

Table 4.3 Overview of types of assessment in citizenship education in participating countries

	Type of assessment	Internal	External	Summative	Formative
England	Primary	✓	✗	✗	✓
	Secondary	✓	✓	✓	✓
Hungary	Primary	✓ (optional)	✗	✓ (optional)	✓ (optional)
	Secondary	✓ (optional)	✗	✓ (optional)	✓ (optional)
Ireland	Primary	✓	✗	✗	✓
	Secondary	✗	✓	✓	✗
Italy	Primary	✓	✗	✓	✗
	Secondary	✓	✓	✓	✓
Netherlands	Primary	✓	✗	✗	✓
	Secondary	✓	✓ (optional)	✓	✓
Northern Ireland	Primary	✓	✗	✓	✗
	Secondary	✓	✓ (optional)	✓	✓
Scotland	Primary	✓	✗	✗	✓
	Secondary	✓	✓ (optional)	✓ (optional)	✓
Wales	Primary	✓	✗	✗	✓
	Secondary	✓	✓ (optional)	✓ (optional)	✓

Internal and external assessment

Table 4.3 above highlights that all of the CIDREE countries utilise some form of internal assessment, and allow schools and teachers to select the ways in which they assess pupils' citizenship learning. External assessment is also commonly found, although (as noted in Section 4.1) exclusively at secondary level, and in some cases, as an optional element for pupil learning, rather than a compulsory one.

For example, in Wales, assessment is primarily an internal decision for schools, but secondary pupils can opt to sit for an externally evaluated qualification, namely a GCSE short course in Personal and Social Education. The course includes an active citizenship module and a community participation project for pupils aged 15 and 16. A similar approach is also found in the Netherlands, where the *Man and Society* programme for secondary pupils is typically assessed by internal school examination (although these exams may be inspected by the national schools inspectorate). However, pupils can also choose to continue their studies in this area, and to take a central state exam that is externally assessed. This approach is also found in England, which allows schools to select how to evaluate their pupils, but offers optional externally validated qualifications (namely, a GCSE in citizenship).

Yet, while assessment is viewed as primarily an internal matter in England and the Netherlands, both countries have nonetheless established attainment targets for pupils to achieve, and against which schools can measure pupil progress. In the Netherlands, for example, and as noted in Chapter 3, the attainment targets at secondary level include the following:

- The pupils learn to ask meaningful questions about social issues and phenomena, take a substantiated point of view concerning these, defend it, and deal with criticism in a respectful way.
- The pupils learn about agreements, differences and changes in culture and religion in the Netherlands, learn to connect their own, as well as someone else's lifestyle with these, and learn that respect for each other's views and lifestyles will enhance society.
- The pupils learn the essentials of the way the Dutch political system operates as a democracy, and learn how people may be involved in political processes in different ways.

A similar system of attainment targets has also been set in Hungary (at lower secondary level) and Ireland (at primary level). However, for lower secondary education, Ireland has ensured that key aspects of the assessment process are externally and centrally controlled. All pupils in Ireland follow a statutory citizenship learning course (at Civic, Social and Political Education (CSPE)) between the ages of 12 and 16. The course is 70 hours long and assessment involves a terminal state examination (40 per cent of the grade) and an Action Project (60 per cent of the grade), both of which are assessed by an external examiner. The structure and format of this written examination are described in Box 4.6.

Box 4.6 Structure of the written examination on citizenship learning in Ireland

The CSPE Examination Paper is awarded 80 of the 200 marks (i.e. 40%).

The paper is made up of 3 Sections:

- Section 1: Objective questions
- Section 2: Structured questions
- Section 3: Essay questions.

Section 1: Objective questions

These are short questions and may be in the following format:

- true/false
- multiple choice
- tick boxes
- matching pairs
- fill in the blanks.

Answer ALL questions in this Section. Eighteen marks are awarded for answering correctly all of the questions.

Section 2: Structured questions

These questions begin with some form of stimulus (a photograph, a cartoon, a newspaper cutting, a graph, a table, a poster, a leaflet or a brochure). Some of the questions will ask about information given directly in the stimulus, while other questions will ask about more general matters related to the stimulus.

Answer THREE out of four questions. Fourteen marks are awarded for each question giving a total of 42 marks for this section.

Section 3: Essay questions

These are essay-type questions, often with a number of sub-parts. Answer ONE of the four questions. Twenty marks are awarded for a correct answer.

Summative and formative assessment

Many countries involved in the project utilise both summative and formative types of assessment in citizenship learning. In Hungary, for example, in schools that favour traditional teaching and learning methods, assessment is summative and internal. However, in less traditional schools more formative assessment such as self-assessment and peer assessment are also used. Similarly, in England, the QCA recommends that

schools use both formative and summative assessment tasks in order to have a range of evidence on which to make an end of key stage judgement (see Appendix A.4 for an example of assessment in England).

However, as noted above, there is less summative assessment in primary-level education. Only Italy and Northern Ireland offer any explicit guidelines on this type of evaluation at this level. Even here, the scope of the assessment is limited. In Italy, the summative assessment in question concentrates on pupil behaviour only. In both countries, the results of this summative process are not evaluated, reported or recorded externally. The results of the summative assessment are only reported in the pupil's individual school reports and to parents and pupils.

In addition, as noted in Chapter 1, many countries are placing greater emphasis on formative learning and, in particular, Assessment for Learning (AfL). This shift is particularly apparent in the United Kingdom, where each of the four countries (England, Scotland, Wales and Northern Ireland) has introduced guidelines and frameworks for assessment for learning. In Northern Ireland, for example, the revised primary curriculum adopts Assessment for Learning in all subject areas including *Personal Development and Mutual Understanding* (through which citizenship learning primarily takes place) and encourages the active involvement of children in assessment and self- and peer assessment. The Assessment for Learning process in Northern Ireland is described in more detail below in Box 4.7 below.

Box 4.7 Formative learning framework in Northern Ireland

Assessment for Learning in Northern Ireland encourages:

- the active involvement of children in their own learning by:
 - sharing learning intentions with children
 - developing their awareness of the skills and knowledge that are being developed
 - developing their awareness of the strategies they employ in their learning
- the provision of effective feedback to children
- the development of children's ability for peer and self-assessment by helping them to:
 - review and evaluate their own and others' work
 - set their own goals following effective questioning and feedback
 - understand how to improve
- the use of outcomes of assessment to inform future teaching and learning.

A varied range of assessment techniques should be used as an integral part of the learning and teaching process, not just at the end of a lesson or topic. Teachers should select techniques that best suit the nature of the work being assessed and the purpose of the assessment at the particular time, for example:

- observation
- class discussion
- oral, written, visual presentations or physical demonstrations
- independent or group tasks
- project work
- homework, and
- diagnostic and/or standardised tests.

Evidence from these activities should be used to help teachers:

- identify strengths and areas for improvement
- plan the next stages of learning, and
- make summative judgements at a particular point in time, for example, at the end of a topic, unit of work or the end of each year.

In post-primary education, the revised Northern Ireland curriculum encourages teachers to use a variety of assessment techniques such as entering pupils for accredited courses and qualifications, entering pupils' community-based schemes and initiatives, or providing internal certificates and other acknowledgements of their achievements. The curriculum also recommends that teachers use self-assessment, journals and portfolio and Assessment for Learning.

It is argued by some that formative assessment is more compatible with the ideals of citizenship as it focuses on the quality of the learning experience and can have democratic and transformative purposes (Jerome, 2008). In contrast, summative assessment is more traditionally competitive and hierarchical and, as such, is less suited to assessment of a subject with a participative, community emphasis. In addition, it has been commented that it is against the principles of citizenship to grade a pupil's qualities as a citizen, particularly in relation to those pupils who do not do well in summative tests as they may be labelled a 'failed citizen'. Finally, summative assessment makes the pupil more concerned with the mark rather than the application of the knowledge and skills.

4.6 Celebrating citizenship learning: how is assessment recognised and celebrated?

There are many ways in which pupil progress and achievement in citizenship education can be recognised, rewarded and celebrated by schools, depending on the range of evidence used to record and monitor pupil progress. These include:

- school awards and certificates
- school assemblies and presentations
- annual reports to parents
- pupils' personal statements, included in annual reports to parents or portfolios
- community awards
- articles in school and/or community newsletters and newspapers
- reports in the national and local media
- national award schemes, qualifications and examination certificates.

Table 4.4 below lists which of these approaches are used in the countries that participated in this project. This table underlines that all countries have some form of formal certification for citizenship learning which is linked to examinations, be they school or national examinations.

However, Table 4.4 illustrates that most of the countries also use supplementary informal and/or innovative methods of recognising and celebrating pupil participation in citizenship learning. Below are some examples of the diverse methods used in the different countries participating in this study.

- **England:** Pupils can opt to be examined for a GCSE or AS level certificate in citizenship and, from 2009, pupils will also be able to sit for an A level in citizenship. However, the QCA also recommends that schools recognise pupils' achievements in different ways such as informal awards, portfolios, and progress files. Reports to parents are required in each year of schools for 11–16 year-olds, and for post-16 learners there are examinations in citizenship at AS and A level.
- **Hungary:** In *traditional* schools, pupil achievement is recognised through a grade or mark given to pupils at the end of term. However, some *non-traditional* schools also recognise and celebrate achievement with supplementary activities, such as an award ceremony, a class trip or a visit to an exhibition.
- **Northern Ireland:** Pupils can sit a GCSE in 'Learning for Life and Work', of which Local and Global Citizenship is a discrete strand. Schools are also encouraged to recognise pupils' achievements in a range of other ways such as informal awards and progress files.

- **Wales** Pupils can choose formal certification via GCSE for their short course in PSE (which encompasses citizenship learning) and the Welsh Baccalaureate. Some schools, particularly special schools, are also using the Award Scheme Development and Accreditation Network (ASDAN) (which provides opportunities such as the Young Achievers' Award) to accredit PSE and citizenship (see www.asdan.org.uk).

