

INTERACT

WP 7 Citizenship and Intercultural Education in Postgraduate Teacher Training and Continuing Professional Development Programmes in England

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Objectives:

The aims of the report are:

- To identify statutory common features of initial teacher education (ITE) programmes that require them to address citizenship and intercultural dimensions
- To identify, select and describe initial teacher education programmes, master's degrees and continuing professional development (MA/CPD) courses that explicitly address citizenship education and have an intercultural education dimension
- To examine and analyse these courses and their approaches
- To identify the emerging themes in relation to developing practice and remaining challenges

Report outline:

1. Context: relevant statutory common features of initial teacher education (ITE) courses
2. Features of our sample of ITE courses
3. Features of our sample of MA/CPD courses
4. Key convergent and divergent features of ITE citizenship courses
5. Key convergent and divergent features of CPD citizenship courses
6. Emerging issues

1. Context: relevant statutory common features of initial teacher education (ITE) courses

PGCE courses

In England the most common route in ITE is the one year, full-time Post Graduate Certificate in Education (PGCE), delivered through a partnership between schools and Higher Education Institutions (HEIs). HEIs organise and accredit the PGCE course, but students spend the majority of their time in schools.

Schools also work in partnership with Local Authorities (LAs). These are a function of elected local councils. LAs are expected, under the Race Relations [Amendment] Act 2002 to have equality and diversity policies, as individual schools. LAs also provide some services to schools, typically advisory staff, on which schools can draw. The requirements for teaching and assessment in relation to citizenship education are determined at national level and it is expected that these should also be reflected by national legislation.

A PGCE introduces trainee teachers to relevant educational theories and helps them to acquire the skills and knowledge to deliver their subject(s) in the classroom. Since 1992 [Circular 9/92 Initial Teacher Training (Secondary Phase)] schools have played an increasingly important role in ITE. Currently trainees spend 120 days of their PGCE course in schools, undertaking both classroom teaching and professional

learning, and 80 days at the HEI. Trainees are awarded the PGCE by the HEI but are assessed jointly by schools and HEIs.

The Standards for Qualifying to Teach

Students on PGCE courses are assessed against national standards. *Qualifying to Teach* (in force since 2002) contains the requirements for providers of initial teacher education, and the standards which must be met by trainees, in order to achieve Qualified Teacher Status (QTS). *Qualifying to Teach* is produced jointly by the Department for Education and Skills (DfES) and the Training and Development Agency for schools (TDA). The standards against which beginning teachers are assessed are statements of outcomes, which describe what trainees should know, understand and be able to do.

The standards are organized in three sections: professional values and practice (which are derived from the professional values of the General Teaching Council for England¹ (GTC)); knowledge and understanding (of subject); and teaching (includes planning, monitoring and assessment).

The standards for Qualified Teacher Status do not specifically address intercultural/multicultural education. There is, however, some attention to diversity, ethnicity and equal opportunities.

For example, standard 2.2 reads:

They (*trainees*) establish a purposeful learning environment where diversity is valued and where pupils feel secure and confident

Diversity in this context covers class, ethnicity, attainment, religion and nationality. We would argue that the standard implies a degree of intercultural understanding..

There are three direct references to pupils' ethnicity within the standards. In each case, the concept of respect for diversity is linked to pupil progress and achievement, rather than democratic principles and equity. These standards read:

S1.1 They (*trainees*) have high expectations of all pupils; respect their social, cultural, linguistic, religious and ethnic backgrounds; and are committed to raising their educational achievement.

S3.1.2 They take account of and support pupils' varying needs so that girls and boys, from all ethnic groups, can make good progress.

S3.3.6 They take account of the varying interests, experiences and achievements of boys and girls, and pupils from different cultural and ethnic groups, to help pupils make good progress.

The standards acknowledge ethnic and cultural diversity and reflect a context in which there are considerable differences between the average attainments of pupils from different ethnic groups.² They encourage teachers to take account of ethnic and cultural backgrounds and differentiate their support accordingly.

