



## **PROMOTING CITIZENSHIP AND COMMON VALUES THROUGH EDUCATION**

**Report of the seminar of the European Network of Education Councils,  
Lisbon, 1 – 2 March 2018**

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[www.eunec.eu](http://www.eunec.eu)

**Promoting citizenship and common values through education**

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## **INTRODUCTION**

EUNEC is the **European Network of Education Councils**. Its members advise the governments of their countries on education and training. EUNEC aims to discuss the findings and recommendations of all European projects in education and training, to determine standpoints and to formulate statements on these issues. EUNEC wants to disseminate these statements pro-actively towards the European Commission, relevant DGs and other actors at European level, and to promote action by EUNEC's members and participants at national and regional level. EUNEC also has the objective that the councils should put internationalization and mobility high on the national agenda, that they should clarify the European policy in education and training towards all relevant stakeholders.

## **CENTRAL QUESTION**

The link between education and citizenship has always been prominently present in the work of EUNEC. The interest of EUNEC in the theme goes back as early as in 2003/2004 in [The Hague](#). Focus on education and citizenship is also present in more recent statements (<http://www.eunec.eu/eunec-work-statements/shared-viewpoints>): EUNEC statements on early school leaving (2013); EUNEC statements on learning in the digital age (2014); EUNEC statements on making education more inclusive (2017); EUNEC statements on education and migration (2012).

The theme has received a lot of attention in the nineties, after the fall of communism in Eastern Europe and the raise of the first populist parties in Western Europe. At this moment, the theme of citizenship education is, again, very prominent on the education policy agenda, after the terrorist attacks, and the raise of new populist parties in many countries, and the polarisation of the political debate the last few years. Within Europe, the discussion is vivid, and education is facing new challenges, given the context of a number of societal disruptions.

European governments ask education to think about 'deradicalisation' ([Declaration of Paris](#)). The Council of Europe has elaborated a [framework](#) for curriculum development in the field of citizenship. Another trigger for the discussion are [the results](#) of the recent ICCS (International Civic and Citizenship Studies) survey.

Reasons enough for the EUNEC general assembly to decide to organize this meeting, with specific focus on how citizenship can be promoted through education.

How do we look at citizenship education? There are different layers in the concept of citizenship education, going from knowledge of the institutions to participative culture:

- Knowledge of political institutions and of democratic principles: to be able to act in a parliamentary democracy;
- To be able to build an opinion on societal themes: critical consideration of different viewpoints, understand the underlying political and ideological motivations, decide on a personal viewpoint;
- Take up an engagement in society, take responsibility and be active in a societal project (through voluntary work, for instance);
- Be part of a participatory school project;
- Subscribe to a number of values that are at the basis of the democratic system, such as the rule of law (accepting a democratic majority decision, respecting the opposition and the opinion of minorities).

The focus of the seminar will be on how education can play a role in fostering these different layers, and on how education can thus contribute to transmitting democratic values.

'The challenges that Europe is facing today – including disenchantment with democracy, integration of refugees and the rise of violent extremism - make education for democratic citizenship and human rights more important than ever, and we need to step up this work in the years to come.'<sup>1</sup>

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<sup>1</sup> from the 20<sup>th</sup> anniversary of the Council of Europe project of Education for Democratic Citizenship

## PROGRAMME

The seminar took place at the premises of the CNE, the Portuguese Education Council, Rua Florbela Espanca, Lisbon. Participants from abroad stay at Hotel Lutecia, Av. Frei Miguel Contreiras nº 5, Lisbon.

### Thursday 1 March 2018

*Chair of the day: **Manuel Miguéns**, EUNEC president and secretary general of the CNE (Portuguese Education Council)*

**08.45** Registration

#### **WELCOME AND INTRODUCTION TO THE THEME**

**09.15 – 09.30** **Welcome to the CNE**  
Maria Emilia Brederode Santos – President of the CNE  
**Welcome to the Conference**  
Manuel Miguéns, EUNEC president and secretary general of the CNE

#### **KEY NOTE PRESENTATIONS from an international perspective**

**09.30 – 09.50** **The EU, common values and education**  
Stefaan Hermans, Director of Policy Strategy and Evaluation, DG Education and Culture, European Commission

**09.50 – 10.20** **Rethinking citizenship education**  
Tristan McCowan, University College, London

**10.20 – 10.50** **Citizenship education in the EU-policies and practices from and for the life of schools**  
Isabel Menezes, CNE

**10.50 – 11.10** Coffee

**11.10 – 11.40** **Citizenship Education at the Council of Europe**  
Christopher Reynolds, Programme Manager, Education Department, Council of Europe

**11.40 – 12.10** **Becoming Citizens in a Changing World. International and European highlights from the IEA International Civic and Citizenship Education Study (ICCS) 2016**

Ralph Carstens, Co-Head International Studies, IEA (International Association for the Evaluation of Educational Achievement) ICCS 2016 Study Director

<b>12.10 – 12.25</b>	<b>Linking theory and practice.</b> Presentation of doctoral research ' <b>Dynamic relations between teachers' beliefs on language and citizenship on the one hand and teacher-student-interaction on the other hand</b> ', Dr. Reinhilde Pulinx, Ghent University – Flemish Education Council
<b>12.25 – 13.25</b>	<b>Questions and answers</b>
<b>13.25 – 14.15</b>	Lunch
<b>15.00 – 17.00</b>	<b>School visit at the 'Agrupamento de Escolas do Carregado'</b> Brief introduction by EUNEC (15.00 h) Cluster presentation (library) (15.15 h) School tour (15.35 h) Song performed by primary school children (16.00 h) Dancing club and musical performances (16.20 h) Project presentation by the teachers (16.40 h): multicultural project; eco-school; arts club; special education; orchestra Coffee break, prepared by Cooking Education and Training Course (17.30 h)
<b>18.00</b>	<b>Guided Visit to the 'Museu Damião de Góis'</b>
<b>19.30</b>	<b>Conference dinner at Salvaterra de Magos vocational school</b>



## FRIDAY 2 March 2018

*Chair of the day: **Mia Douterlunne**, EUNEC secretary general and secretary general of the Flemish Education Council*

### **PROMOTING CITIZENSHIP AND COMMON VALUES THROUGH EDUCATION. APPROACHES BY EUNEC MEMBERS.**

**09.00 – 09.30**      **ACT: Citizenship projects led by students and accompanied by teachers. A multi-national Erasmus+ project.** Emily Helmeid-Shitikov, Head of Research and International Relations (Cnesco, France)

**09.30 – 11.00**      **Round table with presentation of cases by EUNEC members:**

- **Cyprus** Cyprus Pedagogical Institute and Teachers' Professional Learning on citizenship, inclusive and antiracist education  
Despo Kyprianou, Education Officer at Cyprus Pedagogical Institute
- **Ireland**  
Phil Fox, Head of Initial Teacher Education and Induction, Teaching Council of Ireland
- **Netherlands** The perspective of the Dutch education council on citizenship education, and citizenship education from a school leader's viewpoint  
Richard Toes, School leader Wartburg College Rotterdam..
- **Portugal**  
Hugo Carvalho, member of CNE
- **Flanders** The point of view of Flemish pupils on citizenship education  
Griet Vandervelde, VSK (Umbrella organization of pupils) Co-worker diversity and equal opportunities

**11.00 – 12.00**      **Debate** between education councils, and **conclusions**



# Welcome

*Maria Emilia Brederode Santos is president of the Portuguese Education Council*

The president welcomes all speakers and participants at the premises of the CNE. She highlights three main reasons for having chosen the theme of citizenship and common values for this seminar. First of all, there is terrorism. It is shocking to realize that some of the terrorist attacks have been done by European citizens, raised in the EU and educated in European schools. Next, EUNEC also takes a broader look: next to the terrorist attacks, there is the rise of populist trends, another reason to focus on citizenship education. Finally, the refugee crisis made clear a shocking indifference by a large part of the European citizens.



*Manuel Miguéns is secretary general of the Portuguese Education Council*

The secretary general insists on the fact that EUNEC has been focusing on the theme of citizenship education in several seminars, and in several statements, since 2003, at The Hague. EUNEC has always considered citizenship education as an important topic and given incentives to the member councils to put the theme at their agenda.



A key document in the way EU governments look at citizenship, is the Paris Declaration of 17 March 2015: 'Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education'. Ministers responsible for education confirmed that they have the duty to ensure that the humanist and civic values we share are safeguarded and passed on to future generations. They stressed the urgent need to cooperate and to exchange experiences.

Very recently, on 17 January 2018, the European Commission has published a proposal for a Council Recommendation on common values, inclusive education and the European dimension of teaching, providing guidance to Member States on how inclusive education and young people's experience of their European identity in all its diversity can help promote shared values.

It is clear that there are plenty of arguments to have chosen the topic of citizenship and common values through education for this seminar.

The secretary general thanks the speakers for their contribution, the secretariat of EUNEC for the preparation, the president and the staff of the CNE for the welcoming, and all members for their active participation

## The EU, common values and education

*Stefaan Hermans*



*Stefaan HERMANS is since May 2017 Director of Policy Strategy and Evaluation in the Directorate-General for Education, Youth, Sport and Culture at the European Commission. He was Head of Cabinet of the Commissioner for Employment, Social Affairs, Skills and Labour Mobility Marianne Thyssen in the Juncker Commission. Previous posts include Head of the 'Universities and Researchers', 'Skills', and 'Reflective Societies' Units in DG Research and Innovation, and Secretary of the Employment Committee of the European Union. He also lectures on EU Affairs at the KU Leuven.*

Mr Hermans' speech:

'Let me thank the European Network of Education Council for this invitation and for its important work as concerns education and citizenship, a topic which the Network has been pursuing as a theme for over a decade. Today, I am pleased to extend this discussion to focus on the EU, common values and education.

### ***Education as a means to transmit values: crucial in the societal and political context***

European societies are increasingly characterised by common challenges (e.g. migration, youth unemployment, increasing poverty) and new realities (e.g. populism, divisive nationalism, rise of extremism). These challenges and realities for society are reflected in the classroom. They require a unified vision.

At times, we must remind ourselves that Europe is built on identities with national and regional dimensions and connotations with Member States having their own distinct set of characteristics and values. However, there are values which are shared by all. This is the starting point for our discussion today.

As stated by President Juncker in his 2017 State of the Union address 'Europe is more than just a single market. More than money, more than the euro. It was always about our values.'

These values are at the heart of the European project and are set out in Article 2 of the Treaty on the European Union. They refer to democracy based on the rule of law, pluralism and justice; the importance of human dignity, freedom and respect for human rights; and equality as it extends to respect for the rights of persons belonging to minorities, between men and women.

Similarly, non-discrimination and tolerance create the fabric of our European societies and are fundamental to their functioning.

As a sign of support for these common values, Member States have reaffirmed these values through endorsing the Rome Declaration of March 2017. Moreover, as highlighted in the White Paper on the Future of Europe, 70 years of lasting peace is a testament to our shared values and mutual understanding.

The Commission contributed to the EU leaders' meeting of 17 November 2017 in Gothenburg with a Communication on Strengthening European Identity through Education and Culture, in which it set out its vision for the creation of a European Education Area by 2025. The Communication highlighted that 'it is in the shared interest of all Member States to harness the full potential of education and culture as drivers for jobs, social fairness, active citizenship as well as a means to experience European identity in all its diversity'.

***Proposal for a Council Recommendation on promoting common values, inclusive education and the European dimension of teaching***

Promoting common values is high on Europe's agenda. A strong commitment was made by Education Ministers in 2015 when they adopted the Paris Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education, as a reaction to the terror attacks in Paris.

For most of us, these values would appear to be so fundamental to our coexistence that one can almost take them for granted. But the rise of violent extremism and populism across Europe shows that for many people it is not the case.

Living peacefully together in culturally diverse and democratic societies requires a mutual understanding and respect for values, such as justice, non-discrimination and equality. All Member States have committed to the values set out in Article 2 of the Treaty. As such, they have a common engagement to respect and promote them. These are our common values that bind all Europeans together. These are values that are not negotiable. And we must make sure that they are also embraced by future generations.

In this spirit, on 17 January 2018, the Commission adopted a Proposal for a Council Recommendation on promoting common values, inclusive education and the European dimension of teaching. The Recommendation aims to promote common values at all levels of education; foster more inclusive education; encourage a European dimension of education, and support teachers and teaching. The Recommendation seeks to create the conditions for a greater commitment of Member States, and to help build education systems that are more resilient, inclusive and values based.

We want Member States to make sure that our schools educate young people in a way that they can build the Europe we want to live in: an open and tolerant Europe, where all forms of diversity are seen as an asset and not as a threat.

Education is the most powerful tool to help young people acquire common values and build a common sense of belonging at European level.

This central notion was supported by an online public consultation which informed this Recommendation; it revealed virtually unanimous agreement on the role of education in helping young people 'understand the importance and adhere to shared values '(95 %) and that the EU should help Member States in this task (98 %).

***But HOW can education transmit common values?***

On the basic level, values need to be experienced by students and educators. They need to be lived, not taught.

Although Eurobarometer data illustrate that EU citizens are very much attended to EU values with almost six in ten respondents saying that the EU best embodies peace and freedom since 2012, there has been a decline across the EU in those who think that the EU best embodies these values, and more than half of Europeans feel that their voice does not count in the EU.