Table 4.4 How citizenship is recognised and celebrated

Country	Formal certification		Informal and innovative practices			
	National examinations	School examinations	School ceremonies	Publications (reports to parents, media, etc.)	Pupil rewards (additional activities)	Pupil awards (portfolios, progress files, etc.)
England	✓ in some schools	✓ in some schools	✓ In some schools	✓	✓ in some schools	✓ in some schools
Hungary	✓ optional exams	✓	✓ in non-traditional schools	✓	✓ in non-traditional schools	✓
Ireland	✓	✗	✗	✗	✗	✓
Italy	✓	✗	✗	✓	✗	✗
Northern Ireland	✓ optional GCSE strand	✗	✓ in some schools	optional	✓ in some schools	optional
Netherlands	✗	✗	✗	✗	✗	✗
Scotland	optional	✗	in some schools	optional	in some schools, primary mainly	optional
Wales	✓ in some schools	✗	✓	✗	✗	✓

4.7 Assessment actors: which actors participate in pupil assessment?

Table 4.5 below summarises the key actors in the assessment process in each of the participating CIDREE countries. This table highlights that in all of the participating countries, assessment was carried out by teachers and/or by qualifications agencies and

state examiners (who tend to have teachers on their examination panels and boards). However, there appears to be an increasing interest and encouragement of peer and self-assessment as well as other innovative practices.

For example, in Ireland, assessment at lower secondary level is largely undertaken by external agencies, as the assessment process is centralised and compulsory. However, at primary level assessment is linked to attainment targets, and as such, is determined mainly by teachers.

In England and Northern Ireland, both teachers and pupils take part in the assessment of citizenship, and teachers and pupils are also encouraged to use peer and self-assessment. In addition, external agencies and examination boards may be involved in the assessment and validation of pupil learning at GCSE, AS and A level.

Table 4.5 Assessment actors: who assesses pupils' citizenship learning?

Type of assessment actors		Pupils <i>(e.g. peer assessment)</i>	Teachers	External actors <i>(e.g. national examination boards or qualification agencies)</i>
England	Primary	✓	✓	✗
	Secondary	✓	✓	✓ (optional)
Ireland	Primary	✗	✓	✗
	Secondary	✗	✓	✓
Italy	Primary	✗	✓	✗
	Secondary	✗	✓	✗
Hungary	Primary	✓	✓	✗
	Secondary	✓	✓	✓
Netherlands	Primary	✗	✓	✗
	Secondary	✗	✓	✓
Northern Ireland	Primary	✓	✓	✗
	Secondary	✓	✓	✓ (optional)
Scotland	Primary	✓	✓	✗
	Secondary	✓	✓	✗
Wales	Primary	✓	✓	✗
	Secondary	✓	✓	✓ (optional)

In Hungary, traditional schools rely on teachers and the examination board to assess pupils. However, non-traditional schools also use self-, peer and group assessment in addition to teachers and the examination board.

In Wales, teachers and pupils take part in the formative assessment of citizenship-related learning. Citizenship-related coursework that contributes to external summative assessment, such as the Welsh Baccalaureate, is marked internally by the course tutor and externally moderated by the awarding body (WJEC).

In Scotland, the range of people involved in citizenship assessment is already very wide, as it includes primary school class teachers and a range of subject teachers in secondary schools. The Curriculum for Excellence is likely to extend the range of teachers involved. Wider aspects of citizenship are already picked up in general pastoral reports, which are usually provided by principal teachers and/or school senior managers. In those schools that have already taken on board Personal Learning Planning (PLP), pupils and parents are also involved in assessment.

4.8 Assessing the assessment procedures: how are the assessment procedures assessed?

Pupils' assessment in citizenship is a relatively new and experiential field for some of the participating countries. Evaluating these experiences is therefore essential for further development and progress. The majority of the participating countries conduct an evaluation of citizenship education, as Table 4.6 illustrates. However, it is often not always clear whether this process entails an evaluation of the assessment process itself, or the process merely examines the efficacy of the teaching of citizenship.

Table 4.6 Assessing the assessment procedures: are the assessment procedures evaluated?

	None	Pupil assessment	Self-assessment (by school staff)	External inspection/evaluation
England	X	✓	✓	✓
Hungary	X	X	X	✓
Ireland	X	X	X	✓
Italy	✓	X	X	
Netherlands	X	X	X	✓
Northern Ireland	X	X	X	✓
Scotland	X	X	✓	X
Wales	X	X	✓	✓

In England and Wales, all inspections (of both primary and secondary schools) must, by law, report on the spiritual, moral, social and cultural development of pupils. In primary schools in England, inspectors also report on the implementation of the curriculum for Personal, Social and Health Education (PSHE) and citizenship. In secondary schools, inspectors evaluate the implementation of National Curriculum requirements for education in citizenship and the needs of pupils and the community. In the course of their inspection, the inspectors also consult groups of pupils within the school about their experiences, and produce a summary of the main points raised by them. The government has also sponsored a large-scale evaluation of the new citizenship curriculum in England and of its short- and long-term impact. The nine-year CELS Study (Citizenship Education Longitudinal Study) is being conducted by NFER, and runs from 2001 until 2010. Its annual reports make reference to the degree of confidence about pupil assessment in citizenship among teachers and school leaders.⁴

In Hungary, there is currently no inspection system in place. However, the new bi-level exam is supervised by a national board, which provides some external evaluation of the procedures. The rules and legal regulations of the examination system are amended and corrected every year (taking practical experiences into account).

In the Netherlands, citizenship and integration has been a compulsory element of the school inspection process since 2006. School inspections are carried out by the Dutch Board of School Inspectors and, in relation to citizenship, schools must make clear that they cover at least the following four areas: social competences; aspects of Dutch society; promoting basic values; and giving pupils opportunities to practice aspects of active citizenship in their school. In secondary schools, the Board of School Inspectors may also check the internal exam that schools devise. In addition, the Inspectorate has formulated a set of criteria for evaluating active citizenship and social integration. With this data, the inspectorate not only informs schools and other interested parties about the state of the art, but also informs the Minister of Education and Parliament about the progress and impediments that can arise.

In Ireland, the inspection procedures for CSPE were revised for 2008–09. Schools can now be asked by inspectors to provide details of staffing, timetabling, resources and assessment procedures for CSPE. Inspection reports are then made publicly available, and published on the Department of Education and Science website. Further details about the inspection process are outlined in Box 4.8 below.

Box 4.8 Inspection procedures for CSPE in Ireland

The Department of Education and Science has included evaluation of Civic, Social and Political Education (CSPE) in its inspectorate work plan during the academic year 2007–08. In essence, the roll out of CSPE evaluation has involved five inspectors, one

in each of the five regions in which the inspectorate operates. A Guide to Subject Inspection gives a full outline of the subject inspection process. If you have been notified of a CSPE subject inspection, Form SI-02 will have to be completed and returned to the Subject Inspector. The School Development Planning Initiative (SDPI) have produced a number of tools and templates which are useful in supporting the process of subject evaluation. See www.sdpi.ie for further information. Reports on Subject Inspection in Civic, Social and Political Education are available to read on the Department's website www.education.ie. Click on Subject Inspection Reports. As of Thursday, 22nd May [2008] four reports on Subject Inspection in Civic, Social and Political Education have been published.

Source: <http://cspe.slss.ie/>

In Northern Ireland, the implementation of the revised curriculum is being phased in from 2007 to 2010. Thereafter, school provision will be evaluated by the Education and Training Inspectorate (ETINI).

In Scotland, assessment procedures for citizenship learning are not independently evaluated by HM Inspectorate of Education. Schools are instead encouraged to assess their own performance using the HMI's developed self-evaluation tool for education for citizenship, *How Good is Our School? Education for Citizenship* (HMIE, 2003).

In Wales, the Inspectorate for Education and Training in Wales (Estyn) has developed a set of guiding questions to help evaluate education for sustainable development and global citizenship (see Box 4.9 below).

Box 4.9 Guidelines for evaluation of assessment in Wales

Questions to ask in relation to standards in sustainable development and global citizenship:

- Are the statutory requirements for sustainable development and a global dimension in geography being met?
- Does the PSE provision give enough attention to sustainable development and to global citizenship?
- Do pupils have enough opportunities to develop and extend their awareness and understanding of sustainable development and global citizenship in other subjects?
- Do pupils taking examination courses have enough opportunities to consider sustainable development issues?
- Do pupils show an appropriate level of awareness and understanding of sustainable development and of the knowledge, understanding, skills, attitudes and values necessary to become a global citizen?

- Are pupils given the opportunity to develop their awareness and understanding of sustainable development and global citizenship through extra-curricular work and projects?
- Does the school have adequate resources for education for sustainable development and global citizenship?
- Are the staff sufficiently trained to teach education for sustainable development and global citizenship?

Source: ACCAC (2002)

4.9 Conclusion

This chapter highlights the common themes and methods in the assessment of citizenship learning in the eight CIDREE countries that participated in this project. The comparative process has underlined the rapid and significant shifts that are taking place in policy and practice in this field, but also the critical issues and challenges that remain to be addressed. These issues and challenges are now explored in more detail in Chapter 5.

Notes

- 1 Modern Studies assesses knowledge and understanding of specified course content, including most ‘civics’ contexts and some aspects of social policy and international relations. It also assesses a range of skills, including evaluation of bias, exaggeration and selective use of information, the ability to draw valid conclusions based on given evidence, and the ability to construct an argument on the basis of evidence.
- 2 The 15 countries were Australia, Canada, England, Hungary, Italy, Japan, the Netherlands, New Zealand, Northern Ireland, the Republic of Ireland, Scotland, Singapore, Spain, the USA and Wales.
- 3 For further information, see <http://www.rewardinglearning.org.uk/qualifications>.
- 4 Further information about the CELS Study and access to annual reports and other CELS outputs is available at: www.nfer.ac.uk/cels.

5 Current issues and forthcoming developments

While Chapters 3 and 4 focused on a review and comparison of current policy and practice in pupil assessment in citizenship education in participating countries, this chapter takes that review and comparison one stage further. Its focus is twofold. The first is on the issues and challenges in pupil assessment in citizenship education as raised by participants involved in the project. The second is on forthcoming developments in both citizenship education and pupil assessment in countries in the next two years (2008–10). In this way, the chapter attempts to preview how current approaches and practices in pupil assessment in citizenship education may evolve in the near future within and across countries. In short, it seeks to begin to map the possibilities for pupil assessment in citizenship education: that is, how the purposes and practices may continue to evolve.

