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**EDUCATION FOR DEMOCRATIC CITIZENSHIP
2001-2004**

Tool on Key Issues for EDC Policies

1st DRAFT

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1. INTRODUCTION, BACKGROUND AND AIMS

1.1. Education for Democratic Citizenship and Human Rights Education in Europe

Education for Democratic Citizenship (EDC) and Human Rights Education (HRE) has been a priority area for the Council of Europe since 1997, and the Council has initiated a wide range of activities and actions to support the development of EDC policies and practices.

The Council of Europe launched in 1997 a comprehensive project on EDC with a threefold task: clarification of key concepts, development of teaching and learning strategies, and the establishment and monitoring of innovative learning practices in so-called 'sites of citizenship'.

The project developed a **new approach** to EDC. It combined the idea of multi-faceted practice with 'bottom-up' strategies and was based on common European values, and aimed at active citizenship and participation through life-long learning in a range of formal and non-formal educational settings.

Education for democratic citizenship...

... contributes, alongside the Organisation's other activities, to defending the values and principles of freedom, pluralism, human rights and the rule of law, which are the foundation of democracy.

... is a factor for social cohesion, mutual understanding, intercultural and inter-religious dialogue, and solidarity, ... it contributes to promoting the principle of equality between men and women, ... it encourages the establishment of harmonious and peaceful relations within and among peoples, as well as the defence and development of democratic society and culture¹.

The approach was influenced by the Council of Europe's *Declaration and Programme on Education for Democratic Citizenship Based on the Rights and Responsibilities of Citizens* of 1999, in which it is stated that EDC should become an "essential component of all educational, training, cultural and youth policies and practices."

A year later the European Ministers of Education adopted the *Cracow Resolution and the Draft Common Guidelines for Education for Democratic Citizenship*. The document re-defines democratic citizenship by adding a set of new dimensions to an earlier commonly accepted concept of citizenship and reinterprets the way it should be learned and taught. In particular, democratic citizenship was seen as encompassing several dimensions – including the **political**, the **legal**, the **cultural**, the **social** and the **economic**. In doing so, it ratified the notion that democratic citizenship should be seen as applying not only at the regional and national level, but also at the **European** and the **global** level.

The principles and contents of EDC were further clarified in the Committee of Ministers'

1. Committee of Ministers' Recommendation Rec (2002)12 on Education for Democratic Citizenship.

Recommendation Rec (2002)12 on Education for Democratic Citizenship. The recommendation states that education for democratic citizenship should be at the heart of educational policy-making and reform, and is “fundamental to the Council of Europe’s primary task of promoting a free, tolerant and just society.”²

It sets out an approach to EDC that:

- embraces any formal, non-formal or informal educational activity which prepares an individual to act throughout his or her life as an active and responsible citizen respectful of the rights of others;
- is a factor for innovation in terms of organising and managing overall education systems, as well as curricula and teaching methods.

As such, EDC may not be equated with a single discipline, school subject, teaching or training method, educational institution or learning setting, learning resource, group of learners or a particular period of study. It is a **comprehensive** and **holistic** approach that encompasses, in a life-long perspective a broad range of other approaches, programmes and initiatives, formal and in-formal, as well as non-formal – such as civic and political education, human rights, intercultural and peace education, global education, education for sustainable development, etc.

Consequently, it is seen as a **complex tool** for advancing value-oriented knowledge, action-based skills and change-centred competencies that empower the citizens for a productive life in a pluralist democracy. In particular, EDC, as defined by the Recommendation, promotes self-awareness, critical thinking, freedom of choice, commitment to shared values, respect for differences, constructive relations with others and peaceful conflict-resolution, as well as global perspective – all of which are important for personal development of a democratic citizen and a democratic society as a whole.

In response to the need to strengthen and advance democracy through education the European Union (EU) have sought as well to develop and promote new forms learning for active citizenship.

In the *Lisbon Strategy*, launched in 2000, and in the *Detailed Work Programme on the Follow Up of the Objectives of Education and Training Systems in Europe* of 2002, the European Union includes **active citizenship** among its strategic objectives, aiming to make Europe “the most competitive and dynamic knowledge-based economy in the world; capable of sustainable economic growth with more and better jobs and greater social cohesion”.³

Active citizenship has been recognised as an important goal of the Bologna Process, which sets the goals for higher education, and the European Lifelong Learning Strategies, as well as the European youth policies. In reference to youth, the 1991 European Commission’s paper *A New Impetus for European Youth* advocates new forms of European governance based on youth autonomy and active citizenship, while the White Paper *European Governance* defines openness, participation, accountability, effectiveness and coherence as the key principles of good democratic governance.

