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Civic Education Models

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June 2020

LL File No. 2020-019116

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Concentration of Civic Education Components in Primary and Secondary Education Curricula 4

Comparative Summary

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This report surveys the models of civic education employed by the education systems of 22 selected jurisdictions around the globe, namely, Argentina, Australia, Brazil, Canada, Chile, Costa Rica, England, France, Georgia, Germany, India, Israel, Italy, Japan, Mexico, Saudi Arabia, Singapore, South Africa, Sweden, Switzerland, Turkey, and United Arab Emirates.

Not surprisingly, the definition of civic education and the content of civics courses or modules vary among the surveyed jurisdictions. While in most countries constitutional basics such as the governmental system, the organization of the state, political rights and active citizenship are included in civics courses or related course modules, in some jurisdictions these are supplemented with topics related to moral education and traditional or national values. In some countries, special focus is made on topics such as peaceful coexistence and democratic tolerance and/or national allegiance and integration, which reflect the countries' preferred social policies in the governance of pluralism, immigration, minorities, or indigenous peoples. In some jurisdictions, topics directly related to national security and defense are also included in secondary education curricula, such as in France and Turkey. In most jurisdictions, civics curricula include some topics related to digital literacy.

Most of the surveyed jurisdictions have included in their curricula for Grades 1 through 12 at least one course that features civic education components. In some jurisdictions, a stand-alone civics or citizenship course is included in the curriculum. In others, civic education is incorporated in a variety of different courses, including social studies, life skills, history, and geography. Most jurisdictions that have stand-alone civics courses have included them in lower and/or upper secondary education.

The structure of the administration of formal education varies widely among the surveyed jurisdictions. In some jurisdictions, national curricula for primary and secondary education is prepared by a central authority that decides the format and content of civic education. The extent to which state authorities directly control the format and content of courses varies among jurisdictions; for example, in Singapore and Turkey, the state is closely involved in the design of the civic education curriculum. In most of the federal jurisdictions surveyed, the responsibility to create and oversee primary and secondary education rests with the federated entities and not the federal government, resulting in local governments deciding the structure and content of civic education. For instance, in Canada, where civic education is chiefly regulated by provincial-level curriculum documents, some provinces and territories have incorporated civic and citizenship education in history, social studies, and geography classes, while some provinces such as Ontario, British Columbia, and Quebec have introduced stand-alone civics and citizenship courses in secondary education. In Switzerland, where compulsory education comprising primary and lower secondary education falls within the responsibility of the cantons, civic education is generally integrated in courses such as history, politics, humanities, or social studies, while the canton of Basel-Stadt will be adding a stand-alone "society and politics" course in the lower secondary education curriculum in the 2020-21 school year. In Australia, where the governments

of the six states and two mainland territories are similarly responsible for regulating schooling, a national curriculum has been adopted that includes civics and citizenship achievement standards for primary school pupils and a civics and citizenship course for lower secondary school students.

Some jurisdictions have introduced civic education courses in postsecondary education. In Georgia, stand-alone civic education courses also are offered at the university level; in Turkey all undergraduate level programs must include a national political history course that discusses the foundational politics of the republic.

In a majority of the surveyed jurisdictions, civics education is included in the relevant curriculum by virtue of acts of administrative bodies mandated with overseeing formal education. In some jurisdictions, such as Chile, France, and Italy, laws explicitly require civic education to be included in the national curriculum. In many jurisdictions, however, civics-related objectives are included in laws and constitutional norms governing national formal education in the form of guiding principles.

In a majority of the surveyed jurisdictions, civic education included in primary and secondary level curricula are incorporated in, or offered as, compulsory courses. However, there is variance among jurisdictions in the weight given to civic education skills in assessments relating to graduation from primary and secondary education programs or entrance to higher or continuing education. For instance, in France, where civic education is included both in primary and secondary level education, civic education skills are tested in the final exams for middle school, but not in those for high school. In Israel, civic education is one of the skills that is tested in the examinations that students must pass to get the matriculation certificate, which is different from a high school diploma and is one of the requirements for admission to higher education. In Japan, students may choose from civics-related subjects in the standardized university entrance exams. In Sweden, where the social sciences course in secondary education includes a civics component, students in vocational training and some college preparatory programs do not need to obtain a passing grade in the civics component to graduate from these programs. The standards of testing also appear to vary widely; in Saudi Arabia, students in elementary and middle school must take a written standardized test on the subject of citizenship education by the end of each academic semester, while in South Africa, the life orientation course, which is the course in the secondary education level that includes civic education subjects, is mainly assessed on the basis of performance, and tests have lesser weight.

Some jurisdictions have introduced special assessment models for testing students' civics-related skills. For instance, in the United Arab Emirates, students' understanding of the moral education curriculum, which includes civics subjects, is assessed in each grade by administering MESA, a computer-based subject-specific standardized test.

In some countries, special teaching methods within and without the formal education system are employed to educate the population in civics-related subjects. For example, in Mexico, special methods, including dissemination of online content, are used by specific initiatives aiming at bolstering democratic culture and tax education among pupils.

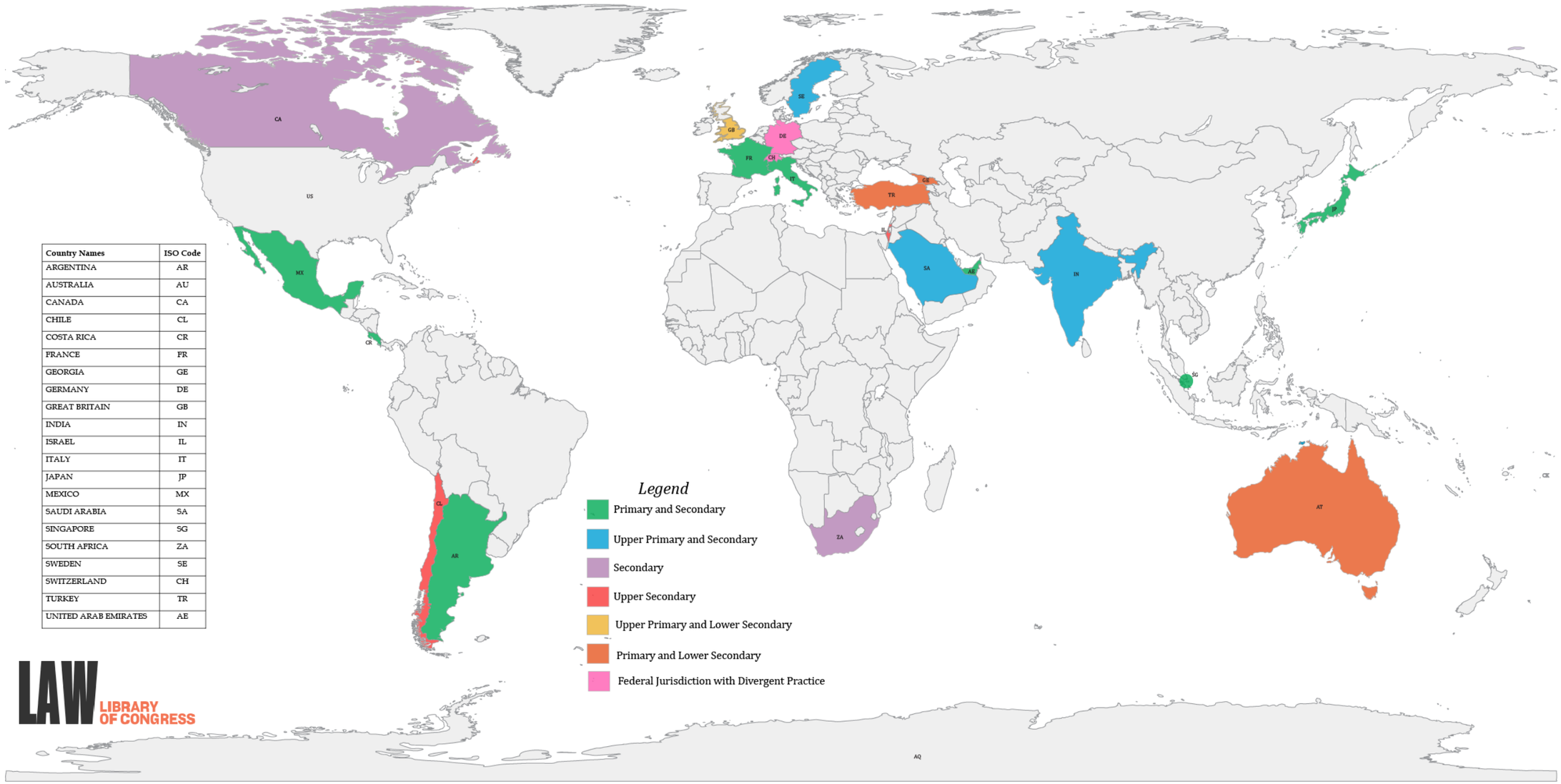
In the majority of the surveyed jurisdictions, civic education is funded under the regular national or local formal education budgets. In Georgia, initiatives for providing specific or extra funding

for civic education have been undertaken by nongovernmental organizations (NGOs). In Switzerland, special funding for activities that encourage "political participation at a federal level" and "political integration" of children and adolescents is available from the federal government for NGOs, cantons (states), and communes.

The surveyed jurisdictions have varying standards on the training that teachers who will instruct civic education courses must receive. In the German state of Bavaria, teachers are required to take university classes that teach civic education and attend continuing education classes that deal with civic education. In England, teachers may receive specialized training in civic education to become a specialist educator in the subject, however the numbers of teachers who self-identify as civic education teachers appears to be dwindling, notwithstanding the fact that the national curriculum requires civics subjects to be taught to students from 11 to 16 years of age enrolled in certain public schools across the country. In Argentina, Israel, and the UAE, online programs exist for teachers to undergo teacher training in civic or moral education. Some jurisdictions limit the teaching of civics to a class of individuals: in Costa Rica, the law requires that civic education be taught by teachers of Costa Rican nationality.

Although many jurisdictions, such as Australia, Canada, Costa Rica, France, Germany, Georgia, Mexico, Switzerland, and England (under the United Kingdom's immigration law) require immigrants to pass a test including civics topic at various points in the immigration and/or naturalization process, not all require immigrants to take civic courses before taking the test. In Canada, France, Germany and Switzerland, civics courses are offered to immigrants by local or national governments, or by government-funded organizations.

Concentration of Civic Education Components in Primary and Secondary Education Curricula



Country Names	ISO Code
ARGENTINA	AR
AUSTRALIA	AU
CANADA	CA
CHILE	CL
COSTA RICA	CR
FRANCE	FR
GEORGIA	GE
GERMANY	DE
GREAT BRITAIN	GB
INDIA	IN
ISRAEL	IL
ITALY	IT
JAPAN	JP
MEXICO	MX
SAUDI ARABIA	SA
SINGAPORE	SG
SOUTH AFRICA	ZA
SWEDEN	SE
SWITZERLAND	CH
TURKEY	TR
UNITED ARAB EMIRATES	AE

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Note: Primary (Grades 1-8); Lower primary (Grades 1-4); Upper primary (Grades 5-8); Secondary (Grades 9-12); Lower secondary (Grades 9-10); Upper secondary (Grades 11-12). Jurisdictions' own classifications are used if reported in individual survey.

Source: Prepared by Susan Taylor, Law Library of Congress. Map reflects results of 22-jurisdiction survey in this report.

Argentina

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SUMMARY Argentina's National Law on Education requires citizenship and civic education courses from elementary through high school. The national government, in coordination with provincial governments and localities, has established core civic education standards. Each jurisdiction then adopts a civic education curriculum considering its specific needs. Special training programs on civic education are provided for teachers.

I. Introduction

Among one of Argentina's national education goals under Law 26206 on National Education (LNE)[1] is to provide citizens with training to enable their exercise of responsible citizenship based on the values of freedom, peace, solidarity, equality, respect for diversity, justice, and responsibility towards the common good.[2] It also aims at instilling the democratic values of participation, peaceful conflict resolution, respect for human rights, responsibility, and honesty, and encouraging citizens to value and preserve the natural and cultural heritage.[3]

The law proclaims education as a national priority addressed at the construction of a just society, reaffirming national sovereignty and identity, deepening the exercise of democratic citizenship and respect for human rights and fundamental freedoms, and strengthening the economic-social development of the nation.[4]

II. Education Authorities and Policies

The national government, the provinces, and the Autonomous City of Buenos Aires, in a concerted and concurrent manner, are responsible for the planning, organization, supervision, and financing of the National Educational System.[5] They are also responsible for providing comprehensive and quality education for all, guaranteeing equality and free access to this right with the participation of social organizations and families.[6]

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[1] Ley 26206 de Educación Nacional [L.N.E.], Boletín Oficial [B.O.], Dec. 28, 2006, https://perma.cc/B2N6-CPCV.

[2] Id. art. 27.h.

[3] Id. art. 11.c.

[4] Id. art. 3.

[5] Id. art. 17.

[6] Id. art. 4.

The national government sets educational policy and controls compliance with that policy in order to promote the national unity, considering the particular needs and circumstances of the provinces and localities.[7]

III. Civic Education

Schooling is mandatory in Argentina, starting at four years old and continuing through secondary or high school education.[8] Mandatory education at all levels includes comprehensive, basic, and common training on the full exercise of citizenship.[9]

At the secondary education level, civic instruction must provide training that raises the awareness of students regarding their rights and obligations; imparts respect for pluralism, cooperation, solidarity, and human rights, rejecting all kinds of discrimination; prepares students for the exercise of democratic citizenship; and encourages preservation of the natural and cultural heritage.[10] Civic education is also available in youth and adult education programs for those who have not fulfilled the literacy and scholastic obligation required by law at the legally required age.[11]

IV. Curriculum Requirements

The provinces and the Autonomous City of Buenos Aires have the authority to determine curricular content according to each jurisdiction's social, cultural, and productive realities, always in compliance with the LNE.[12] Curriculums are approved and coordinated with the Federal Council of Education (FCE), an entity within the Ministry of Education responsible for the consensus, agreement, and coordination of the national educational policy throughout the country.[13]

In order to ensure a uniform standard in the educational system for the achievement of equivalent learning by all students, regardless of their social status or place of residence, the FCE has created the Nucleos de Aprendizaje Prioritario (NAP) (Priority Learning Core),[14] which are common standards for teaching throughout the country, established in an agreement reached in the FCE between the National Ministry of Education, the provinces, and the Autonomous City of Buenos Aires.[15]

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[7] Id. art. 5.

[8] Id. art. 16.

[9] Id. arts. 27.h & 30, para. 1.

[10] Id. art. 30.a.

[11] Id. arts. 46 & 48.b.

[12] Id. art. 86.

[13] Id. art. 121.c; *Secretaría del Consejo Federal de Educación, Ministerio de Educación*, Argentina.gob.ar, https://perma.cc/2MM9-9TM3.

[14] L.N.E arts. 79-80.

[15] Id. arts. 85.a & 89.

The basic NAP curriculum approved in 2011 includes the following subjects:

- Ethics and politics of international human rights values
- Diversity awareness and nondiscrimination values
- National and regional community values
- How laws are made
- Political rights
- Citizenship participation and engagement
- Social responsibility
- Dispute resolution in a democracy
- Critical analysis of media communication[16]

In compliance with these guidelines, the City of Buenos Aires, for example, has established the following core subject matter for its citizenship education curriculum:

- State, government, and participation
- Citizens' rights and responsibilities
- Equality and diversity
- Taking care of oneself and others[17]

V. Teacher Training

Online training courses on civic education are available for teachers. These courses include training in taxation awareness and citizenship.[18] The Ministry of Education, through the Institute of Teacher Training, also offers an online database of sites that provide training on ethics and citizenship education for teachers.[19]

VI. Studies on the Effectiveness of Civic Education

The International Civic and Citizenship Education Study (ICCS) provides information on student achievement on a test of knowledge, conceptual understanding, and competencies in civic

[16] Ministerio de Educación, *Formación Etica y Ciudadana, NAP* 14-23, https://perma.cc/PN6T-62BG.

[17] Dirección General de Planeamiento e Innovación Educativa | Gerencia Operativa de Currículum, Gobierno de la Ciudad de Buenos Aires, *Educación Ciudadana, Texto incluido en Diseño Curricular para la Nueva Escuela Secundaria de la Ciudad de Buenos Aires, Ciclo Básico 2014–2020*, at 10-17 https://perma.cc/SDH2-NR8D.

[18] *Propuestas Formativas Virtuales*, Instituto Nacional de Formación Docente, Ministerio de Educación de la República Argentina, https://perma.cc/F373-PQDB.

[19] *Sitios Recomendados para Formación Etica y Ciudadana*, Instituto Nacional de Formación Docente, Ministerio de Educación de la República Argentina, https://perma.cc/2HR2-DRWA.

education and citizenship. It also collects and analyzes data on student dispositions and attitudes related to citizenship and civics.[20]

The first cycle of the study was implemented in 2009 in 38 countries. The City of Buenos Aires deferred participation to September 2013, and its implementation was coordinated by the Educational Quality and Equity Evaluation Unit of the Ministry of Education of the City of Buenos Aires.[21] Six countries participated in the Latin American Regional Module of the Study: Chile, Mexico, Paraguay, Guatemala, Colombia, and the Dominican Republic. The City of Buenos Aires was the only sub-national scale system that was part of the study in the region.[22]

According to the study results, civic education of students in the first year of secondary school in the City of Buenos Aires obtained an average of 450 points.[23] This result placed the City of Buenos Aires below the 500 points that the ICCS set as the average with regard to the other participant countries. However, considering the regional context, the City of Buenos Aires, the only sub-national educational system participating in the study, performed above the 439 points that the ICCS set as the average for Latin America, rating above the Dominican Republic, Paraguay, and Guatemala, and below Chile, Colombia, and Mexico.[24]

[20] *Evaluación Educación Cívica*, (*International Civic and Citizenship Education Study* (*ICCS*)), Sept. 2013, Gobierno de la Ciudad de Buenos Aires, https://perma.cc/42UJ-LYV6.

[21] Id.

[22] Id.

[23] Gobierno de la Ciudad de Buenos Aires, *Formación Cívica y Ciudadana en Estudiantes de 1° Año de Secundaria. Resultados de la Ciudad de Buenos Aires en el Estudio Internacional de Educación Cívica y Ciudadana (ICCS) 2009* 25-26, Diciembre de 2017, https://perma.cc/3KE3-NDWP.

[24] Id.

Australia

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SUMMARY Australian states and territories are responsible for the delivery and regulation of schooling in their jurisdictions. However, national-level funding, educational goals, curriculum, and teacher training accreditation and professional standards aim to ensure a degree of standardization across the country. Australia's national educational goals, set out in a declaration endorsed by the Education Council in December 2019, include various objectives related to civics and citizenship education.

The Australian Curriculum for the foundation/kindergarten year to Year 10 (F-10) is utilized in all of the states and territories, with five jurisdictions using it as the basis for their own curriculums and the remaining three jurisdictions also incorporating it in a modified form. In the F-6/7 Australian Curriculum, students are introduced to civics and citizenship in Year 3 as part of the humanities and social sciences subject, and a Civics and Citizenship Achievement Standard is part of the curriculum for Years 3 through 7. In Years 7 to 10 there is a specific civics and citizenship subject with dedicated level and content descriptions and achievement standards. The senior secondary curriculum, for Years 11 and 12, does not contain a specific civics and citizenship subject. However, civics and citizenship elements are reflected in the three humanities and social sciences subjects. The national accreditation standards for Initial Teacher Education programs require that curriculum requirements be taken into account in program development, and the structure and content standards refer to the programs preparing teachers for the school curriculum.

Several federal institutions provide programs and resources directly linked to the civics and citizenship components of the Australian Curriculum. This includes, for example, the Australian Constitution Centre, the Parliamentary Education Office, the National Electoral Education Centre, and various cultural institutions.

The Australian Curriculum, Assessment and Reporting Authority conducts the National Assessment Program for Civics and Citizenship, a test undertaken by sample groups of Year 6 and Year 10 students at three-yearly intervals. The test was most recently conducted in late 2019, with results expected in late 2020. The results of the previous assessment, administered in 2016, showed that 55% of Year 6 and 38% of Year 10 students achieved at or above the proficient standard.

Migrants who enter Australia under its humanitarian program are eligible for the Australian Cultural Orientation program, which consists of different units aimed at preparing them for life in Australia. There is no program offering civics and citizenship information to other migrants. Applicants for citizenship by conferral must take a citizenship test that assesses their knowledge of Australia and the government has published a booklet to assist applicants with their preparation for the test.