5.1 Issues and challenges

A number of issues and challenges were identified by participating countries. These were either specific to the educational system of each of the eight countries, or were related to general issues associated with assessment.

In England, there are a number of challenges concerning citizenship assessment. These are chiefly grouped around embedding assessment in citizenship so that it is a natural part of teaching and learning in citizenship rather than a ‘bolt on’. Citizenship is still a relatively new subject in schools, and though considerable progress is being made there is still work to be done to agree standards and share best practices. As a report by the school inspectorate Ofsted on citizenship states:

Assessment in citizenship is at an early stage and teachers currently only have a tentative view of standards and progression. Indeed, the whole notion of assessment in citizenship remains controversial.

(Ofsted, 2006, p.39)

The observation from Ofsted on the state of assessment in citizenship in schools is backed up by evidence from the *CELS Study (Citizenship Education Longitudinal Study)* conducted by NFER. They came to the following key findings.

- The number of schools which have an assessment policy for citizenship in place has increased since 2004.
- Teachers are more likely to be assessing students at key stage 3 than at key stage 4 or at post-16 level.

- A sizeable proportion of teachers state that they made no attempt to assess students in their progress in citizenship education at key stage 3 or key stage 4.
- Just under three-quarters of teachers feel they need more training in assessment and reporting.
- More school leaders report the use of student self-assessment, peer assessment and presentations than in 2004.
- Those schools which deliver citizenship education through a dedicated time slot are more likely to be using written tasks and tests as methods of assessment than schools using other methods of delivery.
- The majority of school leaders and teachers still feel that assessment recording and reporting progress are some of the main challenges in citizenship education.
(Kerr *et al.*, 2007, p.83)

It is no surprise, given this evidence base, that the key challenges for pupil assessment in citizenship in England are:

- building teacher confidence in the purpose of assessment in citizenship and increasing the range and variety of sources of evidence used to make assessments
- improving the consistency of teacher approaches to citizenship assessment within and across schools
- tying citizenship assessment more closely to assessment arrangements and standards in other National Curriculum subjects
- making more use in citizenship of innovative assessment approaches such as pupil self and peer assessment as part of *Assessment FOR Learning* developments
- building greater continuity and progression in citizenship learning from age 5 to 18: that is, linking learning in primary with that in lower secondary (key stage 3) and upper secondary (GCSE and AS and A2 levels)
- providing more examples and exemplars of citizenship assessment practices used by teachers and more online and face-to-face training for teachers and school managers.

In Italy, various studies evaluating the state of civic education have highlighted the gap between intended curriculum and implemented curriculum. This gap concerns: teaching contents; the actual possibility of achieving the objectives established in curricula; the characteristics of the textbooks adopted; and the way they deal with the issues related to pupils' civic education.

In Hungary, the two main challenges facing citizenship assessment as reported by the OFI representative were:

- overcoming traditional attitudes and ways of education, schooling and citizenship
- a need for further research into citizenship education and its assessment.

Northern Ireland has recently completed an evaluation of the introduction of Local and Global Citizenship, a strand which was phased into the curriculum for all post-primary schools in Northern Ireland between 2002 and 2007. Substantial funding for the professional development of teachers was provided on an opt-in basis by the NI Department of Education through the Council for the Curriculum Examinations and Assessment (CCEA) to the Education and Library Boards (ELBs).

In 2002, the UNESCO Centre at the University of Ulster was commissioned by CCEA to evaluate:

- the short- to medium-term impact of the local and global citizenship programme on key stage 3 pupils' attitudes, values and behaviour, teacher confidence and pedagogy; and school ethos, management and curriculum provision; and
- the perceptions of participants about the in-service and pre-service citizenship support programmes delivered by the Education and Library Boards' Curriculum Advisory Support Service (CASS) and within Initial Teacher Education.

The four-year evaluation was undertaken from 2003 to 2007 when the intervention still had pilot status.

The evaluation revealed that experience of citizenship education in school had generated a number of significant and positive impacts. For example, this study found that pupils' perceptions of their knowledge and understanding in relation to citizenship issues increased over time, and that pupils' expectations of democracy in schools increased, as did their awareness of the limitations of existing practice. Moreover, and of particular importance in the Northern Ireland context, pupil perceptions of current and future community relations between the two main traditions were more positive by the end of the evaluation than at any other time. However, the evaluation also found that pupils in Northern Ireland continued to define their identity by religious, and, to a lesser extent, political associations (although association with European and/or global identities increased slightly), and that pupils' trust in political institutions had *decreased* over the period of the evaluation.

At the school level, the introduction of Local and Global Citizenship was also found to have had a positive impact on curriculum planning and classroom practice. For example, there was a notable increase in the use of active teaching methodologies such as group work, discussion and debate, and both teachers and pupils reported positive attitudes towards these active methods. However, the evaluation also highlighted some ongoing challenges. In particular, the evaluation also found that: the potential relevance of citizenship to pupils' lives in and beyond school was often not fully exploited by teachers; in many cases, limited connections were being made within schools between

citizenship and other school activities; there were some concerns about the efficacy of School Councils and the extent of civic and political engagement in schools.

Key issues were also raised about teacher training and professional development. While the evaluation found high levels of satisfaction among teachers about the *quality* of the in-service training programme that has been created, it was also found that uptake was variable, and among senior managers, low. The report also noted that there was a limited emphasis in the training on theoretical perspectives about citizenship and on the need for a whole-school approach.

In relation to the assessment of citizenship in Northern Ireland, the evaluation found that attitudes towards the assessment of citizenship were mixed, reflecting some tension in teachers' minds between the 'behavioural' focus of learning in citizenship and the perceived need for academic credibility. Some interviewees were concerned that an over emphasis on academic rigour would inhibit open and honest classroom debate. Accordingly, many interviewees felt that school provision for Local and Global Citizenship would require ongoing monitoring and review to ensure accountability within and across each key stage of the curriculum, and within professional development.

In terms of recommendations in relation to the assessment of citizenship, the evidence pointed up the need to develop assessment strategies that evaluate achievement beyond academic success only and that accommodate the individual nature of pupil learning.

In Wales, the main challenge regarding the development of a consistent approach to assessment of citizenship-related learning is the non-statutory nature of the PSE Framework. The flexibility that exists for schools to plan and deliver bespoke PSE/citizenship provision means that a 'one size fits all' approach to assessment is unrealistic. There are significant developments under way in Wales to promote assessment for learning as a valid, reliable pupil-centred method which in the longer term should have a positive impact on the formative assessment of citizenship-related learning.

The major challenges to pupil assessment in citizenship education as reported by the participant representing Scotland were:

- Formal assessment of what is usually taken to be citizenship knowledge, understanding and skills is already undertaken through existing assessment in a range of subjects, particularly social subjects, RME (Religious and Moral Education) and English. While this works well up to the age of 14, post-14 there are some issues to do with subject choice, particularly in the social subjects area.

- Once citizenship is explicit in subject guidelines, a long-term challenge will be to continue and extend the work of the Assessment is for Learning (AifL) project to ensure that all teachers develop skills in formative assessment and Personal Learning Planning (PLP). Teachers will then need to apply these skills to education for citizenship and other cross-cutting themes, as well as conventional subject work. This is a long-term issue for teacher education, continuing professional development and school management.
- A further challenge is to include citizenship activities in the Recognition of Wider Achievement framework in a meaningful way. Recognition of Wider Achievement is currently under active discussion and investigation by the Scottish Government.

5.2 Looking forward – forthcoming developments

The majority of the countries participating in the study were either in the process of applying plans for developing pupils' assessment in citizenship education, or considering how they might take this forward.

In Scotland, further developments in assessment in education for citizenship are likely to take place in the context of other major developments, namely *Assessment is for Learning* and *A Curriculum for Excellence*. It seems likely that Education for Citizenship will remain a cross-cutting theme, with benchmarking against an entitlement framework. This should enable evaluation of the work of schools and pupils. Further development may also take place in the context of the plans for recognition of wider achievement.

In Ireland, upper secondary reform is currently under way, and a new course called Social and Political Education is being currently being developed for upper secondary-level education. There are also attempts to map possibilities for provision as transition units (of 45 hours), short courses (of 90 hours), and full subjects (180 hours). The assessment of Social and Political Education is also being considered. The current emphasis is on assessing the following factors:

- understanding (including theory)
- critical capacity
- deliberative capacity
- empathy
- grasp of complexity
- self-awareness of values and dispositions
- personal agenda in the cognitive, affective and practical domains.

The suggested methods of assessment include:

- portfolio process-orientated tracking engagement and deepening thinking
- oral interview (20 minutes) issue/question-based presentation
- examination similar to CSPE.

In the Netherlands, new developments in pupils' assessment suggest that pupils will have a more active role in the assessment process. The following are some examples of the role pupils may play in their own assessment, and the benefits they may accrue from this.

- during the learning route the pupil completes diagnostic tests and uses these to assess how the learning process is progressing.
- prior to the test, the pupil receives information about the areas upon which they will be assessed.
- pupils assess one another in order to gain insight into what is a good achievement, what is not, and why.

Test developers have also sought to design instruments that assess pupil skills, such as the role a pupil adopts in a discussion. Furthermore, Civics 1 has recently been reviewed and, since 2007, more emphasis has been placed on citizenship education and the assessment is to be carried out through an internal school exam.

In Wales, a curriculum review is currently being undertaken. The evidence-gathering process has been completed, recommendations have been given to the Welsh Assembly Government, and the draft *Framework for Children's Learning in the Foundation Phase* (3–7 year-olds) is being piloted. Personal and Social Development and Well-Being is one of seven areas of learning. The existing PSE Framework is being revised and updated to reflect the needs of learners in the twenty-first century. Proposed changes include reducing the current ten aspects to five key themes, one of which will be active citizenship. There is also an increased emphasis on skill development. Supplementary guidance for schools and colleges is also being developed which will include information about approaches to formative assessment. Finally, the Welsh Baccalaureate Qualification will continue to be rolled out across Wales.

In Hungary, work is undergoing on developing new teaching materials and reforming teacher training. It is also hoped that the new bi-level examination will have a beneficial effect on social studies education.