2. Committee of Ministers’ Recommendation Rec (2002)12 on Education for Democratic Citizenship.

3. *Detailed Work Programme on the Follow Up of the Objectives of Education and Training Systems in Europe*, 2002.

The Council of Europe and European Union (EU) initiatives underline the importance of policy development in providing the foundations for the promotion of effective education for democratic citizenship. They also explain the growing focus on and interest in policy development and implementation in this area.

1.2. The European Year of Citizenship through Education

The Council has designated **2005** as the **European Year of Citizenship through Education**. The general objective of the “Year” is to bridge policy and practice by empowering policy makers and practitioners at all levels to set up and develop sustainable programmes for EDC/HRE.

In this framework, the “Year” has four specific objectives:

- to raise awareness of how education, both formal and non-formal, can contribute to the development of democratic citizenship and participation, which promotes social cohesion, intercultural understanding and respect for diversity and human rights;
- to strengthen the commitment of member states to make EDC/HRE a priority objective of educational policy making and implement long-lasting reforms at all levels of the education system;
- to provide member states with a framework and tools to help them to reflect on the role of education in developing and promoting democratic citizenship and human rights with a view to solving concrete societal problems, fostering youth participation and social inclusion;
- to encourage the development of initiatives and partnerships providing access to best practice and sharing of knowledge, inside the Council of Europe, within and across member states as well as with other global actors and agencies in order to promote EDC and HRE and favour networking.

This document presents one of the tools developed under the objectives of the European Year of Citizenship through Education mentioned above, and as an element of the, so called, EDC Pack.

1.2.1. What is the EDC Pack for?

The EDC Pack is a practical instrument specifically designed to support all those involved in education. It has four main goals:

- To raise awareness of EDC and encourage reflection on the role of education in promoting EDC and HRE;
- To communicate coherent EDC policies, strategies and approaches that are based on actual actions and practices;
- To stimulate discussion, debate and action on new methods and directions for EDC and HRE policies and practices, including the democratic governance of educational institutions;
- To capacity build for EDC by providing an instrument that supports the development of effective EDC policies and practices at all levels and sectors of the education system.

The EDC Pack has been developed as a follow-up to the Council’s *All-European Study on EDC Policy-making* which found that there is a significant ‘**compliance gap**’ in member states between EDC policy making and actual practices. The EDC Pack provides documents, strategies and approaches that are intended to help close this gap between policy implementation and practice at all levels and in all education sectors.

The EDC Pack draws together the most up-to-date, advanced elements of the Council of Europe's activities in EDC and HRE, which have been developed at national, regional and global levels. Taken together the EDC Pack offers a coherent set of documents that provide a holistic picture of how to develop and implement EDC policies and practices.

The EDC Pack is a major resource to be promoted during the 2005 European Year of Citizenship through Education and beyond within and across member states in Europe and with other global actors and agencies.

1.2.2. What is in the EDC Pack?

The EDC Pack is a coherent instrument that is made up of a series of tools and documents which address the development and implementation of policy and practice for EDC and HRE across all education sectors. It consists of four specific Tools and sets of supporting documents

Tool 1: Tool on Key issues for EDC policies :

- a) Tool on Key issues for EDC policies (draft outline)
- b) All-European Study on EDC Policies
- c) Glossary of EDC Terms

Tool 2: Tool on Democratic Governance in Education :

- a) Democratic School Participation and Civic Attitudes among European Adolescents: Analysis of Data from the IEA Civic Education Study
- b) Democratic Governance in Universities – to follow in 2005

Tool 3: Tool on Teacher Training for EDC and HRE

Tool 4: Tool for Quality Assurance of Education for Democratic Citizenship in Schools

CHAPTER 2. THE NEED FOR EFFECTIVE POLICY DEVELOPMENT IN EDC

In a world of rapid change and increasing personalization, choice and diversity, the need for an active, informed and responsible citizenry is greater than it has ever been. The crucial role of education in creating such a citizenry is now almost universally acknowledged across the world.

The ability to engage in public life and affairs intelligently and responsibly is something that has to be learned. While a certain amount may be picked up informally in the family, the nature of life today is that this can never be sufficient to produce the kind of informed, active and effective citizens that modern democracies require to maintain their continued existence. Education for democratic citizenship (EDC) needs to be a feature of formal as well as informal education, and an entitlement for all citizens in a democratic society.

In this chapter we consider the kind of **policy development** that is required to enable the development and delivery of high quality effective EDC programmes in schools and in other settings. We also highlight the reasons for such policy development in countries.

2.1. Challenges to the traditional model of citizenship

The idea of EDC is not new. There has been an element of civic or citizenship education in various European countries for many years. In the main this has consisted largely of informing learners about the civic and political system – that is to say, the constitution, political parties, voting and laws – in place in their country, using formal methods of instruction. This information is often delivered in the final years of statutory schooling. The underlying model of citizenship has therefore been a **passive** and **minimal** one. Citizenship for the vast majority of ordinary people has consisted in little more than the expectation that they should obey the law and vote in public elections.

