

***School Pupils in the Community:
Community Service and Political Literacy***

Edinburgh, May 11-12, 2004

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Introduction

The *School Pupils in the Community* seminar held at the Apex International Hotel on 11-12 May 2004 was hosted by Learning and Teaching Scotland and organized jointly with Innovations in Civic Participation, Washington DC, and the National Center for Learning and Citizenship, Denver, Colorado. It was planned as a follow-up to *A New View of Citizenship: A US-UK Dialogue*, organized by Department for Education and Skills and the US Department for Education in Washington, November 2002, with some overlap of participants and continuity of themes, although on this occasion with a more specific focus on the Scottish dimension of the UK position.

The seminar aims were to:

1. examine issues surrounding the role of the community in education for citizenship
2. consider the role of community based learning in the development of social and moral responsibility, political literacy and active citizenship
3. to provide an opportunity for US and UK participants to share experiences and identify similarities and differences in their approaches

It brought together 40 delegates from across a number of US states, and from the four jurisdictions of the UK. Delegates included teachers, researchers, teacher educators and policy makers. The group heard stimulating presentations from Professor Pamela Munn, Dean of Moray House, University of Edinburgh, Professor Sir Bernard Crick, Adviser to the UK Home Secretary, Susan Stroud, Executive Director of Innovations in Civic Participation and Terry Pickeral, Executive Director, National Center for Learning and Citizenship. On the second day there were case study presentations from Mike McCabe, Director of Education, Culture and Lifelong Learning, South Ayrshire Council, and John Stapelfeld and Brian Daniels of Hudson Schools, Massachusetts. Throughout the two day seminar there was strong emphasis on group discussion and some of the issues raised are summarized in this report.

The seminar was chaired by Dr Denis Stewart, Depute Chief Executive of Learning and Teaching Scotland. Amongst key questions posed in his opening remarks was the issue of how schools best contribute to the development of ethically conscious and active citizens.

The seminar was supported by the Scottish Executive Education Department. The organizers would like to record their thanks for generous sponsorship to the Orwell Trust and to Glenmorangie.

Education for Citizenship: Developments in Scotland

Professor Pamela Munn

Professor Munn opened her address by describing the Scottish framework for education for citizenship, developed by the Review Group which she chaired, and published by Learning and Teaching Scotland in 2002.

The Scottish framework defines the purpose of education for citizenship as the development of capability for thoughtful and responsible participation in political, economic, social, and cultural life. This is to be achieved by development of four strands of learning outcomes

- Knowledge and understanding
- Skills and competences
- Values and dispositions
- Creativity and enterprise

The document highlights the need for schools

- to model a democratic community by offering young people opportunities to take part in decision making, take on responsibilities, and exercise choice
- and to build bridges and develop interconnections with their local communities

In Scotland citizenship is not a separate subject; it is everyone's responsibility, a situation which may sometimes make it close to being no-one's responsibility. Community links for schools are one way of embedding the whole school responsibility for education for citizenship in the daily work of everyone associated with the school. Professor Munn described a series of progressively more demanding links schools may develop with the community, each necessarily involving a broad range of school staff, including

- Opportunities for members of the local community to use school facilities
- Classes and support systems for adults and families
- Doing 'good works'
- Study of the local community
- Creation of an imaginary community
- International links
- Involvement of the local community in decision making

However, the issue of how schools are to be restructured more democratically within what is still a hierarchical school system remains a continuing challenge. Key issues which are often ignored in a lot of community involvement are

- development of knowledge and understanding of social and economic issues, thus linking service with the curriculum
- *Planned* skills development
- Project planning and debriefing

Development in these and other areas is influenced by structures of accountability. Currently schools are measured by assessment outcomes, as illustrated in current approaches to the measurement of National Priorities, the five improvement targets for Scottish education set by the Scottish Executive under the terms of the Standards in Scotland's Schools Act, 2000. One of the five National Priorities is about 'Values and Citizenship', and it call for schools *'to work with parents to teach pupils respect for self and one another and their interdependence with other members of their neighbourhood and society and teach them the duties and responsibilities of citizenship in a democratic society.'* Performance indicators for National Priorities are easy to develop in quantitative areas, but less so in areas like education for citizenship. However, that has now been done; we have a new 'measure' for citizenship which encourages schools to report on *'the range and scale of citizenship activities, demonstrating participatory ethos, effective curricular strategies and appropriate learning experiences.'*