I. Introduction

Under Australia's federal arrangements, the governments of the six states and two mainland territories "are responsible for ensuring the delivery and regulation of schooling to all children of school age in their jurisdictions."[1] At the federal (Commonwealth) level, the Australian government provides funding to both government and non-government schools under the Australian Education Act 2013 (Cth) and the Australian Education Regulation 2013 (Cth),[2] with the Department of Education, Skills and Employment administering a "range of assurance and compliance activities that give confidence funding provided under the Act is being spent in accordance with legislative requirements."[3]

At the national level, the Education Council of the Council of Australian Governments (COAG) "provides a forum through which strategic policy on school education, early childhood and higher education can be coordinated . . . and through which information can be shared, and resources used collaboratively, to address issues of national significance."[4] The Education Council is made up of federal, state, and territory education ministers, as well as the New Zealand education minister,[5] and is primarily supported by a group of senior education officials who meet as the Australian Education Senior Officials Committee (AESOC).[6] A separate nonprofit entity, Education Services Australia, is owned by all Australian education ministers "and supports the delivery of national priorities and initiatives in the schools, training and higher education sectors."[7]

National educational goals are established under declarations approved by the Education Council, with the most recent being the *Alice Springs (Mparntwe) Education Declaration*,[8] published in December 2019, which replaced the previous 2008 declaration.[9] The Council has also agreed to a National School Reform Agreement, which commenced on January 1, 2019, that "sets out eight national policy initiatives against three reform directions that all parties have agreed to implement over the next five years."[10]

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[1] *School Funding*, Department of Education, Skills and Employment, https://perma.cc/M86V-AF4E.

[2] Australian Education Act 2013 (Cth), https://perma.cc/49J7-7ZLX; Australian Education Regulation 2013 (Cth), https://perma.cc/X9WS-FB28. See *Australian Education Act 2013*, Department of Education, Skills and Employment, https://perma.cc/6J9L-7CKT.

[3] *School Funding*, supra note 1.

[4] *Education Council*, Education Council, https://perma.cc/5PQP-UQMJ.

[5] *Education Council Members*, Education Council, https://perma.cc/5GGG-BBK4.

[6] *AESOC*, Education Council, https://perma.cc/RV7R-S9FJ.

[7] *Schooling*, Department of Education, Skills and Employment, https://perma.cc/6BJP-JEQZ; *About Education Services Australia*, Education Services Australia, https://perma.cc/KHS8-8LUQ.

[8] Education Council, *Alice Springs (Mparntwe) Education Declaration* (Dec. 2019), https://perma.cc/G35K-RRJ3.

[9] *Alice Springs (Mparntwe) Education Declaration*, Education Council, https://perma.cc/6HGB-HGMJ.

[10] *National School Reform Agreement*, Education Council, https://perma.cc/93C3-V7NL. See also *National School Reform Agreement*, Department of Education, Skills and Employment, https://perma.cc/NE7Q-P54V.

Also at the national level, the Australian Curriculum, Assessment and Reporting Authority (ACARA) was established, by legislation enacted in 2008, to "develop and administer a national school curriculum, including content of the curriculum and achievement standards," for school subjects specified in its charter.[11] ACARA's other functions include developing and administering national assessments; collecting and analyzing student assessment data and other data relating to schools and comparative school performance; facilitating information sharing between relevant government bodies in relation to the collection and analysis of school data; publishing information relating to school education, including information relating to comparative school performance; providing school curriculum resource services; and providing information, resources, support, and guidance to the teaching profession.[12]

The Education Council has endorsed both the "Foundation to Year 10" (F-10) and "senior secondary" parts of the Australian Curriculum developed by ACARA.[13] State and territory governments are responsible for implementing the Australian Curriculum. According to the Australian Curriculum website,

> [t]he [F-10] Australian Curriculum can be used flexibly by schools, according to jurisdictional and system policies and schedules, to develop programs that meet the educational needs of their students and that extend and challenge students. Schools implement the Australian Curriculum in ways that value teachers' professional knowledge, reflect local contexts and take into account individual students' family, cultural and community backgrounds.
>
> . . .
>
> Schools develop tailored local curricula that meet the needs of their students either directly from the Australian Curriculum, in some states and territories, or from curriculum documents incorporating the Australian Curriculum, in others.[14]

In addition, with respect to the senior secondary curriculum, which currently specifies content and achievement standards for 15 subjects,

> [s]tate and territory curriculum, assessment and certification authorities are responsible for determining how the Australian Curriculum content and achievement standards are to be integrated into their courses. The state and territory authorities also determine assessment and certification specifications for their courses and any additional information, guidelines and rules to satisfy local requirements, including advice on entry and exit points and credit for completed study.

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[11] Australian Curriculum, Assessment and Reporting Authority Act 2008 (Cth) s 6(a), https://perma.cc/CAW5-PN8E.

[12] Id. s 6(b)-(g).

[13] See *Foundation – Year 10 Curriculum*, Australian Curriculum, Assessment and Reporting Authority (ACARA), https://perma.cc/5CGU-PFFZ; *Senior Secondary Curriculum*, ACARA, https://perma.cc/35VS-5VX5; *About Us*, ACARA, https://perma.cc/7D9X-KF4B; Education Council, Communiqué: Sixth Education Council Meeting 3 (Sept. 18, 2015), https://perma.cc/53EG-VXAP.

[14] *Implementation of the Australian Curriculum,* Australian Curriculum, https://perma.cc/3PFU-CANA.

> ACARA continues to work with states and territories to develop processes, options and timelines for further senior secondary Australian Curriculum subjects.[15]

School education in Australia is compulsory between the ages of six and sixteen (Year 1 to Year 9 or 10). The "Foundation" year in Australia, also called Kindergarten/Preparatory, is available for children at age five. Primary school (i.e., elementary school) runs for seven or eight years, to Year 6 or 7. Secondary school runs from Years 7 to 10 or Years 8 to 10. Senior secondary refers to Years 11 and 12.[16]

II. Objectives Related to Civic Education in the National Declaration

The 2019 *Alice Springs (Mparntwe) Education Declaration* sets out "two distinct but interconnected goals":

> Goal 1: The Australian education system promotes excellence and equity
> Goal 2: All young Australians become:
> - confident and creative individuals
> - successful lifelong learners
> - active and informed members of the community.[17]

The Declaration explains that Goal 1 means "all Australian Governments will work together with the education community" to achieve various objectives, including the following that appear to be most relevant in the context of civic education:

> - ensure that education promotes and contributes to a socially cohesive society that values, respects and appreciates different points of view and cultural, social, linguistic and religious diversity
> - ensure that learning is built on and includes local, regional and national cultural knowledge and experience of Aboriginal and Torres Strait Islander peoples and work in partnership with local communities
> - collaborate internationally to share best practice and help young Australians learn about and engage with the world[18]

Relevant Goal 2 objectives include supporting all young Australians to become "confident and creative individuals" who, for example, "understand their responsibilities as global citizens and know how to affect positive change" and "are well prepared for their potential life roles as friends, family, community and workforce members."[19] As well as "successful lifelong learners" who, for example, "engage in respectful debate on a diverse range of views" and "are able to

[15] *Senior Secondary Curriculum*, Australian Curriculum, https://perma.cc/FU3S-GV9U.

[16] *Australian Education System*, Study in Australia, https://perma.cc/XCW3-3PJH.

[17] *Alice Springs (Mparntwe) Education Declaration*, supra note 9, at 4.

[18] Id. at 5.

[19] Id. at 6.

make sense of their world and think about how things have become the way they are."[20] And who are "active and informed members of the community" who, for example,

- appreciate and respect Australia's rich social, cultural, religious and linguistic diversity and embrace opportunities to communicate and share knowledge and experiences
- have an understanding of Australia's system of government, its histories, religions and culture
- are committed to national values of democracy, equity and justice, and participate in Australia's civic life by connecting with their community and contributing to local and national conversations
- understand, acknowledge and celebrate the diversity and richness of Aboriginal and Torres Strait Islander histories and cultures
- possess the knowledge, skills and understanding to contribute to, and benefit from, reconciliation between Aboriginal and Torres Strait Islander peoples and non-Indigenous Australians
- are informed and responsible global and local members of the community who value and celebrate cultural and linguistic differences, and engage in the global community, particularly with our neighbours in the Indo-Pacific regions.[21]

The Declaration then sets out the core commitment of Australian governments with respect to achieving the educational goals, and explains "a range of inter-related areas of action" to support this commitment.[22]

III. Civics and Citizenship in the Australian Curriculum

A. Background

Prior to the development of the Australian Curriculum and the approval of the civics and citizenship component of the F-10 humanities and social sciences subject in 2013 (which was subsequently revised and reapproved in 2015),[23] national-level projects related to civics and citizenship education provided guidance and resources to state and territory governments with respect to coverage of this area within their own curriculums. This included the Discovering Democracy project (1997-2004), which involved the "development of curriculum materials and professional learning resources"; "funding for professional development programs in all States and Territories"; and "a program of national activities that included funding for principal, parent, academic and key learning area groups, as well as the initiation of Celebrating Democracy Week and the National Schools Constitutional Convention."[24]

[20] Id. at 7.

[21] Id. at 8.

[22] Id. at 9.

[23] *Humanities and Social Sciences, Foundation – Year 12*, ACARA, https://perma.cc/YZ4C-VXZ9.

[24] *Discovering Democracy Curriculum Resources (1998-2004)*, Civics and Citizenship Education, https://perma.cc/HZ7C-NMSV. See also *About Discovering Democracy Units*, Discovery Democracy Units, https://perma.cc/FL32-CA9H. For background information and discussion see Joan Holt, *Discovering Democracy in Australia*, XXXI(3) Prospects 307 (Sept. 2001), https://perma.cc/H2SV-Y2K8.

The Discovery Democracy project was followed by the Civics and Citizenship Education Project (2004-2007).[25] From 2004 to 2010, the Australian government also funded the Values Education Program, which included the production of curriculum resources related to, for example, supporting schools to "foster explicit values learning, inclusiveness, and intercultural understanding."[26] In 2006, the *Statements of Learning for Civics and Citizenship* (developed by the Curriculum Corporation in conjunction with state, territory, and Commonwealth education authorities, and managed by AESOC) provided "a description of knowledge, skills, understandings and capacities that all students in Australia should have the opportunity to learn."[27] In December 2008, the *Melbourne Declaration on Educational Goals for Young Australians*[28] "made the development of active and informed democratic citizenship a major goal of Australian education in all states and territories."[29]

In October 2012, ACARA published *The Shape of the Australian Curriculum: Civics and Citizenship*, which provided "broad direction on the purpose, structure and organisation of an Australian curriculum for Civics and Citizenship" and was "intended to guide the writing of the Foundation to Year 12 Australian Curriculum: Civics and Citizenship."[30] This document referred to the contribution of the curriculum subject to achieving the educational goals identified in the *Melbourne Declaration*.[31] A draft version of the Australian Curriculum: Civics and Citizenship was subsequently published for consultation in September 2013.[32]

According to ACARA, the new *Alice Springs (Mparntwe) Education Declaration* "will be a key document for guiding ACARA's work and commitment to a vision to inspire improvement in the learning of all young Australians through world-class curriculum, assessment and reporting."[33]

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[25] See David Zyngier, *Re-Discovering Democracy: Putting Action (Back) into Active Citizenship and Praxis (Back) into Practice* 3 (Paper Presented at AARE Annual Conference, Melbourne, 2010), https://perma.cc/CK4K-3R8G.

[26] *Values Curriculum Resources*, Department of Education, Employment and Workplace Relations, https://perma.cc/M5F3-PUE3.

[27] Curriculum Corporation, *Statements of Learning for Civics and Citizenship* (2006), https://perma.cc/H82J-PCSC. See also *About Civics and Citizenship Education*, Civics and Citizenship Education, https://perma.cc/UP3T-QC9F.

[28] Education Council, *Melbourne Declaration on Educational Goals for Young Australians* (Dec. 2008), https://perma.cc/7Z9H-3BPA.

[29] Frank Reichert & Murray Print, *Civic Participation of High School Students: The Effect of Civic Learning in School*, 70(3) Ed. Rev. 318, 324 (2018), https://perma.cc/FFK5-LAVK.

[30] ACARA, *The Shape of the Australian Curriculum: Civics and Citizenship* 1 (Oct. 2012), https://perma.cc/ZKF9-XX87.

[31] Id. at 4.

[32] ACARA, *Draft Australian Curriculum: Civics and Citizenship – Consultation Report* (Sept. 2013), https://perma.cc/KN9E-D3AU. See Speech, Deborah Henderson, What is the Place of Civics Education in Australia's Democracy and What Are We Doing about It? (ASPG Queensland, Aug. 2013), https://perma.cc/M2PW-8R8V.

[33] ACARA, *The Alice Springs (Mparntwe) Education Declaration* (Dec. 2019), https://perma.cc/D2ZN-BAJ5.

B. F-10 Curriculum

The Australian Curriculum website explains that

> [i]n the Australian Curriculum, the Humanities and Social Sciences learning area comprises five subjects: F–6/7 Humanities and Social Sciences, and Years 7–10 History, Geography, Civics and Citizenship and Economics and Business. In all five subjects, the curriculum is organised into two broad interrelated strands: knowledge and understanding, and inquiry and skills[.]
>
> In the F–6/7 Humanities and Social Sciences curriculum, history, geography, civics and citizenship and economics and business are presented as sub-strands of the knowledge and understanding strand. In these years, students are introduced to history and geography from Foundation Year, civics and citizenship in Year 3 and economics and business in Year 5. In Years 7–10, the curriculum is organised by subject. In Years 9 and 10, student access to Geography, Civics and Citizenship and Economics and Business will be determined by school authorities or individual schools.[34]

The F-6/7 Australian Curriculum for Humanities and Social Sciences aims to ensure that students develop

- a sense of wonder, curiosity and respect about places, people, cultures and systems throughout the world, past and present, and an interest in and enjoyment of the study of these phenomena
- key historical, geographical, civic and economic knowledge of people, places, values and systems, past and present, in local to global contexts
- an understanding and appreciation of historical developments, geographic phenomena, civic values and economic factors that shape society, influence sustainability and create a sense of belonging
- the capacity to use inquiry methods and skills, including questioning, researching using reliable sources, analysing, evaluating and communicating
- dispositions required for effective participation in everyday life, now and in the future, including critical and creative problem-solving, informed decision making, responsible and active citizenship, enterprising financial behaviour and ethical reflection.[35]

As indicated above, a Civics and Citizenship Achievement Standard is part of the curriculum for Years 3 through 7.[36] The level and content descriptions for these years refer to different aspects of civics and citizenship education, and examples of student work at the different levels are provided.

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[34] *F-10 Curriculum – Humanities and Social Sciences – Structure*, Australian Curriculum, https://perma.cc/HXB2-D4ND.

[35] *F-10 Curriculum – Humanities and Social Sciences – HASS – Aims*, Australian Curriculum, https://perma.cc/QZ5P-72AX.

[36] *F-10 Curriculum – Humanities and Social Sciences – HASS*, Australian Curriculum, https://perma.cc/HQ5V-723T; *F-10 Curriculum – Humanities and Social Sciences – HASS – Structure*, Australian Curriculum, https://perma.cc/YCU6-QATC.

The Years 7-10 Australian Curriculum: Civics and Citizenship subject aims to ensure students develop

- a lifelong sense of belonging to and engagement with civic life as an active and informed citizen in the context of Australia as a secular democratic nation with a dynamic, multicultural, multi-faith society and a Christian heritage
- knowledge, understanding and appreciation of the values, principles, institutions and practices of Australia's system of democratic government and law, and the role of the citizen in Australian government and society
- skills, including questioning and research; analysis, synthesis and interpretation; problem-solving and decision-making; communication and reflection, to investigate contemporary civics and citizenship issues and foster responsible participation in Australia's democracy
- the capacities and dispositions to participate in the civic life of their nation at a local, regional and global level and as individuals in a globalised world.[37]

The Years 7-10 Australian Curriculum: Civics and Citizenship sets out level and content descriptions and achievement standards. Sample portfolios of student work are also provided.[38]

The Australian Curriculum also provides information on general capabilities and cross-curriculum priorities. The cross-curriculum priorities are Aboriginal and Torres Strait Islander histories and cultures, Asia and Australia's engagement with Asia, and sustainability.[39]

C. Senior Secondary Curriculum

There is no specific civics and citizenship subject area within the senior secondary curriculum. There are three subjects under the senior secondary Australian Curriculum: Humanities and Social Sciences category: Ancient History, Modern History, and Geography.[40] However, aspects of the skills and knowledge associated with civics and citizenship education are contained in the curriculum. The Modern History curriculum, for example, aims to develop students'

- knowledge and understanding of particular events, ideas, movements and developments that have shaped the modern world
- capacity to undertake historical inquiry, including skills in research, evaluation of sources, synthesis of evidence, analysis of interpretations and representations, and communication of findings

[37] *F-10 Curriculum – Humanities and Social Sciences – Civics and Citizenship – Aims*, Australian Curriculum, https://perma.cc/8P2W-MCW8.

[38] *F-10 Curriculum – Humanities and Social Sciences – Civics and Citizenship*, Australian Curriculum, https://perma.cc/WBJ6-2FR5.

[39] *F-10 Curriculum – Cross-curriculum Priorities*, Australian Curriculum, https://perma.cc/UEV2-LF4T.

[40] ACARA, *Senior Secondary: Humanities and Social Sciences*, https://perma.cc/DY5F-NM34.

- application of historical concepts, including evidence, continuity and change, cause and effect, significance, empathy, perspectives and contestability
- capacity to be informed citizens with the skills, including analytical and critical thinking, to participate in contemporary debates.[41]

D. Implementation

1. State and Territory Curriculums

As stated above, the states and territories determine how to implement the Australian Curriculum. The education authorities in several jurisdictions, including the Australian Capital Territory,[42] Northern Territory,[43] Queensland,[44] South Australia,[45] and Tasmania,[46] state that the F-10 Australian Curriculum, including the civics and citizenship components, form the basis for planning, teaching, assessment, and reporting.[47]

In Victoria, "[t]he Victorian Curriculum F–10 incorporates and reflects much of the Australian curriculum as a continuum of learning and the structural design."[48] With respect to civics and citizenship, "students progress along a curriculum continuum that provides the first achievement standard at Level 4, and then at Levels 6, 8 and 10."[49]

In Western Australia, the K-10 curriculum

> encompasses ACARA's Australian curriculum English, Mathematics and Science. In addition, year-level syllabuses for Humanities and Social Sciences, Health and Physical Education, Technologies, The Arts and Languages remain broadly consistent with the Australian curriculum but have been contextualised to make them more suitable for Western Australian students and teachers.[50]

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[41] *Senior Secondary Curriculum – Humanities and Social Sciences – Modern History – Rationale/Aims*, Australian Curriculum, https://perma.cc/G8W3-NRHM.

[42] *Australian Curriculum*, ACT Education, https://perma.cc/FR5M-JQKR.

[43] *NT School Curriculum*, NT.gov.au, https://perma.cc/XSX5-6TZP.

[44] *Australian Curriculum in Queensland*, Queensland Curriculum & Assessment Authority, https://www.qcaa.qld.edu.au/p-10/aciq.

[45] *Curriculum in South Australian Schools*, SA.gov.au, https://perma.cc/39W3-HSRM.

[46] *Curriculum*, Tasmania Department of Education, https://perma.cc/24WH-2DTR.

[47] ACARA, *NAP Civics and Citizenship Assessment Framework* 10-12 (Dec. 2018), https://perma.cc/MH7V-EL7P.

[48] *Victorian Curriculum: Foundation–10 – Overview*, Victorian Curriculum and Assessment Authority, https://perma.cc/BJP8-AJD4.

[49] *Victorian Curriculum: Foundation–10 – Civics and Citizenship – Structure*, Victorian Curriculum and Assessment Authority, https://perma.cc/X3QR-DFKV.

[50] *Western Australian Curriculum*, Western Australia School Curriculum and Standards Authority, https://perma.cc/8HM4-NQZH.

In New South Wales,

> the NSW Education Standards Authority (NESA) syllabuses for the Australian curriculum do not follow the specific Australian Curriculum Civics and Citizenship Curriculum (ACCC). Rather it was decided to adapt the ACCC and aspects of it are included across several syllabuses. Civics and citizenship is one of thirteen learning across the curriculum content areas embedded through all NSW syllabuses for the Australian Curriculum. This is particularly evident in the history K-10 and geography K-10 syllabuses.[51]

2. Teacher Training

Teacher registration, including the setting of qualification requirements, is conducted by each state and territory. However, nationally agreed standards, the Australian Professional Standards for Teachers,[52] have been established by the Australian Institute for Teaching and School Leadership (AITSL) (a public company funded by the Australian government) for application by the relevant authorities.[53] The standards cover the graduate career stage, proficient career stage, highly accomplished career stage, and lead career stage. States and territories also accredit Initial Teacher Education (ITE) programs, but AITSL also works with the relevant authorities to ensure such programs align with nationally agreed standards and procedures.[54]

The accreditation standards for ITE programs require that curriculum requirements be taken into account in program development, design, and implementation, with "curriculum" referring to "the Foundation to Year 12 Australian Curriculum, alternative curriculum frameworks that have been assessed by . . . (ACARA) as meeting the requirements of the Australian Curriculum, any curriculum authorised by jurisdictional authorities, and the Early Years Learning Framework for Australia."[55] In terms of program entry, the standards require that "[e]ntrants to programs have a discipline-specific bachelor or equivalent qualification relevant to the Australian Curriculum or other recognised areas of schooling provision."[56] The program structure and content standards refer to ITE programs preparing teachers for the school curriculum.[57]

A 2016 Australian Council for Education Research review paper on teacher quality and education outlines the current system of ITE accreditation and its relationship with the professional standards for teachers. It states that curriculum studies in ITE programs "need to address all the learning areas in the Australian Curriculum" and the curriculum courses "address discipline content and pedagogical content knowledge, technological pedagogical content knowledge,

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[51] NSW Department of Education, *Civics and Citizenship*, https://perma.cc/XJW5-3XPK.

