About the Five Nations Network
1. The Five Nations Network is a unique forum sharing practice in education for Citizenship and values in England, Ireland, Northern Ireland, Scotland and Wales. The work is generously funded by the Gordon Cook Foundation, and managed by the Association for Citizenship Teaching (ACT). The Five Nations Network is also recognised as a Council of Europe Regional Network of the Education for Democratic Citizenship and Human Rights Education programme.
2. Each year an annual conference brings together teachers, policy makers, NGOs, academics and others from each nation to explore and discuss citizenship and values education. In January 2018 the eighteenth conference will take place on the theme of ‘Democratic talk: from debate to deliberation’. Information on previous conferences is available at www.fivenations.net/annual-conferences
3. Since 2009, the Five Nations Network has also supported teachers and educators to take forward development projects on citizenship and values education. The purpose of each is to support the development of effective citizenship practice and to support teacher’s own professional development. Information about these projects can be found on the Five Nations website at www.fivenations.net/research-funding
4. The work of the Five Nations Network is overseen by a Strategy Group. The group comprises two ‘country leads’ for each nation, the Five Nations lead trustee from the Gordon Cook Foundation and staff from the Association for Citizenship Teaching. The group meets several times each year.
5. This submission is made by members of the Strategy Group and in response to the Committee’s enquiry questions 5 and 12.

Citizenship education in the Five Nations
6. There are different definitions and approaches to citizenship education across the jurisdictions in the Five Nations Network. However, there is considerable agreement about what is at the heart of citizenship education and that every young person has a right, as well as an entitlement to high quality citizenship and values education. The aim of citizenship education is to equip young people to work together to take action on issues of common concern in their communities and in wider society. This requires knowledge and understanding for example, about how democracy works, and developing skills to work with others and take informed and responsible action. The different approaches to citizenship education are summarised below.
7. In **England**, Citizenship is a compulsory National Curriculum Foundation subject in secondary schools and must be taught to all pupils aged 11-16 in maintained schools where the National Curriculum must be followed (currently 35% of secondary schools in England are maintained). Non-state maintained schools can choose whether they provide Citizenship in their curriculum and this has led to a decline in citizenship teaching. In primary education Citizenship has a non-statutory national framework which schools can choose to use to plan their provision. GCSE and 'A' level qualifications in Citizenship Studies are used in some schools to recognise student achievement.
8. In **Ireland**, Civic, Social and Political Education (CSPE) includes Citizenship and Human Rights Education. It is compulsory for Junior Cycle students until the summer of 2019. The Junior Cycle programme (pupils aged 12-15) has been completely revised and CSPE has now become part of a Wellbeing suite of subjects (CSPE, SPHE and PE) which has been implemented for students who commenced secondary education in September 2016. September 2016 saw the introduction of **Politics and Society** as part of the Leaving Certificate, the Senior Cycle (aged 15-
18) curriculum. This new course in Citizenship, Politics and Sociology is being rolled out over a number of years in schools. Citizenship Education is part of the primary school curriculum in Ireland - an integral part of Social, Personal and Health Education (SPHE), particularly Strand 3: Myself and the Wider World.

9. In Northern Ireland Local and Global Citizenship is a statutory component of the post-primary curriculum (at Key Stage 3 and 4 age 11-16). It is part of a learning area called 'Learning for Life and Work', which also includes Personal Development and Employability. In the primary curriculum, citizenship issues are covered in the statutory learning area 'Personal Development and Mutual Understanding'. The Council for Curriculum, Examinations and Assessment (CCEA) offer a GCSE qualification in 'Learning for Life and Work' which serves as one route for fulfilling the statutory requirements at Key Stage 4.

10. In Scotland, citizenship is understood as a cross cutting theme that permeates the whole curriculum and school life. It is taught in some schools as part of a Modern Studies programme. Citizenship can be seen as being embedded in the Curriculum for Excellence framework. Recently Learning for Sustainability has been described as an entitlement for all school children in Scotland and this includes a range of citizenship themes.

11. In Wales citizenship education has been a non-statutory part of Personal and Social Education (PSE) and Education for Sustainable Development and Global Citizenship (ESDGC), where the main emphasis is on skills development, in particular critical thinking skills. Both active and global citizenship feature in the Welsh Baccalaureate Qualification which has a Global Citizenship Challenge as part of the newly designed qualification. Following the 'Donaldson Report' and review of the national curriculum, a new curriculum for Wales will be available in 2018. As yet is it unclear whether and where citizenship education will be included in the new curriculum.