In recent years, however, events experienced and changes taking place across Europe and the world have challenged this model of citizenship. Many countries, despite their diversity of history and context, are united in facing similar pressing social, economic, political and cultural issues and problems. These issues include:

- growing ethnic conflicts and nationalism;
- increasing global threats and insecurity;
- development of new information and communication technologies (ICT) and the concept of lifelong learning;
- environmental problems;
- population movements within and across national boundaries
- emergence of new forms of formerly suppressed collective identities;
- demand for increasing personal autonomy and new forms of equality;
- weakening of social cohesion and solidarity among people;
- emergence of new forms of community and protest
- mistrust of traditional political institutions, forms of governance and political and civic leaders;

- increasing interconnectedness and interdependence – political, economic and cultural – regionally and internationally.

In the face of challenges such as these, it has become clear that new kinds of citizens are required: citizens that are not only informed, but also **active** – able to contribute to the life of their community, their country and the wider world, and **take more responsibility** for it. It has also become clear that education has a key role to play in producing this new citizenry.

2.2. The need for effective policy implementation

However, while the need for an active, informed and responsible citizenry is now generally agreed, and role of education in creating such a citizenry is almost universally acknowledged, current evidence suggests that there is a real gap between the rhetoric of need for EDC and what actually happens in practice.

This has been confirmed by two recent studies prepared by the Council of Europe: *Stocktaking Research on Policies for Education for Democratic Citizenship and Management of Diversity in Southeast Europe*, and the *All European Study on EDC Policies*.

One of the main findings of the Council of Europe’s *All-European Study on EDC Policies* was of a considerable ‘**compliance or implementation gap**’ in member states at all levels and sectors of education, between policy intentions for EDC and the provision of adequate resources – information, human, financial and technological – to turn those intentions into effective policies and practices in reality.

CHAPTER 3. CHALLENGES TO EDC POLICY DEVELOPMENT

3.1. EDC related challenges

A new kind of citizenship requires a new kind of education and new approaches to policy development.

Traditional models of education are simply not equipped to create the kind of active, informed and responsible citizenry that modern democracies require. In important ways, they are failing to respond to the demands of a rapidly changing social, economic, political and cultural environment – for example, by continuing to:

- deny learners the opportunity to explore and discuss controversial social and political problems by emphasising the teaching of academic knowledge, at a time when they appear to be losing interest in traditional politics and forms of political engagement;
- focus on fragmented disciplinary knowledge and classic ‘teacher-textbook-student’ learning at a time of rapid advance in new information and communication technologies (ICT);
- restrict civic education to factual information about ‘ideal’ systems at a time when citizens need to be taught practical skills of participation in the democratic process themselves;
- nurture dominant cultures and ‘common’ national loyalties at a time when political and legal recognition of cultural difference has come to be seen as a source of democratic capital;
- detach education from the personal lives of learners and the interests of the local community at a time when social cohesion and solidarity is declining;
- reinforce the traditional divide between formal and informal and non-formal education at a time when education needs to address the needs of lifelong learning;
- promote state-focused forms of education and training at a time of increasing interconnectedness and interdependence at a regional and international level.

What is required are new forms of education and new approaches to policy development that prepare learners for **actual involvement** in society – forms of education that are as much practical as theoretical, rooted in real life issues affecting learners and their communities, and taught through participation in school life, and the community, as well as through the formal curriculum. The new kind of education for democratic citizenship will not happen by itself. It requires strong and effective policy frameworks within which EDC practices in schools and other contexts can be developed.

The need to provide such frameworks for teaching and learning presents important challenges for policy development. It means encouraging new forms of knowledge, promoting new teaching methods, developing new ways of working and creating new forms of professional relationships - both with policy decision-makers and with stakeholders. It emphasises critical thinking and skills teaching as well as knowledge transmission, co-operative and collaborative working rather than isolated preparation, increased professional autonomy in policy implementation instead of dependence on central policy diktat.

3.2. What did the All-European Study on EDC Policies reveal in terms of policy implementation?

The development and implementation of EDC policies comes about in specific conditions that differ from one country to another. One of the most important things that is needed, therefore, is awareness of the contexts in which EDC policies are implemented

EDC policies are implemented within education systems that have their own specific characteristics. One important difference concerns their *different degree of centralisation*. The All European Study on EDC Policies and Legislation led to identifying three main types of education system organisation, depending on the degree of centralisation of the political systems:

- central
- federal
- decentralised

In some countries the education systems are in between these three main types and are characterised by steering education policies established at central level and by an increasing level of autonomy of individual schools.

