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WP2 Summary Report
Document Analysis at the European Level

Objectives

The goal of WP2 was to analyse European policy documents on citizenship education, focusing more specifically on the intercultural dimension of Education for Democratic Citizenship (EDC). The aims were to examine the intercultural education component in the European official documents that focus on Human Rights and Citizenship Education; to identify different and complementary contributions from projects on this area at the European level; to make a critical analysis of the above based on the relevant bibliography.

Methodology

In order to carry out this study, a list of European documents was set up by all partners. This list comprised Council of Europe (CoE) policy documents, and documents emitted by European Union institutions.

We developed two grids, which would help us to organise a description of main ideas and, in consequence, the critical analysis would be facilitated. For documents by the CoE, the grid comprised nine columns with the following categories: document, concepts, definitions/ categories, citizenship education, human rights education, intercultural education, skills/ competencies, strategies/ activities and critical analysis. In order to analyse documents by the EU, the grid was made up of eight columns: aims, categories used, definitions/concepts, contents, values/attitudes, skills/competences, strategies/activities, and critical analysis.

Human Rights

The Council of Europe (CoE) has as 'ethical code' and institutional goal the promotion and defense of human rights in Europe. In the 80s, human rights education has been object of frequent CoE campaigns and concrete recommendations to member states for its implementation in schools. Nevertheless, the scope, the discourse and concepts have not maintained the same. Resolution (78) 41 *on the teaching of human rights* calls on member states to promote the *teaching* of human rights in schools, universities and professional training "for members of the civil and military services" as "those human

rights and fundamental freedoms (…) characterise any truly democratic society". In 1985, Recommendation R(85)7 *on teaching and learning about human rights in schools* presents a more active approach, stressing the importance of students' "understanding and experience[ing] human rights". It is "a preparation for life in a pluralistic democracy" and "part of social and political education, and it involves intercultural and international understanding." Two years later, Parliamentary Assembly adopts Recommendation 1346 *on human rights education*. This document implies a broader approach to human rights education, calling on member states to implement measures at various levels: from curricular revision, to teacher development programmes in human rights, and training for professionals of different areas (e.g. for politicians, journalists, police and prison staff, etc.).

From the end of the 1990s, human rights are no longer object of documentation, which start to be more focused on citizenship education, but rather are the all embracing ethical code.

We can therefore conclude that human rights underlie the essential core values in Europe, namely solidarity, democracy and respect for difference and, therefore, rule out racism and xenophobia.

In the documents issued by the European Union (EU) institutions, human rights are considered as the essential underlying core of values in Europe. Some documents were adopted about the need to combat growing expressions of racism and xenophobia in Europe. In these documents the 'European identity' is based on principles of solidarity, tolerance and respect for human rights and democracy. (Council Resolution, 1995)

Intercultural Education

The concept 'intercultural' has frequently been used in CoE documentation since the 80s, when education of minorities and migrant children becomes a main concern. For example, Recommendation Nº R(84)18 *on the training of teachers in education for intercultural understanding, notably in a context of migration* stresses that "…education policies are geared to fostering open-mindedness and an understanding of cultural differences" and "the training given to teachers should equip them to adopt an intercultural approach and be based on an awareness of the enrichment constituted by intercultural understanding and of the value and originality of each culture." It is noteworthy that recommendation 1093 (1989) includes for the first time 'European

children' as a target group for an intercultural approach to education as well: "…to prepare all children, indigenous and migrant, to life in the pluricultural society".

This term is equally used in the context of inter-community better relations (Resolution 874 (1987)) and of promotion of pluri-lingualism (Recommendation Nº R(98)6).

Nevertheless, it is not before 2003, at the 21st session of the standing conference of European Ministers of Education, in Athens, that a project specifically targeted at intercultural education is launched by this institution with the aim to "relaunch conceptual research on intercultural education with a view to adapting terminology and clearly defining the content and context of intercultural education."

As far as the EU is concerned, there are permanent references to a culturally diverse 'European identity'. The "*European dimension in education*" is object of a Resolution from the Council of Ministers of Education in 1988, which stresses the need "to reinforce a sense of European identity in young people". This identity is defined more clearly in a declaration by the Council in 1997, *on respecting diversity and combating racism and xenophobia*, which defines "Europe, [as] characterized by solidarity and a rich cultural mix, [and] is founded on respect for diversity and on tolerance". But it is the Committee of Regions that, in an opinion from 1997, gives a more inclusive sense to that "rich cultural mix", which is made up "not only of the diversity of national and ethnic cultures, but also of the cultures of different social groups and cultures of immigrant communities, which are equally European".

Citizenship Education

Citizenship Education gains momentum in the CoE policies for education after the 18th session of the standing conference of European Ministers of Education in 1994, where the participants "emphasise the need for a coherent and sustained approach by schools to education for democratic citizenship". In 1997, the 19th session of the standing conference launches a 3-year project on "Education for Democratic Citizenship" with the aim to "explore and develop definitions of citizenship which must take into account the different situations in Europe and identify the skills necessary for practising such citizenship". Furthermore, this project would provide assistance for teachers, develop guidelines, promote the participation of students in school's democratic decision-making procedures and promote students rights. In 2000, the first phase of this project ends and two main documents are launched: Resolution on Results and conclusions of

the completed projects in the 1997-2000 medium-term programme (DGIV/EDU/CIT (2000) 40) and Recommendation Rec (2002) 12 of the Committee of Ministers to member states on education for democratic citizenship. This document declares:

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

Although it is not possible to identify a radical change relating the use of concepts in CoE documents, it is possible to conclude, nevertheless, that its policies have gradually focused more on the role of education in the 'learning of democracy' and 'activating' citizenship. The growing emphasis on the political dimension of education and its role in the process of strengthening democracy is more and more explicit and central in CoE's education policies, because there is a concern with:

> "the growing levels of political apathy and lack of confidence in democratic institutions, and by the increased cases of corruption, racism, xenophobia, aggressive nationalism, intolerance of minorities, discrimination and social exclusion, all of which are major threats to the security, stability and growth of democratic societies." (Rec. (2002)12)

EU education policies regarding citizenship education appear to coincide with CoE's project. In 1997, a communication from the European Commission, "*Towards a Europe of Knowledge*", urges education to

> "encourage a broader-sense understanding of citizenship, founded on active solidarity and on mutual understanding of cultural diversities that constitute Europe's originality and richness".

Besides 'citizenship', the other two dimensions central in the educative process are 'knowledge' and 'competence'. These three core dimensions to be promoted by all education systems are reinforced in follow up documents. The so-called "Lisbon 2000 agenda", which set up the strategy for Europe "to become 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" by 2010, addresses citizenship education by focusing on "knowledge" and "competence". Following this new strategy, the European Union institutions (Education Council, European Commission and European Council) release several reports and resolutions on the

concrete future objectives of education and training systems. The goal is divided in three more specific objectives, namely the development of the individual, of society and of the economy. The first and second dimensions of development include fostering democracy, fighting inequities and discrimination, and promoting diversity.