[52] *Australian Professional Standards for Teachers*, Australian Institute for Teaching and School Leadership (AITSL), https://perma.cc/2UEB-GZK9; AITSL, *Australian Professional Standards for Teachers* (2011), https://perma.cc/YLC7-RADB.

[53] See *Become a Registered Teacher*, AITSL, https://perma.cc/CRN8-XPW4.

[54] *Deliver ITE Programs*, AITSL, https://perma.cc/3GEN-BG7D; AITSL, *Accreditation of Initial Teacher Education Programs in Australia: Standards and Procedures* (2015), https://perma.cc/3K7J-JBX9.

[55] AITSL, Accreditation Standards and Procedures para. 2.2 & n.1, https://perma.cc/N8QV-6SB8.

[56] Id. para. 3.7.

[57] Id. para. 4.2.

discipline specific assessment and the parameters of the relevant Australian Curriculum syllabus."[58] The sample ITE program set out in the paper includes courses in "history and civics" and "geography and civics" in years two and three of a four-year program.[59]

3. National-Level Resources

In March 2019, the federal government announced that AU$1 million (about US$687,000) would be provided to "create new teaching resources to improve how civics and citizenship is taught," with the resources to be rolled out to teachers later in 2019.[60] The government also allocated AU$2 million in the 2019 budget to fund the second stage of development of the Australian Constitution Centre at the High Court of Australia, which was opened in April 2018.[61] The Centre provides education programs "specifically designed as constitutional, civics and citizenship teaching and learning resources for years 5 to 10 students and their teachers."[62] It is also in the process of developing year-based lesson plans and is planning professional development days for teachers.[63]

Also at the national level, the Parliamentary Education Office provides printed resources, videos, and quizzes to support teachers with the implementation of the Australian civics and citizenship curriculum,[64] as well as classroom activities.[65] It also has specific resources[66] and units of work containing lessons aligned with the civics and citizenship curriculum for Years 5-10[67] and Years 6 and 9 of the Australian history curriculum.[68] In addition, the Office "provides professional learning for teachers and pre-service teachers," with programs that align with the Australian Curriculum.[69] Workshops are "free and are delivered onsite at Australian Parliament House, via video conferencing, and as part of the PEO outreach program."[70]

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[58] Nan Bahr & Suzanne Mellor, *Australian Education Review: Building Quality in Teaching and Teacher Education* 40 (Australian Council for Education Research, 2016), https://perma.cc/X7L3-P3WB.

[59] Id. at 41.

[60] Press Release, Dan Tehan, Teaching Students about Australian Values (Mar. 24, 2019), https://perma.cc/LQE5-U6Y4.

[61] Australian Government, *Budget Paper No. 2, Budget Measures 2019-20, Part 2: Expense Measures* 68, https://perma.cc/RTU6-QSS5.

[62] *Introduction to the Education Program*, Australian Constitution Centre, https://perma.cc/UK5V-YY9A.

[63] *Lesson Plans*, Australian Constitution Centre, https://perma.cc/CQ6V-2326.

[64] *Education Resources*, Parliamentary Education Office (PEO), https://perma.cc/6Y82-9WHZ.

[65] *Classroom Activities*, PEO, https://perma.cc/J5XF-KCDG.

[66] *Curriculum Links*, PEO, https://perma.cc/HM8W-8LL7.

[67] *Units of Work*, PEO, https://perma.cc/4UQB-KT2J.

[68] *Curriculum Links – Australian History Curriculum*, PEO, https://perma.cc/3LNB-QJ6G.

[69] *Professional Learning*, PEO, https://perma.cc/J9P6-6GJ3.

[70] Id.

The Museum of Australian Democracy provides various curriculum-aligned classroom resources[71] and teacher professional development resources,[72] as well as offering on-site programs and "digital excursions" for students.[73] In addition, the National Electoral Education Centre "offers educational programs about the federal electoral system,"[74] as well as teacher professional learning workshops, classroom activities, and other information for teachers and students, all of which are aligned with the Australian Curriculum.[75]

Other national institutions that provide relevant curriculum-linked resources and programs for students and teachers include the National Museum of Australia,[76] National Portrait Gallery,[77] National Archives of Australia,[78] National Gallery of Australia,[79] the National Library of Australia,[80] the Australian War Memorial,[81] and the Australian Human Rights Commission.[82] Education Services Australia previously maintained a Civics and Citizenship Education website containing resources for students, teachers, and parents;[83] however, it appears that the site has not been updated in recent years.

The federal government operates the Parliament and Civics Education Rebate (PACER) program, which "provides financial assistance to support students' on-site learning about national democratic, historical and cultural institutions in Canberra, the nation's capital."[84] To qualify, schools must be located at least 150 kilometers from Canberra and students must visit "Parliament House, The Museum of Australian Democracy and/or The National Electoral Education Centre and the Australian War Memorial."[85]

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[71] *Classroom Resources*, Museum of Australian Democracy (MOAD), https://perma.cc/DW7E-7SXB.

[72] *Professional Development*, MOAD, https://perma.cc/F7UQ-QFU6.

[73] *Teachers*, MOAD, https://perma.cc/2CJ7-TS22.

[74] *Visit Us*, National Electoral Education Centre, https://perma.cc/CJ6Z-Q2FJ.

[75] *Teacher Resources*, National Electoral Education Centre, https://perma.cc/EV6S-MPNX; *Democracy Rules*, National Electoral Education Centre, https://perma.cc/K3FS-9P4Y; *Get Voting*, National Electoral Education Centre, https://perma.cc/CE4M-WN8Q.

[76] *Learn*, National Museum of Australia, https://perma.cc/3NKW-3UPA.

[77] *Learning Resources*, National Portrait Gallery, https://perma.cc/FST3-R74P.

[78] *Classroom Resources*, National Archives of Australia, Virtual Reading Room, https://perma.cc/QVS6-FBK3.

[79] *Learn: Teachers*, National Gallery of Australia, https://perma.cc/LZR3-GP6V.

[80] *School and Teacher Programs*, National Library of Australia, https://perma.cc/JSH7-LWC7.

[81] *Classroom Resources*, Australian War Memorial, https://perma.cc/A9ZC-YZEX; *Education Programs*, Australian War Memorial, https://perma.cc/JMT9-3UDM; *Professional Development for Teachers*, Australian War Memorial, https://perma.cc/ZJ6M-7S4D.

[82] *Teachers*, Australian Human Rights Commission, https://perma.cc/C6LM-PYBL; *Students*, Australian Human Rights Commission, https://perma.cc/Q92Y-GURE.

[83] *Welcome*, Civics and Citizenship Education, https://perma.cc/2FAQ-L9JK.

[84] *Parliament and Civics and Education Rebate (PACER)*, PACER, https://perma.cc/9Z7A-EZZY.

[85] Id.; *Mandatory Attractions to Visit*, PACER, https://perma.cc/J8N6-6ZCP.

Outside of government, the Constitution Education Fund, established in 1995, is a nonprofit entity that aims to "increase public understanding, awareness and appreciation of the constitutional framework of Australia."[86] The focus of its activities is "civics and citizenship teaching and learning resources curriculum development and application in schools and other education providers."[87] Its projects are funded "through a combination of private philanthropy and government grants."[88]

IV. National Assessment Program for Civics and Citizenship

ACARA is responsible for developing and running the National Assessment Program at the direction of the Education Council.[89] This includes the National Assessment Program for Civics and Citizenship (NAP-CC), which is a test undertaken by sample groups of Year 6 and Year 10 students at three-yearly intervals. The first NAP-CC assessment took place in 2004, and the most recent one was conducted in 2019, with results expected to be available in December 2020.[90] According to ACARA,

> [i]n 2019, the NAP-CC main study was conducted during October and November and, for the first time, incorporated aspects of the Australian Curriculum: History. The assessment was delivered online to a stratified random sample of schools. Approximately 339 Year 6 classes and 324 Year 10 classes, drawn from schools across Australia, participated. In total, approximately 13,250 students sat the assessments.
>
> The online assessment includes practice questions to familiarise students with the types of questions they can expect in the assessment. These include, but are not limited to, multiple choice, short answer and survey questions.[91]

For the NAP-CC assessments, "proficiency scores are grouped into 6 proficiency levels ranging from below 1 (containing the least difficult items) to 5 (containing the most difficult items) each representing an equal range of student ability/item difficulty on the scale."[92] The current NAP-CC assessment framework was published in December 2018, having been revised to ensure alignment with all relevant aspects of the F-10 Australian Curriculum.[93]

The results of the 2016 NAP-CC showed that, at the national level,

> 55 per cent of Year 6 students achieved at or above the proficient standard. This is not significantly different to the percentage achieved nationally in each of the previous cycles of NAP–CC. However, it should be noted that Queensland, South Australia and Western

[86] *About Constitution Education Fund*, Constitution Education Fund, https://perma.cc/94GK-674U.

[87] Id.

[88] Id.

[89] *About*, National Assessment Program (NAP), https://perma.cc/H5S9-ZMX7.

[90] *Civics and Citizenship*, NAP, https://perma.cc/4K72-HTUS.

[91] Id.

[92] *Proficiency Levels – Civics and Citizenship*, NAP, https://perma.cc/9QQM-D8DA.

[93] ACARA, *NAP Civics and Citizenship Assessment Framework* 4 (Dec. 2018), https://perma.cc/468C-FK63.

> Australia recorded significantly higher percentages of students reaching the proficient standard when comparing results with previous cycles.[94]

In addition,

> 38 per cent of Year 10 students achieved at or above the proficient standard. This is significantly lower than the percentage achieved in each of the two previous cycles (44 per cent in 2013 and 49 per cent in 2010). However, this is not significantly different to the percentage achieved in 2007 or 2004. This reflects the general observation that, after an increase in performance recorded in 2010, achievement appears to have fallen to similar levels attained in the first two cycles of NAP–CC.[95]

The then-Minister for Education and Training stated that

> [t]hese results are woeful and should be of serious concern.
>
> They are a stark reminder of the need to ensure our schools are giving students the opportunity and support to learn and expand their knowledge base across the entire spectrum of the curriculum.
>
> Whilst a strong focus on reading, writing and STEM subjects in our schools is obviously essential, students also need to learn the fundamentals to be able to fully participate and contribute to Australian society.
>
> This includes understanding the role our institutions play, how our legal and government systems work and the important events in Australia's history that have helped shape our society as we know it today.
>
> While our country is not without challenges, we need to better appreciate and celebrate our place as one of the world's most successful democracies with virtually unmatched standards of living.
>
> It's precisely for this reason that I'm contacting my state and territory colleagues to ensure these results are on the agenda at our next Education Council meeting so we can develop a joint strategy to lift student performance in this area.[96]

V. Civic Education for Migrants

Most migrants between 18 and 59 years of age who apply for Australian citizenship by conferral are required to take a citizenship test that assesses their English language skills and knowledge of Australia.[97] While there is no preparatory course for the test, the Department of Home Affairs encourages applicants to download and study a booklet titled *Australian Citizenship – Our*

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[94] ACARA, *NAP Sample Assessment: Civics and Citizenship Report – Years 6 and 10 (2016)*, at xv (2017), https://perma.cc/NG9Q-QM5R.

[95] Id. at xvi.

[96] Press Release, Simon Birmingham, Getting the Fundamentals Right for Students (Dec. 13, 2017), https://perma.cc/WZ6E-P3AJ.

[97] *Citizenship Test and Interview: Overview*, Department of Home Affairs, https://perma.cc/XEC9-BQ4F.

Common Bond and to take a practice test.[98] The questions in the citizenship test are based on the "testable section" of the booklet, which covers Australia and its people; Australia's democratic beliefs, rights, and liberties; and government and the law in Australia.[99]

Prior to their departure, people granted refugee visas to travel to and live in Australia are provided with information and advice about the journey, what to expect post-arrival, and about life in Australia.[100] The Australian Cultural Orientation (AUSCO) program covers several units, including an overview of Australia, settlement services, housing, health, money, education, employment, and law. The program is delivered to humanitarian entrants over the age of five years by the International Organization for Migration on behalf of the Department of Home Affairs in four regions of the world.[101]

Within Australia, the Humanitarian Settlement Program "provides support to humanitarian entrants to build the skills and knowledge they need to become self-reliant and active members of the Australian community."[102] Program service providers support migrants in relation to various areas, including employment, education, housing, health, managing money, community participation and networking, justice, and language services.[103] Humanitarian entrants and other permanent resident visa holders are also eligible to receive free English language training through the Adult Migrant English Program.[104]

In December 2017, the Australian Parliament's Joint Committee on Migration published a report on its inquiry into migrant settlement outcomes. The report, titled *No One Teaches You to Become an Australian*, included a recommendation that the AUSCO program "provide at least 100 hours of Australian cultural training including civic and legal education to refugee and humanitarian entrants as well as other migrants who would benefit from this training."[105] The government's response to the report, published in June 2018, supported this recommendation in principle, but

[98] *Citizenship Test and Interview: Prepare for the Test*, Department of Home Affairs, https://perma.cc/MFT8-P35N.

[99] *Citizenship Interview and Test: Read Our Common Bond Booklet*, Department of Home Affairs, https://perma.cc/5W7S-LTD3.

[100] *Australian Cultural Orientation (AUSCO) Program: Overview*, Department of Home Affairs, https://perma.cc/7KDK-N97R.

[101] *Australian Cultural Orientation (AUSCO) Program: About the Program*, Department of Home Affairs, https://perma.cc/9M4B-MCPN.

[102] *Humanitarian Settlement Program*, Department of Home Affairs, https://perma.cc/BKF6-68FB.

[103] Id.

[104] *Adult Migrant English Program (AMEP): About the Program*, Department of Home Affairs, https://perma.cc/R9BS-N9S3.

[105] Joint Standing Committee on Migration, *No One Teaches You to Become an Australian: Report of the Inquiry into Migrant Settlement Outcomes* 37 (Dec. 2017), https://perma.cc/UJ8B-HYBB.

did not set out potential changes to the program or indicate that it would be available to additional migrants.[106]

[106] Australian Government, *Australian Government Response to the Joint Standing Committee on Migration Inquiry into Migrant Settlement Outcomes: No One Teaches You to Become an Australian* Recommendation 3 (June 2018), https://perma.cc/KN66-D9UC.

Brazil

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SUMMARY A decree-law enacted in 1969 during the military dictatorship period made moral and civic education mandatory in Brazil. In 1993, a federal law revoked the decree-law and declared that educational institutions and the respective educational systems had the discretion to incorporate the subject in the area of human and social sciences. The guidelines and bases for national education state that the curriculum of elementary, middle, and high schools must have a common national base and must include the study of, among other things, the social and political system in Brazil. Currently, the Ministry of Education is discussing the return of civic education to the school curriculum.

I. Historical Background

During the military dictatorship that occurred in Brazil between 1964 and 1985,[1] the Ministers of the Navy, Army, and Air Force, using the powers conferred on them by article 1 of Institutional Act No. 12 of September 1, 1969,[2] combined with article 2(§ 1) of Institutional Act No. 5 of December 13, 1968,[3] issued Decree-Law No. 869 of September 12, 1969,[4] which provided for the inclusion of moral and civic education as a mandatory subject, in schools of all grades and modalities, of Brazil's educational system.[5]

A. Decree-Law No. 869 of September 12, 1969

Article 2 of Decree-Law No. 869 stated that moral and civic education, based on national traditions, aimed to:

> a) the defense of the democratic principle, through the preservation of the religious spirit, the dignity of the human person and the love of freedom with responsibility, under the inspiration of God;
>
> b) the preservation, strengthening and projection of the spiritual and ethical values of nationality;
>
> c) the strengthening of national unity and the feeling of human solidarity;
>
> d) the cult of the Homeland, its symbols, traditions, institutions and the great figures of its history;

[1] *Ditadura Militar, Atlas Histórico do Brasil*, FGV CPDOC, https://perma.cc/3973-FF7Z.

[2] Ato Institucional No. 12, de 1 de Setembro de 1969, https://perma.cc/K5UA-PF88.

[3] Ato Institucional No. 5, de 13 de Dezembro de 1968, https://perma.cc/P97W-38JC.

[4] Decreto-Lei No. 869, de 12 de Setembro de 1969, https://perma.cc/N9S2-5PTV.

[5] Id. art. 1.

> e) the improvement of character, with support in morals, in dedication to the community and the family, seeking to strengthen it as a natural and fundamental nucleus of society, the preparation for marriage and the preservation of the bond that constitutes it;
>
> f) understanding of the rights and duties of Brazilians and knowledge of the country's socio-political and economic organization;
>
> g) preparing citizens for the exercise of civic activities based on morals, patriotism and constructive action, aiming at the common good; [and]
>
> h) the cult of obedience to the Law, fidelity to work and integration in the community.[6]

The philosophical bases that article 2 of Decree-Law No. 869 deals with, should motivate:

> a) action in the respective disciplines, of all teachers, public or private, with a view to the formation of the student's civic conscience;
>
> b) the educational practice of morals and civility in educational establishments, through all school activities, including the development of democratic habits, youth movements, studies of Brazilian problems, civic acts, extracurricular activities and parental guidance.[7]

B. Law No. 8,663 of June 14, 1993

Law No. 8,663 of June 14, 1993, revoked Decree Law No. 869 of September 12, 1969,[8] and declared that the workload assigned to the disciplines of moral and civic education, social and political organization of Brazil and studies of Brazilian problems, in the curriculum of elementary, middle, and higher education, as well as its objective of forming citizenship and knowledge of the Brazilian system must be incorporated, at the discretion of the educational institutions and the respective educational systems, to the disciplines in the area of human and social sciences.[9]

II. Guidelines and Bases for National Education

Law No. 9,394 of November 20, 1996, establishes the guidelines and bases for national education.[10] According to article 2, education is a duty of the family and the State, and it is inspired by the principles of freedom and the ideals of human solidarity and aims at the full development of the student, his preparation for the exercise of citizenship, and his qualification for work. [11]

[6] Id. art. 2.

[7] Id. art. 2 (sole para.).

[8] Lei No. 8.663, de 14 de Junho de 1993, art. 1, https://perma.cc/YTQ7-3AN4.

[9] Id. art. 2.

[10] Lei No. 9.394, de 20 de Dezembro de 1996, https://perma.cc/9DN4-KD3X.

[11] Id. art. 2.

School education consists of:

> I - basic education, formed by elementary school (educação infantil), middle school (ensino fundamental) and high school (ensino médio);
>
> II - higher education.[12]

The verification of school performance, at middle and high school levels, must have a continuous and cumulative assessment of the student's performance, with the prevalence of qualitative aspects over quantitative ones and of the results along the period over those of eventual final exams.[13]

The curriculum of elementary, middle, and high schools must have a common national base, to be supplemented, in each education system and in each school establishment, by a diversified component, required by the regional and local characteristics of the society, culture, economy and students.[14] The curriculum must include the study of the Portuguese language and mathematics, and knowledge of the physical and natural world and the social and political system, especially in Brazil.[15]

Article 27 defines the guidelines for the preparation of the content of the curriculum of basic education, which includes, among other things, the dissemination of values fundamental to society, and the rights and duties of citizens, with respect for the common good and the democratic order.[16]

III. Initiative to Restore Nationally Mandated Civic Education

On June 28, 2019, Brazilian Vice-President and former army general Hamilton Mourão was quoted as saying that the government must promote the return of moral and civic education to the school curriculum and that the subject is under discussion at the Ministry of Education.[17] Mourão further stated that he studied in the United States during his adolescence and there was, according to him, a discipline similar to moral and civic education, adding that it is not something related to a specific ideological field. "I saw a subject called civics, which was exactly teaching the Constitution, formation of nationality, all the things that were taught in moral and civic education. This is not something of the right or of the left, this is education," he said.[18]

[12] Id. art. 21.

[13] Id. art. 24(V)(a).

[14] Id. art. 26.

[15] Id. art. 26(§ 1).

[16] Id. art. 27(I).

[17] Marcelo Brandão, *Mourão Diz que Retorno do Ensino de Educação Moral e Cívica é Avaliado*, Agência Brasil (June 28, 2019) (emphasis added), https://perma.cc/64CM-DSPE.

[18] Id.

Canada

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SUMMARY In Canada, each province and territory has established legislation, policies, codes of conduct, programs, curricula, and practices for an elementary and secondary education system. Civic education and literacy is primarily regulated by provincial curriculum documents and school code of conducts. Civic and citizenship education can be found in primary and secondary schools in most provinces in Canada and appears to take place primarily in social studies, history, and geography classes. In secondary school, some provinces (including Ontario, British Columbia (BC), and Québec) have created separate civics or citizenship courses. The civics and citizenship courses in Ontario and Québec are compulsory, while BC's civics course is an elective. Ontario introduced its half-credit grade 10 course in September 2000. In 2013, Ontario adopted a Citizenship Education Framework to provide general curriculum guidance on the inclusion of citizenship education from K to 12, not only in social studies, history, and geography, but in many other subjects.