¹ A professional and independent body for teachers. The Council's role is to promote teaching as a profession, act in an advisory capacity to the Secretary of State for Education, set professional standards and maintain a register of qualified teachers.

² See Tikly et al., 2005 for evidence of differential achievement by ethnicity and an assessment of government initiatives to address this.

There is one mention of equal opportunities in the section on teaching:

S3.3.14 They (*trainees*) recognize and respond effectively to equal opportunities issues as they arise in the classroom, including by challenging stereotyped views, and by challenging bully or harassment, following relevant policies and procedures.

The relevant policies and procedures are those in place in schools, as well as national legislation. Teachers' action is set within an institutional framework and the standard assumes that schools will have policies and procedures in place. There is no specific mention of challenging racism.

In the section of *Qualifying to Teach* that relates to ITE providers it states that trainee teachers must be regularly and accurately assessed against the QTS standards. There is therefore implicit rather than explicit attention to equal opportunities and preparation for teaching in a multicultural society.

However, in the section of the standards called Professional Values and Practice, there is the following overarching standard,

S1.8 They (*trainees*) are aware of, and work within, the statutory frameworks relating to teachers' responsibilities.

These frameworks include the Race Relations (Amendment) Act (2000), which lays on public bodies such as schools and Local Authorities (LAs) the statutory obligation to promote race equality.

The Teacher Development Agency (TDA), the government agency responsible for initial and continuing teacher education, has set up a project *Multiverse* to support teacher education for diversity (<http://www.multiverse.ac.uk/>). Commissioned by this project, Davies and Crozier (2005) surveyed all providers of initial teacher education, to gain an overview of provision in relation to helping students understand issues of race and ethnicity. They attempted to identify specific opportunities for student teachers to learn about race equality and related issues. They found provision to be very patchy, with providers claiming that there was little time in an overcrowded curriculum to deal with the many strands within diversity.

Issues to do with race and ethnicity were often interpreted by providers as relating solely to the teaching of English as an Additional Language (EAL) rather than preparing trainees to teach in a multicultural, multiethnic society. All the providers surveyed had in place policies which related to aspects of diversity but there was a lack of monitoring of the effectiveness of these policies, and inconsistencies in their application to student teachers' school placements. There was also found to be a lack of expertise amongst mentors³ in schools, and there was over reliance on staff designated as experts in diversity both within the universities and the schools. Of the respondents 75% felt that, within this area, there was a need for further professional development.

Training of teachers of citizenship

In 2002 Citizenship became a statutory part of the curriculum in primary and secondary schools in England. From 2001 PGCE courses to train teachers of

³ Mentors are designated teachers responsible for trainees' learning during school placements.

citizenship were established, initially in four university departments. There are now 14 PGCE citizenship courses offering a total of around 240 PGCE places per year.

In schools, citizenship education may be a discrete subject or be provided as part of an interdisciplinary course or as a cross-curricular theme.⁴ PGCE courses for prospective teachers of citizenship at secondary school level emphasise and develop the capacity and skills to teach the programme of study for citizenship, which is part of the national curriculum.

This programme of study covers ten topic areas. Of these, the following relate directly to intercultural education:

- legal and human rights and responsibilities underpinning society;
- national, regional, religious and ethnic diversity in the UK and the need for mutual respect and understanding;
- the importance of playing an active part in democratic and electoral processes;
- the work of voluntary groups in bringing about change locally, nationally, in Europe and internationally;
- UK relations with Europe, the Commonwealth and the United Nations;
- global interdependence and responsibility, including sustainable development.

The Office for Standards in Education (OFSTED) is responsible for monitoring and evaluating schools and initial teacher education. An overview of the teaching of citizenship in schools for the academic year 20003/04 recorded that there was little teaching about diversity, suggesting that this is an area where teachers lack confidence (OFSTED, 2005a).