Continuing barriers to development remain

- Some lack of a shared sense of purpose of what schools are for
- Loss of "mission integrity" in teaching
- Performance evaluation based on what is easily measurable
- The definition of excellence through subject expertise
- And at societal level, lip-service to equality and inclusion but no change to underlying structures

Professor Pamela Munn, Dean, The Moray House School of Education, The University of Edinburgh

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Professor Pamela Munn is Dean of Education and Head of The Moray House School of Education. She has a particular interest in education policy, and her research on issues such as school discipline, truancy and bullying has contributed to policy debate. She chaired the National Review Group on Education for Citizenship, and continues to chair the national group advising on the implementation of education for citizenship. She also chaired the group which developed the national performance indicator for education for citizenship. She was a member of the Ministerial Task Group on School Discipline. Most recently, she has been involved in two major committees which have been constituted as a result of the National Debate: a school curriculum committee, and the Second Stage Review of Initial Teacher Education.

Schools and Civil Society, The Aims of Citizenship Learning

Professor Sir Bernard Crick

Professor Sir Bernard Crick then presented reflections on the recent history of education for citizenship in England. His address is reproduced in full.

Dr Johnson once said, in ruminating on “for what and why were we born?”, that the real question was “why were we not born before?” Why, indeed, you may ask, has it taken so long for the United Kingdom, unlike every other democratic society, to introduce some form of citizenship education into the school curriculum? Well, we obviously thought we did not need to – were we not “the Mother of Parliaments?” had we not won the war as the popular papers too often remind us (with a little help, granted, from the US and the USSR)?” I say “some form of citizenship education” because all that is called “citizenship” in some regimes is not always either democratic or participative. Just to remind ourselves for a moment that in many countries it still means not merely love thy country as thyself but also love your leaders – or else. But I also use the “some form” formula because our American guests will have to remind us that while some form of citizenship education exists in every state of the Union, it can range from the highly participative to learning the Federal and State Constitutions by heart, hopefully including the Bill of Rights.

We have been slow about education for citizenship in the United Kingdom partly out of pride and conservatism but also because the schools that shaped the mind-set of most governments and higher civil servants throughout the last century were the independent schools – perhaps less so in Scotland and Wales than in England, but none-the-less. Ethos was more important than any citizenship curriculum. The independent schools had a most effective ethos of education permeating all subjects, the collective memories and mission statements of the schools; but an ethos of leadership – leadership over others in the army, the imperial and home civil service, parliament and the church. Some headmasters still think they have, even if most of their products now head for “the square mile” of the city rather than the parade ground or the pulpit or, figuratively speaking, for No. 10 (there are exceptions of course). The ethos stressed habitual loyalty and instinctive obedience to rules, call it at best respect for the “rule of law”, rather than critical thought and democratic practices. It stressed team spirit, but every team needed a captain and a hero or two. The idea of the *good citizen* could be found in them, certainly, but rarely the idea of the active citizen—that all subjects of the crown should think of themselves as citizens with rights to be exercised as well as agreed responsibilities. The English idea of public service was, in other words, top down, and anyway, we must now sadly concede, is wearing thin.

Only some of the best of the comprehensive schools had something of a democratic ethos. Sound research has shown that when kids have some sense of possession of “our school”, then they work harder all round. (There’s no necessary conflict between standards and participation). I like what the cultural critic Richard Hoggart wrote, both in sorrow and in anger, that we have hurled our young “into shark infested waters unprepared” if we don’t educate them for the modern world through citizenship and critical thought – not that some of the sharks worry, on the contrary. “Live and let live” and “the devil take the hindmost” is their motto.

There was, of course, another version of the belief in the sufficiency of ethos in both our countries: that if everything was participative, all rules made by or with the pupils, then formal teaching to prepare for active democratic citizenship was not merely

redundant, but actually counter-productive. This was a caricature of John Dewey's teaching, even of Bertrand Russell's. However it is doubtful if this was ever put to practice, except in a handful of eccentric independent schools; and even the prevalence of the ideology of progressivism in the 1960s and 1970s was much exaggerated. It was exaggerated grossly not merely by the stridency of its advocates but by the counterblasts of reactionaries and by sensationalism in the popular press blowing up some bizarre happenings as general tendencies. As all too often, moderates often kept quiet—had a false tolerance for sincere nonsense (one of the mind-sets that I hope active citizenship learning can change). Extremists feed of each other. George Orwell once said that the Peace Pledge Union (pacifist) was largely a consequence of the Navy League (somewhat bellicose). The journalist and modern historian Peter Hennessy once called me 'a truculent moderate'. I have never thanked him publicly until now.