In the Netherlands, citizenship education and assessment is still a relatively new subject and policy-makers and practitioners have raised a number of key questions about the

concepts and practice of citizenship education. In order to get thorough answers to such questions, a number of organisations have decided to establish *school panels for citizenship*, an initiative which, over time, aims to increase knowledge of how education can make an effective contribution to citizenship. The essence of this approach is a systematic, scientifically based, method for development activities in combination with scientific evaluation of its results and effects. The results of this research process will be made available for other schools.

In Northern Ireland, the recommendations arising from the recent external evaluation of the introduction of Local and Global Citizenship have been published and disseminated to all schools and support agencies. They include:

- recommendations to the Department of Education to make provision for:
 - school councils as a statutory requirement for all schools
 - a recognised qualification for all who aspire to teach citizenship that becomes mandatory over time
 - a school award or accreditation system to recognise and reward schools for their efforts
 - ongoing and ‘top-up’ professional development
 - monitoring commitment to, and accountability for, citizenship education through school and support agency inspection
 - monitoring the long-term impact of investment against international benchmarks.

- recommendations to teacher training and support agencies to:
 - consolidate expertise
 - make available a balanced programme of continuing professional development
 - forge greater strategic developmental partnerships with NGOs and other voluntary agencies and the teacher training institutions
 - encourage stronger partnerships between schools and NGOs (with a proviso that the institutional autonomy of schools to plan and manage their own provision is respected).

- recommendations to schools to:
 - provide access to dedicated Continuing Professional Development (CPD)
 - implement a whole-school approach to citizenship education
 - recruit teachers with specific expertise; identify a core team; and appoint a coordinator who is a member of, or is supported by, senior management
 - encourage a much wider range of democratic processes within the school
 - enhance pupil opportunities for civic and/or political engagement
 - develop assessment strategies that evaluate achievement beyond academic success only and that accommodate the individual nature of pupil learning.

There are considerable curriculum changes under way in England, and new arrangements and qualifications for assessing citizenship being introduced at lower and upper secondary levels (age 14–18). In primary education, there is currently a Primary Review taking place which will make recommendations for revising the primary curriculum in mid-2009. At secondary level, there is a new National Curriculum, including a new curriculum for citizenship for 11–16 year-olds.¹ This came into force for all year 7 pupils (age 11–12) in September 2008.

The new citizenship curriculum also has revised arrangements and opportunities for pupil assessment. The main change is that the attainment target for citizenship is set out now as a series of level descriptors – levels 1 to 8 and exceptional performance – which replace the existing end of key stage descriptors of ‘working below’, ‘working at’ and ‘working beyond’. The first statutory teacher assessment using level descriptors will take place in summer 2011, when the first cohort of pupils to be taught the new National Curriculum reach the end of key stage 3 (age 14). Appendix A.7 provides a full list of the new level descriptors, and Box 5.1 below describes how and why these levels were developed.

Changes have also been made to GCSE qualifications to bring them into line with the new National Curriculum. In citizenship this means that the popular GCSE short course in Citizenship Studies remains available but has been supplemented by the addition of a full course GCSE in Citizenship Studies, which was taught for the first time from September 2008. The new GCSEs include a rigorous approach to controlled assessment which replaces internal assessment (coursework) and involves pupils in an active citizenship process involving skills of research, action, analysis and evaluation chosen from a range of citizenship themes. Pupils are encouraged to develop a range of evidence and teachers are provided with assessment criteria for assessing citizenship skills and understanding. Meanwhile, at post-16 level a new A level qualification in Citizenship Studies was made available for the first time from September 2008. Opportunities for citizenship have also been signalled in the new Diploma qualifications (a bridge between academic and vocational education) and in the AS Extended Project qualification.

5.3 Conclusion

The issues and challenges and forthcoming developments described by experts from the participating countries in this chapter help to set up the report’s final chapter. They bring the project up to date in terms of current issues and challenges and highlight policy developments which are already under way. They ensure that the report is relevant and real. They also highlight the considerable progress in participating countries, during the duration of the project from 2005 to 2008, in exploring the

purposes, practices and possibilities and beginning to turn many of the possibilities into actual practices in schools. The final chapter (Chapter 6) attempts to draw conclusions from the project and set out learning points for those interested in taking pupil assessment in citizenship education forward.

Box 5.1 A case study of policy development – level descriptors for assessing pupils’ citizenship learning at key stage 3 in England

The Qualifications and Curriculum Authority (QCA) has been working hard to support schools to plan effectively for these curriculum and assessment changes. What follows is a brief review of a development project in using the new level descriptors for citizenship at key stage 3, and of the emerging lessons from the project.

Level descriptors for citizenship

The introduction of level descriptions for citizenship brings the subject into line with the assessment arrangements for other National Curriculum foundation subjects. They set out the national standards for the subject and allow teachers to assess how well pupils are doing and what they need to do to improve. The levels provide a climbing frame for progression and should help to promote consistency in teacher assessment.

Preparation

The QCA recommends that schools should start to develop their approach to assessment now, in preparation for the changes to end of key stage 3 assessment. Teachers need to:

- be familiar with the levels in order to understand the standards
- plan teaching and learning activities to ensure pupils have opportunities to demonstrate what they know and understand, and what they can do in the subject
- develop learning outcomes or success criteria for tasks and share expectations with pupils
- establish a baseline of what pupils know, understand and can do at the start of the key stage
- begin to collect evidence of learning to build a full picture of pupil progress and attainment.

QCA’s principles of assessment

Assessment is an essential part of teaching and learning in all subjects. The QCA has four principles that should underpin successful assessment practice. The principles help schools take a fresh look at their approach to assessment and encourage them to think about how learners view the experience.

- *The learner is at the heart of assessment.* Effective assessment helps develop successful learners, clearly identifies ways for them to progress and encourages them to take a central role in their own assessment.
- *Assessment provides a view of the whole learner.* It values a range of skills, dispositions and attitudes as well as knowledge and understanding, and draws on a broad range of evidence, including beyond the school, and involving peers, parents and members of the wider community in recognising progress.
- *Assessment is integral to teaching and learning.* It is embedded in what is taught and learned. Teachers can recognise learning and progress as it is happening, and evidence of day-to-day learning is used when making assessments.
- *Assessment includes reliable judgements about how learners are doing, where appropriate, related to national standards.* This involves developing school assessment systems that support teachers and help them develop confidence and expertise in assessment through discussion and comparing judgements with colleagues.

Recognising Progress in Citizenship project – emerging findings

Teachers have been working with the QCA to explore and develop approaches to assessment in citizenship based on the above principles. In December 2007 the QCA set up the project *Recognising Progress in Citizenship*. The project, which ran during 2007–08, took a practical look at approaches to assessment and recognising progress in citizenship and the use of the new level descriptions. Subject leaders for citizenship from key stages 1, 2, 3 and 4 and a range of key organisations were involved. A project evaluation process was set up to collect and analyse feedback from the ten participating schools.

The evaluation identified three stages to planning integrated teaching, learning and assessment.

- Plan learning activities using concepts and processes and range and content from the programme of study.
- Use levels to inform the planning of opportunities to generate evidence of learning.
- Develop success criteria to recognise and differentiate pupil performance in tasks, using the levels as a guide to expected standards.

Teachers found participating in the project to be a positive experience, which encouraged them to think more deeply about teaching, learning and assessment and the nature of evidence of progress in citizenship. Their involvement gave them time to reflect on their practice, and space to think about assessment with fellow practitioners.

The level descriptions helped to establish teachers' understanding of expectations and standards in citizenship and teachers felt the level descriptions would be helpful for non-specialists. Teachers using the level descriptions were clearer about what they wanted pupils to learn. One teacher thought the introduction of level descriptions alongside the new curriculum might help the school bring about changes in citizenship provision and improve the quality of teaching and learning in the subject.

The schools involved agreed that the level descriptions for citizenship helped teachers to plan integrated teaching, learning and assessment opportunities and this should lead to more effective and appropriate assessment in the subject. The process encouraged teachers to be clear about what they wanted the pupils to achieve in relation to key concepts and processes and share with them the outcomes they were seeking.

The teachers believed that the new curriculum and level descriptions could improve the quality of teaching, learning and assessment in citizenship. However, to maximise these opportunities, teachers would need to be supported in developing confidence and using their professional judgement to assess learning.

The project has shown that teachers' professional judgements about pupils' learning achievements provide a fruitful source of information. Teachers must draw on their all-round knowledge of pupils when making level-related assessments, particularly if pupils show 'spiky profiles' – evidence of attainment in more than one level for different aspects of the subject. Teachers recognised the importance of seeking a broad range of evidence to show a pupils' understanding and skills across different aspects of the subject. To do this they might need to gather additional evidence by, for example, talking with pupils about a piece of work or using questioning techniques.

Teachers in the project agreed that the level descriptions should not be used to label pupils. The focus should be on helping them understand their strengths and areas for development and 'how to move on in order to improve'.

Despite the early anxieties about assessment and using the level descriptions and recognition of the need for training and support, the mood of teachers in this project was positive. The new curriculum and level descriptions were seen as significant steps towards improving the quality and consistency of citizenship teaching, learning and assessment and offering pupils a more engaging and motivating experience of the subject.

Uses of level descriptions of pupil learning in citizenship in England

What are level descriptions for?

- a clearer set of standards
- a climbing frame for progression
- a tool for planning opportunities to gather evidence of learning
- characteristics of progress – a feel for pitch
- judging attainment at the end of the key stage across a range of evidence.

What are level descriptors not for?

- marking a single piece of work
- a list of things to cover
- labelling pupils, for example 'my level 5 pupils'.

Courtesy of Liz Craft, QCA

What is happening next – Assessing Pupils' Progress (APP) materials

The QCA is working with schools to develop manageable and effective approaches to assessment and develop teachers' confidence and expertise. *Assessing Pupils' Progress* (APP) is the new national approach to assessment that equips teachers to make periodic judgements on pupils' progress, fine-tune their understanding of learners' needs and tailor teaching accordingly.

APP guidelines are being developed for foundation subjects, including citizenship. These should be available in 2010.² The materials will include:

- guidelines for assessing pupils' work related to National Curriculum levels
- standards files that offer annotated collection of pupils' day-to-day work to exemplify national standards
- a handbook to help teachers use the materials and implement the approach.