I. Overview of the State of Civic Education

Under section 93 of the Canada's Constitution Act, 1867, exclusive legislative responsibility for the subject of education is granted to the provinces.[1] There is "no federal department of education and no integrated national system of education."[2] In the 13 provincial and territorial jurisdictions, "departments or ministries of education are responsible for the organization, delivery, and assessment of education at the elementary and secondary levels. Each province and territory has established legislation, policies, programs, curricula, and practices for an elementary and secondary education system that best reflects the history, culture, and learning needs of its population."[3] Each province and territory has its own Education Act,[4] which typically regulates the education system (Kindergarten through Grade 12 education). Under these acts, provincial ministers of education have the power to issue education standards, curriculum guidelines, and establish a code of conduct governing school behavior, which can include provisions on civic and citizenship education.

In terms of citizenship education curriculum, all provinces and territories include this subject area in elementary and secondary education and, although there are similarities in the approaches, there are also important differences between the jurisdictions. According to one scholar, "[t]here

[1] Constitution Act, 1867, 30 & 31 Victoria, c. 3 (U.K.), § 93, https://perma.cc/YSQ4-N7NQ.

[2] *Overview*, Council of Ministers of Education, Canada, https://perma.cc/3K2F-CEBY.

[3] Id.

[4] For example, Ontario's Education Act states that one of the purposes of the code of conduct is to "[t]o promote responsible citizenship by encouraging appropriate participation in the civic life of the school community." Education Act, R.S.O. 1990, c. E.2, § 301(2), https://perma.cc/33D4-3RKB.

is little history of working together on national educational matters in Canada and policy reform remains predominantly embedded under provincial/territorial jurisdiction."[5]

II. Federal Civic Education Programs

A. Schools

One report notes that "[t]he federal government supports civic literacy programming indirectly through different departments, including Canadian Heritage. Teachers' organizations, unions, and foundations fund non-profit and for-profit organizations to do in-school and out-of-school education for youth."[6] The report also highlights a few examples:

- CIVIX, a charity that works within schools to increase civic literacy among Canada's youth. Their model is to partner with school boards and train individual teachers.
- The Library of Parliament, which offers the Teacher's Institute to allow working teachers to learn from experts and develop strategies for teaching democracy, governance, and citizenship.
- Forum for Young Canadians, which brings high schoolers to Ottawa to learn about how democracy works.[7]

Elections Canada has recently developed new civic education resources for secondary students that is linked to provincial and territorial curricula and teaching methods and is meant to "contribute to democracy education across Canada."[8] According to Elections Canada, teachers can "access these resources online or order them for free" and they can be used in different classes, including "social studies, history, geography and math."[9] The new lessons are "inquiry-based, designed around activities that spark students' reflection and discussion. They have been designed to promote student-centred learning with rich content, such as maps and videos, combined with hands-on, interactive learning."[10] Some of the lesson topics include voting rights through time, interpreting data on voter turnout, effects of voting, looking at active citizenship through case studies, and an election simulation toolkit.[11]

[5] Mark Evans, *Comparative Insights on Civics and Citizenship Education and Curriculum: A View from Canada*, in *Civics and Citizenship Education in Australia: Challenges, Practices and International Perspectives* 195 (Andrew Peterson & Libby Tudball eds., 2017).

[6] The Samara Centre for Democracy, *Investing in Canadians' Civic Literacy: An Answer to Fake News* 11 (Jan. 30, 2019), https://perma.cc/GCM4-TS3J.

[7] Id.

[8] *Backgrounder: New Civic Education Resources for Secondary Students*, Elections Canada, https://perma.cc/M2SB-EGV2.

[9] Id.

[10] Id.

[11] Id.

B. Immigrants

Teaching of citizenship concepts for immigrants is primarily done through government-funded organizations, service providers, community centers, and settlement agencies.[12] The Language Instruction for Newcomers (LINC) and Adult English as a Second Language (ESL) programs, funded by Immigration, Refugees and Citizenship Canada (IRCC), provide free language courses but also "facilitate the process of settlement and acculturation."[13] This includes instruction for citizenship test preparation classes based on content from *Discover Canada: The Rights and Responsibilities of Citizenship*, a study guide funded and developed by Citizenship and Immigration Canada.[14] The course is not mandatory and immigrants can prepare for the test on their own.[15]

III. Provincial and Territorial Civic Education

A. Development of Civic Education

In Canada, there has been a "longstanding concern since at least the 1960s . . . about the low level of civic knowledge and understanding among young people."[16] In the 1970s, "increased attention was given to Canadian Studies, and in the 1980s, curricula aimed to develop students' acceptance of inclusion and multiculturalism and their support of global citizenship and the environment."[17]

According to some education and learning experts, from the late 1990s onwards, a number of issues and "contextual pressures" like "globalization, issues of inclusion and exclusion, the rise of populist nationalism, increasing attention to Canada's enduring colonial legacy and the Truth and Reconciliation Commission of Canada" provoked "ongoing conversations about citizenship and its purposes and practices in Canada."[18]

In the late 1990s and early 2000s, each provincial ministry of education implemented civic education programs and conducted civic education curriculum reform. One journal article describes some their characteristics as follows:

> A growing trend for education policy makers in the 2000s was to expand citizenship beyond traditional civics classes with programs promoting character, volunteerism, and

[12] *Citizenship Test Preparation Classes*, Peel Immigration, https://perma.cc/LG2Q-ZEBJ.

[13] Toronto Catholic District School Board, *Citizenship Resource: A Classroom Resource for Teaching Citizenship Topics to Adult English Language Learners* 1 (2010), https://perma.cc/6QNF-Z739.

[14] Id.

[15] *Prepare for the Citizenship Test and Interview*, Immigration and Citizenship Canada, https://perma.cc/738C-PTCP.

[16] Ian Davies & John Issitt, *Reflections on Citizenship Education in Australia, Canada and England*, 41(4) Comp. Educ. 389, 393 (2005).

[17] Catherine Broom et al., *Citizenship Education in Canada, Past and Present*, in *Youth Civic Engagement in a Globalized World* 17 (2017).

[18] Mark Evans et al., *Youth Civic Engagement and Formal Education in Canada: Shifting Expressions, Associated Challenges*, in *The Palgrave Handbook of Citizenship and Education* 6 (A. Peterson et al. eds., 2019).

> healthy living and community values. While almost all courses are compulsory or may serve as compulsory courses, the units and themes differ from a focus on strands of citizenship (Ontario) to contemporary political eras (Quebec) to variations on the role of Canada (Prince Edward Island).[19]

There appears to have been a gradual shift towards pushing students to be "active" citizens. There was a transition "from a focus on engagement primarily as personal and social responsibility and learning about formal political structures and processes as they are more so than what they could be towards characterizations that encourage more active and critical expressions of engagement through public issues, community service, and other more informal and participatory expressions of engagement."[20]

In more recent citizenship education curricula, "[m]ore social justice and transformative notions of citizenship education are found, in limited form."[21] There is more focus on some of the emerging themes like "cultural diversity and pluralism, issues of social justice and equity, indigeneity education, democratic engagement with conflict, global interdependence."[22] Another article describes these curricular themes in civic education as follows:

> These aim to have students understand the injustices various groups have suffered in Canada's past and present and to actively work to address these injustices. For example, some curricula recognize the injustices suffered by Aboriginal peoples as a result of colonial and post-colonial policies and racism.[23]

B. Role of Curriculum and Codes of Conduct

Provincial governments "fund the education of children, including civic education curricula," doing so "in various ways and at various schooling levels."[24] Both curriculum guidelines and behavioral codes of conduct have played a "central role in educators' definitions of "civic literacy.""[25] According to one report:

> - School curriculum directs teachers' pedagogical methods and establishes required knowledge, skills and effective goals for classroom work. It is available to educators and the community in hard copy and on government websites.
> - Behavioural "codes of conduct," part of most citizenship and civic education programs, aim to provide a safe and respectful learning environment. Each code of

[19] Henry Milner & J.P. Lewis, *It's What Happens on the Front Lines of Civic Education Policy that Matters: Reflections on a Natural Experiment on Youth Turnout in Ontario*, 5(2) Can. Pol. Sci. Rev. 136, 137 (2011), https://perma.cc/NCX4-4JFA.

[20] Evans et al., supra note 18, at 7.

[21] Broom et al., supra note 17, at 17.

[22] Evans et al., supra note 18, at 7.

[23] Broom et al., supra note 17, at 18.

[24] The Samara Centre for Democracy, supra note 6, at 13.

[25] Id.

> conduct is generally outlined in support documents and often reinforced through legal means as an "Act."[26]

Another citizenship teaching and learning expert notes "[c]itizenship education goals are also prominent in the policies shaping social interaction in schools, especially safe schools and discipline regulations, extra-curricular character education and community service initiatives, and mechanisms for student participation in school governance."[27]

C. Provincial Civic Education Courses

Civic education and literacy can be found in primary and secondary schools in most provinces in Canada and appears to take place primarily in social studies, history, and geography classes. However, one author notes that "threads of citizenship education are becoming more noticeable across a broader range of school subjects and in cross-curricular policy documents in various educational jurisdictions."[28]

Most provinces do this by incorporating "citizenship" as a unit of study or learning outcomes in different grade levels:

> Nova Scotia, includes a "Citizenship Outcomes" unit of study in grade three, and a "Citizenship" unit in grade eight. Both units fall under Social Studies and focus on understanding the structure of government and the rights and responsibilities of citizens. Alberta has a similar approach to incorporating citizenship education into Social Studies, but lists citizenship learning as a general outcome at the grades one, five, six, and nine levels. In Manitoba, there are specific learning outcomes related to citizenship at each grade level. In addition, in Grade 9 there is a cluster (grouping of specific learning outcomes) that is a study of democracy and governance in Canada. This cluster focuses mostly on understanding responsibilities and rights of different groups of citizens in Canada. Manitoba has also recently introduced a new grade 12 course: "Global Issues: Citizenship and Sustainability." This course is unique as it works to consolidate learning across disciplines to empower students as agents of change for a sustainable and equitable future. However, since social studies in not obligatory in Grade 12 in Manitoba, this course is an elective.[29]

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[26] Kristina R. Llewellyn, *The State and Potential of Civic Learning in Canada: Charting the Course for Youth Civic and Political Participation* 28 (CPRN Research Report, June 2007), https://perma.cc/4S9D-JQ4K.

[27] Kathy Bickmore, *Citizenship Education in Canada: 'Democratic' Engagement with Differences, Conflicts and Equity Issues?*, 9(3) Citiz. Teaching & Learning 257, 258 (2014).

[28] Evans, supra note 5, at 195.

[29] Deloitte & Learning for a Sustainable Future, *Ready or Not? Preparing Youth for 21st Century Responsible Citizenship* 5 (2012), https://perma.cc/AQW9-RNN3.

Some provinces, including Ontario, British Columbia (BC),[30] and Québec, have created separate civics or citizenship courses.[31] The civics and citizenship courses in Ontario and Québec are compulsory, while BC's civics course is an elective.[32] Ontario appears to be the only province with a distinct civics course as a half-credit course, while the Quebec course combines history and citizenship education.

Civic literacy-related courses that are compulsory for high school graduation in each province or territory include the following:

- Alberta: Grade 10-12 Social Studies
- British Columbia: Grade 10, 11 or 12 Social Studies
- Manitoba: Grade 9 Canada in the Contemporary World, Grade 10 Geographic Issues of the 21st Century, Grade 11 History of Canada
- New Brunswick: Grade 11 Modern History
- Newfoundland and Labrador: Grade 10 Canadian History, Grade 10 Canadian Geography, Grade 10 Social Studies, Grade 11 NL Studies, Grade 11 Labrador Inuit Society and Culture, or Grade 11 Mi'kmaq Studies, Grade 11 World Geography or World History
- Northwest Territories: Grade 10 Social Studies, Grade 10 Northern Studies, Grade 11 Social Studies
- Nova Scotia: Grade 11 African Canadian Studies, Grade 11 Canadian History, Grade 11 Gaelic Studies, Grade 11 Études acadiennes, or Grade 10 Mi'kmaq Studies, Grade 12 Global Geography, Global History, or Global Politics
- Nunavut: Grade 10 Inuuqatigiitsiarniq (Seeking Harmony), Grade 10 and 11 Aulajaaqtut (Social Studies)
- Ontario: Grade 9 Canadian Geography, Grade 10 Canadian History, Grade 10 Civics half-course

[30] In BC, for example, the provincially prescribed curriculum, the Integrated Resource Package (IRP) for Civic Studies 11, states the following aims of the course:

> The aim of Civic Studies 11 is to enhance students' abilities and willingness to participate actively and responsibly in civic life. Civic Studies 11 offers opportunities for students to deliberate individually and with others on civic matters—local to global—for the purpose of becoming informed decision makers empowered in civic action. The course is intended as a study in civics, where the study about civics is a means to that end. Civic Studies 11 offers opportunities for students to form reasoned views on issues, and to participate in socially relevant projects and real-life learning for the purpose of developing civic mindedness. This course enables students to relate their learning in school to their civic duties and expectations, enhance their sense of membership in society, and increase their ability to take more active roles as citizens of Canada and the world. (British Columbia Ministry of Education, *Civic Studies 11 Integrated Resource Package 2005*, at 11, https://perma.cc/JHN9-ZLCN.)

[31] Bickmore, supra note 27, at 258.

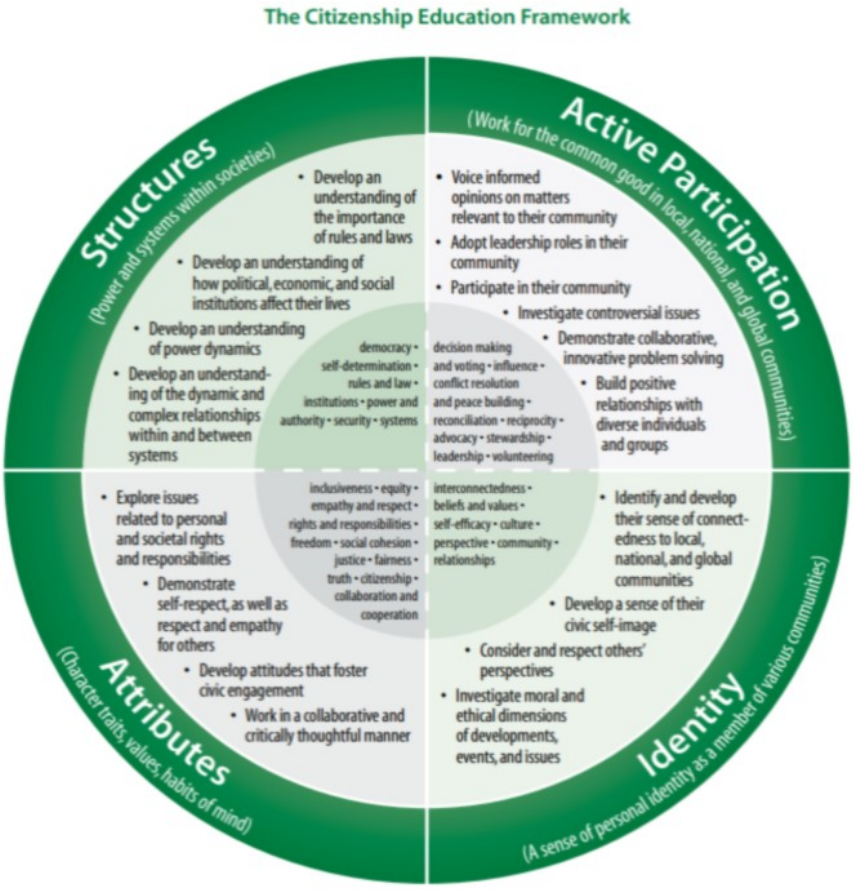
[32] Catherine Broom, *Social Studies in Three Canadian Provinces: A Comparative Exploration*, 44(1) Comp. & Int'l Ed. (2015), https://perma.cc/7XRT-TYTU.

- Prince Edward Island: Two Social Studies courses from grades 10 to 12 required, one of which must include Canadian content
- Quebec: Secondary IV (Grade 10) History and Citizenship Education
- Saskatchewan: Grade 10 Social Studies, History, or Native Studies, Grade 11 Social Studies, History, or Native Studies Yukon, Grade 10 Social Studies, Grade 11 Social Studies, Grade 11 Canadian Civics, or Grade 12 Yukon First Nations Studies[33]

D. Ontario's Civic and Citizenship Curriculum

1. Citizenship Education Framework

In 2013, a Citizenship Education Framework was introduced in Ontario to "provide general curriculum guidance (K-12)" to "bring citizenship education to life, not only in Social Studies, History, and Geography, but in many other subjects as well."[34]



Source: Ontario Ministry of Education, *The Ontario Curriculum Grades 9 and 10: Canadian and World Studies* 10 (rev. 2018).

[33] The Samara Centre for Democracy, supra note 6, at 20.

[34] Evans et al., supra note 18, at 8.

Four main themes or elements of citizenship education are highlighted in the Framework: "(1) active participation (work for the common good in local, national, and global communities), (2) identity (a sense of personal identity as a member of various communities), (3) attributes (character traits, values, and habits of mind), and (4) structures (power and systems within societies)."[35] The Framework is "complemented by a range of core learning goals and specific topics for each grade and subject."[36]

The second circle in the figure above sets out the "ways in which students may develop the knowledge, skills, and attitudes associated with responsible citizenship."[37] Teachers are required to "ensure that students have opportunities to develop these attitudes, understandings, and practices" as they work to achieve the expectations in the subjects that make up the curriculum (and those in other subjects as well).[38] The innermost circle of the figure lists a number of terms and topics that are related to citizenship education:

> Teachers may focus on these terms/topics when making connections between citizenship education and expectations in the Canadian and world studies curriculum as well as those in other curriculum documents. In the figure, each term/topic in the innermost circle is connected to a specific element within the framework. However, it is important to note that, in practice, a term can be applied to more than one element – as the dotted lines imply – and that a number of terms may be woven together in a unit that incorporates citizenship education.[39]

Experts note also that "[t]his deepening attention to civic engagement has also been evident in broader system-wide policy documents such as *Achieving Excellence: A Renewed Vision for Education in Ontario* where creating 'actively engaged citizens' is identified as a fundamental purpose of Ontario's schools."[40]

2. Grade 10 Citizenship Civic Course

As noted earlier, Ontario introduced civics in September 2000 as a "compulsory half credit course to be taken in grade 10 (secondary school)."[41] When it was introduced, "[t]he broad purpose [was] described as that which allows young people to develop their understanding following separate history and geography courses (each worth 2 credits). The province has declared that 'The Grade 10 Civics course rounds out students' understanding of the individual's role in society by teaching them the fundamental principles of democracy and responsible citizenship.'"[42]

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[35] Id. at 9.

[36] Id.

[37] Ontario Ministry of Education, *The Ontario Curriculum Grades 9 and 10: Canadian and World Studies* 9 (rev. 2018), https://perma.cc/3SR7-2B27.

[38] Id.

[39] Id.

[40] Evans et al., supra note 18, at 9.

[41] Davies & Issitt, supra note 16, at 397.

[42] Id.

In 2013, there was a realignment of "elementary and secondary curriculum through a common vision and unified goals,"[43] which is included in the revised Grade 9 to 12 Canadian and world studies curriculum:

> The social studies, history, geography, and Canadian and world studies programs will enable students to become responsible, active citizens within the diverse communities to which they belong. As well as becoming critically thoughtful and informed citizens who value an inclusive society, students will have the skills they need to solve problems and communicate ideas and decisions about significant developments, events, and issues.[44]

The curriculum also includes information on the Grade 10 Civics and Citizenship course:

> The Grade 10 course Civics and Citizenship focuses on civics, a branch of politics that explores the rights and responsibilities of citizens, the processes of public decision making, and ways in which citizens can act for the common good within communities at the local, national, and/or global level. By focusing on civics and citizenship education, this course enables students to develop their understanding of what it means to be a responsible citizen and to explore various elements of the citizenship education framework. Civics and Citizenship provides opportunities for students to investigate issues of civic importance, the roles of different levels of government in addressing these issues, and how people's beliefs and values affect their positions on these issues. Students will analyse the roles, responsibilities, and influence of citizens in a democratic society and explore ways in which people can make a difference in the various communities to which they belong. Students are encouraged to clarify their own beliefs and values relating to matters of civic and political importance and to explore ways in which they can respond to these matters. Civics and Citizenship introduces students to the political inquiry process and the concepts of political thinking. Students will develop ways of thinking about civics and citizenship education through the application of these concepts and will use the political inquiry process as they gather, interpret, and analyse data and information relating to issues of civic importance. Students will make informed judgements and draw conclusions about these issues and will develop plans of actions to address them. This course supports the further study of politics in Grades 11 and 12.[45]

3. Compulsory Community Service

In 1999, as part of *Grades 9 to 12: Program and Diploma Requirements, 1999 (OSS)*,[46] "every student who begins secondary school during or after the 1999–2000 school year must complete a minimum of 40 hours of community involvement activities as part of the requirements for an Ontario Secondary School Diploma (OSSD)."[47] The purpose of the community service requirement is to "encourage students to develop awareness and understanding of civic

[43] Ardavan Eizadirad, *Be a Good Citizen or Else! Neoliberal Citizenship and the Grade Six 2013 Revised Ontario Social Studies Curriculum*, in *Critical Schooling: Transformative Theory and Practice* 201, 205 (2019).

[44] Ontario Ministry of Education, supra note 37, at 6.

[45] Id. at 12.