Now I will leave Professor Pamela Munn to speak for Scotland (I am only an immigrant of twenty years standing, not native born) where, following her most thoughtful report, citizenship is advisory not compulsory. There is no statutory national curriculum in Scotland. I only comment that the strength of advice in Scotland, if backed as it is by the national schools' inspectorate, the union and the Scottish Executive through LTS is, if not legally compulsory, somewhat compulsive.

The new Labour Government in 1997 was well aware that its victory was on a low turnout and, far more worrying, that the newly enfranchised eighteen to twenty-five year olds voted the least of all and had an indifference to politics and public concerns that often spilled into cynicism. The terms of reference of the advisory group, set up by David Blunkett as Secretary of State for Education and which I chaired, were: "To provide advice on effective education for citizenship in schools – to include the nature and practices of participation in democracy; the duties, responsibilities and rights of individuals as citizens; and the value to individuals and society of community activity." So we were not set up to debate the *whether* or *why* but to recommend the *how*. And the former Conservative Secretary of State Kenneth (Lord) Baker was a member of the group and told us that he had wished it to be part of his original national curriculum for England, but that *She* had simply said "no" (which must have saved a lot of wasted reasoning).

To be fair to Lord Baker, who backed our report, he was worried about time available. The Opposition spokesman for Education has recently revived these worries – a legitimate worry shared by a good few teachers. Timetables are a problem, whenever there is change. There may have been too much change, but no change is ossification, no stimulus; and, in this case, it would be to abandon any hope that Britain can become more of a citizen culture, not just law-abiding subjects and consumers. But all the main parties support citizenship education in principle, including the Scottish National Party. It has not become a party matter. If it had been, I would hardly have been New Labour's first choice. For while I am a Labour man still, I am often (to steal a joke of the late Will Rogers) very still. Both the report of my committee and the statutory curriculum require the discussion of "events, issues and problems", but do not prescribe which but do proscribe any discussion that does not raise alternative points of view. Above all it demands reasons and evidence not just sincere opinions. And they also demand participation in both the school and the community.

We need both 'good citizens' and 'active citizens'. And teachers, if I may preach before being practical, need to have a sense of mission about the new subject, to grasp the fullness of its moral and social aims. The advisory group boldly stated:

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

We English have never been very secure in the notion of “citizen” (again there somewhat more sense of it in modern Scotland and Wales). With a long and unbroken parliamentary tradition, authority has been top down. Good citizenship has more often meant obeying the laws (as it can mean everywhere, even in autocracies), rather than free men and women acting together trying to influence, change or defend them.

In the Report we quoted with emphasis from a Demos pamphlet by David Hargreaves, Professor of Education at Cambridge:

“Civic education is about the civic virtues and decent behaviour that adults wish to see in young people. But it is also more than this. Since Aristotle it has been accepted as an inherently political concept that raises questions about the sort of society we live in, how it has come to take its present form, the strengths and weaknesses of current political structures, and how improvements might be made... Active citizens are as political as they are moral; moral sensibility derives in part from political understanding; political apathy spawns moral apathy.”

That is the essence of it into a nutshell. And we unpacked that shell into three strands, related, mutually dependent, but each needing a different place and treatment in the curriculum. Firstly, children learning from the very beginning *socially responsible behaviour* and personal character both in and beyond the classroom, both towards those in authority and towards each other as happens in any good primary school, but not, alas, in all. This happens in any good primary school – but not in all as yet, alas; so the base is there, or can be readily. Secondly, learning *about and participating in the life and concerns of their school and their local communities*, including through volunteering and ‘service learning’. Thirdly, pupils learning about and how to make themselves effective in public life through knowledge, skills and specific values -- what some have called “*political literacy*”.

However poor and deprived the “community” or locality in which a school is located, a school cannot simply be a child’s shelter from harsh reality, some shelter is needed; it must equip children look across the school’s walls with understanding and the skills to effect social change, or at least to volunteer. But to volunteer critically and to be able to take responsibility themselves working together. All citizenship implies volunteering, but not all volunteering implies active citizenship. “Service learning” must be a form of learning effective citizenship skills, not just service. It is a tall order to create or reanimate a civic culture. Schools cannot do it alone. The example set by political leaders, celebrities and the media are also crucial, and often awful. But nothing can change without schools. Citizenship education is not a sufficient but it is a necessary condition for a more civil citizen society.