Citizenship education across the Five Nations – issues and action

12. While there are differences in the culture, the context for and the development of citizenship education in the different jurisdictions of the Five Nations, at a general level, some of the issues facing citizenship education are very similar. These include:
   • policy uncertainty leading to issues of the visibility and status of citizenship education
   • a need for greater clarity about the role and purpose of citizenship education among teachers, so that the ambitions and aims of the curriculum translate into high quality provision with clear learning expectations
   • a lack of training to support both new and in-service teachers in citizenship education.

Issues

13. A number of more specific issues have been identified in each jurisdiction and these are set out below.

England

14. Citizenship education in England has suffered a series of setbacks in recent years. The impression that the subject was under threat in the curriculum review, meant momentum was lost. This led to fewer teachers being trained, fewer identifying as citizenship teachers, fewer students being entered for citizenship studies exams, and in many schools this has led to subject being marginalised in a busy curriculum where other priorities prevail. This neglect has been compounded as other related agendas, such as fundamental British values, SMSC, Prevent, and the National Citizens Service have all been promoted separately and not embedded within a citizenship education framework. In reality these separate initiatives would
be strengthened if they featured within an overarching framework for promoting democratic citizenship.

15. Whilst citizenship remains in the national curriculum at key stages 3-4, it is still not an entitlement for all students because the rise of academies and free schools, with freedoms to interpret the requirements and devise their own curriculum, means they can ignore or underplay citizenship; the emphasis on EBacc encourages schools to emphasise other subjects; and Ofsted has a limited role in monitoring such a specific entitlement. In addition the restricted version of citizenship represented in the current curriculum means full implementation would be inadequate for developing informed and active citizens. This requires a greater focus on skills and conceptual development. Similarly the non-statutory guidance at key stages 1-2 insufficiently describes effective citizenship and does not prepare students adequately for further learning. This needs to be updated and it would make sense to write a coherent curriculum across all key stages.

16. Against this backdrop of policy problems, it is important to remember that a number of schools have consistently developed high quality citizenship education since the subject was introduced in the national curriculum in England. There is therefore a wealth of expertise and models of good practice to draw on in order to improve this situation. Some of these teachers work through established networks such as the Association for Citizenship Teaching, the Five Nations Network and the Expert Subject Advisory Group for Citizenship.

Ireland
17. In the 2009 International Civic and Citizenship Study (ICCS) across 38 countries Ireland was placed seventh overall demonstrating that young people has a reasonable knowledge and understanding of Civic and Citizenship issues in Ireland, in Europe and around the world.

18. The Junior Cycle curriculum (for pupils aged 12 to 15) is undergoing reform at present and being re-shaped and re-purposed to include a greater focus on the development of key skills and critical thinking and reflection\(^1\). Within this curriculum reform CSPE is now part of the Wellbeing area\(^2\) of learning. Some would argue that this strengthens the status of CSPE within the curriculum as Wellbeing demands a whole school approach and a sizeable amount of curriculum time (growing from 300 hours to 400 hours in the period 2017 to 2020). Others would argue that it may be losing its identity in an area of learning that is perceived as being predominantly about mental health and physical wellbeing, as society reacts to increased rates of teenage suicide and childhood obesity. Only time will tell!

19. In the reformed curriculum the Action component has been strengthened in the new specification. Students are required to undertake one Action in each curriculum strand – meaning a total of three actions compared with two in the old Syllabus. How meaningful/political/radical these Actions may be is largely at the discretion of the teacher and his/her students.

20. However, one major change is that CSPE will no longer be part of the national assessment carried out but the State Examinations Commission from 2019. It will then be assessed at school level with a Classroom-based Assessment (CBA\(^3\)). Many would argue that this is a fundamental weakening of the status of CSPE.

\(^3\) http://www.curriculumonline.ie/getmedia/85185792-37f3-4249-be55-a0525aa850f8/CSPE_AssessmentGuidelines_Feb2017.pdf
Northern Ireland
21. Whilst citizenship education in Northern Ireland is statutory, the subject is afforded low status within schools, evident in the limited curricular time given to the subject and the lack of specialist teachers delivering it.

22. In initial teacher education there is some provision for some student teachers to be supported in the delivery of citizenship education, but there is no provision for continued professional development and support. Recently however, schools involved in the Shared Education initiative have been able to avail of training related to citizenship, provided by the Education Authority.