The link between common values and inclusive education is crucial: if Europe aims to create and sustain fair and inclusive societies, then the education systems need to lead by example by 'putting into practice' these values.

They can do this by increasing the sharing of common values from an early age, and at all levels of education, for example through reaching out to disadvantaged learners and through promoting a democratic learning environment through citizenship and ethics education as well as the active participation of teachers, parents, students and the wider community in school governance. They can do this by continuing to further implement the commitments of the Paris Declaration, for example through helping young people learn how to think critically and distinguish between fact and fiction, especially when they read on-line. In this respect, it is worth noting that, according to the 2017 Eurydice survey on Citizenship Education at School in Europe, nearly half of European countries still have no policies on including citizenship education in initial teacher training.

Schools are places where trust and mutual respect can be built. It is often simply by playing together and speaking to each other that we begin to realize how much we have in common. Intercultural dialogue is about real contacts between real people.

We have mobilised the Erasmus+ programme to support initiatives aimed at promoting social inclusion and common values through education. More than 200 M has been spent yearly on projects linked to inclusion and citizenship. Introducing a European dimension to teaching should aim to help learners experience European identity in all its diversity and, in turn, help strengthen a European sense of belonging. School mobility under Erasmus+ is being expanded, for school pupils and teachers, by increasing their participation from 100.000 pupils and 60.000 teachers in 2017 to 250.000 pupils and 100.000 teachers in 2010. Mobility and cross-border contacts are the most efficient way to experience European identity. eTwinning is being expanded, an online

platform which helps teachers learn from each other, from half a million teachers to one million teachers over the next ten years. Working to create closer cooperation between teachers helps to further promote intercultural dialogue and mutual understanding.

### ***The European Education Area***

Focus on values will also be prominent in the package the European Commission is planning to launch on 2 May 2018. It will include a proposal for a Council Recommendation on mutual recognition of certifications and study periods abroad; a proposal for a Council Recommendation on language learning; and a proposal for a Council Recommendation on Early Childhood Education and Care.

This work is part of the ongoing work in the framework of the Commission vision and concrete steps to create a European Education Area by 2025. The primary responsibility for education and culture policies lies with the Member States. However, over the years the European Union has played an important complementary role and the Commission believes it is in the shared interest of all Member States to harness the full potential of education and culture as drivers for job creation, economic growth and social fairness as well as a means to experience European identity in all its diversity.

### ***Closing remarks***

Through reaching out to each and every young person regardless of their background, education can help young people acquire our common values and lay sound foundations for open, equitable and democratic societies.

Our shared values shape our actions. The Europe that we want for all children is one in which human dignity, tolerance, respect and solidarity are placed above all else. It is a Europe that is shaped by its common and shared values for present and future generations.

Education plays a pivotal role in helping build inclusive education systems to fight social inclusion, create democratic environments and help build resilient and socially engaged citizens equipped to deal with today's challenges and those of the future.

## Rethinking Citizenship Education

*Tristan McCowan*



*Dr Tristan McCowan is Reader in Education and International Development at the Institute of Education, University College London. His work focuses on the areas of access to and quality of higher education, alternative and innovative universities, citizenship education and human rights, and covers a broad range of contexts, particularly in Latin America and Sub-Saharan Africa. He is currently conducting multi-country research projects on higher education pedagogy, graduate destinations and the public good in Africa, and is also involved in research on indigenous education in the Brazilian Amazon and Mexico. He is the author of Rethinking Citizenship Education (Continuum, 2009) and Education as a Human Right (Bloomsbury, 2013), and is editor of Compare – a Journal of International and Comparative Education.*

Tristan McCowan starts from two contradictions he is observing. First, in times of huge amounts of (political) information, it is worrying to see how people respond to things they don't want. Second, whilst education is increasingly successful in terms of the number of people going to school, the kind of education that is provided is worrying: the curriculum tends to be reduced to the provision of basic skills; the conception of skills is narrow, focussing on skills for low levels of employment, particularly for disadvantaged groups.

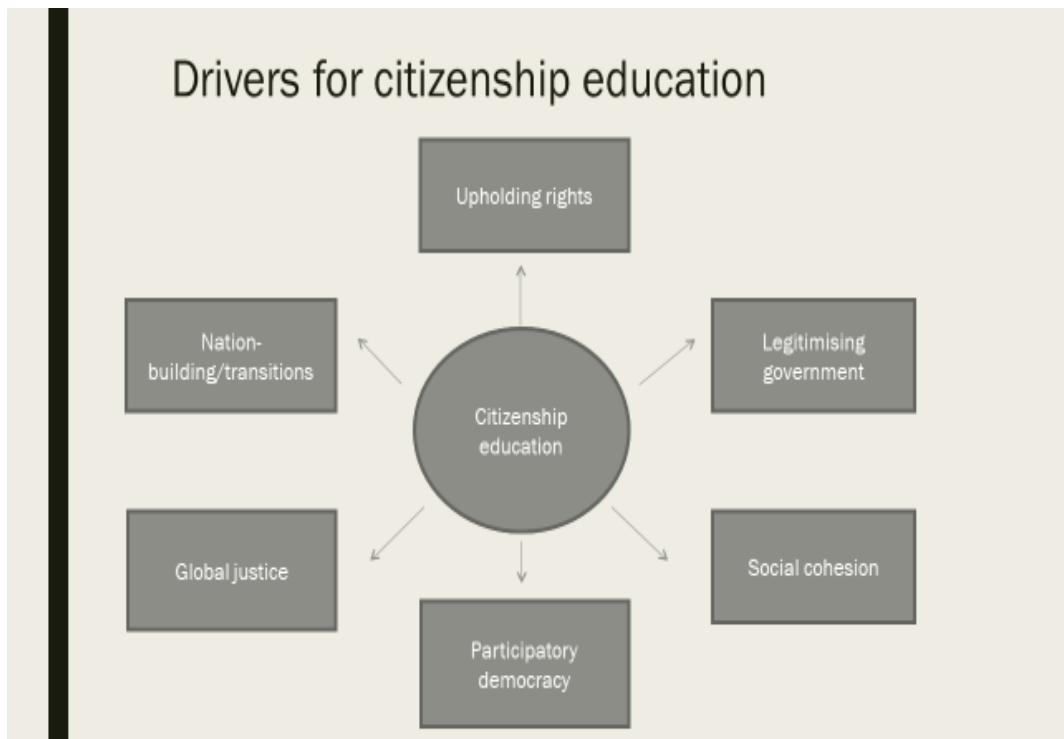
Recently, the challenge has been placed on education, in a broad sense, to promote citizenship education. Tristan McCowan does not focus in his presentation on the need for citizenship education, as he presumes all are convinced about this need. He prefers to focus on the how question: how to ensure that pupils will not adopt the opposite set of values than the one intended. The real challenge for education is to move from the intention to provide citizenship education, to doing it, in practice.

### *Normative-conceptual versus descriptive-empirical*

#### *Normative-conceptual*

A lot of philosophical work has been conducted on what should be promoted in schools. It has led to amounts of different approaches to citizenship education.

Drivers for citizenship education can be diverse, as illustrated in the scheme below:



In recent literature, normative debates are ongoing, with tensions between liberal and civic republican approaches, between rights and duties, between universality and difference, between local, national and global level, between criticality and conformity.

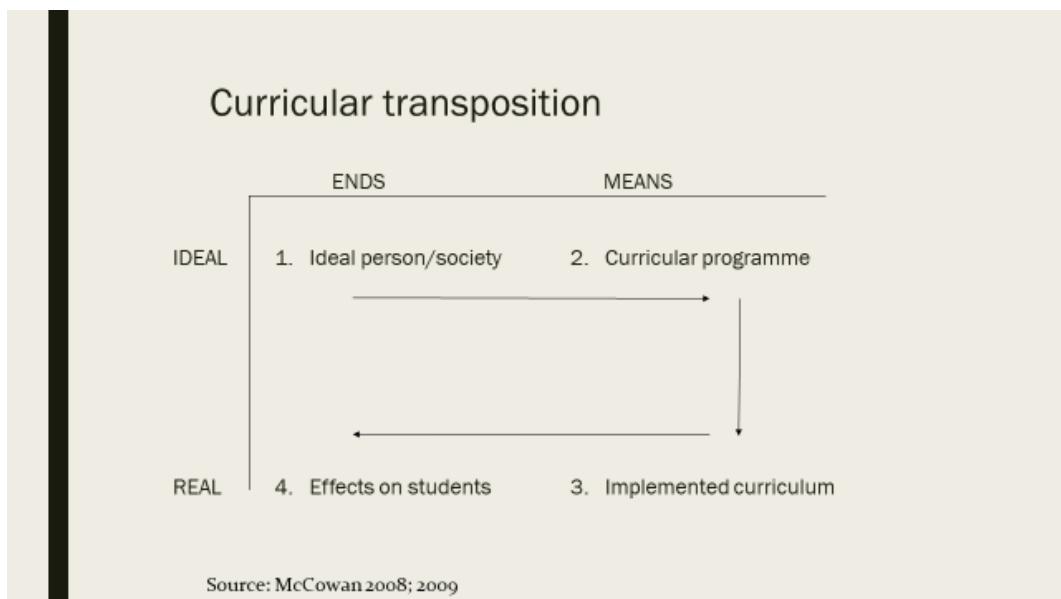
### *Descriptive-empirical*

This approach is about studies on what actually is taking place in schools, on how citizenship education appears in the curriculum, in projects.

There are diverse forms of citizenship education; citizenship education can be present in general education, can be embedded in the curriculum, can be part of the whole institution, in student councils, through service learning..

### *Curricular transposition*

McCowan chooses not to think so much about the relationality between the normative-conceptual and the descriptive-empirical areas, but to focus on the intersection: the relationship on how the different conceptions are materialised in different practices. This is quite a problematic area. It is about curricular transposition, about what happens in the passage from step 1 to 2 to 3 and to 4 in the scheme below. In most cases, we can distinguish between these different phases of the educational process. To understand the passages from one phase to a next, can guarantee better educational results.



### **Step 1: The ideal**

Education is an intentional process ('learning' in itself does not exist). So working towards an 'ideal' is the starting point. In this case, the ideal is 'the citizen'. This ideal might not be explicit or conscious, but it is there, at least implicitly.

### **Step 2: The curricular programme and step 3: The implemented curriculum**

This is about the set of educational activities that are envisaged and implemented, intended to realize the ideal.

### **Step 4: The effects on students**

What do they take away?

For a whole set of reasons, the effects on students can be different from the ideal. Education cannot be compared to a chemical reaction; education is not predictable. So, there can be differences between the ideal and the effects, and this does not necessarily have to be negative, but the actual disparities are worrying.

This four steps model is illustrated with the case of the 'Voter of the Future' programme (Brazil). The project wanted to form a responsible voter (step 1: the ideal). The curricular programme (step 2) included lectures, visit to public institutions, competitions. In step 3, the implementation phase, the project dealt with disengagement of teachers and wider political constraints. The effects of the projects were, indeed, an enhanced knowledge and skills of voting, but there was little wider citizen development. Pupils did not become real engaged citizens.

So problems can occur when shifting from level 1 to level 4.

Some statements by a teacher and a student involved in the project:

'Once we were discussing the use of what is public, and they started to say, "It's wrong!" And I took the chance to say, "I have to confess that often I see military police cars dropping policemen's children off at school. Then someone rings to report a crime: "Oh dear, there's no police car".... My wife says, "Look, you shouldn't say these things".... but we have to show them how things are. We need to show that some things need to be said even though they carry some risk.'

(Interview with teacher Robson)

The idea [of the programme] is great as a political theory, but it could integrate politics in a different way, not making the pupil a simple voter, but rather a politician...because when you've got the critical sense that the building of a square, the paving of the roads is not a favour for you, but an obligation...and knowing that you are a social politician participating in youth movements, you are going to know who to elect, you're going to know who to vote for.

(Interview with student Cassia)

### ***Key lessons***

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Tristan McCowan advances three key lessons for effective citizenship education:

- ¬ Recognise the existing knowledge of the students;
- ¬ Recognise teachers as agents, not as instruments; involvement of teachers is crucial;
- ¬ Question deeply political, economic and social structures. Do not assume that some structures in society are beyond questioning.

The quote by Martha Nussbaum is a nice affirmation of the value of the work that is being conducted in the field of citizenship education:

'They [children] learn to ask questions or not to ask them; to take what they hear at face value or to probe more deeply; to imagine the situation of a person different from themselves...; to think of themselves as members of a homogeneous group or as members of a nation, and a world, made up of many people and groups, all of whom deserve respect and understanding.'

(Nussbaum 2006: 387)

But, it is crucial to realize that there is no automatic fix, to acknowledge the leaps. Unpredictability of education is at the same time the richness of education and should be embraced.