Notes

1. The new National Curriculum in England can be viewed at www.qca.org.uk/curriculum. Information and guidance about assessment can be accessed at www.qca.org.uk/assessment.
2. All APP materials will be available through the QCA website at www.qca.org.uk. QCA has published a booklet called *Assessing Pupils' Progress: Assessment at the Heart of Learning* which is available from the QCA website.

6 Conclusions, learning points and ‘how can we’ challenges

6.1 Project context

This final chapter looks to draw together the main conclusions and learning points from the project. These conclusions and learning points should be viewed within the project context. It should be remembered that, from the outset, the project was both collaborative and exploratory. It was undertaken collaboratively by NFER, with assistance from a number of CIDREE organisations, and interest in the outcomes from other CIDREE members and supra-national organisations such as the Council of Europe and European Commission. The project focus on *pupil assessment in citizenship education* was deliberately exploratory. It was chosen because of keen interest in the topic but with recognition of a lack of literature and considerable gaps in knowledge about the purposes and current approaches in different countries, as well as the possibilities concerning future developments.

However, collaborative and exploratory project work is precisely that. You set off at the beginning, along with your partners, unsure of what they will provide and what, together, you will discover. It is also unclear precisely where your investigations will take you and how much you will be able to deduce at the end. Though there is a need for initial direction in such projects, it must be matched by flexibility, in order to make the most of developments as they arise along the way. This was the case with this collaborative and exploratory project. There were three consequences of the nature of the project.

- The aims were agreed at the outset but specific objectives were only firmed up and refined by the participants as the project progressed.
- The comparative aspect was dependent on the extent to which participants had and were willing to share experiences, practices and forthcoming developments – this sharing was more fulsome from some participants than others.
- The outcomes are not complete and final but rather are reflective and ongoing. They reflect on an area (namely *pupil assessment in citizenship education*) that is nascent and under development (albeit rapidly forming) within and across countries.

This final chapter has a clear structure that mirrors the trajectory of the project. It seeks to list and revisit the project’s fundamental aim, and the key questions and objectives that guided its conduct. It then outlines, in brief, the conclusions and learning points that can be drawn in relation to each key question and objective. It ends with a final comment about the project as a whole. The detailed evidence that informs the conclusions and learning points is contained in the preceding chapters and, for the sake of brevity, is not repeated here.

6.2 Project aims and objectives – a reminder

As was outlined in Chapters 1 and 2, the overarching aim of this project was ‘to collect comparative information on current policies, purposes and practices in the participating countries and, in so doing, to move on thinking in this area within and across Europe, as well as with wider international audiences’.

The project began with three core questions.

1. Can you assess pupils in citizenship education?
2. (Assuming yes to Q.1) How can you assess pupils in citizenship education effectively?
3. What are the issues and challenges in developing pupil assessment in citizenship education?

Following discussion with participating countries, these three core questions were translated into four specific objectives for the project, namely to:

- a. explore the purposes of, and approaches to, pupil assessment in citizenship education
- b. identify the different types of pupil assessment in citizenship education
- c. highlight effective practices and strategies for assessing pupils’ learning and achievements in citizenship education
- d. raise ongoing issues, challenges, and possibilities in the development of effective practices in pupil assessment in citizenship education.

The three questions for the project do not translate directly and neatly to a specific objective. However, there is sufficient overlap to enable them to be combined in considering the project conclusions, thus:

Core question 1 – Can you assess pupils in citizenship education? relates to:

Objective A (first part) the purposes of pupil assessment in citizenship education.

Core question 2 – How can you assess pupils in citizenship education effectively? relates to:

Objective A (second part) the approaches to pupil assessment in citizenship education

Objective B identify the different types of pupil assessment in citizenship education

Objective C highlight effective practices and strategies for assessing pupils' learning and achievements in citizenship education.

Core question 3 – What are the issues and challenges in developing pupil assessment in citizenship education? relates to:

Objective D raise ongoing issues, challenges and possibilities in the development of effective practices in pupil assessment in citizenship education.

6.3 Conclusions and learning points for core question 1 – Can you assess pupils in citizenship education?

As Jerome (2008, p.546) notes in his chapter on 'Assessing citizenship education' in the *SAGE Handbook of Education for Citizenship and Democracy*: 'several authors have expressed concerns about the role of assessment in citizenship education ... nevertheless the question for some remains, are we trying to measure the immeasurable?'

The overwhelming answer to this question from the participants in this project was in the affirmative. Indeed, the participants affirmed not only that you can assess pupils in citizenship education, but also that you should assess citizenship learning. Further confirmation of this belief can be found in the fact that all of the participating countries are undertaking some form of assessment of citizenship learning at some point between age 5 and 18 in the educational careers of their pupils. Furthermore, future developments suggest that the assessment of pupils' learning in citizenship education will become more prevalent and widespread within and across countries.

Nonetheless, this study highlights that there is still some work to be done in clarifying the purposes of assessing pupils' citizenship learning. Pupils' learning may be assessed for a number of purposes, such as: to support and enhance pupils' learning; to improve teaching; to grade pupil progress; to ensure accountability at school, national or international level; to help select pupils; to transfer pupils to a different educational level or stream; and/or to report to parents. It is important to have a clear sense of this, as the purposes impact in turn on the approaches chosen to achieve those goals. However, this study came to the following findings.

- The purposes of pupil assessment in citizenship education are currently implicit rather than explicit.
- The majority of participating countries have not, as yet, developed a clear, specific rationale for assessing citizenship learning. Most countries make no explicit

reference to the purpose of assessment in citizenship learning, or appear to rely on the general assessment goals of the curriculum as a whole.

- The only exceptions to this rule appears to be Scotland and Northern Ireland, which have developed assessment goals that are more explicitly linked to, and for, citizenship education.
- You can assess pupil learning in citizenship education but it is a complex and challenging task. There are a variety of factors that impact on the task, not least the nature of citizenship education, as it is now defined and approached.
- The revised definition that adds citizenship as an active practice alongside citizenship as a status increases the challenge of assessing pupil learning in this active, experiential, participative citizenship dimension.

6.4 Conclusions and learning points for core question 2 – How can you assess pupils in citizenship education effectively?

If you can assess pupils in citizenship education then this naturally begs the question *'how can you assess pupil learning in citizenship education?'*. In answer to this question, the participants provided a wide range of examples of policies, approaches and practices in pupil assessment in citizenship education. These policies, approaches and practices reveal the following.

- It is possible to assess pupil learning in citizenship education effectively if you have a clear strategy for such learning and assessment.
- There is no one way of assessing pupils' learning in citizenship education; rather, there is a range of ways, each of which is equally valid.
- It is easier to assess pupil learning in citizenship where that learning is delivered through discrete blocks. It is much more difficult to assess pupil learning where citizenship is delivered through cross-curricular approaches, where the tendency is for a mixed learning approach and for through a range of subjects that have a number of competing assessment practices.
- There are considerable differences in approaches and practices across countries but also some commonalities.
- The differences and commonalities arise because of a range of factors that impact on how the assessment of pupil learning in citizenship is approached in each country. These factors are a mixture of those relating to the structure and organisation of the education system, those concerning the nature of the general system of assessment, and those relating to the nature of citizenship education and how it is defined and approached. These factors play out differently in each country.
- The goals of and rationale for citizenship education have a considerable impact on the shape of the approaches to and practices of pupil assessment in citizenship education. The clearer the goals and rationale the easier it is to decide on the approach and practice.

- Participating countries adopt different types of pupil assessment in citizenship education, ranging from formative and summative, to internal and external and formal and informal. These types often coexist. Their usage and importance varies depending on the age of pupils and the stage of their education.

The project has also provided a more in-depth understanding of a range of decisions that participating countries are taking about pupil assessment in citizenship education, such as what is being assessed, when, where, how and by whom. The conclusions and learning points from each of these decisions are considered in turn below.

What citizenship components are being assessed?

- All participating countries define citizenship in relation to three interrelated dimensions – cognitive (knowledge and understanding), active (skills and behaviours) and affective (values and attitudes) – and look to assess pupil learning in all three dimensions.
- It is not easy to identify commonalities in approach to these citizenship dimensions or components because countries use differing terminology to describe them and have differing foci in their promotion and development.
- There is a noticeable gap between the rhetoric of policy guidance and actual practice in many countries. While the policy guidance states that all three citizenship dimensions should be developed and assessed, in practice the reality is that in terms of assessment, the cognitive dimension (knowledge and skills component) is assessed more frequently than the active and affective dimensions.
- The most difficult dimension to assess is active citizenship (skills and behaviours). Some countries (notably England, Wales and Ireland) are making conscious efforts to tackle the assessment of this dimension, particularly with older pupils at secondary level.
- Countries adopt differing approaches to the assessment of the citizenship dimensions. The cognitive dimension is assessed more through formal, standardised approaches such as written tests and examinations. Where there are attempts to assess the active and affective dimensions, this is mainly through internal and informal means and conducted by teachers.

At what age and stage of education does assessment take place?

- The majority of participating countries have some form of pupil assessment in citizenship education between the ages of 5 and 18.
- There is considerable variation between countries on the age and educational stage of assessment of pupils' citizenship learning. Most countries employ a mixture of statutory and optional assessment approaches at differing points in a pupil's education.

- It is clear that countries believe that different age groups require different methods of assessment in citizenship education. There is a considerable shift in approach as pupils get older. Whereas assessment at primary level is largely informal and internal, it becomes much more formal and reliant on written external assessment as pupils move to secondary level and progress in their education.

What are the contexts or sites for assessment?

- Pupil assessment in citizenship education takes place in three main contexts: the curriculum, the school community and the wider community beyond school.
- The main context where pupil assessment takes place remains the curriculum. There is much more assessment of pupil learning in citizenship in the curriculum, than of learning at school community and wider community level.
- Pupil assessment in the school curriculum is in relation to discrete and/or cross-curricular delivery of citizenship education. Most participating countries have a mixed approach using both discrete and cross-curricular delivery. Discrete delivery and assessment is more prevalent at secondary level and cross-curricular at primary level.
- Discrete delivery of citizenship education leads to discrete assessment approaches that are easier to understand and manage.
- Cross-curricular delivery of citizenship education leads to more varied, challenging and variable assessment approaches. In the participating countries, there is as yet no sign of a comprehensive way to assess pupil learning with rigour and efficacy where citizenship delivery is cross-curricular.
- No countries have, as yet, fully got to grips with how you consistently and effectively assess citizenship learning that takes place both outside the classroom and beyond the school gates, what some countries refer to as ‘wider achievement’ in citizenship.