These different levels of centralisation of education systems leads to a different distribution of responsibilities in drafting and implementing education policies in general and EDC policies in particular, and a different relationship between top-down approaches and bottom-up approaches. Regional studies conducted within the *All European Study on EDC Policies* established the strengths and possible weaknesses of the three types of system.

In decentralized systems, such as **Sweden** and **Finland**, municipalities, schools, teachers and students have more freedom to choose subject content, teaching methods and time allocated to the different areas of EDC. While on the one hand, this carries with it the risk of making citizenship education weaker in schools, on the other hand, through the opportunity for local decision-making, it offers the potential to strengthen local democracy and thus develop stronger citizenship education practice.²

There is considerable co-operation between top-down and bottom-up approaches to EDC implementation in most countries. Governments, ministries and government agencies create the legislative and policy framework within which schools, teachers and support agencies implement EDC.³

Countries report considerable co-operation between government agencies and specialist NGO networks. Most countries also have growing assessment and inspection procedures which help to provide evidence about policies, practices and standards. Meanwhile, there is also an extensive market for textbooks, which in some countries are under government control and in others open to free market publishing.⁴

2. R. Mikkelsen, *Northern Europe Region Synthesis*, in *EDC Policies in Europe. A Synthesis of Six Regional Studies*, Strasbourg, Council of Europe, 2004 Doc. DGIV/EDU/CIT(2004).

3. D. Kerr, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, Western Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)21.

4. B. Losito, *Southern Region Synthesis*, in *EDC Policies in Europe. A Synthesis of Six Regional Studies*, Strasbourg, Council of Europe, 2004, Doc. DGIV/EDU/CIT(2004).

3.3. How should EDC policy implementation be supported?

The organisation of EDC policies at various levels (national, regional, local and individual school level) requires them to be supported and favoured at all these levels.

A first level of support is the general political one, based on the awareness of the relevance of EDC for developing a democratic conscience and for social cohesion in society as a whole. This commitment to support EDC was clearly specified in Recommendation (2002)¹² of the Committee of Ministers to member states on education for democratic citizenship (adopted by the Committee of Ministers on 16 October 2002 at the 812th meeting of the Ministers' deputies).

As noted in the *All-European Study on EDC Policies*:

EDC-related issues hold an essential place in **public policies**. They are to be encountered in many sectoral policies, especially in those linked to human resources development. Citizenship is considered to be at the core of human capacity. Consequently, all HRD policies include EDC-connected topics such as participation, empowerment, diversity, equity, multiculturalism and social cohesion. The massive presence of EDC on the public policies agenda is due to the fact that the very concept of citizenship designates primarily a type of society, a system of values and an ideal learning community.⁵

A second level of support is that of education policies. This means, firstly, recognising the importance of EDC policies within education policies. The *Recommendation* adopted by the Committee of Ministers in 2002 commends governments of member states, "with respect of their constitutional structures, national or local situations and education systems", to:

- Make education for democratic citizenship a priority objective of educational policy-making and reforms;
- Encourage and support current initiatives to promote education for democratic citizenship within and among the member states;
- Be guided by the principles [of EDC] set out in the present Recommendation in their present or future educational reforms;
- Bring the Recommendation and the reference documents on which it is based to the attention of the relevant public and private bodies in their respective countries through the appropriate national procedures.

And, thirdly, EDC has to be supported largely by the civil society through social organisations, NGOs and the media, as it is stressed below.

⁵ C. Birzea, *EDC Policies in Europe: A Synthesis*, Strasbourg, 2003, Doc. DGIV/EDU/CIT (2003) 18.

3.4. Specific conditions

The move from drafting policies to their actual implementation calls for some *specific conditions*.

3.4.1. Definition of policies

Firstly, EDC policies must be clearly defined and specified with reference to:

- Objectives to be pursued
- Approaches proposed for EDC
- Curriculum organisation and content
- School organisation and ethos
- Relations with other school and non-school education fields

3.4.2. Actors

Secondly, it is necessary to identify the actors that can promote these policies and start up processes favouring their involvement.

Consultation processes involving stakeholders and practitioners: examples from the Southern Europe Region

Information on these processes is available, besides for Malta, also for the Principality of Andorra, Greece, Italy, Portugal, San Marino and Turkey.

In **Italy**, the drafting of the school reform project was accompanied by a broad consultation process that culminated in the calling of an assembly which saw the participation of representatives of the world of culture, the academic world, teachers' associations, parents and students' associations, trade unions and the business community (the "States General of the School", in the words used by the Ministry of Education).

In **Portugal**, professional associations of teachers, scientific societies, professional organisations, social partners and non-governmental organisation took part in the curricular revision for secondary education.