## Citizenship education in the EU – Policies and practices from and for the life of schools

*Isabel Menezes*



*Isabel Menezes has a degree and a Ph.D. in Psychology from the University of Porto where she is a Professor in the Department of Educational Sciences at the Faculty of Psychology and Educational Sciences. She teaches courses on Educational Research, Educational and Community Intervention, Political Education and Political Psychology. Her research deals with the civic and political participation of children, young people, and adults, with a special interest in groups at risk of exclusion on the basis of gender, sexual orientation, ethnicity, disability, and migrant status, and the ways formal and non-formal education experiences can generate more complex ways of relationship with the political. She coordinated several funded research projects including the Portuguese participation in international projects such as IEA Civic Education Study, FP7 PIDOP, Erasmus USR. Currently, she is involved in the H2020 project Catch-EyoU - Constructing Active CitizensHip with European Youth: Policies, Practices, Challenges and Solutions and Erasmus+ ESSA on social responsibility. She is currently the President of the Portuguese Educational Research Association (SPCE) and a member of the Portuguese Education Council (CNE).*

### *The death of politics and the disengaged citizen. Crisis! What crisis?*

Being a speaker for Portugal at this EU-conference, Isabel Menezes states that it is important to remember the non-existence of democracy until the 70s in Portugal, when talking about citizenship education. Lately, there are a lot of discourses about the death of politics, the death of citizen engagement. Is this a real crisis? We are maybe misreading what is happening.

Research, since the 1990s, has been showing signs of political disinterest and disaffection in both young people and adults. There are strong concerns with how to stimulate the political engagement of young people as it seems to be a good predictor of political



engagement during adulthood. This led to a powerful rhetoric about promoting youth citizenship and civic and political participation, that has resulted in major educational reforms in Europe, and the intensification of research.

And yet, this 'crisis' is not new. 'Participation refers to the processes through which citizens influence or control the decisions that affect them (...) and is in **acute crisis** because three matters are being raised at the same time: new people want to participate, in relation to new issues, and in new ways' (Verba, 1967, p. 54). This is a quote from 1967, it could be a quote of today.

Today, we might see a decrease of traditional participation, but at the same time the rise of new forms of participation. What are these ways to participate?

- ¬ To vote or to sign a petition on the web?
- ¬ To talk and be informed about politics or to volunteer?
- ¬ To become a member of a political party or to become involved in an NGO?
- ¬ To become a member of a trade union or to refuse to buy certain products?
- ¬ To demonstrate or to attend a music festival/wear a T-shirt? (e.g. Ekman & Amna, 2012)

Is it apathy or a participation revolution?

Even if it is different, it is not correct to say that, today, young people are not in the street making their voice heard. Hannah Arendt says (1995) that 'politics insists in (re)emerging the space between different people, as a relationship between equals in their (inevitable) diversity'. As such, maybe the picture is not as dramatic as we might interpret. Maybe it is more inspiring and more positive to start looking at what young people are actually doing.



Marseille, 2016, Jean-Paul Pelissier/Reuters

***The role of schools in democracies – citizenship education in the EU***

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Education is a strong predictor of engagement. More and more young people go to school, spend most of their time at school. School is more and more becoming the ‘common house’ for young people. Therefore, it is a significant context for citizenship education, with high potential.

***Until recently: emphasis on knowledge and conformism***

From the mid-1990s, citizenship education became an educational priority involving knowledge, values and competencies, and a diversity of curricular approaches (e.g. specific subject/cross-curricular; mandatory/optional).

127 NGO's from 41 European countries met in the framework of EduCiParT (Participatory Citizenship Education in Transitional Societies) (2010-2103), and stated that citizenship education mainly deals with

- promoting ‘good’ and ‘well-informed’ citizens;
- respecting dominant rules and values;
- a responsible and competent individual.

Emphasis is on knowledge about, among other things, institutions and conventional politics, and emphasis is on conformism: the citizen as a consumer, a claimant and a spectator.

What is lacking?

- the view on citizenship as a political priority;
- the importance of attention for citizenship in teacher training;
- the articulation with whole-school and out-of-school experiences;
- a collective and social transformative vision of citizenship;
- focus on active and critical skills;
- the recognition of ‘daily life democracy’.

***From 2015: a renewed vision in EU policy & guidelines for practice***

The Declaration of Paris (2015) supports ‘fundamental values that lie at the heart of the European Union: respect for human dignity, freedom (including freedom of expression), democracy, equality, the rule of law and respect for human right. These values are common to the Member States in a European society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail’. The Declaration recognises that children and young people represent our future and must have the opportunity to shape that future.

The Council of Europe (2016) states that 'both competences and democratic institutions are essential to sustain a culture of democracy. In addition, the democratic participation of all citizens within society requires measures to tackle social inequalities and structural disadvantages', that will allow for 'living together as equals in culturally diverse democratic societies'.

The European Commission Communication on the prevention of radicalization (2016) focuses on 'promoting inclusive education and EU common values and promoting an inclusive, open and resilient society and reaching out to young people'.

These documents contain a number of 'new' elements in the vision on citizenship education:

- ¬ emphasis on values;
- ¬ children and young people must have the agency and the right to have their say regarding what the future is going to be;
- ¬ the need to deal with institutional problems; the recognition of severe problems of inequality in Europe, and thus the need for inclusive, responsive education.

### ***The contested nature of citizenship***

Nobody is against citizenship education. This 'consensus' reveals at the same time the problematic nature of the concept. The contested nature of citizenship has to be kept in mind.

- ¬ We have to be aware of the illusion of consensus and fixed-meaning in relation to citizenship (e.g. Beiner, 1995; Haste, 2004; Pais, 2005; Santos, 1998; Torres, 2001);
- ¬ Citizenship is an exclusionary concept: it is often about 'us' versus 'them' (e.g. Benhabib, 1999; Ignatieff, 1995);
- ¬ The pressure for equality and universality risks to deny diversity and pluralism (e.g. Young, 1995);
- ¬ Citizenship is about passive and active rights, about normative (formal) and sociological (lived) dimensions (e.g. Benhabib, 1999).

It is an illusion to see citizenship as a kind of magical concept resolving all societal problems.

### ***School discourse on the EU and youth active citizenship at EU, national and regional level***

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Isabel Menezes presents the results of a project that is just finished, and that dealt with textbook analysis in the field of history, EFL (English Foreign Language) and social sciences/citizenship. The project collected teachers' and

students' perspectives, and was conducted in 26 schools, with 101 interviews with teachers and 51 focus groups with 387 young people.

***Key findings from the text books***

- ¬ The themes are related to active citizenship (generally not related to young people), living and relating with others, intercultural awareness, youth issues and the construction of the EU in a historical perspective.
- ¬ Content is mostly informative and uncritical with an instrumental vision of the EU, irrelevant for active citizenship.
- ¬ Inequalities are not an issue.
- ¬ Youth political anomaly and disengagement are not approached.
- ¬ As far as pedagogy is concerned, there is no discussion of non-consensual perspectives; there is limited potential for generating a vivid debate.
- ¬ Most textbooks do not connect with the daily lives of young people; focus is on in-class activities.

***Key findings from the interviews with teachers***

- ¬ School is the locus for civic/political learning through knowledge and competencies and initiatives (e.g. school councils, interaction with NGO's and political parties), BUT there is lack of time, curricula and training. It depends on the individual teacher.
- ¬ Absent and superficial approach of textbooks.
- ¬ EU is perceived as far, far way. There is no obvious connection to students' daily lives, but at the same time it is taken for granted.
- ¬ Ambivalence: Youth is seen as the least political generation, versus the capacity for engagement. Dual vision with a value crisis (individualistic generation) and a political/institutional crisis (lack of trust).
- ¬ Trying to close the 'abyss between the school and life': a compensatory role.
- ¬ Plead for more active, practical and critical-thinking tasks: discussion about the future of the EU.

***Key findings from the focus groups with students***

- ¬ Schools are the KEY locus for civic/political learning (where else???) BUT the school culture should be more democratic, linked to the students' life and with time and opportunity for other experiences, including civic and political experiences.

- The current approach is merely informative and textbooks are outdated
  - 'Teachers are not interested in debating'.
- The EU as a source of both recognition (beyond the instrumentality) and a source of critique (linked to power imbalances North versus South).
- Internalization of ambivalence towards youth ('Youth is not interested in politics') and individual responsibility. BUT also counter discourses and lack of recognition (linked to dissatisfaction and distrust towards politicians, and linked to inequalities).

These findings show that students are asking for space and time for discussion, that there is potential for change.

### ***Conclusions***

Despite diversity across countries, there are similarities regarding the textbooks and the views of both teachers and students. There is a clear need for stressing the role of school in citizenship/political education. There is need for opportunities to discuss, to debate, to confront real life issues. There is need for an action-oriented focus within schools and beyond (interaction with the community).

And there is shared critique of the performance/standardized/assessment-oriented culture that makes school life determined by exams and grades. The gap between schools and 'real life', and also the gap between political institutions (including EU) and youth needs to be closed.

What pupils and teachers want to change is

- A more intentional focus on citizenship/political education at schools, from a bottom-up approach, from early years, involving out-of-classroom activities;
- A leading role for students (as opposed to tokenism: it is not just a question of giving a voice to students, but also a question of listening to the voices) in schools, linking real life and institutions (including political): bridging the gap between the political institutions and youth;
- A change in the educational paradigm and school ethos: less academic pressure, inclusion of youths' opinions in decision-making processes, and valuing of independent thinking. Grades in national exams cannot regulate the school life.

### ***Final recommendations***

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Do not leave the political outside. There is no way to deal with politics leaving the political outside.

Confront issues of power and discrimination. Politics necessarily implies confronting power and discrimination.

Realize that what is being asked from teachers, is a complex and difficult task.



Rome, 2014, CTS (Compagnia Telegvisiva Siciliana)

## Citizenship education at the Council of Europe

### *Christopher Reynolds*

*Christopher Reynolds works at the Education Department, Directorate General II – Democracy; Directorate of democratic citizenship and Participation*

*Following wide experience as a teacher and translator, Christopher Reynolds joined the Council of Europe's Translation Department in 1997. Moving to the Education Department in 2002, he contributed to co-operation projects in South East Europe aimed at preparing teachers for the then new subject of citizenship education. In 2004 he joined the Language Policy Division, where he became secretary to the European Language Portfolio Validation Committee and co-ordinated the preparation and publication of the Autobiography of Intercultural Encounters. He is currently contributing to the development of a Reference Framework of Competences for Democratic Culture.*



### *The Council of Europe*

The Council of Europe is the continent's leading human rights organisation. The Council of Europe was established on 5 May 1949 (Treaty of London). It

comprises 47 member states today, 28 of which are members of the European Union. In total, there are 50 signatory states: the 47 member states, plus Belarus, Holy See and Kazakhstan. The Council of Europe is based in Strasbourg (France). All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect three main values:

- human rights
  - democracy
  - the rule of law.

The Council of Europe is active in all areas affecting European society, with the exception of defence and economy, and addresses modern-day challenges such as the fight against discrimination, intercultural dialogue, internet governance, migrants rights, hate speech, the efficiency of justice, ...



## **Citizenship Education at the Council of Europe**

Within the Council of Europe, the Directorate of Democratic Citizenship and Participation within the Directorate General of Democracy (DG II), focuses on citizenship education. Matters related to formal education are taken up by the Education Department; matters related to non-formal education are related to the Youth Department.

## ***At the Youth Department***

The Youth Department is responsible for the No Hate Speech Movement. This is an online youth campaign against hate speech and for human rights.

'Bookmarks' is a manual that has been developed for combating hate speech through human rights education. It presents activities designed for young people aged 13 to 18, but which are adaptable to other age ranges.

We CAN! is another manual, which presents communicative and educational approaches and tools for youth and other human rights activists to develop their own counter and alternative narratives to hate speech. It is designed for working with young people from the age of 13. Based on the principles of human rights education and youth participation, We CAN! complements the manual 'Bookmarks'.

### ***At the Education Department***

The Education Policy Division deals with

- ¬ language education;
- ¬ history teaching;
- ¬ higher education;
- ¬ education for democratic citizenship and human rights education.

#### Language education

The best-known framework is probably the 'Common European Framework of References for Languages: Learning, teaching, assessment' (CEFR). It is one of the most widely disseminated documents of the Council of Europe, and it is the result of 12 years of research. The underlying idea is to put the learner at the centre of language education. Instead of saying that a person is 'good' or 'bad' at a specific language, the aim is to draw a more realistic profile, based on more diverse levels (oral production, dialogue, listening, reading, ..). It enhanced the value of language learning and encouraged people to learn languages. The approach is positive, and learner centred. It has never been intended to be used as a barrier; unfortunately, it has been used, in some countries, as a barrier, for instance to decide whether migrants would be allowed to the country.

The Education Department also developed the European Language Portfolio, the Autobiography of Intercultural Encounters, and the Linguistic Integration of Adult Migrants (LIAM). LIAM is a toolbox for non-professionals who teach languages to migrants.

#### History teaching

The Council of Europe promotes history teaching from different viewpoints, from multiple perspectives. Two handbooks have been published: 'Educating for Diversity and Democracy: teaching history in contemporary Europe', and 'Shared Histories for a Europe without Dividing Lines'. Both books are being used in areas with challenges in the field of mutual understanding (such as Cyprus, for instance).

#### Higher Education

In its 2007 recommendation, the Committee of Ministers defined the different missions of Higher Education. 'In keeping with the values of democratic and

equitable societies, public authorities should ensure that higher education institutions, while exercising their autonomy, can meet society's multiple expectations and fulfil their various and equally important objectives, which include:

- ¬ preparation for sustainable development;
- ¬ preparation for life as active citizens in democratic societies;
- ¬ personal development;
- ¬ the development and maintenance, through teaching, learning and research, of a broad, advanced knowledge base.'

Christopher Reynolds stresses that the four goals have equal weights. It is interesting to notice that 'personal development' is advanced as one of the major goals of higher education.