In what form does assessment take place?

- Pupil assessment in citizenship education encompasses a variety of forms including formative and summative, formal and informal, and internal and external. All of these forms are present in the approaches of all participating countries, though there are considerable differences in emphasis and in the age and educational stage at which they are employed.
- External assessment is more common at secondary level and internal assessment more common at primary level.
- The majority of countries use a mixture of formative and summative approaches to the assessment of pupil learning in citizenship, though summative is less prevalent at primary level.

- The major development in many countries is the greater emphasis being given to formative assessment in citizenship in relation to pupil learning. This is being driven by the spread of the Assessment FOR learning (AfL) movement across schools, curricula and countries. Most countries have picked up on this movement and are using it to try to drive up teaching and learning standards across the curriculum, including in citizenship education.
- Formative assessment approaches are more in tune with the underlying aims and goals of citizenship education, as it has been redefined in many countries in an attempt to prepare better all pupils for the challenges of living in a rapidly changing, fast-paced modern society. Formative assessment better fits the active, participative and experiential component that is included in the revised and reformulated citizenship programmes in many countries.

Who is involved in the assessment?

- There is the potential to involve a wide range of actors in the assessment of pupil learning in citizenship, from teachers and external government and qualifications agencies to pupils themselves and their peers.
- In all participating countries pupil assessment in citizenship education is still mainly carried out by teachers. External agencies, such as government and examination boards, are involved where there are examinations and/or national tests.
- The growing trend is for greater involvement of individual pupils and their peers in the assessment of the learning process through peer and self-assessment, often in partnership with their teachers. This trend is associated with the spread of AfL practices across a number of countries.

How is the assessment celebrated?

- Participating countries employ a wide range of ways of celebrating pupil achievement in citizenship education, from individual prizes and awards to school ceremonies and external certificates.
- External certificates are associated with pupils passing examinations that are set and regulated by external agencies such as the government and examination boards. They are often available for older pupils as they progress through lower and upper secondary levels.

How are the assessment procedures evaluated and validated?

- Though countries evaluate their citizenship education provision it is not clear that this includes any specific evaluation of the effectiveness of approaches to pupil assessment in citizenship education. The evaluation and validation of assessment approaches in citizenship is still under development.

- Some countries carry out internal moderation of internal formative assessment judgements in citizenship.
- It is easier to evaluate and validate assessment approaches with consistency where there is external formal assessment, such as examinations, conducted by external agencies such as government and examination boards. It is much easier to set and monitor standards.

These conclusions and learning points to the first two key questions that guided the project, namely ‘Can you assess pupils in citizenship education?’ and ‘How can you assess pupils in citizenship education?’ throw up findings that help to answer the third question ‘What are the issues and challenges in developing pupil assessment in citizenship education?’. These issues and challenges are considered in the next section.

6.5 Conclusions and learning points for core question 3 – What are the challenges in developing pupil assessment in citizenship education?

It has become clear to all participants in the course of conducting this project that pupil assessment in citizenship education is an area still very much under development. Policies, approaches and practices have moved on considerably during the three years of the project from 2005 to 2008. Forthcoming developments in participating countries over the next two years (that is, until 2010) suggest that this progress will continue unabated. Though the project outcomes shed more light on approaches to pupil assessment in citizenship education within and across participating countries, and the factors that influence them, they also highlight the considerable challenges that remain to be tackled if more effective assessment of pupil learning in citizenship is to be achieved. These challenges can be grouped under six headings:

1. rationale and definition
2. scope and scale
3. consistency and progression
4. training and development
5. evaluation and review
6. sharing and dissemination.

The main challenges under each of these aspects are now considered in turn. They are best described as ‘How can we’ challenges. The ‘we’ encompasses all those involved in citizenship education – teachers, coordinators and school leaders, researchers and policy-makers, as well as pupils – at all levels, from individual classroom and school, through local and national, to European and supra-national.

1. Rationale and definition

How can we...

- Ensure that the assessment of pupil learning in citizenship education fits with the revised definitions of citizenship education, particularly the dimension of active citizenship, rather than constrain or ignore that definition?
- Decide on the main purposes of pupil assessment in citizenship education and make them more explicit, understood and accepted?
- Provide a clearer rationale for pupil assessment in citizenship education that relates to the nature of citizenship education specifically, rather than one that arises from general teaching and learning or assessment approaches in education?

2. Scope and scale

How can we...

- Break down the complexity and mystery of pupil assessment in citizenship education so that people can see possible components and types of assessment and how they can be made to work together effectively?
- Decide on the scope and scale of the assessment of pupil learning in citizenship and to what extent it is going to attempt to assess properly all three citizenship dimensions – cognitive (knowledge and understanding), active (skills and behaviours) and affective (attitudes and values)?
- Decide on who should be involved in assessing pupil learning in citizenship, what weighting should be given to their involvement, and how the different actors fit together? In particular, agree on the nature of the relationship between teacher assessment and peer and self-assessment, and of that between teacher assessment and externally validated assessment involving external agencies such as government and exam boards?
- Make the most of the potential of formative approaches associated with Assessment FOR learning (AfL)? Decide how AfL can be most effectively dovetailed with Assessment OF learning (AoL) to the maximum benefit for learners and teachers?
- Overcome the challenges of assessing active citizenship and pupils' 'wider experiences' of citizenship beyond the classroom and beyond the school gates, through participation in the school community and in the wider community?

3. Consistency and progression

How can we...

- Build greater consistency in judgements on pupil learning in citizenship education through informal and formal, internal and external, and formative and summative approaches? In particular, build consistency into formative approaches?
- Decide what pupil progression in citizenship education will look like as pupils progress in their education at primary level through to secondary level?

- Agree how to ensure continuous, effective assessment in citizenship education as pupils progress in their educational journey?
- Overcome the challenge presented by cross-curricular delivery of citizenship education, where standards of delivery can be inconsistent and difficult to assess? Ensure greater consistency with standards where citizenship education delivery is discrete and it is easier to assess pupils?

4. Training and development

How can we...

- Close the gap between the rhetoric of policy about what can be assessed in citizenship education, and the practice of much more limited pupil assessment in reality? In particular, ensure that the default approach is no longer assessment of the cognitive dimension at the expense of the active and affective?
- Train teachers so that they have a broader repertoire of approaches to pupil assessment of citizenship learning and greater confidence to use them in practice?
- Train more pupils to make the most of the potential for peer and self-assessment in citizenship education? Look to increase their independence as learners as they progress in their education from primary to secondary level?

5. Evaluation and review

How can we...

- Ensure that evaluation of citizenship education programmes includes an explicit evaluation of the nature and effectiveness of approaches to pupil assessment in citizenship education?
- Encourage a greater culture of evaluation and review of assessment policies and practices in citizenship education in order to bring increased consistency and progression?
- Make the most of small-scale, national and international evaluation and review? In particular, decide what use can be made of data from the new IEA International Civic and Citizenship Education Study (ICCS) regarding pupil performance in relation to those in other participating countries?

6. Sharing and dissemination

How can we...

- Develop a culture where the sharing and dissemination of policies and practices, current and forthcoming, is the norm? Build this culture from the individual classroom all the way up to national and supra-national agency level?
- Decide the best way to share and disseminate policy and practices both within but also across countries, so as to ensure a comparative perspective?
- Disseminate outcomes to a range of audiences, particularly individual teachers and pupils, in ways that make the messages pertinent to their context, concerns and needs?

Taken together, these ‘How can we’ challenges under these six aspects provide a helpful route map for moving pupil assessment in citizenship education forward. They are a useful aide-mémoire for those involved in citizenship education, from the individual classroom up to national and supra-national agencies, to consider when discussing how to progress the effective assessment of pupil learning in citizenship.

6.6 Final comment

The report and its conclusions and learning points represent a snapshot in time of the development and progress of pupil assessment in citizenship education in eight countries during the three-year period 2005–08. They also seek to look forward to future developments in the coming two years, through to 2010. As such, and given the lack of previous investigation of this area, the project succeeds in putting down an important marker concerning pupil assessment in citizenship education. It adds considerably to our understanding of this area and, as a result, increases the capacity to take informed action. It provides an opportunity, not just for those countries that participated but for wherever pupil assessment in citizenship education is being considered, to take stock of current and upcoming developments and to use the findings to consider where they could go in the future.

The project does not provide a definitive answer as to how to progress pupil assessment in citizenship education: that is up to each country, school and teacher, and dependent on their particular context. Rather it offers pointers and raises questions, particularly through the ‘*How can we*’ challenges above, that are helpful in moving thinking, policy and practice forward. It is hoped that these pointers and questions will prove useful not only for the countries that participated but for the range of other countries and supra-national agencies, such as the Council of Europe and European Commission, who expressed a keen interest in the project outcomes.

Finally, it is worth looking back to 2005, when the project began, to realise how far things have moved on in pupil assessment in citizenship education. In 2005 the Eurydice survey *Citizenship Education at School in Europe* was published. It had directly asked the question, ‘Are pupils assessed specifically in this area [citizenship education]? In other words, are their attainment, progress and skills in the area subject to measurement?’ (p.39). It concluded rather negatively that:

Assessing pupil attainment in citizenship education and evaluating school provision for it seem to be two of the main challenges for the future. Indeed, the assessment of pupils is a difficult and complex issue. While assessing knowledge of theoretical issues related to citizenship education may be relatively easy, measuring achievement as regards its other two ‘non-theoretical aims’ – the adoption of positive civic

attitudes and values and active participation or, in other words, the actual behaviour of pupils – is likely to be much harder.

(Eurydice, 2005, p.60)

The conclusion suggests that progressing pupil assessment in citizenship education is some way off in the future. Yet this report shows the developments that the eight participating countries have undertaken in the past three years to address the challenges and move this area forward. While there is no doubt that pupil assessment in citizenship education remains ‘a difficult and complex issue’, considerable progress has and is being made by participating countries. Progress is founded on being much clearer and confident about the purposes of citizenship education and of pupil assessment, using that clarity and confidence to explore the possibilities, and then making a decision about the practices and the support that is required to make them effective.