Bernard Crick, Home Officer Adviser on Citizenship

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Sir Bernard Crick is Emeritus Professor of Politics and Fellow of Birkbeck College, London. He settled in Scotland in 1984. Author of *In Defence of Politics*, and *George Orwell: a Life*, and recently *Essays on Citizenship*. Chair of the advisory group to the Secretary of State for Education that reported as *The Teaching of Citizenship and Democracy in Schools* (QCA, 1998) leading to the introduction of citizenship into the English national curriculum. He was citizenship adviser to the Department for Education (England), 1998 to 2001; and was appointed by the Home Secretary in 2002 to chair the advisory group on citizenship and language learning for immigrants seeking naturalisation. He is currently adviser on civil renewal to the Home Secretary. He was knighted in 2001 for services to citizenship and political studies.

A brief overview of civic education and service learning in the US

Susan Stroud

We have assembled a delegation from the US that consists of 5 teachers, people who work in state departments of education, the federal government, and several of the national organizations that are deeply involved with civic education and service learning in the US—a very experienced group who are eager to share their experience and learn from our colleagues from the UK.

The first thing I want to remind our colleagues from the UK is that there is no national curriculum in the US. In our federal system, responsibility for education provision lies with states and local school districts.

At the national level, the government has limited financial leverage and an opportunity for leadership in setting national goals. In 1990 President George HW Bush and the governors of 50 states established national goals for education, including a goal (number 3) for student achievement and citizenship, but the national government provided no resources to states and local school districts to achieve this goal.

Last year the White House announced a civic education initiative called "We the People," which focuses on education about the great political documents. Strangely, the US Department of Education was given no responsibility for this initiative. Instead the funding went to the National Endowment for the Humanities. Lynn Cheney, the former director of NEH and wife of the Vice President, was the principal advocate for the program.

Nationally, the emphasis in education from the federal government is on standards and testing. The current climate with its emphasis on testing has resulted in a more difficult climate to undertake anything that doesn't contribute to 'teaching to the test' because of the financial penalties involved.

Left to the states, civic education is addressed very unevenly, although in the past 10-15 years, there has been very significant progress in policy and practice related to civic education and service learning. One third of all schools and half of all high schools in the US (National Center for Education Statistics, 1999) offer civic education and service learning courses. Terry Pickeral will speak to the policy climate in the states. Excellent work is being done in several states under strong leadership in state government, including South Carolina, North Carolina, Michigan, and Massachusetts among others. Several of those states are represented in this seminar.

At the federal level (but not in the US Department of Education where one would expect), significant leadership and funding is provided by the Corporation for National Service. Briefly the Corporation is a small independent federal agency established by Congress during President Clinton's administration to support the creation of opportunities for people of ages to be involved in national and community service. The Learn and Serve America (LSA) program of the Corporation works primarily with state departments of education and national organizations to support service learning. LSA also supports national clearinghouses, convenings and other activities that strengthen the service learning field.

There is also a growing research base, thanks to Shelly Billig and others.

Private foundations have played significant roles in funding service learning and civic education. Kellogg, Carnegie, Ford, Pew, Surdna and Paul Foundations are only a few

of the foundations that have contributed to building the service learning field. Two major reports in the past two years have been highly influential

- Learning In Deed, funded by the Kellogg Foundation (who have also supported US participation in this seminar)
- The Civic Mission of Schools, an important report issued by the Carnegie Corporation and CIRCLE

Both reports articulate the need for civic education and recommend promising approaches to increase high quality service learning and civic education programming in schools.

I believe our greatest strength in the US has been in designing community-based education through service learning. Over the past ten years we have developed very effective practices that link service in the community with curriculum goals. But at the same time we lack the comprehensive frameworks that our colleagues have developed for citizenship education. These frameworks (although they vary slightly among UK countries) encompass political literacy, social and moral responsibility, as well as community action. The various UK curricula focus on the acquisition of the knowledge, skills and values for active and effective citizenship.

In the US one of the challenges facing service learning and civic education is to connect service learning to other forms of civic engagement. While service learning, volunteering and community service have increased in the past decade, there is a disturbing disengagement of young people from political processes and institutions. Perhaps exploring the more comprehensive framework adopted in the UK will help us to understand how to link service learning and political literacy more effectively.

Susan E. Stroud, Executive Director, Innovations in Civic Participation

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Susan Stroud is the Executive Director of Innovations in Civic Participation, a non-profit organization she founded in 2001 to support the development of program and policy innovations in national and community service globally. Susan is also the Co-Director of the Global Service Institute, an organization dedicated to increasing worldwide knowledge and understanding of service, and a founding member and the current president of the International Council on National Youth Policy (ICNYP).