In the **Republic of San Marino**, the proposal for revising the school system was circulated among teachers, parents, pupils and university experts in order to stimulate a public debate.

In **Spain**, the approval of the *Ley Orgánica de Calidad de la Educación-LOCE* (Organic Law on Quality in Education) had been preceded and accompanied by an extensive public debate.

In order to carry out the activities envisaged for EDC development in **Turkey**, an advisory group was set up at the end of a consultation process involving various NGOs.

(B. Losito, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study: Southern Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)22.)

3.4.3. From curriculum to culture

Thirdly, it is necessary to be aware of the consequences and challenges that these policies involve at the curriculum level, community level and cultural level.

At a curriculum level, this means dealing with the following issues:

- Strengthening the position of EDC towards more traditional subjects (formal certificates, final and entrance examinations, assessment, grading).
- Establishing the time allocated to EDC curriculum/activities.
- Drafting a better definition of cross-curricular activities.
- Identifying skills and competencies, values and dispositions required by EDC.
- Finding new ways of “writing” the curricula (not only a list of topics or political statements).
- Improving teaching and learning methods that are more student-centred.
- Making new textbooks and teaching materials available.
- Recognising the influence of EDC on school ethos and climate.

At a community level, this means:

- Extending and strengthening the relations between the local community and schools.
- Opening schools to the contribution of the local community and of the relative collective and individual actors.
- Clarifying the role of representative bodies inside school.
- Making room for local community issues in EDC activities.
- Strengthening the participation of local community representatives, parents and NGOs active in the area, in the school’s running.

At a cultural level, this means:

- Recognising that students are citizens with rights and duties that can and must be exercised also inside school.
- Recognising that the knowledge, skills, competencies, values and dispositions that EDC aims to build cannot be taken for granted once and for all, but they must be supported and critically rethought within a lifelong learning perspective.
- Rethinking the objectives of school education in relation to a lifelong learning perspective.
- Rethinking the relationship between formal education, non-formal education and informal education.

3.4.4. Implementation measures

Fourthly, it is necessary to clearly establish the measures for a progressive implementation of EDC policies.

As mentioned in the Regional Report for the Western Europe Region, the more detailed the curricular guidelines and frameworks are, in terms of the *concepts, aspects (or learning outcomes), processes* and *contexts* associated with EDC that are to be developed, then the more defined and integrated can be the approach to implementation. Clear guidelines and frameworks encourage the growth of partnerships between *top-down* (largely government and its agencies) and *bottom-up* (NGOs, professional associations and teachers) organisations involved in EDC implementation. Clear guidelines also trigger the production of targeted textbooks and other teaching resources, assessment procedures, inspection systems and research and evaluation, which are all designed to encourage the development of effective EDC practice based on these guidelines. This development is an on-going process in **England, France, Belgium, Austria,**

Ireland and the Netherlands, at present, as new citizenship and civic education reforms begin to bed down in practice.⁶

Defining implementation measures: the example of Malta

The implementation strategies of NMC reform have been defined in detail and have been the object of a specific publication (*Strategic Plan. National Curriculum on its Way*) edited by the Steering Committee on the Implementation of the National Minimum Curriculum – a purposely created body for drafting a strategic plan for implementation and for assuring and supporting the participation of all stakeholders throughout the reform process. Besides the Steering Committee, a Training Strategy Team and a National Curriculum Council have also been set up. Moreover, 18 specialised working groups have been set up with the task of closely analysing specific aspects of reform implementation (including Personal and Social Education, Links between school and the world of work, Schools as community centres, Gender and NMC, Parent participation, and Democracy in schools).

(B. Losito, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study: Southern Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)22.)

As regards education policies, it is possible to identify some characteristics that most member states of the Council of Europe have in common:

- The Constitutions in all countries provide the foundations for the development of democratic societies.
- The majority of member states have established EDC as a specific education aim or principle.
- In many countries, EDC has been introduced recently as a national priority.
- All countries have declared policy goals regarding citizenship education.

3.5. EDC – a general public policy or a policy in education only?

Two different kinds of situation have been found in regional studies carried out within the *All-European Study*:

On the one hand, in some countries such as Croatia, Denmark, Finland, Sweden and the UK, EDC policies represent a distinct part of public policies. EDC is believed to be so important for the future of democracy that it is granted a place apart on the public agenda.

On the other hand, in the majority of cases (e.g. Austria, Belgium, Germany, Lithuania, the Netherlands, Romania, Slovenia, Turkey, Ukraine) EDC is just one component of education policies. EDC appears either as an explicit education aim or as a priority issue in the education reform programmes (e.g. The “Millennium” project in Slovakia).

The status of EDC has determined to a large extent the support given. This support and valorisation of EDC within education policies has, in many countries, involved specific backing, even of a financial kind.

6. D. Kerr, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, Western Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)21.