#### Citizenship education

Citizenship education is not a new concern; this has already been demonstrated in the presentation by Isabel Menezes. In 1983 already, Recommendation 963 of the Consultative Assembly of the Council of Europe on 'Cultural and educational means of reducing violence' stated the need to reaffirm democratic values in the face of

- ¬ intolerance, acts of violence and terrorism;
- ¬ the re-emergence of the public expression of racist and xenophobic attitudes;
- ¬ the disillusionment of many young people in Europe, who are affected by the economic recession and aware of the continuing poverty and inequality in the world.

These words could have been written today. The Recommendation expresses the belief that, throughout their school career, all young people should learn about human rights as part of their preparation for life in a pluralistic democracy. The Council of Europe was and is convinced that schools are communities which can, and should, be an example of respect for the dignity of the individual and for difference, for tolerance, and for equality of opportunity.

The Council of Europe therefore

- I. recommends that the governments of member states, having regard to their national education systems and to the legislative basis for them:
  - ¬ encourage teaching and learning about human rights in schools (in line with the suggestions contained in an appendix);

- draw the attention of persons and bodies concerned with school education to the text of this recommendation;
- II. instructs the Secretary General to transmit this recommendation to the governments of those states party to the European Cultural Convention which are not member of the Council of Europe.

This recommendation, from 1983, shows the constant, ongoing attention for citizenship education. Human rights and democratic citizenship is often taken for granted in the 'old democracies'; there tends to be more enthusiasm to focus on citizenship education in the 'new democracies'.

### ***Living Democracy Manuals***

Between 2002 and 2004 Joint Programmes have been conducted between Bosnia and Herzegovina and Serbia and Montenegro. The main achievement was the conception, preparation and publication of the first volumes of the manuals for Education in Democratic Citizenship (EDC).

The 'Living Democracy' manuals provide teachers with high-quality lesson materials which have been tested by educators in several countries and are flexible enough to enable both experienced and trainee teachers to introduce citizenship and human rights education into their schools in a fun, interactive and challenging way. They draw on expert authors from different parts of Europe and cover the whole range from primary to secondary and high school.

### ***The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education***

(Recommendation (2010)7)

This is a political document, inviting member states to support citizenship education. Education plays an essential role in the promotion of the core values of the Council of Europe: democracy, human rights and the rule of law, as well as in the prevention of human rights violations. More generally, education is increasingly seen as a defence against the rise of violence, racism, extremism, xenophobia, discrimination and intolerance.

The Charter is an important reference point for all those dealing with citizenship and human rights education. It provides a focus and catalyst for action in the member states. It is also a way of disseminating good practice and raising standards throughout Europe and beyond.

'Human rights and democracy start with us – Charter for all' is a child friendly version of the document. This brochure for children explores the principles of human rights and democracy, what we can all do to make them possible and how education can be of help.

***Learning to live together – Conference on the Future of Citizenship and Human Rights Education in Europe, 20-22 June 2017***

Over 400 representatives of governments, education institutions and civil society organizations debated the future of citizenship and human rights education in Europe. Participants discussed current challenges and opportunities in this area, shared examples of good practices and lessons learned, and proposed recommendations for future action, including specific criteria and mechanisms for evaluation of progress, in particular in the framework of the Charter.

***Competences for democratic culture. Living together as equals in culturally diverse societies.***

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At a high-level conference held in Andorra la Vella, on 7-8 February 2013, organised by the Andorran Chairmanship of the Council of Europe, the focus was on 'Competences for a culture of democracy and intercultural dialogue: a political challenge and values'. Soon after, at the 24<sup>th</sup> session of the Council of Europe Standing Conference of Ministers of Education (Helsinki, 26-27 April 2013), was decided that 'competences for a culture of democracy and intercultural dialogue were fundamental to our societies today and that they should be described and put into practice in our formal education systems'. An expert group started working, with a first meeting on 10-11 December 2013.

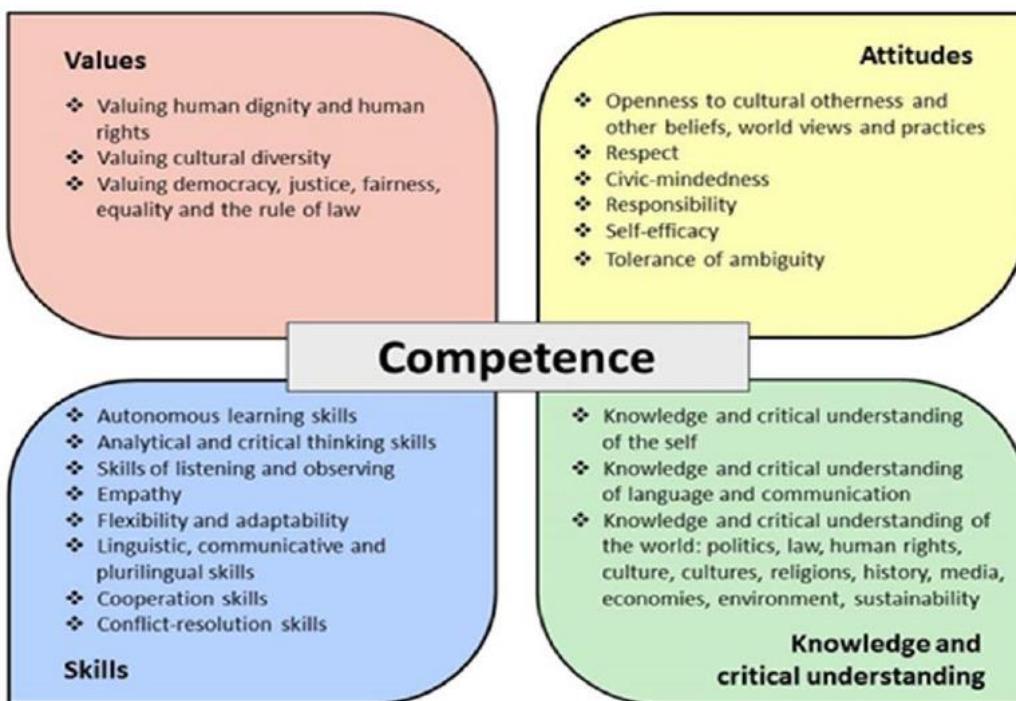
Competences for a culture of democracy and intercultural dialogue became a flagship project of the Council of Europe, launched in Andorra in 2013.

Democratic culture is defined as the set of attitudes and behaviours that enable democratic institutions and democratic laws to function in practice. The will and ability to conduct intercultural dialogue is part of democratic culture, as well as understanding of and respect for human rights.

The main sources for the competences for democratic culture are:

- ¬ The Common European Framework of References for Languages (2001);
- ¬ The White Paper on Intercultural Dialogue: 'Living together as equals in dignity' (2008);
- ¬ The Charter on Education for Democratic Citizenship (2010);
- ¬ Recommendation 13 of the Committee of Minister to member states on ensuring quality education (2012).

The CDC model (competences for democratic citizenship) has been adopted by the Ministers in April 2016. Those competences embrace what you should know, understand, are able to do, and are willing to do (or refrain from doing). The competences should be teachable, learnable and assessable. They are valid for learners at all ages and at all levels of education.



For all 20 competences in the model, descriptors have been developed. Descriptors show how a person can demonstrate knowledge and understanding of a given competence and their ability and willingness to act or abstain from acting. The descriptors are formulated using the language of learning outcomes, starting with an action verb followed by the object of that verb. The outcome must be observable and assessable.

Some examples of descriptors:

- In the field of 'values', for the competence 'valuing cultural diversity': 'Promotes the view that we should be tolerant of the different beliefs that are held by others in society';
- In the field of 'attitudes', for the competence 'openness to cultural otherness and to other beliefs, world views and practices': 'Expresses a willingness to relate to others who are perceived to be different from himself/herself';
- In the field of 'Analytical and critical thinking skills': 'Can make connections between arguments and information';
- In the field of 'Knowledge and critical understanding of language and communication': 'Can describe some effects which different styles of language use can have in social and working situations'.

From June 2016 until March 2017, the descriptors have been piloted by 858 teachers in 16 countries. They are to be published in April 2018.

Some key issues remain challenging, such as the question whether all 20 competences can and should be assessed, and what is meant by assessment. There has been quite some opposition to the framework, amongst other things because it included values in the competences, which is an innovative approach. But in the end, it is a strong tool, that is being immediately put into use in different member states, although it is not even finalized. The Council of Europe is proud of this achievement.

Among the next steps is the establishment of an Education Policy Advisors Network (EPAN) in Copenhagen, 23-24 April 2018, under the Danish Chairmanship of the Council, with the aim to support the promotion of a culture of democratic citizenship and human rights education. They will work together in order to find good ways to implement the framework.

### ***Digital Citizenship Education***

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The Council of Europe's report 'Overview and new perspectives' presents definitions, actors and stakeholders, competence frameworks, practices, emerging trends and challenges. The 'Multi-Stakeholder consultation report' looks at the place of digital citizenship competence development in education, the types of online resources and contemporary information technologies being used in educational settings and maps the administrative and legal responsibilities for school leaders, teachers, students and parents.

Digital Citizenship Education encompasses 10 domains:

- ¬ Three are related to being online: access and inclusion; learning and creativity; media and information literacy;
- ¬ Three are related to wellbeing online: ethics and empathy; health and wellbeing; E-presence and communications;
- ¬ Four are related to rights online: active participation; rights and responsibilities; privacy and security; consumer awareness.

The answer to the question 'What kind of education do we need?' lies in the answer to another question: 'What kind of society do we want?'

Eugenio Tironi: El sueno chileno (2005)

All the documents referred to in this presentation can be downloaded from the website of the Council of Europe ([www.coe.int/education](http://www.coe.int/education)).

## Becoming citizens in a changing world. Highlights for IEA ICCS 2016

### Ralph Carstens



*Ralph Carstens is the Co-Head for international studies at the International Association for Educational Achievement (IEA) in Hamburg. With a background as a primary and lower secondary teaching and learning, he has acquired broad knowledge and experiences relating to teaching, learning and its assessment from various IEA and third-party surveys. He currently directs the IEA International Civic and Citizenship Education Study (ICCS) 2016 and co-directs the implementation of the OECD's TALIS 2018 survey. He contributed to UNESCO's conceptual development and monitoring approaches for Global Citizenship Education (GCED) from 2013 and is a member of the UIS Global Alliance to Monitoring Learning (GAML) task force for SDG Target 4.7.*

### About the IEA

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The International Association for the Evaluation of Educational Achievement (IEA) is a non-governmental, not for-profit research organization. It is an independent, international cooperative of national research institutions and governmental research agencies. IEA was funded in 1958; more than 30 research studies of cross-national achievement and other aspects of education have been conducted. Currently, there is TIMSS, PIRLS, ICCS and ICILS. IEA is a global partner for educational surveys and assessments, recently focusing on Sustainable Development Goal (SDG) 4 monitoring (this is the SDG related directly to education).

IEA counts more than 60 member country institutions; nearly 100 countries are participating in IEA studies.

### About ICCS

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The 2016 cycle of ICCS (International Civic and Citizenship Education Study) is the fourth in a series of IEA studies (1971, 1999, 2009) examining the ways in which young people are prepared to undertake their roles as citizens.

ICCS is the only dedicated international study to measure the antecedents, processes and outcomes of civic and citizenship education. There are two broad assessment domains: students' civic knowledge, and students' attitudes and engagement. Data are collected with students, generally from 8th grade, in their home, school/classroom and wider community contexts.

### **Needs and motivation at the national level**

Starting points can be very different In Slovenia, there is the transition from a socialist to a liberal democracy. Many students lack a basic understanding of key civic dimensions and showed low levels of tolerance, especially towards foreigners.

In Sweden, students were quite knowledgeable and tolerant, but lacked in terms of intended participation and engagement.

In Flanders, there was need for following up on the lowest levels of tolerance among European countries. About 80 % of the pupils in academic tracks reached the attainment goals in national assessment; but only half of the pupils in vocational education and training (VET) did.

So, there are different starting points for the participating countries, there were different needs and intentions, but all benefited from empirical insights.

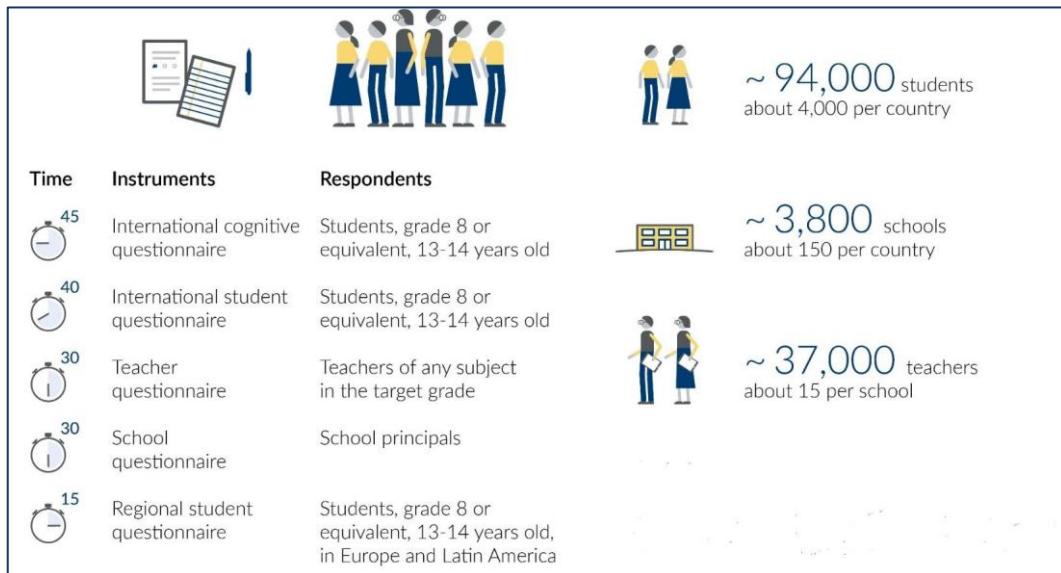
### **Important contexts and backgrounds**

- There is increasing globalization, leading to changing concepts of 'citizenship';
- After a wave of democratization, there is a 'democratic recession', with the surge of populism, and a return to authoritarian forms of government or 'illiberal' democracies;
- Many countries fail to mobilize young voters, raising questions how to engage young people and leading to changes in patterns of information (engagement with social media);
- Migration waves; these are not explicitly covered in ICCS 2016 (it started in 2013), but there are data about equal rights and opportunities and immigrant family background.