Previous experience includes academic posts at Tufts and Brown Universities, and a recent consultancy to the Ford Foundation, for whom she directed a cross-program international initiative to support the role of young people in social, economic and democratic development activities.

In 1993 Susan served at the White House Office of National Service as Senior Advisor to Eli Segal, Assistant to the President and Director of the Office of National Service, to design AmeriCorps and the Corporation for National Service. In this capacity she worked on policy issues, program development and as the liaison with education organizations, foundations and non-profit organizations.

The Role of US States to Integrate and Sustain Citizenship Education

Terry Pickeral

I will focus on policies and policymaking, as critical components of effective citizenship education. Five years ago, the Education Commission of the States (ECS) and the National Center for Learning and Citizenship (NCLC) charged a national group of citizenship and civic education leaders to review existing information on the status of youth civic participation and identify a set of recommendations for our organization to address.

The result was the *Every Student A Citizen* report identifying the following recommendations:

- Conduct a policy review and analysis of existing and pending citizenship education state policies across a variety of categories
- Develop policies and plans for improving creation of students' citizenship competencies
- Become part of a national campaign to implement the report recommendations

NCLC took these recommendations very seriously and over the past years have:

- Conducted a comprehensive citizenship education state policy scan and analysis – identifying existing and pending supportive policies across 12 categories
- Surveyed school districts to understand how they interpret state policies and establish processes to design, integrate and sustain high-quality citizenship education
- Conducted a set of high school case studies to examine high-quality practice in the classroom and the community
- Established, through work with five states and their schools, processes that identify the “line of sight” between state policy and student citizenship impacts

All corresponding resources are available at www.ecs.org/nclc

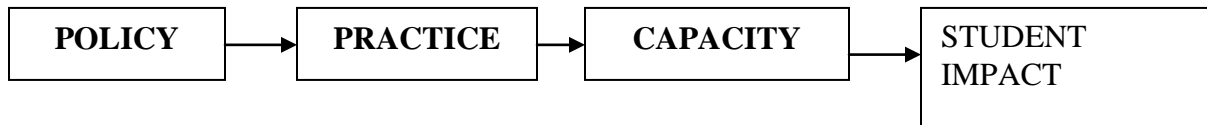
NCLC learned from these efforts that:

- State and district policies exist to encourage, support and reward citizenship education
- Many policies lack the resources necessary to ensure high-quality teacher training, curriculum integration, assessments and community collaborations
- Policymakers are interested in citizenship education but not to the same high degree they are invested in academic development
- There is a challenge of the field of citizenship education to assist policymakers and education leaders to *balance* the academic and civic missions of schools

One of the ways to encourage policymakers to give higher priority to citizenship education is by identifying specific student citizenship competencies by grade level (or span); to that end, NCLC commissioned Dr. Judith Torney-Purta and Susan Vermeer to create a resource documenting the *citizenship knowledge, skills and dispositions* for students. (www.ecs.org/nclc)

This resource encourages policymakers and education leaders to identify the importance and *obligation* of schools to achieve their civic mission and create corresponding policies.

One useful framework to analyze this process is demonstrated below:



Policy should support effective practice, ensure corresponding and necessary infrastructure and lead to positive student citizenship impacts (knowledge, skills and dispositions).

I was pleased to read in the document *Education for Citizenship in Scotland* the following:

People are more likely to understand the reasons for policies and procedures and therefore genuinely subscribe to them – when they have been actually involved in determining them.

This is an important tenet of citizenship education and policymaking – to engage those impacted by policy to participate in policy development.

We are privileged to have several members of the US delegation here today, who are responsible for establishing policy, assisting policymakers and ensuring policies adhere to their purpose. They include:

- Charles Merritt, the Education Commission of the States (ECS), responsible for tracking policy and assisting policymakers
- Amy Cohen, Corporation for National and Community Service (CNCS), responsible for carrying-out federal policies supportive of service-learning and youth civic and citizenship development
- Denee Mattioli, president of the National Council for the Social Studies (NCSS), responsible for assisting teachers to engage (themselves) and their students in policy development
- Shelley Billig, RMC Denver, conducting and analyzing research for practitioners and policymakers to use in policy development and accountability
- Mark Lopez, the Center for Information and Research on Civic Learning and Engagement, supporting research to assist advocates and policymakers
- Doug Hart, a state (Michigan) legislator, who has developed a legislative committee on civics – engaging students through school-based forums
- Rick Battistoni, Project 540, engages over 160,000 American students in civic dialogues and deliberations
- Susie Graseck, Choices and Capitol Forum, conducting school and state legislative collaborations

These are but a few of the efforts to engage and encourage policymakers to support, encourage and reward high-quality citizenship education for all students P-16.