Also, plurality of financing has been introduced. While formerly practically only state (budgetary) financial resources were available to schools, nowadays schools and other educational institutions can compete for further state or private grant resources. Money from them usually means a possibility to improve activities of educational institutions above the level of usual standard – these project-related stimuli are potentially of a high importance for EDC.⁷

To implement and support innovation in schools the Ministry of Education contributes with developing funding for specific projects.⁸

EDC is supported largely by the civil society through social organisations, NGOs and the media.

In the broadest meaning of EDC adopted by the member states of the Council of Europe, there are many actors that contribute to its implementation and success:

- Social organisations.
- Organisations representing the actors directly involved in school education (both practitioners and stakeholders: principals, teachers, students, parents).
- NGOs working in fields directly or indirectly linked to EDC (promotion and defence of human rights, promotion and defence of equal opportunities, environmental associations, voluntary associations, associations working in international cooperation).

The media can contribute to creating a climate of attention to EDC and its related political, cultural and social issues.

3.6. Support systems for EDC

As mentioned in the *Resolution adopted by the Council of Europe Ministers of Education at their 20th session Cracow*⁹, EDC should be further promoted by:

- Establishing partnerships among the actors in education for democratic citizenship;
- Placing value on democratic youth cultures and lifestyles and on young people's self-expression and aspiration to be heard, and making this a basis for education for democratic citizenship;
- Carrying out participatory basic and applied research and development in EDC, thus contributing to the monitoring of EDC initiatives and innovations and to EDC training and curriculum development;
- Promoting information and communication technologies (ICT) in education, paying particular attention to the selection and critical assessment of information, and to supporting access to and initiatives in ICT related to EDC;
- Developing the awareness and the practice of corporate social responsibility;

7. M. Pol, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, The Central European Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)26.

8. R. Mikkelsen, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study Northern Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)27.

⁹ *Project on "Education for Democratic Citizenship": Resolution adopted by the Council of Europe Ministers of Education at their 20th session Cracow, Poland, 15-17 October 2000*. Strasbourg: Council of Europe. Doc. DGIV/EDU/CIT (2000) 40

- Creating conditions in which business and the social partners may support education for democratic citizenship.

It is up to the policy-makers at the different levels to establish the actors that can contribute to the development of EDC policies as well as to promote and valorise the contribution they can make at education system level, local level and individual school level. In most member states of the Council of Europe there is a plethora of initiatives, projects and activities in the EDC field. It is important to:

- Identify and recognise these initiatives
- Connect them with one another
- Make them interact
- Develop forms of coordination and mutual support
- Build networks at various levels

Offering moments for interaction and network-building is of a particular importance to the success of EDC policy implementation. Norwegian experience in setting up networks could be brought as an example.

The Norwegian Board of Education has integrated implementation work on education for democratic citizenship in three new programs with web connections for teachers and students. The first program is named *Values in school* promoting value-oriented education in schools and classes. The program supports different projects in the area and is currently building a web-site called *Values, democracy and participation*. The second program appoints demonstration schools for two years. These are schools with distinguished education in priority areas, among others learning environment with active students, an important part of the Norwegian concept for promoting EDC. The schools are used for observation visits, teaching practice for students and/or teacher's in-service training. The third program is called *student inspectors*. This is an interactive questionnaire where students can evaluate their education and their school. The purpose of the program is to increase the student's impact on conditions concerning their learning environment and prosperity. A major part of the questionnaire deals with participation. In what way do students have the possibility to participate in choosing content within different subjects, making working plans and participating in evaluation in different subjects? In the school-year almost 19000 from basic school and 33000 students from upper secondary school participated in the program¹⁰.

3.7. Monitoring, evaluation and quality assurance

The *All-European Study* showed how the presence of procedures for monitoring and evaluation is one of the most important challenges that EDC policies have to face. The current situation in the various European regions – with all their considerable differences, largely linked to the different experience and traditions in the assessment and evaluation field – is still characterized by the lack of a systematic monitoring and evaluation activity in the EDC field.

¹⁰ R. Mikkelsen, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study Northern Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)27.

Though there are a number of quality assurance procedures being developed and research studies undertaken, these tend to be small scale and unconnected at present¹¹.