There is still some way to go before pupil assessment of citizenship learning is recognised, accepted and valued in education and society at large. However, the project shows that there is much greater clarity forming about the areas that are central to the assessment of citizenship education and their interaction. These areas are:

- age and educational stage of assessment
- purpose of assessment
- components of citizenship being assessed
- contexts or sites of citizenship assessment
- forms of assessment
- recognition and celebration of achievement
- assessment actors
- efficacy of assessment procedures.

Indeed, current developments in a number of the project’s participating countries in pupil assessment more generally, particularly through AfL are creating exciting opportunities to assess not only the more traditional *cognitive dimension* (knowledge and understanding) of citizenship, but also the *active dimension* (skills and behaviours) and *affective dimension* (values and attitudes). These moves herald the possibility of developing purposeful and effective assessment of pupil learning that is true to the aims and purposes of citizenship education. They also have the potential for pupil assessment in citizenship education to be comparable in its rigour and standards to that in other curriculum subjects and areas. Such developments enable teachers, in partnership with pupils, to take more control of the assessment process so that it is more aligned with actual teaching and learning. It affords the real possibility for the purposes of citizenship education to be reflected in assessment practices so that you ‘assess what you value in citizenship rather than value what you assess’.

Appendix

A.1 Experts who contributed to the project

- | | |
|------------------|---|
| CIDREE | <ul style="list-style-type: none">• Roger Standaert, Secretary General• Paul Aerts, former Director of Programmes• Helmar Vyverman, Director of Programmes• Gerd Portocarero, Administrative Director |
| England | <ul style="list-style-type: none">• Liz Craft, Qualifications and Curriculum Authority (QCA) |
| Hungary | <ul style="list-style-type: none">• Katalin Falus, Institute for Educational Research and Development (OFI) |
| Ireland | <ul style="list-style-type: none">• John Hammond, National Council for Curriculum and Assessment (NCCA)• Conor Harrison, Citizenship Education Support Team• Aidan Clifford, Curriculum Development Unit (CDU) |
| Italy | <ul style="list-style-type: none">• Paolo Calidoni, Sassari University• Bruno Losito, Roma Tre University• Luciano Cecconi, INVALSI |
| The Netherlands | <ul style="list-style-type: none">• Bert De Weme and Jeroen Bron, Netherlands Institute for Curriculum Development (SLO) |
| Northern Ireland | <ul style="list-style-type: none">• Carmel Gallagher Visiting Senior Research Fellow, UNESCO Centre, University of Ulster (seconded from CCEA)• Liz Armour and James Cuthbert, Education & Training Inspectorate• John McCusker, NI Department of Education |
| Scotland | <ul style="list-style-type: none">• Christine Twine and Cathy Begley, Learning and Teaching Scotland (LTS) |
| Wales | <ul style="list-style-type: none">• Mark Lancett and Anne Whipp, Department for Children, Education, Lifelong Learning and Skills (DCELLS) |
| NFER | <ul style="list-style-type: none">• Anne Byrne, Sarah Maughan, Sharon O'Donnell, Sue Stoddart, Sheila Stoney, Linda Sturman |

A.2 Core objectives of Civic, Social and Political Education in Ireland

1. Knowledge

Through their work in CSPE, pupils should acquire basic knowledge and a broad understanding of the following:

- citizenship
- human rights, freedoms and responsibilities
- participation
- sustainable development
- democratic system
- globalisation
- contemporary issues/current affairs.

2. Concepts

The central concept of the CSPE course is citizenship. Through the units of study the pupils should come to understand how the seven concepts serve to inform and clarify the concept of active participatory citizenship:

- rights and responsibilities
- democracy
- stewardship
- interdependence
- development
- law
- human dignity.

3. Skills

In exploring the concepts, units, themes, topics and issues in CSPE, pupils should have the opportunity to develop and practice the skills of active participatory citizenship, such as:

- identification/awareness skills
- analysis/evaluation skills
- communication skills
- action skills.

4. Attitudes and values

Pupils will be encouraged to recognise values and develop positive attitudes in relation to themselves, other people, the environment and the wider world. Through their work on this course, pupils will be given opportunities to reflect upon and recognise the

beliefs and values which underlie their attitudes and actions as individuals and as members of groups or communities. The values of this course, expressed in the attitudinal objectives below, are based on a commitment to human rights, individual social responsibilities and democracy.

- commitment to active citizenship
- concern for human rights
- care for the environment
- respect for human dignity
- concern for the common good
- openness to resolve conflict non-violently
- willingness to act responsibly
- practice of tolerance.

Source: Adapted from the CSPt syllabus (Department for Education, 1996)

A.3 Attainment target for citizenship at key stage 3 in England

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:

- the legal and human rights and responsibilities underpinning society, basic aspects of the criminal justice system, and how both relate to young people
- the diversity of national, regional, religious and ethnic identities in the United Kingdom and the need for mutual respect and understanding
- central and local government, the public services they offer and how they are financed, and the opportunities to contribute
- the key characteristics of parliamentary and other forms of government
- the electoral system and the importance of voting
- the work of community-based, national and international voluntary groups
- the importance of resolving conflict fairly
- the significance of the media in society
- the world as a global community, and the role of the European Union, the Commonwealth and the United Nations.

Developing skills of enquiry and communication

2. Pupils should be taught to:

- think about topical political, spiritual, moral, social and cultural issues, problems and events by analysing information and its sources, including ICT-based sources
- justify orally and in writing a personal opinion about such issues or events
- contribute to group and exploratory class discussions, and take part in debates
- developing skills of participation and responsible action.

3. Pupils should be taught to:

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

Source: The National Curriculum 2007 (QCA, 2007)

A.4 Discrete assessment of citizenship learning in England

SECTION A

Answer ALL parts of this question.

In this question you will be able to write about a citizenship activity in which you have taken part. You will find it useful to think about:

- the aim of the activity
- what you did
- your relationships with others who were involved
- whether the activity was successful.

a. Briefly describe the citizenship activity in which you took part.

b. State one idea you contributed during the planning of the citizenship activity.

c. Briefly explain one way in which your citizenship activity helped other people in your school or community.

d. Outline the part played in the citizenship activity by you and at least one other person.

SECTION B

e. ‘The success of a citizenship activity depends on enthusiasm more than planning.’

Do you agree with this view?

Think about the successes and difficulties you and others experienced during your citizenship activity.

Give reasons for your opinion, showing you have considered another point of view. You should include the following points in your answer and other information of your own.

- What makes us feel enthusiastic about an activity?
- Why do we need planning or coordination?
- Could the activity succeed without organisation?
- What would an activity be like if based on enthusiasm rather than planning?

Source: Recognising progress in citizenship project (QCA, 2008)

A.5 Sample of pupil behaviour report in Italy

Name and surname: _____ Class: _____ Date _____	YES	NO	IN PART
[Student x] can:			
Listen and understand what is heard	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adopt proper behaviour in situations of school life	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Correctly execute the instructions received	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Autonomously handle the material	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use a rich and appropriate vocabulary to report the knowledge learnt	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Plan the activities to carry out	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Organise the time and way to conduct one's work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Enthusiastically participate in activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Make a consistent commitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cooperate with peers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Show initiative	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Make autonomous decisions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Source: *Expert Evidence*

A.6 Requirements for education for local and global citizenship in Northern Ireland

Learning for Life and Work: Local and Global Citizenship

The minimum content is set out below. The statutory requirements are set out in **bold** under the **Key Concepts** and **Learning Outcomes**. Additional non-statutory guidance and suggestions

<p>Key Concept – Diversity and Inclusion</p> <p>Exploring Diversity and Inclusion provides opportunities to consider the range and extent of diversity in societies locally and globally and to identify the challenges and opportunities which diversity and inclusion present in local, national, European and global contexts.</p>	<p>Key Concept – Human Rights and Social Responsibility</p> <p>Exploring Human Rights and Social Responsibility provides opportunities to understand that a globally accepted values base exists that reflects the rights, as outlined within various international human rights instruments, and responsibilities of individuals and groups in democratic society</p>	<p>Key Concept – Equality and Social Justice</p> <p>Exploring Equality and Social Justice provides opportunities to understand that society needs to safeguard individual and collective rights to try and ensure that everyone is treated fairly.</p>	<p>Key Concept – Democracy and Active Participation</p> <p>Exploring Democracy and Active Participation provides opportunities for pupils to understand how to participate in and to influence democratic processes and to be aware of some key democratic institutions and their role in promoting inclusion, justice and democracy.</p>
<p>Pupils should have opportunities to:</p> <p>Investigate factors that influence individual and group identity, for example, <i>age, gender, youth culture, ethnicity, community background, multiple identity, changing identities, etc.</i></p> <p>Investigate ways in which individuals and groups express their identity, for example, <i>dress code, language, musical and sporting traditions, religious and political opinion, beliefs, etc.</i></p> <p>Investigate how and why conflict, including prejudice, stereotyping, sectarianism and racism may arise in the community.</p> <p>Investigate ways of managing conflict and promoting community relations, reconciliation. Investigate the opportunities arising from diversity and multiculturalism and possible ways of promoting inclusion, for example, <i>community relations work, shared festivals, sporting events, integrated education.</i></p>	<p>Pupils should have opportunities to:</p> <p>Investigate why it is important to uphold human rights standards in modern democratic societies, including meeting basic needs, protecting individuals and groups of people.</p> <p>Investigate key human rights principles, for example, <i>The Universal Declaration of Human Rights (UDHR), The European Convention of Human Rights (ECHR) and The United Nations Conventions of the Rights of Children (UNCRC) as a value base.</i></p> <p>Investigate why different rights must be limited or balanced in our society, for example, <i>individual rights v group rights, freedom of expression, movement, mode of protest, etc.</i></p> <p>Investigate local and global scenarios where human rights have been seriously infringed, for example, <i>child labour, prisoners of conscience, instances where the actions of the state have been questioned and challenged, etc.</i></p> <p>Investigate the principles of social responsibility and the role of individuals, society and government in promoting these, for example, <i>in relation to addressing the issues raised across the key concepts.</i></p>	<p>Pupils should have opportunities to:</p> <p>Explore how inequalities can arise in society including how and why some people may experience inequality or discrimination on the basis of their group identity, for example, <i>groups named in Section 75, The Northern Ireland Act 1998.</i></p> <p>Investigate how and why some people may experience inequality/social exclusion on the basis of their material circumstances in local and global contexts, for example, <i>absolute and relative poverty, homelessness, the experience of refugees and asylum seekers, etc.</i></p> <p>Explore the work of inter-governmental, governmental and non governmental organisations (NGO) which aim to promote equality and social justice, for example, <i>the work of the United Nation, the Equality Commission for Northern Ireland, local and global development agencies, etc.</i></p>	<p>Pupils should have opportunities to:</p> <p>Investigate the basic characteristics of democracy, for example, <i>participation, the rule of law, promotion of equality and human rights, etc.</i></p> <p>Investigate various ways to participate in school and society, for example, <i>school councils, peer mediation, mock elections, volunteering, community action or involvement, lobbying and campaigning through NGOs, local councillors, MLA or MEP, etc.</i></p> <p>Investigate why rules and laws are needed, how they are enforced and how breaches of the law affect the community, for example, <i>school rules, classroom charter, age related law, the young person in the criminal justice system, etc.</i></p> <p>Investigate an issue from a range of viewpoints and suggest action that might be taken to improve or resolve the situation, for example, <i>how to improve local youth services; enhance an existing play area; design a community garden, drop-in centre or multi-cultural mural or event; environmental activities; involvement in campaigns on global issues such as Education for All, Fair Trade, etc.</i></p>
<p>Learning Outcomes</p> <p>The Learning outcomes require the demonstration of skills and application of knowledge and understanding of Local and Global Citizenship.</p> <p>Pupils should be able to:</p>	<ul style="list-style-type: none"> • research and manage information effectively to investigate Citizenship issues, including Using Mathematics and Using ICT where appropriate • show deeper understanding by thinking critically and flexibly, exploring problems and making informed decisions, demonstrating Using Mathematics and Using ICT where appropriate • demonstrate creativity and initiative when developing ideas and following them through • work effectively with others • demonstrate self management by working systematically, persisting with tasks, evaluating and improving own performance • communicate effectively in oral, visual, written, mathematical and ICT formats, showing clear awareness of audience and purpose. 		