24 countries participated at ICCS 2016. This number is decreasing, due to shrinking education budgets in several countries.



The following chart gives an overview of instruments used and of the assessment samples.



### Highlights from ICCS 2016

#### Contexts for civic and citizenship education (CCE)

- ¬ There is considerable variation in socioeconomic and political contexts across countries;
- ¬ There are considerable differences in the autonomy of schools regarding decision-making;
- ¬ Countries apply a variety of approaches to CCE, often in coexistence: from integrated into human/social sciences subjects, to specific subjects related to CCE;
- ¬ Countries usually provide some form of pre- or in-service training related to CCE.

#### Students' civic knowledge

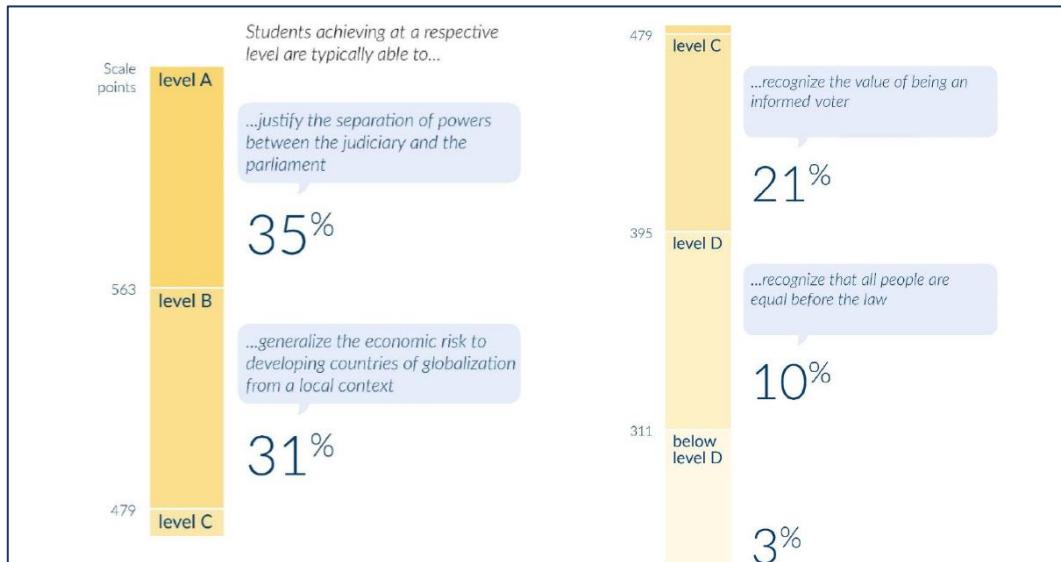
Four levels of civic knowledge reflect an increasing complexity:

- ¬ Level A: Holistic knowledge and understanding of concepts and evidence of some critical perspective;
- ¬ Level B: Some more specific knowledge and understanding of institutions, systems and concepts;
- ¬ Level C: Engagement with the fundamental principles and broad concepts that underpin civics and citizenship;

## Promoting citizenship and common values through education

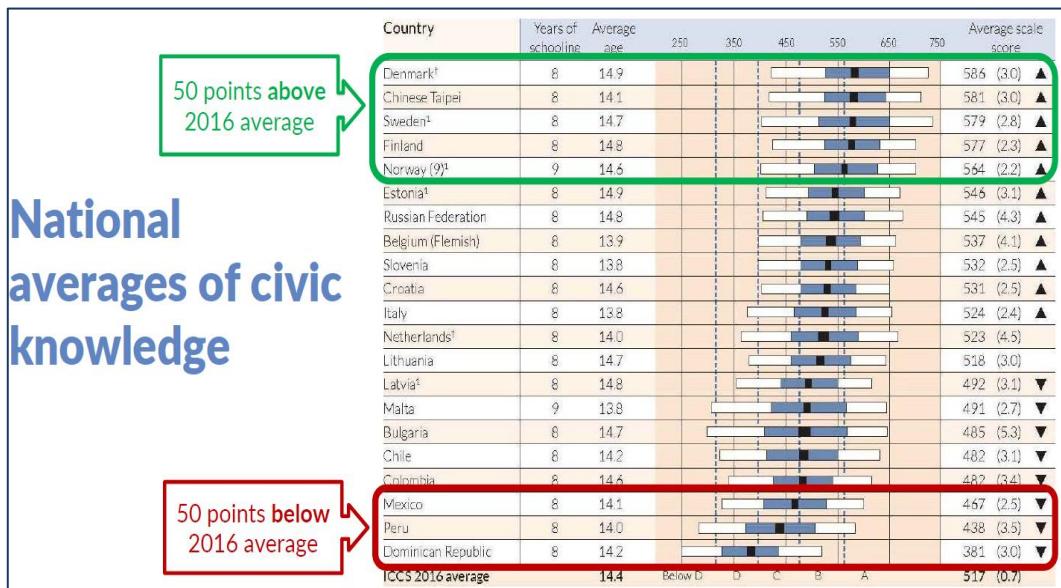
- Level D: Familiarity with concrete, explicit content and examples relating to the basic features of democracy.

An illustration of the described civic knowledge scale:



It appears that students' civic knowledge varied both within countries and across countries. There were increases in civic knowledge in most countries with comparable data (percentages for level A and level B).

The following graph shows the national averages of civic knowledge.



## Promoting citizenship and common values through education

And this is the change in civic knowledge since 2009:



There is considerable variation in civic knowledge between schools and across countries. In all countries, socio-economic background is a predictor of students' civic knowledge. This is also the case for an open classroom climate for discussion of political and social issues. In a large majority of the countries, female students tend to have higher levels of civic knowledge and civic engagement.

### Students' civic engagement

TV news and discussion with parents remained important sources of information for students engaging with political and social issues, in spite of the decline in the use of newspapers since 2009. There are more discussions with parents about what is happening in other countries.

For civic engagement, the use of social media is only limited, with variations across countries.

All in all, there are increases in students' engagement in discussions and their confidence to participate in civic activities, since 2009.

There are only few changes in the extent of students' participation at school since 2009. Students still attach high value to participation at school, as they did in 2009.

Some percentages:

- 86 % of the students expect to probably or definitely vote in local elections;
- 86 % of the students expect to probably or definitely vote in national elections;

## Promoting citizenship and common values through education

- 81 % of the students expect to probably or definitely get information about candidates before voting in an election.

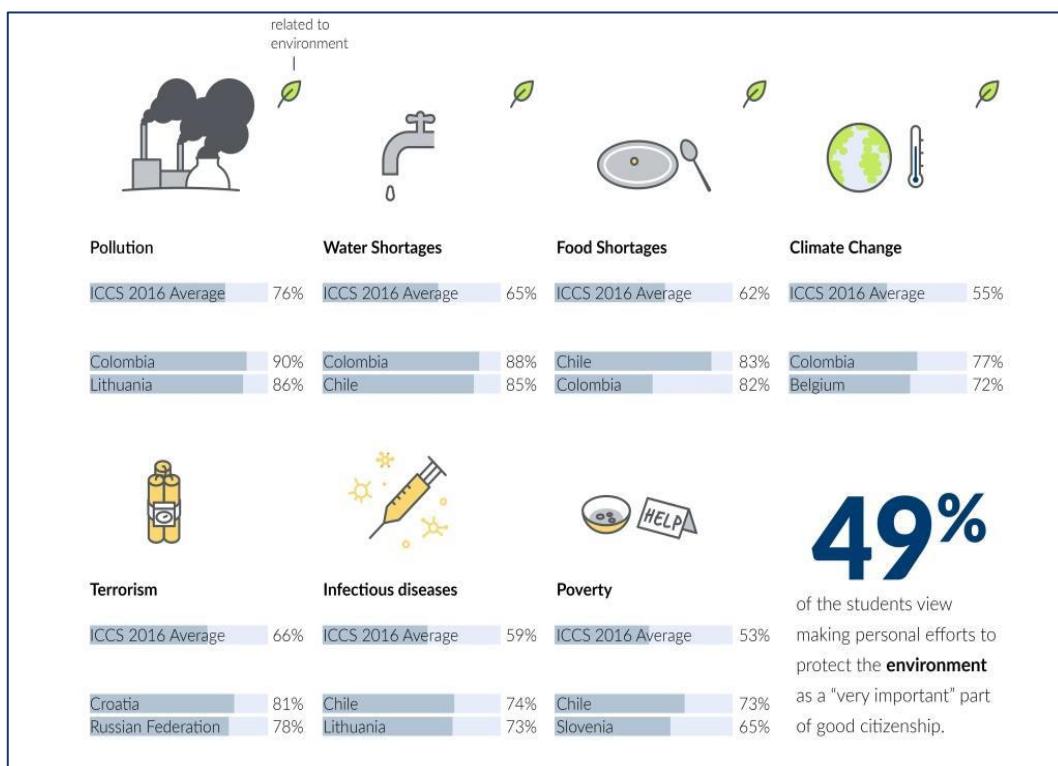
### **Students' attitudes toward important issues in society**

Students differed in their perceptions of what is good or bad for democracy. An example: political leaders giving jobs to family members is not always viewed as bad for democracy.

ICCS measured students' perceptions of what constitutes good citizenship. It appears that students attach greater importance to conventional good citizenship than to other characteristics. There is an overwhelming endorsement of personally responsible citizenship (e.g. respecting other people's opinions).

There are also high levels of endorsement of gender equality and equal rights for all ethnic/racial groups in their countries. Support increased compared to 2009 in a number of countries.

The following image gives an overview of what students see as the largest threats for the world's future.



Students' trust in civic-related institutions, groups, and information sources changed since 2009. There are today higher levels of trust than in 2009 in government, parliament, and courts of justice. There are lower levels of trust in media and people in general.

There is a positive association with civic knowledge in more established and stable democracies.

Students' endorsement of religious influence in society remained limited. Students with higher levels of civic knowledge are less supportive of religious influence.

***Expected participation as adults***

Female students were less likely than male students to expect they will become actively involved (in elections and political activities).

Parental and student interest in civic issues were strongest student-background predictors.

Experience wth civic engagement in the community or at school tended to be positively associated with outcome variable.

Citizenship self-efficacy and trust in institutions were consistend predictors.

Students' civic knowledge was related in different ways to expected electoral (+) and active political participation (-).

***Main findings and implications for policy and practice***

In spite of considerable differences in socio-economic context across participating countries, **CCE has a place in the curriculum**. There is relative consensus about aims and goals for this learning area.

There are **increased levels** of civic knowledge, but there are also considerable differences witin and across countries. This is positively associated with attitudes towards equal opportunities and engagment. It is clear that there is ample **room for further improvement**.

In relation to 2009, the **role of media information** is changing. It is likely that engagement with social media will increase in the future.

Higher levels of civic knowledge are positively related to expected electoral participation, but there is a **negative correlation between civic knowledge and expected active political participation** (parties etc.). Possible more civic knowledge about potential negative aspects of the functioning of democracy may be detrimental to individual participation.

Young people have **more support for equal opportunities** than in 2009. As in the previous study, more knowledgeable students are more supportive. However, there is still some variation in the levels of endorsement (e.g. regarding gender equality).

The views on global threats vary considerably by national contexts.

Students' **trust in institutions is somewhat higher** than in 2009. **More knowledgeable students are less trusting** in those countries where institutions are generally perceived as less efficient or transparent.

There is further evidence about the link between civic learning at school (open classroom climate, civic student engagement) and outcomes variables. This supports the long-standing **argument that more democratic school environments promote citizenship dispositions** (knowledge, attitudes and engagement).

### *European Highlights*

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As in 2009, ICCS 2016 offered the participating countries the option of supplementing the comprehensive core assessment with two regional student questionnaire components, one for countries in Europe and the other for countries in Latin America. The questionnaires were designed to measure civic and citizenship education-related aspects of specific relevance to each of these geographic regions. In the case of the present European report, these aspects included

- ¬ European identity;
- ¬ recent European political and social events, such as immigration from outside Europe and freedom of movement within European borders;
- ¬ European economic conditions and foreign policy.

### *Students' sense of European identity*

Majorities of surveyed students indicated that they saw themselves as Europeans (95 %), that they were proud to live in Europe (94 %) and that they felt they were part of Europe (87 %). 78 % see themselves as a citizen of Europe and then a citizen of the world.