[46] This document was later consolidated into Ontario Ministry of Education, *Ontario Schools, Kindergarten to Grade 12: Policy and Program Requirements, 2016* (OS) ¶ 6.1.4. (2016), https://perma.cc/U7TJ-457T.

[47] *Policy/Program Memorandum No. 124a*, Ontario Ministry of Education, https://perma.cc/RFP3-F4GN.

responsibility and of the role they can play and the contributions they can make in supporting and strengthening their communities."[48]

IV. Effectiveness of Civic Education Programs

A report by Deloitte notes that there is little evidence that the introduction of a mandatory half-credit civics course along with a "graduation requirement of 40 hours of community service" in Ontario has led to any "increase in civic engagement, as voter participation in recent graduates has continued to decrease."[49] The report references a 2011 journal article that looked at youth turnout in the 2004 and 2006 Canadian federal elections to "investigate what, if any, effect can be found of Ontario's introduction of a compulsory Grade 10 Civics course in 2000."[50] The article found that "changing the curriculum in itself does not appear to have the desired results," and concluded that, "in practice, any lasting effect of civic education upon youth political participation rests on the effectiveness of front-line implementation."[51]

Another article highlights some of the issues and challenges despite the implementation of curricular reform in civic education across Canada:

> While an increasing commitment to civic engagement in education policy across Canada is evident, a variety of concerns have been voiced. Provincial policy guidance is often viewed as strong in rhetoric but vague in terms of what goals are to be given priority and/or what depth of coverage is expected. Such uncertainty, coupled with teachers' considerable autonomy in how curriculum is interpreted, leaves teachers to choose what types of civic learning are experienced by students. Consequently, learning experiences remain uneven and fragmented. Learning intentions that intersect with understandings and practices of civic engagement such as identity, power, social justice, and controversial issues are given low priority and are often avoided and/or omitted in practice altogether.[52]

Another problem highlighted in the report is that although "a variety of classroom, schoolwide, and community-based resources have been developed by educators that support more informal and participatory civic learning experiences,"[53] the widespread implementation of such approaches have been limited.

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[48] Id.

[49] Deloitte & Learning for a Sustainable Future, supra note 29, at 5.

[50] Milner & Lewis, supra note 19, at 136.

[51] Id.

[52] Evans et al., supra note 18, at 9.

[53] Id. at 10.

Chile

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SUMMARY Civic education has been conceived in Chile as a central aspect in the comprehensive development of students. Basic education, under the General Law on Education, has among its goals the development of the knowledge, skills, and attitudes that allow all students to conduct themselves according to the values and norms of peaceful civic coexistence, with knowledge of their rights and responsibilities, and able to make commitments to themselves as well as others. Ley 20911 on Citizenship Formation requires all educational institutions to provide critical, responsible, and respectful citizenship training to all students. Civic education is mandatory for the third and fourth grades in high school. The Ministry of Education also provides for the training of teachers on civic education.

I. Introduction

The Chilean government promotes civic education as a means to develop citizens who are informed, thoughtful, engaged, and prepared to face the challenges of the 21st century.[1] According to the Education Quality Agency within the Ministry of Education, the country's broad view of quality education recognizes citizen training as a central aspect in the comprehensive development of students.[2]

The Education Quality Agency included in its 2016-2020 Evaluation Plan the First National Study of Citizen Training (FNCTS), in which a representative sample of students from all over the country participated.[3]

FNCTS measured eighth grade students' civic knowledge, democratic attitudes, and their willingness to participate as citizens.[4] In addition to determining the learning level achieved, the study highlighted the importance of debates in classrooms, the level of peaceful coexistence, and the role of families in this key dimension of comprehensive training.[5]

The FNCTS results on each tested topic were as follows:

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[1] *Estudios Nacionales – Evaluación Sumativa del Sistema Nacional de Evaluaciones de Aprendizaje, Plan de Evaluaciones 2016-2020 el Primer Estudio Nacional de Formación Ciudadana*, Agencia de Calidad de la Educación, Ministerio de Educación, https://perma.cc/RM94-6HET.

[2] Id.

[3] Id.

[4] Id.

[5] Id.

- Civic Knowledge: Seven out of 10 students are aware that voting in an informed way is part of a responsible citizen's participation.[6] The FNCTS also showed significant gaps among different gender and socioeconomic groups. Women scored 506 points on average in the test, while men scored 465 on average.[7] Students from schools in high socioeconomic groups scored an average of 532 points, while students from schools in low socioeconomic groups scored 433 points on average.[8]
- Democratic Attitudes and Values: Eight out of 10 students show favorable attitudes toward gender equality and immigrants, ethnic minority groups, and sexual diversity. The vast majority of eighth grade youth respect and value diversity in a democratic society.[9] In the assessment of democracy, most students agree with its principles, such as freedom of expression, equality, and the conviction that it is the best form of government ensuring people's participation. However, it is worrying that one-third of students do not consider democracy to be the best form of government.[10] Regarding the peaceful resolution of conflicts in a democratic society, the majority of the students agree that peace is only achieved through dialogue and negotiation. However, approximately one-third of students disagree with this statement and believe that violence or physical force are means to achieve what you want.[11]
- Willingness to participate: Students in the eighth grade are highly disposed to participate, when compared to their parents' disposition. In terms of formal participation, 7 out of 10 students indicate that when they become adults, they will probably or surely vote in municipal or presidential elections.[12] Despite this high expectation of participation, in this dimension of citizen training, gaps are also observed according to the socioeconomic group, especially in relation to expectations of formal participation. For example, 9 out of 10 students in high socioeconomic group schools say that they expect to vote in presidential elections when they are adults, while only 6 in 10 students in low socioeconomic group schools are likely to have that expectation.[13]

At the international level, Chile participated in the 2015-2016 International Civic and Citizenship Education Study (ICCS), an international study organized by the International Association for the Evaluation of Educational Achievement (IEA), aimed at assessing the level of civic education in students in the eighth grade of elementary education.[14] The ICCS was conducted in Chile in 2015 with the participation of 5,081 students throughout the country.[15]

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[6] Id.

[7] Id.

[8] Id.

[9] Id.

[10] Id.

[11] Id.

[12] Id.

[13] Id.

[14] *Estudio Internacional de Formación Cívica y Educación Ciudadana* [*International Civic and Citizenship Education Study* (*ICCS*)] *2016* 5, IEA, https://perma.cc/6FSW-8PHM.

[15] Id. at 9.

The results of the study show that Chile performs below the 500-point average international minimum on civic education.[16] It also shows that its performance has been remained constant between 2009 and 2016.[17]

II. National Law Addressing Civic Education

The Ley General de Educación (LGE)[18] provides that basic education has among its goals the development of the knowledge, skills, and attitudes that allow all students to conduct themselves according to the values and norms of peaceful civic coexistence, with knowledge of their rights and responsibilities, and able to make commitments to themselves as well as others.[19]

The LGE empowers the Minister of Education (ME) to propose curriculums, study programs, and quality standards, providing support to educational institutions for their implementation.[20] The National Education Council (NEC), a specialized institution within the Ministry of Education, has the authority to approve the bases, plans, and quality standards proposed by the ME.[21]

The NEC is made up of prominent academics, teachers, university representatives, and education professionals appointed by the President of the Republic.[22]

In furtherance of the LGE mandate, the Plan de Formación Ciudadana (PFC) (Citizen Training Plan), enacted under Ley 20911 on Citizenship Formation,[23] requires all educational institutions to provide critical, responsible, and respectful citizenship training to all students.[24]

Ley 20911 provides that the Ministry of Education is the authority in charge of advising educational communities on the drafting of their citizen training plans and providing the necessary educational guidelines and resources for managers and teachers to add citizenship training and civic education to teacher training curriculums.[25]

Educational institutions recognized by the State are required to include a PFC in the kindergarten, basic, and middle schools, in order to provide students with the necessary preparation to lead a

[16] Id. at 14.

[17] Id. at 16.

[18] Ley 20370 General de Educación, Diario Oficial [D.O.] Sept. 12, 2009, revised text 2019, https://perma.cc/ZQ76-7A8D.

[19] Id. art. 29.1.c.

[20] Id. art. 31.

[21] Id.

[22] Id. art. 55.

[23] Ley 20911, Formación Ciudadana, D.O. Apr. 2, 2016, https://perma.cc/A6PT-XVPN.

[24] Formación Ciudadana, Ministerio de Educación, https://perma.cc/ZC75-YMT4.

[25] Id.

responsible life in a free society and be oriented toward overall personal improvement, as the foundation of the democratic system, social justice, and progress.[26]

The PFC should also aim at the formation of citizens with values and knowledge to promote the development of the country, and with a vision of the world centered on the human being, as part of a natural and social environment.[27]

The PFC should meet the following goals:

- Promote the understanding and analysis of the concept of citizenship and the rights and duties associated with it, within a democratic society, aimed at forming active citizens;
- Encourage students to exercise critical, responsible, respectful, open, and creative citizenship;
- Promote the knowledge, understanding, and analysis of the meaning of the rule of law; local, regional and national institutions; and the formation of civic virtues in students;
- Promote the knowledge, understanding, and commitment of students of constitutional human rights principles and principles recognized by international treaties to which Chile is a party;
- Promote the knowledge, understanding, and commitment of students to the human rights protected under the Political Constitution and the international treaties to which Chile is a party;
- Encourage students to value social and cultural diversity;
- Encourage students to participate in topics of public interest;
- Guarantee the development of a democratic and ethical culture at educational institutions;
- Promote a culture of transparency and integrity; and
- Promote tolerance and pluralism among students.[28]

The PFC must also consider the implementation of curricular planning, reinforcing the development of citizenship, ethics, and a democratic culture in the different subjects of the school curriculum; and the organization of workshops and extracurricular activities, in which there is an integration with and feedback from the educational community.[29]

The PFC has to provide for the training of teachers and managers in relation to the objectives and content established by Law 20911 as well as the development of school activities to promote a culture of dialogue and healthy school coexistence.[30]

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[26] Id.

[27] Id.

[28] Id.

[29] Id.

[30] Id.

Civic education is mandatory for the third and fourth grades in high school.[31]

The curriculum on civic education includes instruction on the individual, the family, society, democracy, the Constitution, the State, and the lawmaking process.[32]

Starting in 2019, citizenship instruction became a single course. Before then, civic education had been taught as part of other courses since 1997.[33]

Each educational institution may freely set the content of its PFC, in accordance with the provisions of the preceding paragraphs, with the curricular bases approved by the National Council of Education in mind, in accordance with the provisions of article 31 of the Decree with force of law No. 2, of 2009, of the Ministry of Education.

In order to promote the adequate implementation of a PFC, it may be included in the institutional educational project of the establishment or in its educational improvement plan, as provided by the school.

The PFC is required to be public. The director of the school will make it known at the beginning of each year to the school board and will consult with the board on the modifications that must be made to perfect it.

The Ministry of Education will be responsible for supporting educational providers and establishments in the development of their respective plans upon their request. Likewise, the Ministry will make curricular orientations, examples of educational plans, and resources available to the school system in order to facilitate their implementation.

The Ministry of Education, within the framework of its powers, also will promote the incorporation of citizen training and civic education in initial teacher training.[34]

[31] Decreto Exento 0876 Aprueba Planes de Studio de Educación Media, en Cursos y Asignaturas que Indica, D.O. Sept. 24, 2019, https://perma.cc/M9NY-JYU7.

[32] Biblioteca del Congreso de Chile, *Guia de Formación Cívica 2018*, https://perma.cc/X8UG-JMCT.

[33] Biblioteca del Congreso, *A Partir de 2019 Formación Ciudadana Será Ramo Obligatorio en la Enseñanza Media* (May 2, 2019), https://perma.cc/2YNF-MYNN.

[34] Id.

Costa Rica

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SUMMARY Costa Rica has one of the best educational systems in Latin America. Its Higher Education Council, presided over by the Ministry of Education, authorizes the study plans and teaching programs for the different levels and types of education, including civic education in the country. Civic education is compulsory in primary and secondary schools and it is funded by the Ministry of Education. There have been periodic reviews of education plans in recent decades resulting in the adoption of reforms in the field of civic education. The current curriculum, in force since 2009, covers a rich and wide variety of civic topics. Civics is a testing subject in each grade and there is a baccalaureate civic education test. The Law mandates that private and legally established schools that teach in foreign languages must teach their civic education courses by teachers of Costa Rican nationality. Immigrants who apply for naturalization are required to pass an exam to demonstrate that they have knowledge of Costa Rican history and values.

I. Overview

Education is governed in Costa Rica by the Fundamental Law of Education of 1957. The Law mandates that Costa Rican schools must seek the affirmation of a dignified family life according to Christian traditions and to the civic values of a democracy.[1] The Law provides that one of the purposes of elementary education is to train students, in accordance with democratic principles, for a just, solidary, and high-quality family and civic life.[2] Similarly, the Law states that secondary schools have as one of among many other purposes the responsibility to prepare adolescents for civic life and the responsible exercise of freedom, providing basic knowledge of national institutions and of the economic and social realities of the Nation.[3] The Law mandates the state to develop fundamental education programs that prepare the country's inhabitants for full social and civic responsibility.[4] The Law also mandates that private schools that teach in foreign languages, provide courses of study equal to official ones, and have obtained recognition of the legal validity of their certificates or diplomas must comply with a series of conditions, including that civic education courses must be taught by teachers of Costa Rican nationality.[5] Preschool, primary, secondary, and "diversified" education are compulsory, and, in the public system, are

[1] Ley Fundamental de Educación, Colección de Leyes y Decretos art. 3(c) (1957), as amended, https://perma.cc/QZ27-MHHJ.

[2] Id. art. 13.

[3] Id. art. 14.

[4] Id. art. 32.

[5] Id. art. 37.

free and paid for by the Nation.[6] Costa Rica stands out in Latin America as the country with the best indexes in the areas of health and education, according to the 2016-2017 Global Competitiveness Index prepared by the World Economic Forum.[7]

II. Legal Framework for Civic Education in Costa Rica

Civic education is a mandatory requirement in the country's elementary[8] and secondary schools.[9] The management and guidance of official education in Costa Rica is the responsibility of the Higher Council of Education (Consejo Superior de Educación), which is presided over by the minister of the branch.[10] The Higher Council of Education authorizes study plans and teaching programs for the different levels and types of education. The Law mandates that these plans and programs be flexible; they will vary as indicated by the conditions and needs of the country and the progress of educational sciences and will be periodically reviewed by the Council itself.[11] This periodic review of education plans has occurred in recent decades with the adoption of reforms in the field of civic education. For instance, in the 1990s only one lesson per week was provided on this subject; it was considered part of social studies education and there was no civic education baccalaureate test. In 2000 civic education classes were increased from one to two weekly lessons in secondary and diversified education (*tercer cíclo de educación y diversificado*, see Secondary Education discussion, below). The civic education curriculum was again revised in 2005 and subsequently. [12]

A. Primary Education

Primary education includes the first cycle (*I Cíclo*) of basic general education, which is made up of the first, second, and third grades, and the second cycle (*II Cíclo*), which is made up of the fourth, fifth, and sixth grades.[13] Civic education is taught in both cycles of primary education. The civic education program in primary education corresponds to the subject identified in Social Studies and Civic Education for the First and Second Cycle of Basic General Education and is part

[6] Constitución Política de la República de Costa Rica art. 78, La Gaceta [L.G.], Oct. 6, 19 & 20, 1949, https://perma.cc/XM8K-S4MR.

[7] Jeffry Garza, *Costa Rica Lidera Salud y Educación Latinoamericana en Índice de Competitividad*, LaRepública.net (Sept. 28, 2016), https://perma.cc/4NS6-CG2A.

[8] Ministerio de Educación Pública, Proyecto de Ética, Estética y Ciudadanía, Programas de Estudio de Educación Cívica, Primero y Segundo Cíclos de la Educación General Básica 13, 17 (Sept. 2013), https://perma.cc/EJR7-DAXL.

[9] Acuerdo 05-27-08, Aprobacion del Programa de Educación Cívica de Séptimo, Octavo, y Noveno Año de la Educación Geneeral Básica, Consejo Superior de Educación, L.G., June 23, 2008, https://perma.cc/93V2-7GNB.

[10] Constitución Política de la República de Costa Rica art. 81.

[11] Ley Fundamental de Educación art. 9.

[12] Ministerio de Educación Pública, Proyecto de Ética, Estética y Ciudadanía, Programas de Estudio de Educación Cívica, Tercer Cíclo de Educación General Básica y Diversificada 32 (Feb. 2009, reprinted Aug. 2014), https://perma.cc/43DG-KPX8.

[13] Consejo Superior de Educación, Costa Rica, *Estructura del Sistema Educativo Costarricense*, https://perma.cc/RX54-H3D4.

a program instituted by the 2008 curricular reform called "Ethics, Aesthetics and Citizenship," described below.[14] Students are taught a variety of topics including the following:

- The family, school, community as part of a district, the municipality (*cantón*), province (a geographic space with a common history), the region (a socio-geographic space of integration)
- Costa Rica and its historical, geographic, and citizen construction, with a multicultural and multi-ethnic society, citizenship, diversity, and a commitment to human rights
- Climates of Costa Rica, relation of the climate and the biodiversity of the regions, practices and attitudes of the students with nature
- Personal and social responsibility, collaboration, solidarity, objectivity, democracy
- The value and meaning of the celebration of patriotic celebrations (*efemérides*), freedom, the independence of Costa Rica and the liberal reforms of the late 19th century, social reforms of the 1940s, the Constitution of 1949, and contemporary challenges of the Costa Rican society[15]

B. Secondary Education

Secondary education includes the third cycle (*III Cíclo*) of basic general education, which is made up of the seventh, eighth and ninth years of secondary education and diversified education, which provides students with an option to attend either an academic school, or a technical or art school, and is made up of the tenth and eleventh grades for academic schools and tenth, eleventh, and twelfth grades for technical or art schools.[16]

Another curriculum review and reform of 2008 established civic education as a subject separated from social studies, coming into effect in the 2009 academic year.[17] This curricular reform, known as the "ethics, aesthetics and citizenship program," modified some educational programs for secondary and diversified education. This modification consisted of the elaboration of new study programs for the subject of civic education, as well as for the plastic arts, music education, physical education, industrial arts, and home education.[18]

In the seventh, eighth, ninth, and tenth grades of secondary education, the civic education revised curriculum is developed in three units per year, one per trimester, covering specific subjects. [19]

The civic education curriculum for the first trimester of the seventh grade of secondary education includes the following subjects:

[14] Ministerio de Educación Pública, Proyecto de Ética, Estética y Ciudadanía, Programas de Estudio de Educación Cívica, Primero y Segundo Cíclos de la Educación General Básica, supra note 8, at 13.

[15] Id. at 26, 27, 30, 31, 43, 52, 62, 71, 93, 120, 130, 148, 184, 192 & 200.

[16] Consejo Superior de Educación, supra note 13.

[17] Acuerdo 05-27-08, supra note 9.

[18] Ministerio de Educación Pública, Proyecto de Ética, Estética y Ciudadanía, Programas de Estudio de Educación Cívica, Tercer Cíclo de Educación General Básica y Diversificada, supra note 12, at 18.

[19] Id. at 3.

- Basic concepts of civic education (nation, state, government, citizenship, citizen's rights and obligations, critical analysis of Constitution arts. 1, 18 & 19, and the Childhood and Adolescence Code) for understanding citizen responsibilities
- Concepts of citizen security
- Security in a national perspective (institutions responsible for citizen security, the media and the handling of its role, social inequality, drugs, alcoholism, violence and crime, disrespect for the laws of the country and the rules of coexistence in society, the Law of Juvenile Criminal Justice)
- Security of people in their environment
- Citizen security (proposal for the promotion of citizen security for young people at the institutional and/or local level) [20]

The civic education curriculum for the second trimester of the seven grade of secondary education includes the following subjects:

- Basic concepts for road safety
- Road safety in Costa Rica
- Traffic laws for public roads and road safety
- Traffic control signs
- The road system in Costa Rica
- Means of community road transport
- Proposal for a new road culture[21]

The civic education curriculum for the third trimester of the seventh grade of secondary education includes the following subjects:

- Basic concepts of risk management (natural threats, anthropogenic threats, vulnerability, risk, disasters, citizen organization, prevention, and mitigation)
- Natural events (such as floods, earthquakes and landslides), anthropogenic events (such as pollution, fires, indiscriminate felling and dengue infection), and risk management in the country
- National Law on Emergency Management and Risk Prevention arts. 1-5, 7, 10(a) & (c)
- National Commission for Risk Prevention and Emergency Management, its functions, and its importance
- Dangerous phenomena in the community: threats, types of vulnerability, and risks

[20] Id. at 48, 49.

[21] Id. at 60.