The OFSTED report on PGCE citizenship courses in 2004/05 noted that some courses have a particular emphasis on human rights or global citizenship (OFSTED, 2005b). The report also recorded that trainees generally have a good understanding of the needs of pupils with EAL. There are no mentions in either of these recent inspection reports of the role of citizenship education in preparing young people for life in a diverse society and contributing to race equality. The word 'democracy' is also absent from the reports.

2. Features of our sample of ITE Courses.

We identified a number of PGCE courses specialising in citizenship education. We sought to identify the intercultural dimensions within them.

PGCE courses specialising in citizenship education are listed on the Citized website, www.citized.info. This website is funded by the Training Development Agency for Schools (TDA) the body responsible for the oversight of ITE in England. It aims to support all ITE providers of citizenship in England, prospective ITE students and practising teachers. The information was cross-checked with the Graduate Teacher Training Registry (GTTR) website, which lists PGCE courses and processes students' applications. Having identified the providers, we took information about the courses from the official websites of the HEIs. We also emailed some tutors to collect additional information and/or clarification. There are also courses available which

⁴ See <http://www.bera.ac.uk/pdfs/OslerStarkeyBERAReview2005.pdf> for a review of research, policy and practice in citizenship education 1995-2005. Also published as Osler and Starkey (2006).

offer citizenship as a second subject and we included in our study two of these, Exeter and York, which state they place a strong emphasis on citizenship education.

The following is a list of the Higher Education Institutions offering a PGCE in Citizenship for the academic year 2006-07.

1. University of Birmingham
2. Bradford College
3. Bristol University
4. Canterbury Christ Church University College
5. Exeter University
6. The Marches Consortium, Gloucestershire
7. Institute of Education, London University
8. University of Leicester
9. London Metropolitan University
10. Middlesex University
11. Plymouth University
12. Sheffield Hallam University
13. St. Martin's, College, Carlisle
14. York University

All except one of these PGCE courses are one year full-time. The exception is the part-time modular course at Sheffield Hallam University. All include special sessions on teaching the national curriculum for citizenship. These sessions are provided by the HEI and may be supplemented by others during the school placement. All trainees are assessed against the QTS standards.

Of the 14 providers featured, 13 offer courses in citizenship at secondary level, mainly 11-16 or 11-18. However, the Marches Consortium also offers a course aimed at those wishing to teach pupils aged 7 to 14 years. Those who pass this course are qualified to teach in both at primary (ages 5 – 11) and middle schools (ages 8 –13).

Ten of the courses are at universities which validate their own awards, the remainder have their courses validated by another institution (Bradford college PGCE validated by Leeds Metropolitan University; the Marches Consortium by the University of Gloucestershire; Newman College validated by Leicester University; St. Martin's College by Lancaster University).

To be accepted onto any of these PGCE courses, applicants must be graduates (or equivalent), with several institutions stipulating that successful applicants will have a good honours degree. The degree required is usually in a citizenship related subject in the humanities or social sciences including politics, law, international relations, and sociology.

3. Key features of sample of Continuing Professional Development (CPD) courses

Since citizenship education is relatively new in England in its current form, teachers who have previously specialized in other subjects, for example Personal, Social and Health Education (PSHE), or been generalists at primary level, may choose to take further qualifications in this field to augment their skills and knowledge. In addition, some may elect to study from a wide range of courses in subjects such as politics, law, international relations, in order to gain subject knowledge.

We identified a number of award-bearing CPD courses in the field of citizenship education and attempted to identify an intercultural/multicultural dimension within them. The courses were identified from the Citized website. This site is one likely source for serving teachers wishing to identify citizenship education postgraduate courses of relevance. We then examined HEI official websites for detailed information about these courses. Where necessary we also emailed course tutors for additional information and/or clarification .

The following is a table of the HEIs offering award-bearing postgraduate courses in citizenship education for the academic year 2006-07.