While there are indications that such procedures are being developed in relation to student assessment at a curricular level, there is little evidence of the systematic development of initiatives for evaluating EDC policies at various levels (curricular and didactic innovation, organisational change and teacher training).¹²

This means that those EDC elements that are part of formal curriculum standards are implemented and that there are mechanisms to monitor the effectiveness of such implementation. But it is important to emphasize that the state standards or curriculum guidelines in these countries follow the traditional Soviet based input model. They consist largely of details about the information (knowledge) to be taught. Accordingly, these standards mainly create conditions for EDC implementation in respect to civic knowledge.¹³

Monitoring, Evaluation and Research: Examples from the *All-European Study on EDC Policies*:

- Evaluation and impact studies on EDC undertaken by research institutions or specialised agencies: INCE (Spain), INVALSI (Italy), National Board of Education (Sweden), Institute of Education Sciences (Romania), National Agency for School Improvement (Norway).
- School inspection and quality control: OFSTED (UK/England), Inspección y Evaluación Educativa Andorrana (Andorra), school self-evaluation scheme (Slovenia), school-based assessment system (Malta).
- Monitoring and guidance services: Bundeszentrale für politische Bildung (Germany), Service Centre for Civic Education (Austria), the system of national advisors by school subjects (Denmark), the supporting website on “Education for Citizenship in Scotland”, National Council for Students’ Rights (Hungary).
- Comparative analysis and international surveys: IEA Civic Education Study, Council of Europe Survey on student participation, European Values Study, CIDREE Survey on Values Education, Civic Education Survey (Nordic and Baltic countries).
- Longitudinal studies (e.g. the 8 years EDC study conducted by NFER in England/UK, including approximately 11,000 students).

(C. Birzea, *EDC Policies in Europe: A Synthesis*, Strasbourg, 2003, Doc. DGIV/EDU/CIT (2003) 18)

The issue of monitoring, evaluation and quality assurance needs to be dealt with at various levels.

At a student learning level, to assess

- Knowledge and understanding

11. D. Kerr, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, Western Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)21.

12. B. Losito, *Southern Region Synthesis*, in *EDC Policies in Europe. A Synthesis of Six Regional Studies*, Strasbourg, Council of Europe, 2004, Doc. DGIV/EDU/CIT(2004).

13. I. Froumin, *Eastern Europe Region Synthesis*, in *EDC Policies in Europe. A Synthesis of Six Regional Studies*, Strasbourg, Council of Europe, 2004, Doc. DGIV/EDU/CIT(2004).

- Skills and aptitudes

that students build within EDC. It is important to be aware also of the attitudes, values and dispositions developed through EDC. However, while it is perfectly legitimate for values and attitudes of this kind to be encouraged in schools, they should not – unlike knowledge and skills – be assessed formally.

This level also includes the establishment of criteria for certification and examinations, the identification of school levels in which to carry out assessment, the possible definition of reference standards for the various school levels.

[In France] Formal examination of citizenship introduced as part of the national examinations at the end of the collège (the diplôme national du brevet).

(D. Kerr, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, Western Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)21.)

At a school level, to develop quality assurance systems in line with EDC principles and aims and in relation to the consolidation of a self-evaluation culture and of school development planning practices¹⁴. The development of quality assurance systems at the school level is all the more important the greater the level of individual school autonomy.

The situation in the field of quality assurance and quality care has been changing gradually. Quality assurance program Comenius 2000 was introduced into practice of educational institutions in Hungary in 1999, and a tendency to emphasise internal and external evaluation in their co-existence seems to be uniting educational systems in the region. The importance of institutional self-evaluation is appreciated gradually in this framework, although experimentally (pilot) for the time being. All this may have a great significance for EDC.

(M. Pol, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, The Central European Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)26.)

At a policy level, in order to

- Monitor gradual effective implementation of policies.
- Assess the actual capacity to reach the established objectives.
- Identify any weaknesses.
- Adopt the necessary restorative measures.

[In Sweden] A diagnostic test on EDC is being developed to support the evaluation of EDC. In 2002 these were in a piloting phase. The test aims to define what is happening in schools and to focus on processes in order to be an instrument for school improvement.

(R. Mikkelsen, *All-European Study on Policies for Democratic Citizenship (EDC). Regional Study: Northern Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)27)

14. Tool for Quality Assurance of EDC in Schools, UNESCO-CEPS-Council of Europe.

At a research level, in order to

- Define assessment and evaluation methodologies to be used in the EDC field.
- Draft suitable tools for student assessment.
- Devise quality assurance models in line with EDC principles and aims.

DFES has commissioned the National Foundation for Educational Research (NFER) to undertake a Longitudinal Study in citizenship education over eight years with the aim of assessing the short-term and long-term impact of the introduction of compulsory citizenship education in schools on young people. The Study is tracking a cohort of young people, in over 100 schools, who entered secondary school at age 11 in September 2002 until the age of 18.

(D. Kerr, *All-European Study on Policies for Education for Democratic Citizenship (EDC). Regional Study, Western Europe Region*, Strasbourg, Council of Europe, 2003, Doc. DGIV/EDU/CIT(2003)21.)