- Risk management in educational institutions: actions for prevention and mitigation
- The Institutional and Community Risk Management Committee: organization and functions
- The institutional risk management plan
- Risk management: proposed actions for the prevention and mitigation of natural and/or anthropogenic events in the educational institution and/or the community[22]

The civic education curriculum for the first trimester of the eighth grade of secondary education includes the following subjects:

- Basic concepts: age, community and national identity, tradition, customs, folklore, notable events, symbols, civic acts
- The educational institution: historical evolution, symbols, norms and protocols, educational services, mission, internal regulations, mechanisms for conflict resolution, institution-family-community relations, actors of the educational community
- The community: historical overview, traditions, legends, culture, dynamics of community life
- Elements of the Costa Rican national identity: national symbols, national heroes, the national flag, national heritage
- Ethics, aesthetics, and citizenship
- Proposal to contribute to the strengthening, dissemination and respect of different identities: what exists and what must be incorporated[23]

The civic education curriculum for the second trimester of the eighth grade of secondary education includes the following subjects:

- Basic concepts: sex, gender, masculinity, femininity, stereotypes, sexism, and discrimination
- Gender identities, characteristics, and importance
- Main socializing agents linked to gender identity: the family, the educational institution, the media
- Legislation in force in favor of gender equity and equality
- The daily routine of relations between the same gender and between different genders
- Men and women: diversity, freedom over social determination, ways of being that affect the lives of society, aspirations of a new type of person and society
- Citizenship and sexism
- Proposal for the design of and application of norms in the reconstruction of gender identities in the classroom[24]

[22] Id. at 69, 70.

[23] Id. at 79, 80.

[24] Id. at 91-92.

The civic education curriculum for the third trimester of the eighth grade of secondary education includes the following subjects:

- Basic concepts: interculturalism, diversity, inclusive society, respect, tolerance, solidarity, equality, otherness, migration, racism, xenophobia, fanaticism, discrimination
- Regulations that regulate the rights and obligations of people in Costa Rican society as an inclusive society
- Cultural enrichment of society
- Diversity in artistic and aesthetic cultural manifestations in Costa Rica
- Main forms of discrimination in the institutional sphere[25]

The civic education curriculum for the first semester of the ninth grade of secondary education includes the following subjects:

- Basic concepts: educational community, young citizenship, student electoral process, student government, leadership, others
- Forms of representation and the participation of young person in educational institutions
- Forms of representation and participation of young people in the community
- Mechanisms and spaces for citizenship participation at the local level
- Proposal for the exercise of participation and representation of youth citizenship at the institutional, local, or national levels[26]

The civic education curriculum for the second trimester of the ninth grade of secondary education includes the following subjects:

- Basic concepts: rights, duties, human rights, equality, freedom, justice, solidarity, tolerance, respect, equity, human development
- Human rights: concepts and principles (universality, temporality, progressivity, irreversibility, transnationality, integrity, and nontransferability)
- Universal Declaration of Human Rights and its classification
- Legislation that protects human rights
- Mechanisms for the protection of human rights
- Human rights in the Political Constitution of Costa Rica
- The Costa Rican state, collective rights, and social challenges

[25] Id. at 102-03.

[26] Id. at 113-14.

- Aspirations of the country's inhabitants: the right to peace; development; information; a healthy, sustainable, drug-free environment; and nondiscrimination
- Human rights of young person: proposal for their advancement and respect in the field of young citizenship[27]

The civic education curriculum for the third trimester of the ninth grade of secondary education includes the following subjects:

- Basic concepts: citizenship, citizen rights and duties, citizen representation, citizen participation, authority, power, political control, social organization, accountability
- Greek Democracy, fifth century BC: Pericles' Funeral Oration, 431 BC (concept of citizen, participation, and political organization)
- Declaration of the Rights of Man and the Citizen (August 26, 1789, preface to the French Constitution of 1791)
- Characteristics of contemporary democracy within the Costa Rican political system
- Democratic control: (a) horizontal: division of powers, Supreme Court of Elections, Office of the Attorney General of the Republic, Office of the Comptroller General of the Republic, Constitutional Chamber of the Supreme Court of Justice, Office of the Ombudsman, ARESEP, Environmental Administrative Court, Consumer Advocacy and the National Evaluation System (MIDEPLAN); (b) Vertical: citizen participation, electoral vote, referendum, service comptrollers, accountability, and transparency
- Role played by intermediary organizations in Costa Rica (social organizations, unions, solidary associations, business chambers, NGOs, mass media)
- Preparation of a proposal for the strengthening of democracy[28]

The civic education curriculum for the first trimester of the tenth grade of diversified secondary education includes the following subjects:

- Basic concepts: political regime, democracy, dictatorship, authoritarianism, ideology
- Political regimes in the contemporary world: democratic, populist, Islamic, multiparty, and one-party, including (a) their characteristics; (b) specific regimes: democracy in France and Costa Rica; dictatorship authoritarianism in Nazi Germany; one-party regime in Cuba and China; populism in Argentina under Juán Domingo Perón; Islamism in Saudi Arabia, Pakistan, and Palestine; (c) biographies of democracy (Mikhail Gorbachev, Nelson Mandela, Aung San Suu Kyi); dictatorship/authoritarianism (Adolfo Hitler, Rafael Leonidas Trujillo); one-party regimes (Fidel Castro, Deng Xiaoping); populism (Juán Domingo Perón); and Islamism (Benazir Bhutto, Yaser Arafat)
- Types of democratic political regimes: federalist, parliamentary, presidential, monarchical (constitutional and authoritarian), including (a) their characteristics; and (b) specific

[27] Id. at 125-26.

[28] Id. at 137-38.

democratic regimes (Federalist: United States, Germany, India; Parliamentary: England, Israel; Presidential: Costa Rica, Uruguay, and Chile; Monarchical: Spain, England)

- Political ideologies: Concepts and characteristics of liberalism, socialism, anarchism, social-Christianity, fascism, social democracy, fundamentalism, and libertarianism
- Proposal for the evaluation of the contributions that the different political and ideological regimes of the world offer to the Costa Rican democratic society[29]

The civic education curriculum for the second trimester of the tenth grade of diversified secondary education includes the following subjects:

- Basic concepts of the Costa Rican democratic political regime: Costa Rican regime and political system, political culture, democratic culture, citizenship, gradualism, participation, deliberation, negotiation, legality, political communication, political agenda, governance
- Institutional organization of Costa Rica: (a) characteristics, (b) abolition of the army in Costa Rica and its significance, (c) challenges of institutional organization
- Costa Rican political culture: (a) democratic cultural values and attitudes, (b) challenges of Costa Rican political culture
- Political communication carried out by state institutions: (a) advertising and educational communication, (b) speeches or essays[30]

The civic education curriculum for the third trimester of the tenth grade of diversified secondary education includes the following subjects:

- Basic concepts: electoral system, electoral code, political parties, electoral campaigns, elections, participation, suffrage, absenteeism, public opinion, political advertising, ideology, pluralism, government programs, bipartisanship, multipartisanship
- The importance of electoral culture in the formation of citizenship
- Electoral system in Costa Rica: Supreme Tribunal of Elections and Civil Registry, electoral mechanisms, political parties, participation and suffrage, absenteeism
- Political communication: political advertising of the most recent electoral campaign, speeches, the most recent electoral process, political agendas
- Costa Rican electoral system: proposals for its improvement from the perspective of young citizens[31]

In the eleventh grade of secondary education, the civic education revised curriculum is developed in two units, which are carried out in two trimesters covering specific subjects.[32]

[29] Id. at 152-53.

[30] Id. at 162-63.

[31] Id. at 177-78.

[32] Id. at 3.

The civic education curriculum for the first trimester of the eleventh grade of diversified secondary education includes the following subjects:

- Basic concepts: state, public policy, education, health, work, equal opportunities, affirmative action, equity
- Inclusive public policies: state solidarity, the 1940 social reform, rights and social guarantees of the Constitution
- Universal policies: education, health and social security, work
- Selective policies: housing, social assistance, equity in education
- Institutions that ensure equal opportunities: main functions and importance
- Challenges and strengths in the education, health, employment, and discrimination factors such as gender, ethnicity, social status, nationality
- The Costa Rican state as guarantor of equal opportunities: proposals for the demand and promotion of inclusive public policies in the face of new challenges in Costa Rica[33]

The civic education curriculum for the second trimester of the eleventh grade of diversified secondary education includes the following subjects:

- Basic concepts: democratic leadership, positions, and citizen attitudes
- Democratic positions and practices of young citizens
- Deliberation and collective bargaining
- Identification of political issues in Costa Rica
- Democratic leadership[34]

The values of freedom, diversity, solidarity, equality individual and social responsibility, diversity, and cooperation are also included in each of the above subjects.[35]

Civics is a subject that is tested in each grade.[36] A baccalaureate civic education test[37] was established in 2001.[38]

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[33] Id. at 188-90.

[34] Id. at 202-03.

[35] Id. at 49-50, 61, 70, 80-81, 92, 103, 114, 127, 138-39, 153, 164-65, 178, 191, 204.

[36] Reglamento de Evaluación y Aprendizajes, Decreto Ejecutivo No. 40862-MEP of Jan. 12, 2018, arts. 34(b), 35(a), 36(c), 37(c). 96(c), L.G., Feb. 6, 2018, https://perma.cc/C6TR-K4BV.

[37] Id. art. 96(c).

[38] Reglamento de Evaluación de Aprendizajes, Decreto Ejecutivo 29373-MEP of 2 de Febrero de 2001, arts. 126 & 130, L.G., Apr. 9, 2001, https://perma.cc/U27U-MV6W. This 2001 learning and assessment regulation was preceded by Decreto Ejecutivo No. 31635-MEP, of Feb. 4, 2004, L.G., Feb. 12, 2004, and Decreto Ejecutivo No. 35355-MEP, of June 2, 2009, L.G., July 14, 2009.

III. Funding of Civic Education

Civic education is funded by the Ministry of Education. The civic education curricular reform of 2008 that came into effect in the 2009 academic year was designed to be carried out using the resources of the Ministry of Education. Therefore, the hiring of more teachers and the provision of infrastructure and special equipment to implement the change was not required. Teaching materials needed for better development of the programs were financed with the resources of the Ministry of Education.[39]

IV. Civic Education Exam for Immigrants

Immigrants who apply for naturalization are required to pass an exam to demonstrate that they have knowledge of Costa Rican history and values.[40] No information was located on any government-funded programs to teach such knowledge to immigrants seeking naturalization.

[39] Ministerio de Educación Pública, Proyecto de Ética, Estética y Ciudadanía, Programas de Estudio de Educación Cívica, Tercer Cíclo de Educación General Básica y Diversificada, supra note 12, at 18.

[40] Ley No. 1155, Ley de Opciones y Naturalizaciones, art. 11(6), of April 29, 1950 (original date of publication unavailable), https://perma.cc/U2QL-EHRH.

England

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SUMMARY Civic education was introduced as a mandatory subject for students between 11 and 16 years of age in certain public schools across England in 2002. The course of study covers a variety of aspects of the political system, civil liberties, and legal institutions across the country, along with the diverse identities and cultures represented. While the course was initially well received, there has been a lack of recent reviews into whether it is effective in achieving its aims as the focus in education appears to have shifted to other, core subjects. A lack of bursaries (grants) for teachers to specialize in this area has led to a significant drop in the number of specialist teachers and concern that the course is not well taught.

The Life in the United Kingdom test was introduced for individuals applying for British citizenship and certain permanent residents. The test covers a variety of areas designed to test the applicant's knowledge of life in the UK and aims to ensure that new citizens and residents have sufficient knowledge of the UK. This test has been criticized as containing more trivia rather than information that would be helpful to new citizens, and the study materials and test are in the process of being reviewed by the government.

I. Introduction

Civic education, known as citizenship education in England,[1] is part of the national curriculum[2] and must be taught to students between 11 and 16 years of age in certain public schools[3] across England.[4] The aim of civic education is

> to provide pupils with knowledge, skills and understanding to prepare them to play a full and active part in society. In particular, citizenship education should foster pupils' keen awareness and understanding of democracy, government and how laws are made and upheld. Teaching should equip pupils with the skills and knowledge to explore political and social issues critically, to weigh evidence, debate and make reasoned arguments. It

[1] Four countries comprise the United Kingdom: England, Wales, Scotland, and Northern Ireland. Education is a devolved area, meaning that each country makes its own laws and policies on this subject. Only England will be focused on for the purposes of the education section of this report. Citizenship remains the responsibility of the UK, and thus the UK will be referred to during the citizenship section of this report.

[2] The national curriculum was first established in 1989. G. Önal et al., *Teachers' Perspectives on Citizenship Education in England*, 43(196) Educ. & Sci. 243-56 (2018).

[3] School Standards and Framework Act 1998, c. 31, pt. II, https://perma.cc/5TRR-UJSP.

[4] Department for Education, *Citizenship Programmes of Study: Key Stages 3 and 4*, National Curriculum in England (Sept. 2013), https://perma.cc/DX6J-QTJU.

> should also prepare pupils to take their place in society as responsible citizens, manage their money well and make sound financial decisions.[5]

A test, known as the Life in the United Kingdom (UK) test, was introduced for citizenship and certain permanent resident applicants after concerns were raised that a sense of Britishness was disappearing from the country. The test covers a variety of areas designed to test the applicant's knowledge of life in the UK.

II. Background to Civic Education in England

The aims of civic education in England were first set out in a government report, known as the Crick Report, published in 1998. The report was commissioned amid concerns that civic education was "diminishing in importance and impact in schools"[6] and was resulting in a drop in youth participation in civic and political life, particularly voting.[7] The Secretary of State for Education and Employment pledged "to strengthen education for citizenship and for the teaching of democracy in schools,"[8] and established an Advisory Group to provide advice on "effective education for citizenship in schools."[9] This resulted in the Crick Report, which

> unanimously advise[d] the Secretary of State that citizenship and the teaching of democracy, construed in a broad sense that we will define, is so important both for schools and the life of the nation that there must be a statutory requirement on schools to ensure that it is part of the entitlement of all pupils. It can no longer sensibly be left as uncoordinated local initiatives which vary greatly in number, content and method. This is an inadequate basis for animating the idea of a common citizenship with democratic values.[10]

The recommendation in this report was that civic education should have three strands—social and moral responsibility, community involvement, and political literacy. These three strands formed the basis for the civic education national curriculum across England.[11] In 2005, suicide bombings in the country by individuals who were born, raised, and educated in England led to a review of the citizenship curriculum, which made recommendations for the addition to the statutory national curriculum of identity and diversity as a fourth strand of citizenship education. These recommendations were accepted and this fourth strand was added in 2008.[12] A duty was

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[5] Id.

[6] Advisory Group on Citizenship, *Education for Citizenship and the Teaching of Democracy in Schools: Final Report* (Sept. 22, 1998) (Crick Report), https://perma.cc/G4KV-H7XV.

[7] Id.

[8] Secretary of State for Education and Employment, Excellence in Schools, 1996-7, Cm 3681, ¶ 42 (accessed via ProQuest UK Parliamentary Papers).

[9] Crick Report, supra note 6, at 4.

[10] Id. ¶ 1.1.

[11] Id. ¶ 6.7.

[12] Department for Education and Skills, *Curriculum Review: Diversity & Citizenship* (Ajegbo Report) 89 (2007), https://perma.cc/JZY6-K3QZ.

also imposed on schools to promote community cohesion beginning in September 2007.[13] As such, the government has also stated that its obligations in civic education extend "to protect pupils from radicalisation and promote fundamental British values, and to help them build pupils' resilience to extremism through knowledge so that they can question information, weigh arguments, and make reasoned judgments."[14]

This response appears to indicate a blurring of lines between counter-extremism policy and civic education. In response to criticism that civic education should be its own, distinct subject, separate from this policy, the government responded as follows:

> It is right that fundamental British values are embedded in the regulatory framework, including that relating to counter extremism and safeguarding; this enables government to take action against institutions which provide a permissive environment for extremism and against individual teachers and governors who engage in extremist conduct.[15]

III. National Law Governing Civic Education

The right to education in the United Kingdom is provided for in Schedule 1, First Protocol, article 2 of the Human Rights Act 1998, which provides that

> [n]o person shall be denied the right to education. In the exercise of any functions which it assumes in relation to education and to teaching, the State shall respect the right of parents to ensure such education and teaching in conformity with their own religious and philosophical convictions.[16]

In addition to the right to education being provided for by the Human Rights Act, the Education Act 1996 places a legal duty on the parent or guardian of a child aged five to sixteen years (known as compulsory school age), to ensure that the child attends school and receives a full-time education, either in a traditional school or by any other means that is appropriate for their age, ability, and aptitude, taking into account any special needs the child may have.[17] The Act makes it a criminal offense for parents or guardians to take their child out of school without authorization from the school, and an offense for parents who are aware that their child is failing to attend school to not take reasonable actions to ensure that the child attends. The offense of failing to ensure regular attendance at school is punishable by up to three months' imprisonment and/or a fine of up to £1,000 (approximately US$1,600).[18] There are a number of statutory

[13] Education Act 2002, c. 32, § 21(5), https://perma.cc/UA5K-L5UE, provides "[t]he governing body of a maintained school shall, in discharging their functions relating to the conduct of the school— (a) promote the well-being of pupils at the school, and (b) in the case of a school in England, promote community cohesion."

[14] Citizenship: Education: Written Question 62346 (Feb. 16, 2017), https://perma.cc/QC2M-79QP.

[15] Government Response to the Lords Select Committee on Citizenship and Civic Engagement (2018) Cm 9629, at 7, https://perma.cc/8X57-9C7J.

[16] Human Rights Act 1998 c. 42, sched. 1, first protocol, art. 2, https://perma.cc/DTW4-TH74. This Act incorporated the European Convention on Human Rights into the national law of the United Kingdom.

[17] Education Act 1996 c. 56, § 7, https://perma.cc/N6EJ-5ZL9.

[18] Id. § 444(1A).

defenses to these offenses, such as the student's illness, absences that are authorized by the school, or home-schooling the student.[19]

A. Statutory National Curriculum

All public schools across England have a duty to

> (a) promote[] the spiritual, moral, cultural, mental and physical development of pupils at the school and of society, and
> (b) prepare[] pupils at the school for the opportunities, responsibilities and experiences of later life.[20]

Public schools,[21] not including Academies[22] and Free Schools,[23] across England are required to follow what is known as the "statutory national curriculum." Certain subjects included in the statutory national curriculum are designated as core or foundation subjects; these courses are compulsory and must be taught in public schools by qualified teachers. For each of the core and foundation subjects, the Secretary of State for Education is required to establish a Programme of Study, outlining the content that should be taught in the subject. Civic education was introduced in 2002[24] and is designated as a foundation subject.[25] It must be taught to students in certain public schools between the ages of 11 and 16.[26]

An optional General Certificate of Education (GCSE) in Citizenship studies became available in 2016 for 15- and 16-year-olds.[27] Each student must "conduct[] an in-depth, critical investigation leading to citizenship action"[28] and pass an examination to receive this certificate.[29] An Advanced

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[19] Id. § 444(1A).

[20] Education Act 2002, c. 32, § 78.

[21] Public schools are referred to as "state schools" in England and are funded through the local authority of the area where the school is located or directly from the government. *Types of School*, Gov.uk, https://www.gov.uk/types-of-school/free-schools.

[22] Academies are publicly funded schools whose students must take the same exams as public school students but do not have to follow the national curriculum. *Academies*, Gov.uk, https://www.gov.uk/types-of-school/academies.

[23] Free schools are publicly funded schools that have the freedom to set their own curriculum. *Free Schools*, Gov.uk, https://www.gov.uk/types-of-school/free-schools.

[24] Ofsted, *Citizenship Established?* 4 (Jan. 2010), https://perma.cc/TL2R-4PGU.

[25] Education Act 2002, c. 32, § 84(3)(h)(i).

[26] Crick Report, supra note 6.

[27] House of Lords Select Committee on Citizenship and Civic Engagement, *The Ties that Bind: Citizenship and Civic Engagement in the 21st Century* (2017-19) HL 118, ¶ 39, https://perma.cc/JK89-6EHG.

[28] Department for Education, *GCSE Subject Content for Citizenship Studies* ¶ 9 (2015), https://perma.cc/DR5U-9HS9.

[29] Ofqual, *GCSE Citizenship Studies: Consultation on Conditions and Guidance* (Feb. 2015), https://perma.cc/UJ36-DH8K.

level certification (A-level) in citizenship studies is also available as an option for students who continue their studies between the ages of 16 and 18 years of age.

As noted above, Academies and Free Schools do not have to follow the national curriculum. These schools consist of more than 50% of the primary and secondary schools in England.[30] This move has "created many variations in the ways citizenship education [is] delivered across the country."[31] Additionally, the recently introduced English Baccalaureate (EBacc), which "is a set of subjects at GCSE [level] that keeps young people's options open for further study and future careers,"[32] does not include civic education among its subjects.[33] The government has rejected proposals that a statutory obligation to citizenship education should be introduced to cover children from elementary through high school.[34]

B. Civic Education Curriculum

The national curriculum for civic education was revised in 2014 and largely continues to follow the strands of citizenship proposed by the Crick Report.[35] When civic education was first introduced the national curriculum did not provide much structure. According to a House of Lords Select Committee report,

> [t]here was a bit of nervousness around making schools have something that was too formalised and too uniform, so schools had more autonomy to do what they wanted. This was a wonderful aspiration, but, in practice when it rolled out, school autonomy meant that good schools could do it well and bad schools [badly].[36]

To help provide consistency in education across all school, the Department for Education issued Statutory Guidance on the topics that should be covered in this subject, to include the

- development of the political system of democratic government in the United Kingdom, including the roles of citizens, Parliament and the monarch, the operation of Parliament, including voting and elections, and the role of political parties[;]
- precious liberties enjoyed by the citizens of the United Kingdom[;]
- nature of rules and laws and the justice system, including the role of the police and the operation of courts and tribunals[;]

[30] See Önal et al., supra note 2, at 243.