But it is not enough to engage *adults* in policymaking, if we truly believe our youth should be active principled citizens *today* then we must commit to their participation in the

policymaking arenas, especially – as the quote above states that individuals understand policies - *when they have been actually involved in determining them.*

I think we need to take this very seriously and examine and create opportunities for our youth in engage in policymaking, especially in schools, where every policy impacts them.

There are policies in states and districts that do engage students in policymaking, for example:

- Vermont requires the State Board of Education to have one student on its policymaking board
- North Carolina recently established a policy requiring school districts to ensure middle and high schools develop a formal Student Council composed of diverse students engaged in school-related policies
- Many school districts require their boards to have one or more students as active members.

So we do have examples, but we need to move from a few isolated places of student policymaking to increase the scope and scale of youth engagement.

I challenge us as we work together internationally these next few days (and into the future) to understand the elements of high-quality citizenship education and corresponding policy implications.

Our role as advocates for citizenship education and youth civic engagement requires us to work with policymakers, education leaders and practitioners to create, integrate and sustain high-quality opportunities for all students to acquire and enhance citizenship knowledge, skills and dispositions.

I look forward to our conversations, discussions, interactions, deliberations and decisions to share and learn together so that all students understand their role as citizens and engage in their schools and communities today and tomorrow.

It takes courage and will to achieve this goal – I know we all come to this seminar committed to being courageous and bold - to assist policymakers, education leaders, practitioners, our partners and ourselves to create and sustain the highest-quality school and community-based opportunities for all our youth. Our nation and world depend on it!

Terry Pickeral, Executive Director, National Center for Learning & Citizenship
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Terry Pickeral is the Executive Director of the National Center for Learning and Citizenship which provides leadership in three connected areas of work: *Leadership and service-learning; education policy; and citizenship education* (www.ecs.org/nclc). The Center includes an executive board of 23 state and district superintendents and national leaders committed to the integration of service-learning and citizenship education into K-12 schools; and a set of national initiatives including *Every Student A Citizen, Schools As Citizens, Citizenship Education Policy and Practice* and *Anchoring the Investment: Institutionalizing Service-Learning*.

Workshops

These played an important role in the seminar. The three themes, derived from the Crick Report and mirroring those at the 2002 Washington conference, were social and moral responsibility, political literacy and active citizenship. In each case participants were invited to consider the meanings associated with the terms, the ways each are or may be developed within the school and the community, and the similarities and differences of approach between and within the USA and the UK. These are some of the key observations that emerged.

Social and moral responsibility

- Varying points of view on rights and responsibilities were expressed, including that human rights are still not well understood in schools; that we are better at teaching rights than teaching responsibilities; or conversely that it is wrong to make rights conditional on responsibilities. There was nonetheless some consensus on the reciprocal nature of rights and responsibilities, that responsibilities are essentially the recognition of the rights of others.
- There was general recognition that social and moral responsibility is to do with helping young people understand that their actions (or inactions) have consequences for others, and that they do therefore make a difference. These are understandings that are best developed through active involvement in social and community issues.
- Discussion of the importance of translating the idealism of young people into worthwhile and practical action, and equally the dire consequences of not allowing young people to express their idealism either verbally or through action.
- It was recognised that this might lead to some controversial action, or that young people might make what adults perceived to be mistakes in expressing their views. The recent controversy over young people taking part in demonstrations against the Iraq war, either within or outwith school time, was cited as a difficult professional and pedagogical issue.
- The importance of developing approaches to ethical decision making was recognized, although the issue of 'whose values?' or how to best act upon common values was acknowledged as controversial.

Political literacy

- Participants were aware of the need to define more precisely the scope of the term political literacy. Did it refer simply to knowledge and understanding of the political system and political processes? Does it include practical knowledge of how to effect change? Does it include a broader capability to read situations from a political perspective?
- There was some contrast between programmes inserted into the curriculum, examples in the US including 'We the People' and Project 540, and the embedded curricular approaches more common in the UK, such as People in Society and Modern Studies in Scotland, and aspects of the National Curriculum Citizenship Order in England.