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CHAPTER 4. OVERCOMING THE CHALLENGES - APPROACHES AND PROCESSES (to be developed)

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CHAPTER 5. SUMMARY AND CONCLUSIONS (to be developed)

APPENDIX 1 - A CHECKLIST FOR POLICY-MAKERS DEVELOPING EFFECTIVE POLICY, IMPLEMENTATION MEASURES AND PRACTICE

First draft

EDC Policies Checklist: an Introduction

The EDC Checklist draws heavily on the results of the *All-European Study on EDC Policies*. It uses those results to provide a compact but comprehensive checklist of the key questions and issues that policy-makers, at all levels and sectors of education, need to consider when forming policies for EDC and drawing up implementation measures to translate policy intentions into effective practices.

EDC Policies Checklist: Audience and Aims

The audience for the EDC Checklist is **policy-makers at all levels and sectors of education**. This includes national policy-makers, agencies and non-governmental organisations (NGOs), local agencies and community organisations, school leaders and managers, co-ordinators, teachers, trainers and support agencies, among others.

The EDC Checklist is a **practical, hands-on tool** which aims to enable policy-makers at all levels of the education system to:

- take stock of existing policy approaches and capacity for EDC in education systems and educational institutions
- gauge the extent of the ‘compliance gap’ between policy formation and policy implementation measures and practice
- use the results to take action to bridge the gap and develop a more holistic and coherent approach to EDC policy formation, implementation and practice
- compare EDC approaches and actions in partnership with those in other education systems and educational institutions at local, national, regional and Europe-wide levels

How to Use the EDC Policy Checklist

The EDC Policy Checklist is designed to be used as a **self-assessment, evaluation tool**. It seeks to ensure that EDC and HRE receive sufficient attention from policy-makers. The Checklist is divided into a number of broad sections that correspond to the key questions that framed the conduct of the *All-European Study on EDC Policies*. These sections are:

- The context in which EDC policies are developed and framed
- What EDC policies exist
- What implementation measures exist
- What are the views of practitioners and stakeholders
- Opportunities for co-operation and collaboration

There are a series of key questions and issues to be considered by policy-makers in each section.

The following list of actions will help you to get the most out of using the EDC Checklist as a self-evaluation tool.

Action 1 – Use the scale provided to measure the degree of success of existing actions and activities concerning EDC and HRE in the different sections of the Checklist. 1= the lowest degree of success and 5= the highest degree of success.

Action 2 – Produce a combined score for each section and an overall score for all the sections of the Checklist.

Action 3 – Draw up a self-assessment, evaluation report, backed up by evidence, to support responses to the different questions and sections. This report is an analysis of what needs to be done to strengthen capacity and actions for EDC.

Action 4 – Review the self-assessment report and develop an action plan to take forward the promotion and development of EDC. Ensure that the action plan details the specific goals to be achieved, the actions to be undertaken, and the resources, mechanisms, time, participation and partnerships required.

Action 5 – Monitor and update the action plan continuously, noting progress made. Revisit and revise the Checklist in the light of progress.

Action 6 - Share and compare the self-assessment report, action plan and progress on actions with those in other education systems and educational institutions at local, national, regional and Europe-wide levels.

Respond using the scale
 1 being the lowest degree and 5
 being the highest degree

2 3 4 5

Questions about the Context in which EDC Policies are Developed and Framed

	1	2	3	4	5
Is the promotion of EDC and HRE underpinned in the constitution and legislation?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is participation in the democratic process highly valued in society?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is participation in the democratic process highly valued in education?					
Are the policy drivers for EDC, the challenges in society, which EDC policies can help to address, clearly stated and understood?					
Are EDC and HRE national priorities?					
Is EDC a specific national education goal/aim?					
Are EDC and HRE included as a key component in on-going reforms of the education system?					
Are appropriate links made between EDC and other aspects and areas of policy?					

Respond using the scale
 1 being the lowest degree and 5 being the highest degree

2

3

4

5

Questions about What EDC Policies Exist

DEFINITION OF EDC IN POLICY	1	2	3	4	5
Is there a clear working definition of EDC?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is EDC defined in terms largely of knowledge acquisition?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is EDC defined largely in terms of skills development and active participation?					
Is there a clear working definition of EDC in society?					
Is there a clear working definition of EDC in education?					
Formation of EDC Policy (to be developed)	1	2	3	4	5
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Location of EDC Policy (to be developed)	1	2	3	4	5
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Communication of EDC Policy (to be developed)	1	2	3	4	5
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Respond using the scale
1 being the lowest degree and 5
being the highest degree

2 3 4 5

**Questions about What Implementation Measures Exist
(to be developed)**

1	2	3	4	5
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Questions about the Views of Practitioners and Stakeholders
(to be developed)**

1	2	3	4	5
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Questions about Opportunities for Co-operation and Collaboration
(to be developed)**

1	2	3	4	5
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>