NB: Teachers may develop activities that combine many of the statutory requirements, provided that, across the **key stage**, all of the statutory aspects highlighted in **BOLD** (including each of the Key Concepts) are met. (Source: CCEA, 2007)

A.7 Level descriptors for assessing pupils' citizenship learning at key stage 3 in England

Level 1

Pupils can talk about citizenship issues that are suggested to them. They think of questions they would like to ask about these issues and identify who could help them answer these questions. They consider what their opinions are and share their ideas with others. They describe some of the groups and communities they belong to and recognise that people in their communities are different. They begin to describe how needs are different from wants. They take part in some of the decisions that affect them and their communities.

Level 2

Pupils begin to ask questions to find out more about the different groups and communities they belong to, and discuss with others the similarities and differences between them. They give opinions about the communities they belong to and their neighbourhood. They describe how things might be improved through the actions that they or others might take. They begin to recognise that all people have needs and wants and can identify the difference between the two. They begin to explore what is fair and unfair in different situations.

Level 3

Pupils recognise that issues affect people in their neighbourhood and wider communities in different ways. They investigate issues and find answers to questions using different sources of information provided for them. They present their ideas to others and begin to acknowledge different responses to their ideas. They discuss and describe some features of the different groups and communities they belong to. They identify different kinds of rights and understand that rights can conflict. They begin to recognise some features of democracy and know that people have a say in what happens locally and nationally. They identify what could be done to change things in communities and plan some action. They take part in decision-making activities with others on citizenship issues, in contexts that are familiar to them.

Level 4

Pupils explore a range of sources of information to engage with topical and controversial issues, including where rights compete and conflict. They identify different and opposing views and can explain their own opinion about what is fair and unfair in different situations. They develop research questions to explore issues and

problems and begin to assess the impact of these for individuals and communities. They use what they find out to make informed contributions in debates. They appreciate that there are many diverse groups and communities in the UK and the wider world and use this understanding to explore the communities they belong to. They work together with others to plan and undertake a course of action to address significant citizenship issues. They begin to explain different ways in which people can participate in democracy through individual and collective actions and how they can change things in communities and wider society. They show understanding of democracy by making connections with their knowledge and experience of representation and taking action in the local community.

Level 5

Pupils discuss and debate topical and controversial issues including those where rights are in conflict and need to be balanced. They consider what is fair and unfair to different groups involved and make reference to relevant national, European and international dimensions of the issues. They use different methods of enquiry and sources of information to investigate issues and explore a range of viewpoints, drawing some conclusions. They communicate their arguments clearly, giving reasons for their opinion and recognising the range of ideas involved. They identify the contributions of different cultures and communities to society and describe ways in which the UK is interconnected with the wider world. They work collaboratively with others from the wider community, to negotiate, plan and carry out action aimed at making a difference to the lives of others and explain the impact of actions taken. They show some knowledge of the operation of the political and justice systems in the UK, by describing the key features of democratic processes and the work of government in the UK. They participate effectively in activities involving representation, voting and campaigning on issues they have explored.

Level 6

Pupils are aware of the diversity of opinions on topical and controversial issues and describe some of the influences that shape those opinions. They decide on appropriate research strategies and develop questions to investigate issues. They explore and interpret different sources of information and begin to assess these for validity and bias. They develop informed arguments, taking account of diverse viewpoints, and challenge assumptions or ideas as they explore them. They use their findings to present a persuasive case for a particular course of action, giving reasons for their view. They negotiate their role, and plan and undertake courses of action with others. They reflect on the extent of their success in achieving an improvement or influence in the community and suggest what they might do next. They show understanding of the complexity of identities and diversity in groups and communities, and explain the

impact of some of the changes in UK society and the global community. They consider a range of scenarios (from local to global) where there are inequalities and explain how different kinds of rights need to be protected, supported and balanced. They begin to make comparisons between the UK system of democratic parliamentary government and those systems in different parts of the world. They show understanding of interdependence, describing interconnections between people and their actions in the UK, Europe and the wider world.

Level 7

Pupils explore the origins of a range of opinions, including their own, on topical and controversial issues. They question assumptions and their own views as a result of informed debate and examination of relevant evidence. They argue persuasively and represent the views of others including those they do not agree with. They weigh up and assess the implications of situations where an individual's or group's rights and obligations are contested. They use a range of research strategies and sources of information with confidence. They work with others to initiate, negotiate, plan and carry out appropriate courses of action in the local and wider community to bring about change. They analyse the reasons for diversity in the make-up of UK society and explain how it changes over time. They begin to evaluate the roles citizens can take in shaping decisions and the extent to which they can influence the operation of political and legal systems. They compare the role of citizens in the UK with those in other parts of the world to illustrate the strengths and weaknesses of different forms of government.

Level 8

Pupils use and apply their detailed knowledge of citizenship issues, problems and events to analyse how these affect groups and communities in different parts of the world. They make connections between information derived from different sources and their own experience in order to make perceptive observations. They have a detailed understanding of the key citizenship concepts of democracy, justice, rights and responsibilities, identities and diversity, including how these can change over time. They carry out different types of research and hypothesise alternative courses of action, exploring the different implications of each. They put some of these courses of action to the test in their communities and analyse and draw conclusions about the impact and limitations of these. They understand how citizens participate in bringing about change in society through democratic processes and different kinds of action. They ask challenging questions to explore the ways in which justice, laws and governments operate in different places and the roles citizens can take in shaping society.

Exceptional performance

Pupils use and apply what they have learnt about the origins and substance of different viewpoints to present coherent, perceptive and compelling arguments on a wide range of citizenship issues. They research complex issues, selecting appropriate methodologies and drawing on their own and others' experience of taking action. They assess and evaluate the validity of a wide range of viewpoints and evidence, synthesising them to draw clear conclusions. They take an overview of the key citizenship concepts of democracy, justice, rights and responsibilities, identities and diversity and make sophisticated observations relating to the connections between them. They take a leading role in defining, negotiating and undertaking courses of action with others to address citizenship issues and problems. They apply this practical understanding to analyse approaches citizens can take to improve society through individual and collective actions and democratic processes. They evaluate the impact and limitations of policies on communities (local to global) now and in the future and suggest alternatives. They debate challenging questions about the relationship between the UK and the wider world and the kind of society they as citizens would like to live in.

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The Citizenship Education Longitudinal Study (CELS), conducted by NFER, is the biggest and longest-running study about the impact of citizenship education anywhere in the world. The project was commissioned by the Department of Children, Schools and Families (DCSF), and started in 2001, when citizenship education became a compulsory subject for all schools in England.

The aim of CELS is to study the effects of the compulsory citizenship education curriculum on young people and schools in England, and answer key questions such as:

- What are the effects of citizenship education on the knowledge, skills and attitudes of young people?
- How is citizenship education being delivered in schools, and how are these different delivery methods shaping outcomes for students and schools?

For more about the study visit www.nfer.ac.uk/cels.

Jointly published by NFER and CIDREE, Reclaiming those disengaged from education and learning: a European perspective, reports on the outcome of nine members of the CIDREE who met to explore the issues of disengagement and discuss strategies that were seen as effective in addressing the problem of young people's disengagement from education and learning in a number of different European contexts.

Supported by a cross-national bibliography and full country-by-country comparison information, the report identifies a number of learning points at pupil, national and local levels, making it important reading for education strategists, policy makers and practitioners alike.

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More information about NFER's work on citizenship and human rights education is available at www.nfer.ac.uk/research-areas/citizenship.

Pupil assessment in citizenship education

David Kerr, Avril Keating and Eleanor Ireland

- Can you assess pupils in citizenship education?
- If yes, how can you do it effectively?
- What are the challenges in developing pupil assessment in citizenship education?

Responding to a gap in knowledge and understanding about the purposes and current practices related to assessment in this area, NFER worked with a number of CIDREE organisations to answer these questions.

This report collects comparative information on current policies, purposes and practices in eight countries – England, Hungary, Ireland, Italy, The Netherlands, Northern Ireland, Scotland and Wales – and highlights the emerging themes and challenges of assessing citizenship learning among pupils of all ages. The outcomes map the rapid and ongoing changes that have taken place, identify the key challenges that remain and highlight the possibilities for taking this area forward.



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