- There was a strong view expressed that political literacy is usually taught too late, and that it would be more effective if appropriate skills and attitudes were taught at an earlier age.
- It is helpful when representative bodies are prepared to welcome young people on to their premises and involve them in some aspects of their work. The Scottish Parliament was cited as one example of a legislature that offers opportunities for educational visits and activities, including web-casting live debates between representatives and school children.
- Little contact with political parties was reported by participants. There is some evidence that young people involved in citizenship activities thought they were engaged in activities that would help them to make a difference, but that these were not affecting their political views.
- There is sensitivity in the US to parental views and possible parental opposition. UK participants reported very low or no parental concerns. For instance in Northern Ireland, where some controversy might be expected, during a three year pilot of citizenship activities they did not receive a single complaint.
- Provision of appropriate staff development encouraged.

Active citizenship

- Provision of opportunities for active citizenship within both school and community and across the curriculum is recognized as highly labour intensive, requiring committed teachers and more resources than are available at present.
- Staff development should focus on development of both skill to facilitate discussion, particularly of controversial issues, and ability to support active engagement in the community.
- Important to disseminate and build on good practice.
- First Amendment Schools, which support development of constitutional freedoms of religion, speech, press, assembly and petition, are a good well-supported example. However, even here there are problems arising from a national push to restrict these rights in the interests of security, so that these schools may be somewhat more democratic than the context within which they exist. The key here is to emphasise that First Amendment rights derive from being a citizen, and that with these rights come the responsibilities associated with protecting the rights of others.
- Citizenship in the UK also exists within an educational policy context in the UK in which the attainment agenda has for some years been dominant. It is important that education for citizenship is seen as contributing to this, not conflicting with it, as it also more clearly contributes to inclusion, which is another major policy goal.

Case Study Presentations - 1

Scottish Education: A Question of Values

Mike McCabe, Director of Education, Culture and Lifelong Learning, South Ayrshire Council

Mike McCabe described some of the work being undertaken in South Ayrshire in response to National Priority 4 on Values and Citizenship. Some of the work is inspired by a study visit to schools in the US state of Maine, where values education is high on the policy agenda. A group from Scotland visited Maine in association with the Institute for Global Ethics <http://www.globalethics.org> in 2002, and found the work to be innovative, interesting, and infectious in its enthusiasm.

There was some uncertainty at the time about how to proceed with work on the National Priorities. People generally felt positively towards them, and there was good progress in some areas, but there was also an awareness of some issues to do with perceptions and ownership, with differing levels of commitment and enthusiasm. At authority level and in schools there was a perception of competing agendas and initiative overload, and some lack of strategic direction. People were having difficulties seeing how all the pieces of educational development fit together and how existing activities could be built on.

The Maine perspective encouraged an approach that put values at the centre. Values are principles that are consistent and help direct the way people think and behave. In Scotland we have ready-made national values: the virtues of compassion, wisdom, justice, integrity, inscribed on the Mace of the new Scottish Parliament. These have an important national significance, but an important part of the South Ayrshire approach to values has been to encourage schools to formulate their own values, using an approach that allows all members of the learning community, - teachers, students, support staff, parents and other adults associated with the school – to debate and have a say. Values have not been imposed, but have grown from discourse within the school, along with a clear understanding that values should be used to shape what you actually do, for instance in school activities and through the school development plan. It is recognized that everyone has rights, and therefore also has responsibilities, and that agreed values imply the same high standards of ethical behaviour on all members of the school community.

A values-based approach helps schools to:

- Engender a greater sense of self-esteem, and encourage self-discipline
- Achieve higher academic standards and wider achievement of pupil
- Develop happy, ambitious pupils who care about others

Community service and political literacy

Another important dimension of the South Ayrshire approach is that every excuse is found to get young people involved in decision making. A real effort has been made to break down hierarchies in schools and in the authority to show that everyone has a say; that we can make use of the talents of everyone; and that we can't expect that leaders will have all the ideas. Young people's contributions are recognized, for example through the junior achievement award from Duke of Edinburgh Award Scheme, and by writing letters of recommendation for universities

A Student's Forum has been established with representation from all South Ayrshire's secondary schools. This has

- an open remit to examine authority/school policy
- takes evidence from school staff, the Directorate, and elected members

and is taken very seriously by local Council.

Senior pupils work with our colleagues in Community Protection, for example by report shopkeepers who are willing to sell alcohol/cigarettes to young people. Students are encouraged to campaign on issues, work with campaigners in order to learn how to state a case.