In all but two countries participating in both surveys, the percentage of students reporting positive perceptions of their European identity had increased between 2009 and 2016. Most surveyed students reported they learned the history of Europe at school (with variation across countries).

A slightly stronger sense of European identity is expressed by male students, and by students from non-immigrant families and those with higher level of trust in civic institutions.

### *Freedom and restriction of movement within Europe*

Large majorities of students across European participating countries endorsed the freedom of movement for European citizens. 94 % agree that allowing citizens of European countries to work anywhere in Europe is good for the European economy. 92 % agree that citizens of European countries should be allowed to work anywhere in Europe. And 89 % agree that allowing citizens of European countries to work anywhere in Europe helps to reduce unemployment.

For restriction of movement, strong variation was observed between countries.

### ***Students' attitudes toward equal rights for immigrants***

In ICCS 2016 most surveyed students largely agreed with statements regarding immigrants' rights. On average, no strong difference was recorded in most of the European participating countries from ICCS 2009 to ICCS 2016, but there was variation across countries.

Some examples:

- ¬ 93 % agree that immigrant children should have the same opportunities for education;
- ¬ 68 % agree that immigrants should have the opportunity to continue speaking their own language;
- ¬ 75 % agree that immigrants who live in a country for several years should have the opportunity to vote;
- ¬ 88 % agree that immigrants should enjoy the same rights as everyone else in the country.

### ***Students' perceptions of cooperation among European countries***

For the majority of surveyed students, European countries should cooperate in order to protect the environment (98 %), prevent and combat terrorism (96 %), guarantee high levels of employment (95 %) and strengthen countries' economies (94 %).

### ***Students' perceptions of the future of Europe***

Students have positive expectations. 86 % think that there will be stronger cooperation among European countries. 78 % think that democracy will be strengthened across Europe. 64 % think that there will be greater peace across Europe. And 47 % think that there will be less air and water pollution across Europe.

There are also negative expectations. 68 % think that terrorism will be more of a threat across Europe. 67 % think there will be increased influence of non-Europe powers. 52 % fear rise in poverty and unemployment, and 43 % fear a weaker economy.

### ***Students perceptions of the European Union***

Majorities of students tended to agree upon a positive role of the EU. 88 % agree that the EU guarantees respect for human rights all over Europe, and that the EU is good because countries share a common set of rules and laws. 82 % state that the EU is good for the economy of individual countries. 85 % agree that the EU makes Europe a safe place to live, and 77 % agree that the EU takes care of the environment.

Most of the surveyed students reported to trust the European Commission and the European Parliament. Generally, trust increased since 2009.

### *Students' perception of their own future*

Surveyed students mainly expressed positive attitudes toward their individual future. Majorities of students felt that they would very likely or likely find a steady job (95 %), find a job they like (91 %), earn enough money to start a family (96 %), have the opportunity to travel abroad for leisure (89 %), and have a better financial situation than their parents (78 %).

### Main findings and implications for policy and practice

Students' perception of their European identity is associated to their trust in civic institutions. These results seem to confirm that **national and European identities can positively coexist.**

Schools may contribute to the development of this broader European identity by **providing students with the opportunity to learn about Europe.** Students with a higher level of civic knowledge showed to be more open and express more tolerant attitudes.

ICCS 2016 results suggest **an association between civic knowledge, civic engagement and students' expectations to vote.**

### *Next steps in ICCS 2016 – First steps in ICCS 2022*

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Preliminary versions of the international and European reports are available on <http://iccs.iea.nl>. The 'official' version is in preparation. A public-use database and user guide are available from February 2018. A technical report, with information about methods and procedures is available in April 2018. A report focusing on Latin America is in preparation, to be launched on 11 April 2018 in Lima, Peru.

Preparations for ICCS 2022 started in 2017. Thematic directions will be agreed in cooperation with participating countries as in all IEA studies. Persisting and new contexts and challenges, e.g. social media, fake news, hate speech, populism, threats to democracy, migration will be part of the survey.

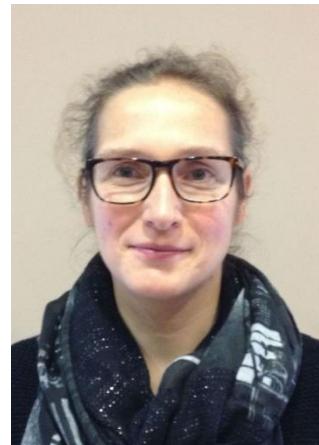
Education for global citizenship and sustainable development will play a significant role.

Enrolment is open for IEA members and non-members and is possible from now to early 2019. In the first half of 2018, a first country meeting is held to scope the study. There will be cooperation with UNESCO and the UIS Global Alliance for Monitoring Learning (GAML) in relation to Sustainable Development Goal 4.7 of the 2030 education agenda. ICCS has been agreed as the main tool for indicator 4.7.4. There will also be consultations with the European Commission, the Council of Europe, APCEIU (Asia-Pacific Centre of Education for International Understanding).

## **Linking theory and practice. Dynamic relations between teachers' beliefs on language and citizenship on the one hand and teacher-student-interaction on the other hand.**

### ***Reinhilde Pulinx***

*Dr. Reinhilde Pulinx is a staff member of the Flemish Education Council. She worked as a researcher in the Linguistics Department (Centre for Diversity and Learning) of the University of Ghent, with a specialization in sociolinguistics. She is interested in multilingualism, diversity, poverty, migration and integration, citizenship. More specifically, her work examines dynamics of equal opportunities and social reproduction in educational contexts.*



Over the past two decades, Western European societies have gone through profound changes because of increasing and worldwide immigration, economic crisis and terrorist threat. This social transition has led to questions about social cohesion, identity and citizenship. Policy makers and the wider society have responded to these questions by revitalizing the 19th century monolingual paradigm at the time of the rise of the nation-states. The monolingual ideology has not been limited to migration and citizenship policies, but it permeates the societal domain of education.

In her doctoral study<sup>2</sup>, Reinhilde Pulinx wanted to unravel the dynamic interaction between language policies, and integration and citizenship policies based on a monolingual ideology. To gain an in-depth understanding of these dynamic processes, she looked more specifically at the context of the Flemish education system, where proficiency in the Dutch language is considered a condition for participation and school success, and a monolingual education policy is seen as the most efficient policy to achieve this conditionality.

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<sup>2</sup> This doctoral study was part of a large-scale, mixed-method and multidisciplinary research project – Bet You! – on school careers of pupils with an immigrant background in secondary education in three cities in Flanders (Antwerp, Ghent and Genk) (Clycq et al 2014). The Bet You! project was funded by the Agency for Innovation by Science and Technology (IWT).

Education is one of the most important institutions for socialization, having been assigned an explicit role in preparing students for active participation in later life. And participating in education – both by students and parents – is considered an important manifestation of integration in society and conditional for economic and social participation. Teachers play a pivotal role in the socialization function of education. In this research project Reinhilde Pulinx has deepened our understanding of the dynamic relationship between integration, citizenship, education and language policies by looking at teachers' beliefs and the influence of these beliefs on teacher-student-interaction.

To deduce the research questions, to guide the empirical studies and to interpret the research findings, she has constructed a conceptual model that encompasses five main theoretical concepts: integration, citizenship, language ideologies, language policies and teachers' beliefs. The theoretical framework combines a (socio)linguistic perspective on the one hand and a diversity studies perspective on the other hand.

Three main research questions were formulated, overarching and informing the four empirical studies comprised in the doctoral research project. The main research questions are:

- What are the beliefs teachers in Flemish secondary schools uphold about language and citizenship education? What is the nature of teachers' beliefs?
- Are teachers' (monolingual) beliefs regarding the role of language in education related to their beliefs on citizenship education? What are the relationships between the different teachers' beliefs?
- Is there a relationship between teachers' beliefs regarding the role of language in education and citizenship education on the one hand and teacher-student interaction on the other hand? What is the relationship of teachers' beliefs with teacher-student-interaction?

To answer these main research questions, three different data sets have been collected and analysed. Some of the data were collected as part of the 'Bet You' project; other data sets were collected independent of the 'Bet You' project. The three data sets are:

- A small-scale corpus of policy documents, outlining language policies in education issues by Flemish ministers of education and integration during two consecutive legislatures (2004-2009 and 2009-2014);
- Qualitative data collected during semi-structured interviews and focus group discussions in three schools in the city of Ghent (data I collected myself as part of the 'Bet You' project);
- Quantitative data collected via an online survey among teachers in 48 secondary schools in the cities of Ghent, Genk and Antwerp.

The semi-structured interviews and the survey were conducted over a period of 18 months (January 2010 – June 2011). The data – collected during the

research project – are analysed using both a (socio)linguistic perspective and a diversity perspective.

The empirical part of the dissertation consists of four empirical studies (in the format of a scientific article).

- **'Integration in Flanders (Belgium). Citizenship as achievement'** showed, with Flanders as a particular context, how intertwined integration, citizenship and language policies have become in Western European societies. The focus on language proficiency in the national or dominant language has contributed to a shift in integration and citizenship policies, replacing the concept of formal citizenship with a moral or virtual concept of citizenship (Schinkel 2008; Pulinx and Van Avermaet 2015). This study is based on the qualitative analysis of discourses by Flemish policy makers, policy papers and legislation.
- **'Linguistic diversity and education: dynamic interaction between language education policies and teachers' beliefs'** shows that the beliefs teachers hold on monolingual policies at school often comprise beliefs not only regarding the language proficiency of their migrant students but also regarding the more general integration process of the students and their parents. This study is based on qualitative research data collected during interviews with secondary education teachers in three Flemish schools.
- **'Silencing linguistic diversity: the extent, the determinants and consequences of the monolingual beliefs of Flemish teachers'** aimed at deepening our understanding of the dynamic interaction between language policies, school characteristics and teachers' beliefs about monolingual education policies. Not only was demonstrated that teachers strongly adhere to monolingual policies, while there are significant differences across schools, often related to the ethnic composition of the schools. Furthermore, it was found that a stronger adherence to monolingualism triggered teachers to have lower expectations about their students. The study presented in this chapter is based on the analysis of a survey of 775 teaches from across 48 secondary schools in Flanders.
- **'Teacher's beliefs about citizenship education and language: different dimensions and variation across teachers and schools'** looked at the relation between teachers' beliefs about monolingual ideologies and policies in education and their beliefs about citizenship education. In a social and political context of monolingual ideologies, underlying both citizenship policies and language policies in education, we were interested in a possible relation between the monolingual beliefs of teachers and their beliefs about citizenship education. This study was again based on the analysis of a survey of 775 teaches from across 48 secondary schools in Flanders. The results of this study indicated that we can distinguish three dimensions of citizenship education: social engagement, authoritative and participative. All three dimensions varied significantly at school and teacher level. Furthermore,

it appeared that some teacher characteristics and school characteristics were significantly related to teachers' beliefs about citizenship education. Finally, the results showed that teachers who adhere more strongly to monolingualism in education gave more attention to the authoritative dimension of citizenship education and less attention to the participatory dimension.

Based on the findings of this study, Reinhilde Pulinx can conclude that the monolingual ideology underlying and supporting the objectives of the Flemish integration, citizenship and education policies can have counterproductive effects, mediated by teachers' beliefs about language and citizenship. This study makes an important contribution to the academic literature by bringing to the surface the possible harmful effects of a strong monolingual ideology as the basis for education and integration policies. Based on the literature (e.g. Shohamy 2006), we already know that language ideologies have an impact on education policies and practices. In this study, empirical evidence is provided of the intertwining of ideology and policy in a context of recently revitalized monolingual ideologies, globalization and increased migration. Moreover, some potentially negative effects were disclosed of these interacting dynamics between ideology and policy on academic achievement and social participation of students with a migrant background and/or another home language than the dominant or majority language.

The current Flemish integration, citizenship and education policies are aimed at stimulating social participation (in education, society and the labour market), social cohesion within society and active citizenship. In the societal field of education, language policies are developed to increase the language proficiency of all students, and students with a different home language than the language of schooling in particular. Based on the monolingual ideology, language proficiency in the language of instruction (being the language of the host society) is considered by policy makers and the wider society as conditional for achieving academic success. Reinhilde Pulinx has demonstrated that the majority of Flemish teachers in secondary education have strong monolingual beliefs and treat the school and classroom environment as an exclusive monolingual space. However, based on the findings of this doctoral study, she has demonstrated that monolingual beliefs at the micro level of classroom policies (teachers' beliefs) can potentially lead to decreasing instead of increasing academic outcomes of students. Teachers with strong monolingual beliefs have less trust in the academic engagement of their students. Lower levels of trust are related to lower academic expectations, and lower expectations in turn effect the academic outcomes of students (Rosenthal and Jacobsen 1968; Crowl and McGinty 1974; Godley e.a. 2006; Agirdag, Van Avermaet and Van Houtte 2013; Ramaut e.a. 2013). The findings of this study also indicate that students with a migrant background are less likely to be taught the participatory dimension of citizenship but are more likely to be exposed to the authoritarian-patriotic dimension. This, paradoxically, potentially undermines the Flemish integration and citizenship policies,

primarily aimed at stimulating active citizenship and social participation of immigrants.

Reinhilde Pulinx calls the potentially negative effects of the interacting dynamics between ideology and policy on academic achievement and social participation of students with a migrant background the monolingual paradox of integration and citizenship.