University of East London	PG Cert/ PG Diploma/ MA Education and Development
Edgehill College	Post Graduate Certificate: Citizenship Education Pathway
Exeter University	M.Ed module: Education for Citizenship
Institute of Education, University of London	MA in Citizenship; Postgraduate Study in Citizenship Education
Kingston University, London	Post Graduate Certificate/Diploma/Master's in Citizenship and PSHE ⁵
University of Leeds	MA/PGDip. in Education and Democracy
London Metropolitan University	Joint European Masters in Citizenship Education
York University	MA in Citizenship and Global Education

Most of the courses are taught via a mixture of face-to-face sessions such as seminars and lectures. There are two programmes that have been designed as distance, online courses, the Institute of Education distance learning MA citizenship education (which has a similar face-to-face version) and London Metropolitan University's Joint European Masters.

Of the above, four institutions⁶ specifically offer the option to study courses at different levels. Students may take a single module or a Post Graduate Certificate. Once they have completed these initial courses they may carry on to take a Diploma or Masters qualification.

4. Key convergent and divergent features of initial teacher education courses in citizenship education

Courses differ in the extent to which they acknowledge education for diversity. A minority of ITE courses (6) explicitly mention central concepts of intercultural/multicultural education as a course aim or objective. Intercultural learning is implicit in four cases. In a further four cases there is no mention of it.

The University of Leicester and London Metropolitan University are the only examples that make explicit mention of both teaching *about* intercultural/multicultural education and also refer to the *multicultural context* as a positive feature of the course. There are a further three courses where it is implied or somewhat ambiguous. Our interviews with course tutors suggested that a number associated

⁵ Personal, Social and Health Education.

⁶ University of London; Institute of Education distance learning; Kingston University; Leeds University a) and b).

intercultural/multicultural learning with the recruitment of black and minority ethnic (BME) graduates.

There are differences in emphasis too in relation to the international dimension of intercultural education. Four of the courses gave it significant weight in relation to course content (Newman College, Bristol University, Exeter University, and the Institute of Education, London University). In two cases (Leicester University and Canterbury Christchurch University) it is implied that intercultural/multicultural education extends beyond national boundaries. In the remaining eight cases there was no mention of any international issues.

5. Key convergent and divergent features of award bearing postgraduate courses in citizenship education

The courses surveyed range from a newly designed Joint European Master's at London Metropolitan University, to short modules within other kinds of continuing professional development. The direction is towards more of these short courses.

Some of the courses, particularly those at the University of East London, Edge Hill College and Kingston University, have a very practical emphasis, being designed with practising classroom teachers and curriculum coordinators in mind. Others have a stronger theoretical orientation, particularly the MA in Education and Democracy at the University of Leeds, which is taught by political scientists as well as by educators and which is targeted at education specialists who work (for who plan to work) for NGOs and international organisations. This interdisciplinary course aims to attract students who have experience of other professions, as well as those who are serving teachers or who are planning to teach.

Two of the courses, the distance learning MA at the Institute of Education and the MA in Citizenship and Global Education at York strongly emphasize the intercultural dimension of citizenship education. European citizenship is particularly emphasized on the MA at London Metropolitan University, due to its development as a collaborative venture between six European universities.

The most commonly used key words in the course descriptions are: citizenship; rights (including human rights); democracy; and diversity. The term 'intercultural' appeared in only two course descriptions; the distance learning course at the Institute of Education; and the MA in Citizenship and Global Education at the York University.

6. Emerging issues

The introduction of citizenship education to the curriculum for schools in England has led to a relatively small number of HEIs providing PGCE citizenship courses. In addition, some other HEIs provide CPD courses for serving teacher of citizenship and for those supporting these teachers. Some CPD courses are designed to attract international as well as British students. It would be interesting to consider how such courses differ from those targeted exclusively at serving teachers in England.

The British government has identified citizenship as a site where teaching for diversity and race equality should take place. In ITE, meeting the standards requires some understanding diversity and intercultural learning. Despite this context, it would appear that questions of diversity are addressed somewhat superficially in about half of the courses we examined. Reports from the inspections service and the survey conducted by *Multiverse* suggest that there is a considerable need to enhance and improve teacher education for diversity.

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