23. The location of citizenship education within the learning area Learning for Life and Work has resulted in citizenship education becoming overly conflated with personal development and education for employability, resulting in a dilution of the political aspects of the curriculum. As such young people are not receiving a sound grounding in ‘political literacy’ aspects of the citizenship curriculum particularly in relation to democracy and human rights, and report superficial engagement with more controversial aspects of citizenship associated with living in a divided conflict affected society.

24. The citizenship curriculum in NI is over 10 years old and whilst most of the content remains suitable, a review would be appropriate, particularly in relation to encouraging active citizenship and children and young people’s exercise of their civil and political rights. There is a need for consideration to be given to progression in citizenship education i.e. how content for Personal Development and Mutual Understanding (in the primary curriculum) relates to content for Local and Global Citizenship at KS3 and KS4 and to both the new GCSE in Politics and its relationship to the existing GCSE in Learning for Life and Work. Further, greater support needs to be given to teachers in the delivery of controversial issues.

Scotland
25. There are four overarching capacities within Curriculum for Excellence (CfE); one of these being Responsible Citizens. Whilst Citizenship is not a discrete subject within CfE, it is a responsibility that all teachers in Scotland have. As citizenship is a cross-cutting theme teachers have a degree of flexibility to embed citizenship themes, values and skills into their teaching, whatever their subject area is.

26. The term ‘learning for sustainability’ is relatively new in Scotland. However, the substance of what it represents will be familiar. Many schools, early learning and childcare settings will know this as global citizenship and will rightly connect it with the work they are doing in, for example, outdoor learning, children’s rights, sustainable development education, international education and education for citizenship. The extent to which meaningful citizenship education will feature as part of this entitlement remains unclear.

Wales
27. Citizenship in Wales has been included in one of the four purposes of the new curriculum ‘ethical informed citizens of Wales and the world’. However, there are concerns that its explicit reference (in terms of curriculum content) may be lost within the areas of learning and experience.
28. In 2009 the Five Nations Network published ‘Citizenship and values education to the rescue! A call to action by the Five Nations Network’. The rationale for this call to action remains highly relevant today:

- that children are growing up in a complex, changing and uncertain world;
- public distrust in politics and politicians continues; and
- the rise of extremism and far right politics is a concern across the Five Nations.

In addition, the UK and Ireland is facing a range of highly charged political and citizenship issues following the decision of the UK to leave the European Union. Many children and young people are concerned about the future and what this means for them and their communities. The need for high quality citizenship education is greater now than ever.

29. The Five Nations call for action sets an agenda for citizenship education much of which still needs to be realised, including:

I. Greater policy engagement with citizenship especially during periods of educational reform and for ongoing dialogue between policy makers across the Five Nations
II. Securing resources to support, sustain and promote citizenship and values education in schools including through teacher training
III. Building leadership and expertise in schools for citizenship education
IV. Developing a secure and useful evidence base to inform provision and practice.

30. The Five Nations Network is working together to build capacity for citizenship and values education by:

I. Building networks and sustainable partnerships across the Five Nations between schools, policy-makers, initial teacher educators and academics
II. Providing a high quality, high profile annual teaching conference
III. Supporting school based curriculum and teacher development projects
IV. Disseminating outcomes as case studies and examples of effective practice.

31. There is of course much more to do and the support of policy makers and governments in realising these ambitions will be key to the success of citizenship education in the future.

32. The membership of the Five Nations Strategy Group is:

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<tr>
<th>Country</th>
<th>Members</th>
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<tbody>
<tr>
<td>England</td>
<td>Lee Jerome, Middlesex University</td>
</tr>
<tr>
<td></td>
<td>Karl Sweeney, Independent Education Adviser</td>
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<tr>
<td>Ireland</td>
<td>Rose Dolan, Maynooth University</td>
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<td></td>
<td>Conor Harrison, Independent Education Consultant</td>
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<tr>
<td>Northern Ireland</td>
<td>Lesley Emerson, Queen's University Belfast</td>
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<td>Anne-Marie Poynor, Education Consultant</td>
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<tr>
<td>Scotland</td>
<td>Cathy Begley, Scotland's Commissioner for Children and Young People</td>
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<td></td>
<td>Elaine Watts, University of Strathclyde</td>
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4 http://www.fivenations.net/uploads/1/0/0/6/10067107/5_nations_call_to_action_2009.pdf
| Wales                                      | Suzie Pugh, University of Wales Trinity Saint David  
|                                          | Liz Thomas, Gwent Association for Voluntary Organisations |
| Gordon Cook Foundation                   | Ivor Sutherland                  |
| Association for Citizenship Teaching     | Liz Moorse                      
|                                          | Deepa Shah                      |

8 September 2017