By concluding that policy frameworks based on a monolingual ideology can have counterproductive effects, she does not question the necessity of a common language to establish communication, dialogue, negotiation and mutual understanding between different social, ethnic, cultural and religious groups in today's super diverse societies. What she does question is the conditionality of language proficiency in the national or dominant language for participation in society and, more particularly, in education. By inverting the relationship between language proficiency and participation – language proficiency because of participation instead of language proficiency as a condition for participation – the paradox can be lifted.

## ACT: Citizenship projects led by students and accompanied by teachers. A multi-national Erasmus+ project.

*Emily Helmeid-Shitikov* is Head of Research and International Relations (Cnesco, France)

### Context

Citizenship is a European priority. This becomes clear in the 2015 Strategic Framework for European Cooperation in Education and Training (ET 2020) and in the Paris Declaration of 17 March 2015. In the framework of the Erasmus+ Programme, under Key Action 3: Support for policy reform, the European Commission launched the 2015 call for proposals, aimed at 'Promoting fundamental values through education and training'.

### Objectives

The main objective of the project is to improve student outcomes as regards democratic engagement, tolerance and inclusion, and civic skills. The intermediate objective is to build the capacity of teachers to practice pedagogical methods that have been shown to support these outcomes in students.

### ***Implementation***

Partners from 4 countries participate: England, France, Greece and Spain.

The pilot phase runs in 2017-2018, in 3 schools per country, with 1 or 2 teachers per school. In 2018-2019, field trials will take place in 100 schools per country, with 1 or 2 teachers per school. An impact analysis will be conducted in 2019-2020, in-country and cross-country.

In the classrooms, the focus will be, in September, on teacher training. Next, in October, ACT will be introduced to students, with self- and peer assessment and an offer of mentoring to teachers. From November to March, the citizenship projects are implemented, with self- and peer assessment, and whilst mentoring activities are continued. In April, the citizenship projects are finalized, and assessed.

Teacher training includes an initial 2-day face-to-face training. On day 1, focus is on the international context, the national framework, creating a positive space for students, understanding the importance and nature of citizenship, and understanding citizenship education. On day 2, there is a run-through of the ACT protocol for classrooms. The evaluation protocol is presented, and there is an introduction to eTwinning and online mentoring tools.

For online mentoring and follow-up activities, the trainer has to be available to respond to questions, and eTwinning is used to put participating teachers in contact with one another.

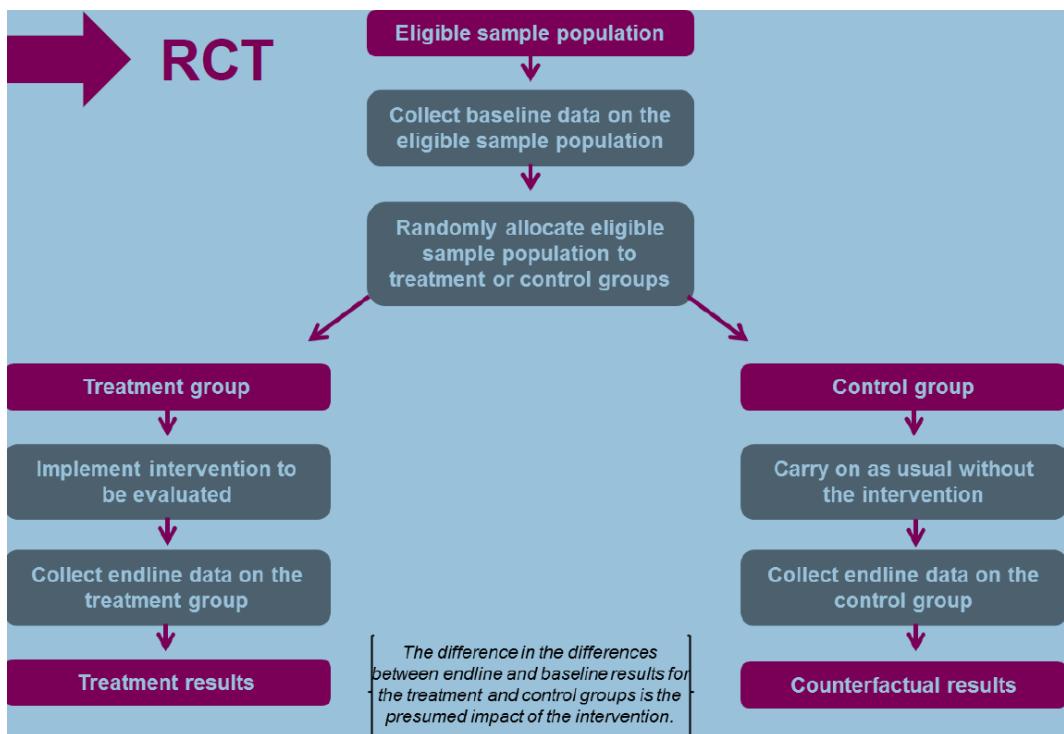
Active citizenship projects are student-led and teacher-accompanied. There are three possible themes: social inclusion, fighting discrimination and cultural diversity. During 3 class periods, the initial project design is discussed, ending with a vote.

Throughout the project, students are asked to consider their own behaviors, attitudes and actions along with those of their peers in the context of a specific aspect of project development and implementation. The assessment categories are values, attitudes, skills, knowledge and critical understanding. The assessment scale goes from low to excellent mastery.

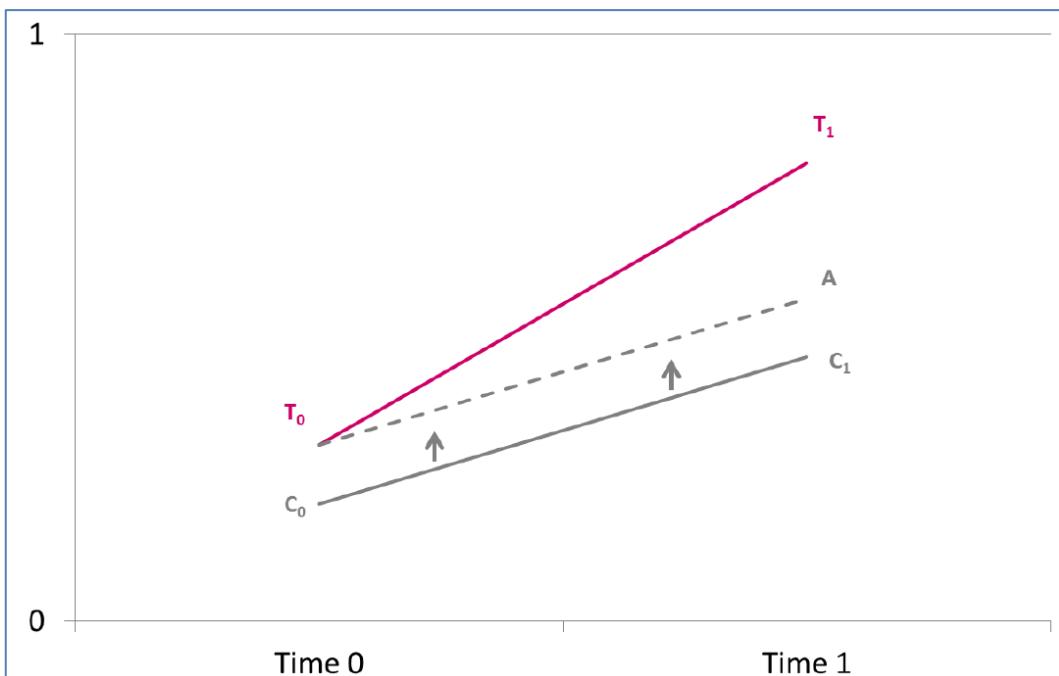
### ***Evaluation***

**Quantitative evaluation** is based on randomized control trial. The sample consists of all schools and classrooms in both the treatment and control groups.

The following scheme explains how RCT (randomized control trial) works:



The difference in the differences between the end line and the baseline results for the treatment and control groups is the presumed impact of the intervention.



Survey data, serious games and administrative data are the instruments on which quantitative evaluation is based. CNESCO conducted a national 'School and Citizenship Survey', because there is a lack of information on students' civic attitudes and behaviors as well as on citizenship education. Researchers,

inspectors, ministerial representatives, school principals and other school personnel were part of the steering committee. The survey has been implemented between 2016 and 2018. Two classes per school, at the 3th and terminal levels participated, from 275 middle schools and 240 high schools, selected ad random, and nationally representative. As for the content of the survey, the following themes were questioned:

- Citizenship: civic knowledge, citizenship attitudes, media and social networks, conception of democracy, confidence in institutions and individuals, relationship with secularism, religion, law, politics;
- Citizenship education: pedagogical practices, school policies and opportunities for civic engagement at school.

**Qualitative evaluation** is based on collections of background information, observations, interviews and focus groups, in a sample of 20 % of the schools in the treatment group. Those schools are chosen to be representative of the diversity of the treated schools. Methodology is based on minimally intrusive observations, and face-to-face interviews with randomly selected participants from focus groups.

### **Expected results**

The project aims to support policy reform and scaling up. It should lead to policy recommendations, to the introduction of whole school approach, and to a training toolkit and resources.

### **Innovations**

The project aims to maximize impact, through the implementation of a pilot phase to start with, leading to interaction and spill-over effects, followed by in-country and cross-country analyses, with the aim to finally scale up.

## **Round table**

EUNEC members reflected on the presentations of day 1 and presented their own practices and policies. The results of the round table inspired the statements, as formulated below.

### **Cyprus**

Cyprus Pedagogical Institute and Teachers' Professional Learning on citizenship, inclusive and antiracist education, by Despo Kyprianou, Education Officer at Cyprus Pedagogical Institute

### **Ireland**

Phil Fox, Head of Initial Teacher Education and Induction, Teaching Council of Ireland

## Netherlands

The perspective of the Dutch education council on citizenship education, and citizenship education from a school leader's viewpoint, Richard Toes, School leader Wartburg College Rotterdam.

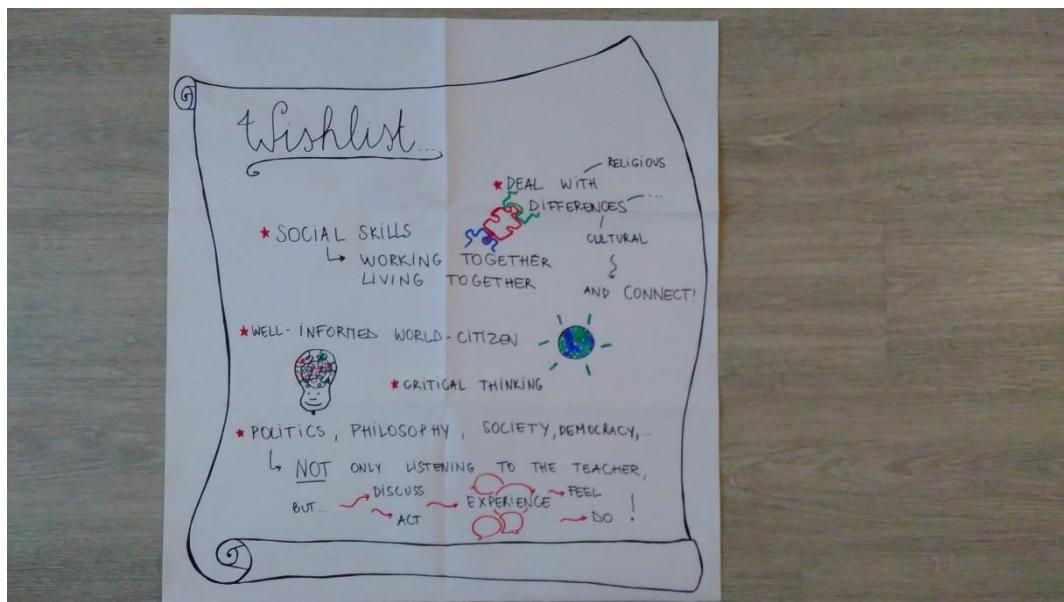
## Portugal

Hugo Carvalho, member of CNE and president of the Youth Council

## Flanders

The point of view of Flemish pupils on citizenship education, by Griet Vandervelde, VSK (Umbrella organization of pupils), co-worker diversity and equal opportunities

Presentations are available at [www.eunec.eu](http://www.eunec.eu).



# Background documents

## *The European Union*

### *Policy documents*

The [Paris Declaration](#) (17 March 2015) calls for the mobilization of the education sector to promote inclusion and fundamental values. It establishes a list of concrete objectives to be pursued at national and local level and defines four overarching priorities for cooperation at EU-level:

- Ensuring young people acquire social, civic and intercultural competences, by promoting democratic values and fundamental rights, social inclusion and non-discrimination, as well as active citizenship;
- Enhancing critical thinking and media literacy, particularly in the use of the Internet and social media, so as to develop resistance to discrimination and indoctrination;
- Fostering the education of disadvantaged children and young people, by ensuring that our education and training systems address their needs;
- Promoting intercultural dialogue through all forms of learning in cooperation with other relevant policies and stakeholders.

In June 2016, the European Commission adopted a [Communication on supporting the prevention of radicalisation leading to violent extremism](#), which outlines actions in seven specific areas where cooperation at EU level can bring added value, notably in the areas of education, training and youth. Furthermore, in November 2016 the Council adopted [Conclusions on the prevention of radicalisation leading to violent extremism](#), which underline the need to undermine and challenge existing violent extremist ideologies and to counterbalance them with appealing non-violent alternatives and to support parents, siblings, peers youth workers and others in contact with young people who are at risk of violent radicalisation.