Mike McCabe, Director of Education, South Ayrshire Council

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Mike was first employed in the field of Medical Physics then joined the teaching profession in Lothian Region in 1977 as a teacher of Physics and in 1982 he became an Assistant Head Teacher. He was then appointed as an Education Officer with Dumbarton Region in 1987 and in 1992 took up an appointment with Lanark Region as a Senior Education Officer. In 1993 he was appointed Assistant Director of Education in Ayr Division and in August 1995 he took up his present post as Director of Educational Services with South Ayrshire Council.

He has served on the Board of Directors of Network Scotland, The Children's' Panel and Craigmillar Festival Society.

Case Study Presentations - 2

Living Democracy in Schools

John Stapelfeld, Principal, and Brian Daniels, History Teacher and Cluster Facilitator, Hudson Schools, Massachusetts

An education that teaches you to understand something about the world has done only half of the assignment. The other half is to teach you to do something about making the world a better place.

Johnnetta B. Cole

Dream the Boldest Dream

Massachusetts schools are controlled by local school committees elected by the local population. Hudson has separate schools for Grades 8-12, which is unusual for Massachusetts. These developments are located in such schools, and would be impossible without the support of the local community and the superintendent.

The overall goal of Hudson Schools is to create socially responsible, civically engaged and socially conscious young adults. To that end a comprehensive approach encompassing curriculum, school governance and community service has been devised from pre- kindergarten through elementary, middle and high schools. Pedagogy is based on enquiry-based approaches which encourage critical thinking, confronting moral dilemmas to encourage ethical thinking and community service learning to encourage real world engagement.

A key curricular strategy is known as clustering, with students opting into curricular clusters in grades 10-12; those presently available are (i) Science, Health and the Environment, (ii) Business, Engineering and Technology, (iii) Communication, Media and the Arts, and (iv) Social Service, Education and Social Policy. Clusters enable staff and students to get to know one another well over three years, and are a focus for student involvement in governance, meetings with advisers, school-to-career presentations and workshops and cross curricular presentations.

Hudson High School is also a First Amendment School, part of a us-wide group of 15 schools dedicated to 'educating for citizenship by teaching and modeling the democratic principles of the Constitution of the United States. www.firstamendmentschools.org Schools take this mission seriously by providing all members of the school community with daily opportunities to exercise their constitutional rights with responsibility. These rights are freedom of religion, of speech, of press, of assembly and of petition. Under the Constitution all Americans have a civic responsibility to guard these rights for every citizen. At Hudson High School the guiding principles of First Amendment School status are to conceptualise schools as laboratories of democratic freedom, to commit to inalienable rights and civic responsibility, to include all stakeholders, and to translate civic education into community engagement.

Another important feature of Hudson High School is the extent to which its architecture supports the school's ethos by providing public spaces for democratic deliberation. In all the school has six potential large group meeting spaces. These are utilized during cluster meeting time on a four week cycle: in Week 1 there are small group governance meetings in classrooms discussing an issue; in Week 2 there is a whole cluster governance meeting discussing the issue talked about in the small groups the previous

week; in Week 3 there is small group work on service projects in classrooms; and in Week 4 there is a large group meeting to hear a speaker.

Lessons that have been learnt from clustering and democratic governance are that the process

- exponentially increases your number of leaders
- helps you to work with what you have, towards what you wish
- honours multiple paths
- and expects and embraces disruption.

'This work recognizes and rewards the development of civic habits of mind that are tempered in the furnace of the heart, and revealed in the voice and actions of our students.'

Brian Daniels, History Teacher and Cluster Facilitator, Hudson High School, Massachusetts

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Brian Daniels teaches history, psychology and ethics at Hudson High School, Hudson Massachusetts. He is the school facilitator for the Democratic school initiative at Hudson, and an active member of the school's First Amendment Schools team. He has been teaching for twenty-eight years and holds bachelors in History and Psychology from Boston College and masters in Critical and Creative Thinking from the University of Massachusetts at Boston. This year he is enrolled in a principal apprenticeship program through Northeastern University in Boston.

John Stapelfeld, Principal, Hudson Public Schools

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John Stapelfeld began his career as a Science teacher in 1965. He has been Principal of Hudson Schools since 1980.

Major high school Initiatives:

- Implementation of semester based 4x4 block schedule for all high school students, including grade 8
- Initiated and supported a program for Gifted and Talented high school students
- Hudson High Schools Democratic School Initiative - School wide governance/clustering program
- Proved leadership and support for Hudson High School's First Amendment School initiative

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