[31] Id.

[32] *English Baccalaureate*, Gov.uk, https://www.gov.uk/government/publications/english-baccalaureate-ebacc/english-baccalaureate-ebacc.

[33] Id.

[34] Government Response to the Lords Select Committee on Citizenship and Civic Engagement, supra note 15, at 9.

[35] Önal et al., supra note 2.

[36] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 96.

- roles played by public institutions and voluntary groups in society, and the ways in which citizens work together to improve their communities, including opportunities to participate in school-based activities[; and]
- functions and uses of money, the importance and practice of budgeting, and managing risk[.][37]

Older students are required to study the following subjects further in depth:

- Parliamentary democracy and the key elements of the constitution of the UK
- Electoral systems used both in the UK and overseas
- Other systems of government
- Local, regional, and international governance
- The UK's legal system
- Human rights and international law
- Diverse national, regional, religious, and ethnic identities in the UK and mutual respect and understanding
- How citizens can improve their communities
- Money management education, such as credit and debt, savings and retirement, different financial products
- How public money is raised and spent[38]

Citizenship studies GCSE students cover the above subjects along with the role of media and the free press and the role of the UK in the world.[39]

The attainment targets set by the government for civic education are that "by the end of each key stage, pupils are expected to know, apply and understand the matters, skills and processes specified in the relevant programme of study."[40] As noted above, GCSE students are assessed by a practical study and an examination at the end of their course.

While the national curriculum sets out what subjects should be studied, schools are "given a relatively high level of autonomy"[41] over how to teach the subjects. The government has noted this "allow[s] schools the freedom to use their professional expertise and understanding of their

[37] Statutory Guidance, National Curriculum in England: Citizenship Programmes of Study for Key Stages 3 and 4, Department for Education (Sept. 11, 2013), https://www.gov.uk/government/publications/national-curriculum-in-england-citizenship-programmes-of-study/national-curriculum-in-england-citizenship-programmes-of-study-for-key-stages-3-and-4.

[38] Id.

[39] Department for Education, *GCSE Subject Content for Citizenship Studies,* supra note 28.

[40] Statutory Guidance, National Curriculum in England, supra note 37.

[41] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 116.

pupils to develop the right approach for their particular school."[42] Each school is required to publish information about the content of the curriculum for every subject taught and how additional information about each subject can be obtained.[43]

C. Civic Education for Children of Refugees and Asylum Seekers

Education for children of refugees and asylum seekers between the ages of 5 to 17 is provided free of charge through the local education authorities.

D. Teacher Training

As noted above, civic education must be taught by a qualified teacher.[44] In order to receive "qualified teach status" (QTS) the teacher must have a college degree and GCSEs in English and Math at grade C, or 4, and above. Certain college degrees contain the requirements for the student to obtain QTS at the end of their degree. Other college graduates can obtain QTS by completing a postgraduate teacher training qualification.[45] There are other routes to obtain QTS, which include through assessments, but these apply only for individuals who have a degree and experience as a teacher in the classroom and through on-the-job training.[46]

Teachers may receive specialized training in civic education to become a specialist educator in this subject. Numbers indicate a substantial decline in the number of teachers who self-identified as a civic education teacher from 10,000 in 2011 to 5,000 in 2019.[47] The number of trainee teachers specializing in civic education has also dropped to critical levels. In 2010, 243 trainee teachers undertook civic education specialization. This dropped to 40 trainee teachers in 2019. Evidence in a House of Lords report noted that it was necessary to train 400 teachers annually over 12 years to reach the goal of having a trained citizenship specialist teacher in each school across England.[48]

Part of the reason for the decline in interest in the area of civic education specialization is ascribed to low interest from schools in the subject. The Expert Subject Advisory Group for Citizenship noted that funding was also an issue:

> Citizenship has no bursary to provide financial support for those wishing to specialize in the subject. Training fees of £9000 [approximately US$11,500] plus living costs, means

[42] Government Response to the Lords Select Committee on Citizenship and Civic Engagement, supra note 15, at 12.

[43] School Information (England) Regulations 2008, SI 2008/3093, https://perma.cc/X3DS-LN7G, as amended by School Information (England) (Amendment) Regulations 2012, SI 2012/1124, https://perma.cc/PWW5-M6X6.

[44] Education Act 2002, c. 32, §§ 132-133; Education (School Teachers' Qualifications) (England) Regulations 2003, SI 2003/1662, https://perma.cc/QD8Z-6TWV. See also Department for Education, Teachers' Standards (last updated June 2013), https://perma.cc/K233-LBSC.

[45] *Teacher Training Courses*, Gov.uk, https://perma.cc/856D-GSLJ.

[46] *Assessment Only*, Teaching.gov.uk, https://perma.cc/9Q97-7WN4.

[47] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 124.

[48] Id. ¶ 127.

> potential Citizenship trainees with relevant degrees are looking to other teacher training subjects with bursaries or are being put off teaching altogether.[49]

The government has stated that it provides student finance for teacher training courses that require tuition fees for citizenship education, meaning that trainee teachers are not required to pay any up-front fees, but will have to repay the loans. It has also stated that it applies bursaries to help "incentivise applications"[50] and that as the EBacc is becoming more popular it believes that the subjects offered for this qualification will be more in demand, and thus it has focused the budget for bursaries on these subjects.[51]

When the dwindling numbers of specialist civic education teachers was drawn to the attention of the Minister for State for School Standards, he noted that

> citizenship is taught well by people who are applying to be teachers of politics, for example; it is one of the most common academic backgrounds for teachers of citizenship. Therefore, I would not despair by looking at the citizenship figures; I would also look at the numbers coming through who are equipped to teach politics.[52]

Researchers studying schools across England found that nonspecialist teachers often "did not have a shared understanding of citizenship and the purpose of citizenship education."[53]

While the House of Lords Report acknowledged that specialized teacher training in civic education was essential for the proper delivery of the subject matter to students, it found that the problem "will not be solved by support for teacher training alone. It must be accompanied by a restoration of the status of citizenship as a subject worth teaching."[54]

E. Funding of Civic Education in Schools

There does not appear to be a separate line item for funding citizenship civic education. Instead, it appears to be provided for out of the budget provided to schools. The National Funding Formula calculates how much funding a school receives based on the number of students attending the school and "other [student] and school characteristics."[55] The minimum per student funding is set at £3,750 (approximately US$4,775) for the 2020-21 school year, and will increase to £4,000 (approximately US$5,100) in the 2021-22 school year for elementary schools (referred to in the UK as primary schools, covering students 4 to 11 years of age). High schools (referred to as

[49] Id. ¶ 128. Civic education, PE, and art and design are the only subjects that have no provisions for financial support for teachers wishing to specialize.

[50] Citizenship Education: Written Question 278987 (July 23, 2019), https://perma.cc/NKX9-9U9C.

[51] Id.

[52] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 129.

[53] Id. ¶ 130.

[54] Id. ¶ 131.

[55] House of Commons Library, *Provisional School Funding 2020-21: Constituency and School-Level Data* (Oct. 31, 2019), https://perma.cc/ZHV3-YMNF.

secondary schools, covering students 12 to 16 years of age) will receive £5,000 (approximately US$6,400) per student for the years 2020-22.[56]

IV. Civic Education to Obtain Citizenship

In response to concerns that the common sense of "Britishness" was diminishing, the government considered that a clearer idea of the rights and responsibilities of British citizenship could be established through applicants studying about Britain and what it means to be a citizen along with a formal statement of allegiance.[57] In response to this, the British Nationality Act 1981 was amended to require individuals applying for naturalization in the UK and certain permanent resident applicants to have sufficient knowledge of life in the UK along with language skills prior to being granted citizenship.[58]

In order to be naturalized as a British citizen or to settle in the UK, applicants must successfully take the Life in the United Kingdom test.[59] This test is 45 minutes long and consists of 24 multiple choice questions designed to test the applicant's knowledge of life in the UK. In order to pass the test, the applicant must score over 75%, answering at least 18 questions correctly. An applicant who fails the test must wait seven days before taking it again, and there are no limits on how many times the test may be taken.[60]

The government has stated that it

> believes that everyone in the UK should be offered an easily understood set of rights and responsibilities when they receive citizenship. This might serve to make citizenship more attractive but also to make it clearer to potential citizens what it is to be a member of Britain's democratic society.[61]

A number of individuals are exempt from taking the test, including children under the age of 18, individuals over the age of 65 and those with a long-term physical or mental condition confirmed by a doctor and who have completed a form.[62]

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[56] House of Commons Library, *School Funding in England: FAQs*, Briefing Paper CBP 08419 (Dec. 18, 2019), https://perma.cc/QCF6-R5JD.

[57] Home Office, *Community Cohesion: A Report of the Independent Review Team*, 2002, ¶ 5.1.16.

[58] British Nationality Act 1981, c. 61, sched. 1(1)(c)(a), https://perma.cc/84MF-UGH4. See also Home Office, *Knowledge of Language and Life in the UK for Settlement and Naturalisation Statement of Intent, Changes to the Requirement from October 2013* (Apr. 2013), https://perma.cc/MP9G-SQAY.

[59] British Nationality (General) Regulations 2003, SI 2003/548, 5A(2), https://perma.cc/M29Y-GKFT.

[60] *Life in the UK Test*, Gov.uk, https://perma.cc/2BQS-NEHC.

[61] Secretary of State for Justice, *The Governance of Britain* (July 2007) Cm 7170 ¶ 186, https://perma.cc/WL84-92B5.

[62] *Life in the UK Test*, supra note 60. See also Home Office, *Waiver Request for the Knowledge of Language and Life in the UK Requirement: Medical Opinion* (Nov. 2018), https://perma.cc/N2C9-Y8NT.

Citizenship applicants study for the Life in the UK test at their own expense. The Home Office produces a study guide that is available for purchase.[63] Several other private companies also provide study materials for this test that are available for purchase.

V. Measuring the Impact of Civic Education

A. Compulsory Education

Upon the introduction of civic education into the national curriculum, the Department for Education (previously known as the Department for Education and Skills) commissioned the "Citizenship Education Longitudinal Study (CELS) [as] an independent and longitudinal evaluation of the implementation and impact of statutory Citizenship learning on students and schools in England"[64] between the years 2002-2010. The final report from the CELS was published in 2010 and found that

> [y]oung people's citizenship practices have changed over time in relation to their attitudes, attachments and efficacy. The picture is mixed. On the one hand, there has been a marked and steady increase in young people's civic and political participation and indications that these young people will continue to participate as adult citizens. In contrast, there has been a hardening of attitudes toward equality and society, a weakening of attachment to communities and fluctuating levels of engagement, efficacy and trust in the political arena.[65]

Almost ten years after the publication of this report, the House of Lords Select Committee on Citizenship and Civic Engagement published a report titled *The Ties that Bind: Citizenship and Civic Engagement in the 21st Century* that was very critical of civic education in schools in England. The House of Lords report found that this area of education has been marked by a lack of funding for specialized teachers and a limited number of studies into whether the aims of such education are being met. An article published in 2019 noted as follows:

> [D]espite interest in citizenship education by researchers . . . especially in terms of citizenship policy, there has been little attention given to collecting recent data from schools to see how changes may have occurred since the subject became statutory in 2002 nor to how a change in government in 2010 may have impacted the subject.[66]

The Department for Education has not provided an academic evaluation of citizenship and England did not commission a further CELS, or participate in the most recent IEA study on civic education because it considered the study was a continuation of the 2009 study that would not

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[63] Great Britain Home Office, *Life in the United Kingdom - Official Study Guide* (2013), https://perma.cc/D6MA-6DLN.

[64] Department for Education, *Citizenship Education in England 2001-2010: Young People's Practices and Prospects for the Future: The Eighth and Final Report from the Citizenship Education Longitudinal Study* (CELS), DFE-RR059 (Nov. 2010) at iv, https://perma.cc/R7U2-5H8V.

[65] Department for Education, *Citizenship Education in England 2001-2010: Young People's Practices and Prospects for the Future: The Eighth and Final Report from the Citizenship Education Longitudinal Study* (CELS), at iii.

[66] Önal et al., supra note 2, at 243.

"generate new evidence that would be relevant to current policy priorities."[67] The government is participating in a three-year project with France, Spain, and Greece, but even this has been criticized by the House of Lords, which stated, "[t]his new study does not appear to be providing a comprehensive understanding of citizenship education in the UK."[68]

While there has been no top-level assessment of civic education in schools, sections 5 and 8 of the Education Act 2005[69] require that schools in England be inspected every four years[70] and these inspections are conducted through the Office for Standards in Education, Children's Services and Skills (Ofsted).[71] The framework for the assessment includes covering civic education and provides that

> Inspectors will make a judgment on the personal development of learners by evaluating the extent to which:
> . . .
> - the provider prepares learners for life in modern Britain by:
>   - equipping them to be responsible, respectful, active citizens who contribute positively to society
>   - developing their understanding of fundamental British values
>   - developing their understanding and appreciation of diversity
>   - celebrating what we have in common and promoting respect for the different protected characteristics as defined in law.[72]

The government has stated that during inspections, Ofsted

> considers the breadth and balance of the curriculum, including provision for pupils' personal development, behaviour and welfare, as well as their spiritual, moral, social and cultural development. This includes how pupils develop and demonstrate skills and attitudes that will allow them to participate fully in and contribute positively to life in modern Britain. Ofsted have strengthened their inspection frameworks so that inspectors assess how well all schools protect pupils from the risks of extremism and radicalisation, and promote fundamental British values.[73]

While Ofsted inspections are conducted on a regular basis on schools across England, there does not appear to be any recent centralized collection and assessment of this data for civic education to assess the impact of the course on a nationwide basis.[74] The last report was in 2009-2012 and

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[67] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶¶ 140-141.

[68] Id.

[69] Education Act 2005, c. 18, https://perma.cc/F9PK-DLR2.

[70] Guidance, Inspecting Schools: Guide for Maintained and Academy Schools (last updated Sept. 6, 2019), https://www.gov.uk/guidance/inspecting-schools-guide-for-maintained-and-academy-schools.

[71] *Ofsted*, Gov.uk, https://www.gov.uk/government/organisations/ofsted.

[72] Ofsted, The Education Inspection Framework (May 2019) ¶ 28, https://perma.cc/UTF9-4AFX. See also Ofsted, School Inspection Handbook (Nov. 2019), https://perma.cc/MAV7-894U.

[73] Citizenship: Education: Written Question 62346, supra note 14.

[74] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 137.

covered a curriculum that has since been replaced.[75] Ofsted has noted that funding constraints mean they can no longer review individual subjects.[76]

The House of Lords has expressed concern that civic education is "being subsumed within character education"[77] and that "[t]he current state of citizenship education is poor."[78] The CEO of the Citizenship Foundation was quoted in the report as follows:

> Our current view is that citizenship education is withering on the vine at the moment at a time when it is needed more than ever. If we look at the polarisation of society and the undermining of the faith in democratic society, there is such a need for young people to develop the skills, knowledge and confidence, yet what is happening with citizenship education is that the support for the subject has been dismantled. If we look at the fact that education regulators no longer focus on it; that there is not the support needed for teacher training . . . . Whether young people are receiving high-quality citizenship education is a lottery; it is by chance as to whether they are getting it in their school or not, which is a great shame.[79]

As noted above, academies and free schools no longer have to follow the national curriculum and this "has particularly affected citizenship teaching."[80] This, combined with a revision of the curriculum in 2014/15 that lead many schools to believe the subject was being dropped from the statutory requirement,[81] has resulted in a "huge variation in the amount and quality of Citizenship provision in schools."[82]

The House of Lords report further noted there had been a drop in the number of students opting to take the Citizenship studies GCSE, which was at one point the fastest growing GCSE subject in the country,[83] with only 3% of students in state-funded schools taking the class. The House of Lords believes "[t]his drop in the number of students taking Citizenship GCSE appears to be representative of the attention given to the subject by schools"[84] and that failing to include citizenship as a subject in the EBacc has also led to a drop of interest in the subject and fewer students wanting to study it.

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[75] Ofsted, C*itizenship Consolidated? A Survey of Citizenship in Schools Between 2009 and 2012* (Oct. 2013), https://perma.cc/4T67-TGRL.

[76] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 138.

[77] Id. ¶ 101.

[78] Id. ¶ 103.

[79] Id.

[80] Id. ¶ 104.

[81] Id. ¶ 109.

[82] Ajegbo Report, supra note 12, at 7.

[83] Secretary of State for Justice and the Lord Chancellor, The Governance of Britain (July 2007), Cm 7170 at 55, https://perma.cc/WL84-92B5.

[84] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 110.

The overall conclusion from the House of Lords was not favorable towards the current state of civic education in schools:

> - The Government has allowed citizenship education in England to degrade to a parlous state. The decline of the subject must be addressed in its totality as a matter of urgency.
> - Citizenship education is the first great opportunity for instilling and developing British values, encouraging social cohesion and creating active citizens.
> - The Government should create a statutory requirement for citizenship education for all children in primary and secondary schools.
> - The Government should establish a target of having enough trained citizenship teachers to have a specialist teacher in every school, provide bursaries, [and conduct a review of the citizenship curriculum].[85]

To help foster interest and development in civic education, the House of Lords recommended that

> [t]he Government should create a statutory entitlement to citizenship education from primary to the end of secondary education. This should be inspected by Ofsted to ensure the quantity and quality of provision. Ofsted should give consideration to this in deciding whether a school should be rated as Outstanding.[86]

The government responded to the report by saying that it has no plans to review or revise the current curriculum, and that financial support for teacher training will remain focused on subjects covered under the new EBacc.[87]

B. Naturalization Process

The Life in the UK test was recently criticized by the House of Lords report, which considered the test was more a "barrier to acquiring citizenship rather than a means of creating better citizens."[88] The report noted as follows:

> There seems to be confusion about the purpose of the citizenship test which is currently entitled Life in the UK. Is the object simply to ensure that applicants for naturalisation know about the country, or should it be to test the ability of an applicant to make a life in this country and to contribute to it? Dr Henry Tam's view was that "we need to separate out concerns with civic identity from those about socio-cultural identity. The emphasis should be much less on selective cultural knowledge, and far more on civic-political information relating to the rights and responsibilities of citizenship, legal and political procedures, and how to access and check guidance on appropriate civic behaviour (e.g., registering to vote, paying taxes, learning about public policies, reporting crime, etc)".[89]

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[85] *Government Needs to Rethink its Commitment to Citizenship, Says Lords Committee*, Lords Select Committee (Apr. 18, 2018), https://perma.cc/27JX-ERMK.

[86] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 123.

[87] Government Response to the Lords Select Committee on Citizenship and Civic Engagement, supra note 15, at 12.

[88] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 468.

[89] Id. ¶ 465.

The report further cited a Professor who noted inconsistencies in the official study materials and the subject matter actually tested:

> Professor Brooks was scathing in his criticism of the book, stating "The test is regularly seen as the test for British citizenship that few British citizens can pass, with many migrants seeing it as an opportunity by the Home Office to extract increasingly more expensive fees through a test of random trivia meant to make more fail."[90]

The House of Lords recommended that this material should be revised "to focus on the knowledge required for active citizenship. Sections of the book on British history should concentrate on those parts that played a key role in the development of the Shared Values of British Citizenship."[91]

The lack of any consultation or review to determine whether the Life in the UK test was meeting its aim of helping integrate new citizens into British life has been criticized. The House of Lords Committee stated it saw merit in a recommendation to establish an Advisory Group to investigate whether the test has achieved its aim and what can be improved to ensure that the knowledge provided supports active citizenship.[92] The government has stated that it will review the test "and whether it could be amended to strengthen its focus on the values and principles of the UK which we expect all people to live by."[93] It added revising the content of the Life in the UK test "to give greater prominence to British values"[94] to its Integrated Communities Action plan, which is currently still underway.

[90] Id. ¶ 468. See also Thom Brooks, *The 'Life in the United Kingdom' Citizenship Test: Is It Fit for Purpose?* (2013), https://perma.cc/Y6JR-AH62.

[91] House of Lords Select Committee on Citizenship and Civic Engagement, supra note 27, ¶ 473.

[92] Id. ¶ 469.

[93] HM Government, *Integrated Communities Strategy Green Paper* (Mar. 2018) at 22, https://perma.cc/ZKD5-5TUR.

[94] HM Government, *Integrated Communities Action Plan* (Feb. 2019) at 9, https://perma.cc/LCJ7-NKJ9.

France

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SUMMARY France has experimented on and off with civic education since the French Revolution, but the subject appears to have grown in importance since the 1980s. While the principal means of teaching civics in France remains primary and secondary school, other avenues for civic education have emerged in recent years. French law requires that civic and moral education be included in school curriculums at every level from primary through secondary school. Civic education is tested as part of an exam that takes place at the end of middle school. The curriculum emphasizes teaching students about the values and principles of the French Republic, as well as critical thinking and respect for others. Civic education is usually taught by history and geography teachers. In addition to civic education in schools, young French men and women are required to attend a day-long information course called "defense and citizenship day" before their eighteenth birthday. This course includes information on the rights and obligations they have as citizens, and information on the armed forces and other entities involved in French national defense. The "defense and citizenship day" also includes information on the Civic Service, which allows men and women to volunteer for projects of public interest.