In February 2017, the Council adopted [Conclusions on Inclusion in Diversity to achieve a High Quality Education For All](#).

An expert group has been set up to support the implementation of the Declaration and to identify good practices. This [Working Group on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education](#), is composed of experts from Member States, civil society organizations and social partners as well as international organizations such as UNESCO and the Council of Europe. They have the mandate to prepare a policy framework as well as an online compendium of good practices by June 2018. A peer learning activity on social and civic

competences was held in Vienna in October 2016 (see the [key messages from the PLA](#)).

On 17 January 2018, the European Commission has published a proposal for a [Council Recommendation on common values, inclusive education ant the European dimension of teaching](#), providing guidance to Member States on how inclusive education and young people's experience of their European identity in all its diversity can help promote shared values.

#### ***Output of other EU-work on citizenship education***

In May 2016, Commissioner Tibor Navracsics hosted a [High-Level Colloquium on Promoting Inclusion and Fundamental Values through Education - a Way to Prevent Violent Radicalisation](#). The conference wanted to take stock of progress since the adoption of the Paris Declaration at EU, national, regional and local level and showcase some innovative and inspiring practices. The result is a [report](#) with recommendations.

[Report](#) by Network of Experts on Social Aspects of Education and Training (NESET II, coordinator Jana Huttova): Education policies and practices to foster tolerance, respect for diversity and civic responsibility in children and young people in the EU (success factors, successful examples from Member States).

The [Radicalization Awareness Network](#) is an umbrella network connecting people involved in preventing radicalization and violent extremism throughout Europe. The RAN Working Group on Education focuses on the need to better equip teachers so they can play a crucial role in preventing radicalization. Education plays an important role in shaping the identity of children and youngsters, and transmitting democratic and social values. Consequently, teachers are at the frontline when it comes to potentially identifying early signs of radicalization. They are well-positioned for prevention work, both for identifying and safeguarding vulnerable young people at risk of radicalization, and for teaching critical thinking skills from the first stages of education.

Eurydice '[Citizenship Education at School in Europe](#)' (November 2017) offers a full picture of what policies exist to regulate citizenship education across Europe. The recent [Eurydice brief](#) on Citizenship Education at School in Europe (February 2018) highlights the differences between countries' regulations and recommendations regarding citizenship education that affect both schools and pupils.

#### ***The Council of Europe***

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Since 1997, the Council of Europe worked closely with the member states to promote education for democracy and human rights, and a broad range of materials, networks and initiatives provide us with a solid foundation. The Council of Europe [Charter](#) (2010) on education for democratic citizenship and human rights education is a common European standard and impetus for action. The Council of Europe [Reference framework of competences](#) for

democratic culture is a practical instrument for translating key principles into education practice. The [Report](#) on the state of citizenship and human rights education in Europe gives us a useful overview of the current obstacles, successful practices and priorities for action.

Conference June 2017: 'Learning to Live Together: a Shared Commitment to Democracy', Conference on the Future of Citizenship and Human Rights Education in Europe: <https://rm.coe.int/learning-to-live-together-conference-final-report/168075956b>

11 October 2017 was the [celebration of the 20<sup>th</sup> anniversary of the Council of Europe project on Education for Democratic Citizenship](#).

## Statements

These statements are based on the lessons learnt during the seminar in Lisbon, March 2018. They identify key issues for further debate within EUNEC and within each education council, member of the network.

EUNEC wants to disseminate these statements pro-actively to the European Commission, the European Parliament and relevant DG's. EUNEC also wants to promote action by its members at national/regional level. These statements can contribute to the national advisory opinions of education councils. They should lead to reflection and action by relevant stakeholders in the field of education and training, such as providers of education, teacher trade unions, social partners, students, parents and experts in the field of education and training.

### *Why is citizenship education at the centre of the policy debate?*

In 2002 already, EUNEC approved statements on citizenship education. The education councils acknowledged the crucial role education must play in the preservation of European democratic societies.

Research, since the 1990s, underpins a growing political disinterest and disaffection both by young people and adults. As engagement of young people seems to be a good predictor of political engagement during adulthood, this is a worrying tendency.

This crisis seems more worrying today because new people want to participate, in relation to new issues, and in new ways. We certainly face a decrease of traditional participation, but at the same time we witness the rise of new forms of participation.

Participation and the core elements of the policy debate are changing because of the growing superdiversity of main European societies. The terrorist attacks in big European cities have been perceived as a strong signal to invest in shared convictions and democratic values. The Brexit was a wake-up call for the European Union to strengthen the belief in a common purpose and a continuing peaceful society. After a wave of democratization, there is a 'democratic recession', with the surge of populism and a return to authoritarian political systems. The development of social media offers unknown possibilities for influencing the society and the policy debate. But the information overload and the threat of false news create new challenges for any policy debate and the development of an evidence based political opinion.

Comparative research (such as ICCS)<sup>3</sup> on learning results in the domain of civic competences underlines the need for raising the civic competences of all citizens. Especially engagement with the fundamental principles of civics and citizenship and familiarity with concrete and basic features of democracy could be much stronger as it is now. In all countries, socio-economic background and gender are strong predictors of students' civic knowledge.

#### ***Core elements of a concept of citizenship***

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Citizenship in a superdiverse society is not an obvious fact. The concept balances between respecting diversity, identity and building common grounds for living together. Difference/diversity is seen in different ways of understanding the world, different ways of positioning yourself in society (identity) and social and cultural traditions. We cannot deny that our modern society is deeply divided by tensions between liberal and civic republican approaches, between emphasising civic rights or civic duties, between universality and difference, between local, national and global level, between criticality and conformity. Nevertheless, even the most diverse societies need an 'overlapping consensus' (John Rawls) to organise the co-existence in our societies. Living peacefully together in culturally diverse and democratic societies requires a mutual understanding and respect for shared values.

Part of the overlapping consensus can be found in the common values as described in the different declarations of human rights (UNO, European Declaration on Human Rights): respect for the human dignity, active and passive rights of freedom. The respect for the rights of persons belonging to minorities, equality between men and women. Non-discrimination and tolerance are at the heart of our European societies and they are fundamental to their functioning. These are values that are not negotiable. And we must ensure that they are embraced by future generations.

Citizenship refers certainly to democracy based on the rule of law, pluralism and justice, an open and tolerant society where all forms of diversity are cherished as an asset and not as a threat.

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<sup>3</sup> <https://www.iea.nl/iccs>

The democratic participation of citizens and their taking part in the development of a common understanding of co-existence requires also an active policy to tackle social inequalities and structural disadvantages. Fairness, inclusion and equal opportunities strengthen the sense of belonging to shared values. People should feel that their voice really counts in public life.

***International and national policy frameworks underpin the efforts of schools in civics***

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For the European Union all these societal developments were reasons to reconsider the development and the understanding of the common European values and the concept of European citizenship<sup>4</sup>. The leaders of government gathered in Göteborg in 2017 and set the policy agenda for a social Europe. Education and training are put forward as main assets for the further development of the whole society. Education and training are recognised in their preventive (against radicalisation), inclusive (creating opportunities and chances for further development) and pro-active (giving way to the future) roles.

The Council of Europe has a long tradition of stimulating school systems in the development of the civic competences of pupils<sup>5</sup>. The Council states that both the development of competences and democratic institutions are essential to sustain a culture of democracy. In addition, the democratic participation of all citizens within society requires measures to tackle social inequalities and structural disadvantages, that will allow for 'living together as equals in culturally diverse democratic societies'.

EUNEC welcomes these initiatives because education is put into the centre of the policy debate and is recognised as a main actor in the development of our societies. These initiatives call for a strong commitment of all parts of society to invest in education policies. Secondly, the European and international frameworks endorse the national policies with regard to citizenship.

***Main levers for citizenship education***

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School is more and more becoming the 'common house' for young people. Therefore, it is a significant context for citizenship education, with high potential.

EUNEC identifies four main levers for citizenship education in schools:

- the learning content and didactic approaches;
- a school culture based on democratic values and respect for diversity;

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<sup>4</sup> Keynote by Stefaan Hermans, 'The EU, common values and education'

<sup>5</sup> Key note by Christopher Reynolds, 'Citizenship Education at the Council of Europe'

- the competences of teachers and school teams;
- cooperation between schools and other societal actors.

### ***Learning content and didactic approaches***

Education should stimulate the sharing of common values and an ethic reflex from an early age, and at all levels of education. EUNEC considers key competences such as critical thinking, distinguish between fact and fiction (both in print as on-line) as fundamental for civics. Digital awareness, media literacy and a critical approach to digital information should be strengthened in all curricula. Human rights and the underlying concept and principles should be part of any curriculum at schools. This will be important for the pupils' qualification (for instance, in the workplace it is of vital importance to be able to work with a diversity of people), their socialisation (we want pupils and students to become democratic citizens), and their subjectification (meaning that on the basis of their knowledge and experiences children are able to take their own stand, to formulate their own opinion and find their own place).

The CDC model (competences for democratic citizenship) developed by the Council of Europe offers a comprehensive model for such curriculum design. It is valid for learners at all ages and at all levels of education.

There is need for a more action-oriented focus within schools and beyond (interaction with the community). Students show new forms of participation and societal involvement that should be recognised as a positive contribution (involvement in internet activism, new forms of collaboration and a sharing economy). Students should be more encouraged to bring their experiences into the learning process. As such, maybe the picture is not as dramatic as we might interpret. Maybe it is more inspiring and more positive to start looking at what young people are doing. To reach this, the education system should recognise the existing knowledge of the pupils and consider the informal and not-formal learning processes that are critical for any form of civic education. There is need for opportunities to discuss, to debate, to confront real life issues.

### ***Democratic school culture***

An even more challenging level of competence for youngsters is to be able to have an evidence based and articulated personal political opinion. This be a basis for active participation in the policy debate and for an active commitment in society.

The real challenge for education is to move from the intention to provide citizenship education, to doing it, putting it into practice. Democratic and civic competences can be learned at the school through promoting a democratic learning environment. Children and young people must have the agency and the right to have their say regarding what the future is going to be. Active participation of teachers, parents, students and the wider community in school governance gives pupils an idea of what democratic decision making is about and what it can change in concrete situations.

Schools are places where trust and mutual respect can be built. Playing together and speaking to each other is a strong starting point to realize how much we have in common. Intercultural dialogue is about real contacts between real people (and pupils).

***Fairness and inclusion in education systems***

The link between common values and inclusive education is crucial. If we want to create and sustain fair and inclusive societies, then the education systems need to develop the fundaments for this approach by creating equal opportunities at school and in the class room.

Education policies should reach out to all learners and strengthening inclusion in early childhood, for youngsters at risk and early school leavers, for disadvantaged groups with low literacy, numeracy or digital competences.

***Competences of teachers and of school teams***

Teachers play, as in many aspects of qualitative education, a crucial role. Introducing a complex concept of civic education with its different layers of competence, is impossible if teachers are not taken seriously as agents for change and for curriculum development. In too many innovation policies they are reduced to instruments. As shown in the research presented during the seminar<sup>6</sup> the convictions and beliefs of teachers play a predominant role.

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<sup>6</sup> Key note by Reinhilde Pulinx, 'Dynamic relations between teachers' beliefs on language and citizenship on the one hand and teacher-student-interaction on the other hand'.

# List of Participants

Magdalena Balica	Institute of Educational Sciences, Romania
Lucie Bouchard	Conseil Supérieur de l'Éducation, Québec
Maria Emília Brederode Santos	President Portuguese Education Council
Ralph Carstens	International Association for the Evaluation of Educational Achievement
Hugo Carvalho	Portuguese Education Council
Jean-François Chesné	National Council for School System Evaluation, France
Patricia Chighini	Education and Training Council of the Federation Wallonia-Brussels, Belgium
David Degabriele	Department of Curriculum Management, Malta
Carine De Smet	EUNEC secretariat
Manuel Dony	President Education and Training Council of the Federation Wallonia-Brussels, Belgium
Mia Douterlungne	EUNEC general secretary and general secretary of the Flemish Education Council, Belgium
Phil Fox	Teaching Council, Ireland
Elena Hadjikakou	Cyprus Pedagogical Institute
Emily Helmeid Shitikov	National Council for School System Evaluation, France
Stefaan Hermans	Director of Policy Strategy and Evaluation, DG Education and Culture, European Commission
Roos Herpelinck	Flemish Education Council, Belgium
Angela Hughes	Teaching Council, Ireland

**Promoting citizenship and common values through education**

Despo Kyprianou	Cyprus Pedagogical Institute
Aistė Laurinavičiūtė	Education Council, Lithuania
Tristan McCowan	University College, London
Isabel Menezes	Portuguese Education Council
Manuel Miguéns	EUNEC President and Secretary General of the Portuguese Education Council
Justina Paukštė	Education Council, Lithuania
Reinhilde Pulinx	Flemish Education Council, Belgium
Christopher Reynolds	Council of Europe
Annamaria Sas	Public Education Council, Hungary
Tas Szebedy	Public Education Council, Hungary
Richard Toes	Dutch Education Council
Griet Vandervelde	Flemish Education Council, Belgium
Karin Westerbeek	Dutch Education Council