Foreigners seeking to settle permanently in France are required to take a civic training course as part of their application. This civic training course takes place over four days, and includes information on the principles and values that underpin life in France, the balance between rights and obligations, and information on access to health care, jobs, parenthood, and access to housing.

I. Introduction: Brief History of Civic Education in France

France first experimented with civic education during the French Revolution. The legislation that established public primary education provided that the curriculum would include "the Declaration of the Rights of Man and of the Citizen, and the Constitution of the French Republic," as well as "elementary instruction on republican morality."[1] Furthermore the same legislation provided that while schools would teach students to read and write, "reading examples shall remind them of their rights and duties."[2] The idea of civic education was mostly abandoned in the years that followed the French Revolution, only to be revived in the late 19th century.[3] The Law of March 28, 1882, which made secular primary education mandatory, included "civic and

[1] Décret du 27 brumaire an III sur les écoles primaires, ch. IV (Nov. 17, 1794), in Philippe Marchand, *L'instruction civique en France, quelques éléments d'histoire*, Spirale, Revue de recherches en éducation, No. 7, 1992, at 11-41, 20, https://perma.cc/WWU5-7YCC.

[2] Id.

[3] Marchand, supra note 1, at 20-21.

moral education" among the subjects that should be taught in primary school.[4] It appears that civic education was taught in conjunction with history and geography until 1923, when civics and morality began to be taught as a separate course.[5] Furthermore, from that year on, this course began to be taught in secondary school rather than primary school.[6] Civic education fell out of favor again in the 1960s,[7] but it regained its status as an important school subject starting in the 1980s as policy-makers increasingly saw it as a way to prepare students for life in a democratic and increasingly diverse society.[8]

In addition to classes in school, the last couple of decades have seen the emergence of other avenues for civic education, including a compulsory day of civic instruction for all French citizens between the ages of sixteen and eighteen, volunteer opportunities, and mandatory civic education for foreigners applying for permanent residency in France.

II. Civic Education in French Schools

A. Civic Education from Primary School to High School

The French Education Code requires that school curriculums contain, "at every stage of schooling, instructions aimed at teaching the diversity and richness of cultures represented in France, including in its overseas territories. School, particularly through a civic and moral education, shall teach students to respect every person, including their origins and differences, equality between women and men, as well as secularism [*laïcité*]."[9]

In practice, civic education starts in first or second grade.[10] This education continues through the last year of high school.[11] Civic knowledge is tested at the end of ninth grade, in the exam for the *brevet,* the national diploma that marks the end of middle school for French students.[12] It is not tested as an independent subject, however, but rather bundled with history and geography.[13]

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[4] Loi du 28 mars 1882 sur l'enseignement primaire obligatoire, Mar. 28, 1882, art. 1, https://perma.cc/7D2D-ZQHJ.

[5] Marchand, supra note 1, at 21.

[6] Id. at 22.

[7] Jonathan Richard, *L'enseignement moral et civique de 1944 à 2014*, at 195-206 (unpublished doctoral dissertation, École pratique des hautes études, July 8, 2015), https://perma.cc/HX3X-3TEM.

[8] Id. at 322–84.

[9] Code de l'éducation, art. L311-4, https://perma.cc/SZS5-RPTV.

[10] Ministère de l'éducation nationale et de la jeunesse, *Programmes pour les cycles 2, 3, 4*, at 54 (2015), https://perma.cc/SDH6-QP3L.

[11] Arrêté du 12 juin 2015 relatif à l'enseignement moral et civique au lycée d'enseignement général et technologique et au lycée d'enseignement général et technologique agricole, June 21, 2015, https://perma.cc/DS69-6GRA; *Programmes et ressources en enseignement moral et civique*, Eduscol, Ministère de l'éducation nationale et de la jeunesse (Oct. 21, 2019), https://perma.cc/T28Y-79TK.

[12] *Le diplôme national du brevet*, Ministère de l'éducation nationale et de la jeunesse (June 2, 2020), https://perma.cc/8AC8-Q9GV.

[13] Id.

However, civic knowledge does not appear to be directly tested in the exam that caps French high school, the *baccalauréat*. Indeed, whereas the *brevet* exam includes a session on "history, geography, and moral and civic education," the corresponding session for the *baccalauréat* exam is only entitled "history – geography."[14]

By law, all French schools, including private schools, must display the motto of the Republic ("Liberty, Equality, Fraternity"), and the French and European flags on their façade.[15] They must also display the Declaration of the Rights of Man and of the Citizen in a visible place on their premises.[16] Additionally, the national emblem of the French Republic, the French and European Flags, the motto of the Republic, and the lyrics of the national anthem must be displayed in every classroom.[17]

B. Topics Covered

The Education Code requires that civic and moral education aim at guiding students into becoming "free and responsible citizens," to acquire a capacity for critical thinking, and to adopt thoughtful behaviors, "including in their use of the internet and of public online communication services."[18] This education must include "the values of the republic," the rights of the child as defined by French law or international agreements, and "understanding the concrete situations that cause harm" to those rights.[19] Students must be given information on the role of nongovernmental organizations that work towards protecting children.[20]

The Education Code requires that primary schools teach students about respect for themselves and others, including a person's "origins and differences," as well as about the rights of the child, and gender equality.[21] Primary schools must also teach, "jointly with the family, the moral and civic education that includes . . . teaching the values and symbols of the Republic and of the European Union, including the national anthem and its history."[22] From primary through middle school, civic and moral education must teach respect for disabled persons, and from middle through high school, students must be given information about the option to volunteer for the Civic Service (see below).[23] High schools are also required to teach about "the principles and

[14] *Le baccalauréat général*, Ministère de l'éducation nationale et de la jeunesse (June 2, 2020), https://perma.cc/CP6D-6M95.

[15] C. éducation, art. L111-1-1.

[16] Id.

[17] Id. art. L111-1-2.

[18] Id. art. L312-15.

[19] Id.

[20] Id.

[21] Id. art. L321-3.

[22] Id.

[23] Id. art. L312-15.

organization of national defense and European defense" in order to "reinforce the link between army and Nation, while also making youth aware of its defense-related duty."[24]

According to the official national curriculum, civic education in France has three principal goals: to teach respect for others, to teach the values of the Republic, and to build a civic culture.[25] Respect for others includes respect for the freedom of others, viewing others as equal to oneself in dignity, and respect for the philosophical and religious convictions of others.[26] The values of the Republic are "the fundamental values and principles inscribed in the Constitution," which are the foundation of "the republican pact which guarantees national cohesion, while at the same time protecting the freedom of each citizen."[27] The national curriculum lists four main values and principles: liberty, equality, fraternity, and secularism (*laïcité*). From these four main principles flow the values of solidarity, gender equality, and the rejection of all forms of discrimination.[28]

The third goal of civic education according to the official national curriculum is to build a civic culture. This civic culture rests on four pillars: "sensitivity, rules and the Law, [good] judgment, and engagement."[29] Sensitivity refers to the ability to express one's feelings while also understanding how others feel. Rules and the Law refers to familiarity with and respect for the rules of life in society and a basic legal knowledge. Good judgment refers to the capacity for critical thinking and forming well-informed opinions. Finally, engagement refers to the propensity for collective action, responsibility and initiative, so that students gain a sense of their responsibility towards themselves, others, and the nation.[30]

C. Teacher Training

There do not appear to be teachers solely devoted to teaching civics in France. Rather, teaching civics is generally the responsibility of history-geography teachers. In fact, history-geography teachers are the only ones sanctioned to teach civics in middle school.[31] In high school, civics may be taught by any teacher who volunteers to do it, but in practice is generally taught by a history-geography teacher, a philosophy teacher, or an economics and social sciences teacher.[32]

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[24] Id. art. L312-12.

[25] *Annexe – Programme d'enseignement moral et civique de l'école et du collège (cycles 2, 3 et 4)*, Bulletin officiel de l'éducation nationale, No. 30, July 27, 2018, at 1, https://perma.cc/HRD4-4PC7.

[26] Id.

[27] Id.

[28] Id.

[29] Id.

[30] Id. 1-2.

[31] Anne-Claire Husser, *L'enseignement moral et civique dans les établissements scolaires français, une transversalité consistante?*, Éthique en éducation et en formation, Les Dossiers du GREE, No. 4, 2017, at 12–29, 17, 22, https://perma.cc/A5DW-NSTG.

[32] Id. at 17.

Some teachers receive training in civics, either during their initial teacher training at university, or as part of their continuing education.[33] However, there does not appear to be a systematic training curriculum for civics teachers in France, and some teachers are essentially self-taught in this subject.[34]

III. Citizenship and Defense Day

When France ended compulsory military service in 1997, it established a requirement that all young French citizens attend a mandatory "defense preparation call-up" (*appel de préparation à la defense*),[35] called "defense and citizenship day" (*journée défense et citoyenneté*) since 2010.[36] Every French citizen must attend a "defense and citizenship day" between the date of their mandatory registration with the military census, which usually happens when a person is sixteen years old,[37] and their eighteenth birthday.[38] During this day-long event, young French men and women are taught about the stakes and goals of national defense, the civilian and military organizations involved, various forms of volunteer service including the Civic Service (see below), and opportunities to sign up with the armed forces.[39] They are also taught about the rights and duties of citizenship, as well as about the importance of national cohesion and social diversity.[40] During this day, they are given a copy of a "charter of the rights and duties of the French citizen," which summarizes the principles, values, and principal symbols of the French republic.[41] Attendees are also given an evaluation test on the fundamentals of the French language, and are given information on road safety, on blood and organ donation, and on certain behaviors that can cause health risks such as addiction or loss of hearing.[42] Finally, the "defense and citizenship day" includes information on gender equality, on the fight against sexist prejudices, and on the fight against domestic violence.[43]

IV. Civic Service

In 2010, the government created a Civic Service to "give any volunteer the opportunity to serve the values of the Republic and to take part in a collective project by fulfilling a mission of public

[33] Jieying Qin, Le rôle de l'enseignant en éducation civique au collège en Chine et en France 248 (unpublished doctoral dissertation, Université de Strasbourg, Sept. 25, 2012), https://perma.cc/8MJV-SAZD.

[34] Id.

[35] Loi No. 97-1019 du 28 octobre 1997 portant réforme du service national, Nov. 8, 1997, https://perma.cc/GDA6-TB7Z.

[36] Code du service national art. L114-2, https://perma.cc/UVX7-CEUK.

[37] *Recensement militaire (ou «recensement citoyen»)*, Service-public.fr (June 2, 2020), https://perma.cc/CD3F-VCU5.

[38] C. service national, art. L114-2.

[39] Id. art. L114-3.

[40] Id.

[41] Id.

[42] Id.

[43] Id.

interest, in France or abroad, within an accredited organization."[44] Any person above the age of sixteen may sign up for a commitment of between six and twenty-four months to a mission of "philanthropic, educational, environmental, scientific, social, humanitarian, athletic, familial or cultural character, or which contribute[s] to missions of defense, civil security or safety, promotion of the French language, or awareness of French and European citizenship."[45] Volunteers are given a stipend paid by the government.[46]

V. Civic Education for Foreigners Settling in France

Any foreigner admitted for long-term settlement in France, including refugees, must sign a "republican integration contract" (*contrat d'intégration républicaine*), by which they commit to a "personalized course of republican integration."[47] This curriculum, which is paid for by the government, includes civic instruction, French language courses (if necessary), guidance for finding a job, and individualized support towards the person's integration into French society.[48] The civics course is supposed to educate the person on the "principles, values and institutions of the Republic, to the exercise of rights and duties related to life in France, as well as to the organization of French society."[49]

This civic training program is a four-day course, which includes general information on France, with an emphasis on the principles and values that underpin life in France as well as the balance between rights and obligations.[50] The civic training program also includes information on access to healthcare, jobs, parenthood (including teaching about parental authority and children's rights), and access to housing.[51]

[44] Id. art. L120-1.

[45] Id.

[46] Id.

[47] Code de l'entrée et du séjour des étrangers et du droit d'asile, art. L311-9, https://perma.cc/L5RE-HAMA.

[48] Id.

[49] Id.

[50] *La formation civique*, Ministère de l'intérieur (May 15, 2019), https://perma.cc/Y35W-6J9N.

[51] Id.

Georgia

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SUMMARY The main efforts pertaining to civic education in Georgia are focused on the secondary education level, i.e. public and private schools from grades 3 through 10. Issues of civic education are integrated into two broader subjects—Society and Me, and My Georgia—for lower grades, while it is taught as a separate subject for grades 9 and 10. It is a compulsory part of the National Curriculum, adopted every five year by the Ministry of Education, Science, Culture and Sport.

Civic education, in different forms, is part of the Unified National Examinations, the compulsory exam system for university application. The National Assessment and Examination Center manages the exams.

The Ministry of Education, Science, Culture and Sport regularly conducts training courses and certifies teachers for civic education.

Nongovernmental organizations (NGOs) play a significant role in creating the curriculum, providing training for, and encouraging the proliferation of civic education. With the support of major western donors and collaboration with the government, NGO's are reaching out to all segments of society from preschool to the university level. A number of projects are planned for rural areas and areas with ethnic minorities.

I. Overview

Civic Education was introduced in Georgia against the backdrop of the transition from the Soviet-style totalitarian society to the modern, civil state. This transition was severely affected by the separatist conflicts in two provinces of Georgia, which were subsequently occupied by Russia following the 2008 Georgian-Russian War. Hence, the policies and activities related to civic education outlined in this report only apply in the territories that are controlled by the government of Georgia, excluding the occupied regions of Abkhazia and South Ossetia. The nationalistic tendencies precipitated by these conflicts complicated the introduction of a civic identity,[1] which was further exacerbated by the Soviet legacy, where nationality was equated with ethnicity.

The meaningful building of a civic identity only started after the peaceful Rose Revolution, in the Fall of 2003. The Georgian government was determined to build a country and society based on the values of liberal democracy. It also made it a priority to join the European and Euro-Atlantic institutions, a process which required a set of sweeping reforms. The government and international donors accelerated efforts to build a democratic state with its inseparable element:

[1] David Paitchadze, *Fate of the "Nationality Box" in Georgia*, Radio Liberty (May 8, 2003), https://perma.cc/L3CY-LW8X (in Georgian).

civic identity. While the government put more emphasis on institutional transformation and reforms, the donor community and local nongovernmental organizations embarked on building practical programs for civic education, training, and capacity building.[2]

Major efforts were undertaken by the USAID, the EU, and a number of European states, including Great Britain, Germany, Netherlands, and others. Joint efforts and collaboration between the government, local NGOs, and international donors aimed at building a transformed society where youth would consider civic engagement as their inalienable right.[3] Most of the observers emphasize the total success of these efforts and the dramatic increase in civic activism among youth, translated into a reported proliferation of youth initiatives and their active engagement in the political life of Georgia.[4]

II. Legal Basis for Civic Education

The term "civic" in conjunction with "education" first emerged in Georgian legislation on October 18, 2004, in Decree No. 84 of the Government of Georgia on National Goals of General Education.[5] The preface to the Decree states as follows:

> The system of general education in Georgia aims to create favorable conditions for the formation of a free person with national and universal values. In addition, the education system develops the adolescent's mental and physical skills, provides the necessary knowledge, establishes a healthy lifestyle, develops students' civic awareness based on liberal and democratic values, and helps them understand their rights and responsibilities to family, community, and the state.[6]

The Law of Georgia on General Education,[7] adopted on August 4, 2005, states that one of the goals of the state policy on education is to "form civic awareness, based on liberal and democratic values."[8]

Civic education was first included in the National Curriculum on September 28, 2006, by Decree No. 841 of the Minister of Education and Science of Georgia. Under the category of social science, it introduced a new compulsory subject: civic education. The goal of civic education was defined as follows:

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[2] Anna Matiashvili, *On Being First: The Meaning of Education Decentralization Reform in Georgia*, in *How NGO's React: Globalization and Education Reform in the Caucasus, Central Asia and Mongolia* 119-38 (Ivana Silova & Gita Steiner-Khamsi eds., Jan. 2008), https://perma.cc/G43J-MP85.

[3] World Bank, *Georgia Education Sector Policy Review: Strategic Issues and Reform Agenda* (Dec. 17, 2014), https://perma.cc/TW6G-QH7W.

[4] Ghia Nodia, Caucasus Institute for Peace, Democracy and Development Citizens Advocate! Program, *Civil Society Development in Georgia: Achievements and Challenges* (2005), https://perma.cc/6EZG-HWG3.

[5] Decree of the Government of Georgia No. 84 on the National Goals of General Education (Oct. 18, 2004), https://perma.cc/JNS2-W9HC (in Georgian).

[6] Id. (translation by author).

[7] Law of Georgia on General Education, https://perma.cc/RAB8-M4WP (official translation).

[8] Id. art. 3(1)(B).

> Civic education, based on liberal-democratic values, should help the student to understand his/her rights and responsibilities before the society and the state and to apply the theoretical knowledge gained on human rights, governance and economic development to everyday life; Develop important civic skills: formulate and defend one's position, critically evaluate one's own behavior, and respect people of different opinions, nationalities, beliefs, and cultures. [9]

Georgia's aspiration to integrate into European and Euro-Atlantic institutions resulted in certain obligations under the Association Agreement between Georgia and the EU, including those under chapter 16 of the Agreement, which is solely dedicated to education, training, and youth.[10] Chapter 16 deals with cooperation in the field of education and training and aims to reflect the relevant EU policy and practice. The Agreement envisions bringing Georgia closer to EU policy and practice in education and science, with a particular focus on higher education. Furthermore, raising the quality of higher education must be consistent and enhance the EU's Modernization Agenda for Higher Education and the Bologna Process. While cooperation in the academic field aims to strengthen and increase institutional cooperation between EU Member States and Georgian higher education institutions, as well as to share European experience in the development of curricula, it provides for collaboration in the area of lifelong learning, which among others is a key aspect of enabling citizens to fully participate in public life.

A. Compulsory Curriculum for Civic Education

Civic education in Georgia is mainly delivered through primary and secondary education systems, both public and private. From grades 3 to 4 and 5 to 7, elements of civic education are embedded into two compulsory subjects: Society and Me, and Our Georgia; in grades 9 and 10 a dedicated compulsory subject, Civic Education, is taught.

The National Curriculum for Education is adopted for every five-year period, and under that curriculum civic education is part of the social sciences category.[11] The most recently adopted National Curriculum covers school years 2018 through 2024. The curriculum is divided into three categories:

- primary level: grades 1–4
- base level: grades 7–9
- average level: grades 9–12

[9] Decree No. 841 of Minister of Science and Education of Georgia on adoption of the National Curriculum (Sept. 28, 2006), https://perma.cc/M8JG-G9US.

[10] Association Agreement between the European Union and European Atomic Energy Community and Their Member States of the One Part, and Georgia, of the Other Part, ch. 16, Aug. 30, 2014, 2014 O.J. (L 261) 4, https://eur-lex.europa.eu/legal-content/en/TXT/PDF/?uri=CELEX:22014A0830(02).

[11] National Curriculum for Education, ch. XV, Social Sciences – General Part and Standards, https://perma.cc/CF2E-YNT7.

According to the National Curriculum for Education, the subject Society and Me in the third and fourth grades is aimed at developing a pupil's responsibility and caring attitude towards him or herself and the family, community, natural environment, and cultural heritage. Seventy hours is devoted to this class in each of the grades. More specifically, the curriculum consists of familiarization with the following concepts:

- The person, I, as a member of community groups (family, school, friends, neighbors, communities)
- Time, continuity, and change (past, present, future)
- People, location, the environment (people around me, the place where I live, emergencies, the natural environment)
- Economics (professions, personal and public property, saving, resources)
- Citizen (responsibility, healthy lifestyle—personal hygiene, healthy food, physical activities, care, participation)
- Values and culture (moral categories, diversity, equality, overcoming conflict, protection of the environment, cultural heritage protection)

The Curriculum includes the following subjects:

- My family
- School environment, friends, and peers
- The environment in which I live
- Where and how do I get an education?
- Media and information
- Me and my country

The subject Our Georgia in grades 5 and 6 entails the integrated teaching of the basics of social sciences, with 70 hours devoted to the subject in grade 5 and 105 hours in grade 6. Within the framework of the subject, pupils study geography, history, ethnographic peculiarities, and the modern state of Georgia. The standard for the subject Our Georgia involves the explanatory and nonexplanatory development of the listed concepts:

- Person, community groups
- Time, continuity, and change (history, source, fact and interpretation, calendar, century, chronology)
- Environment, geography, map / place plan; border, natural resources, types of settlements, landscape (natural), ecology / protection of environment, relief, climate, natural events and their defense, emergencies, ethnic group, historical-ethnographic region)
- Economics (profession, agriculture, industry, trade, transport, and communications)

- State and citizen (community, responsibility, healthy lifestyle, volunteerism, participation, civil security, law, conflict, violence, elections, symbols)
- Cultural diversity (ethnic, cultural-religious diversity, cultural heritage, museum, tradition / innovation, folklore, writing, traditional sports types, traditional life activities)

The most recent National Curriculum for 2018–2024 introduced new compulsory subject, Citizenship,[12] for grades 7, 8, and 9, which has the following purpose:

- Assist in perceiving oneself as a full member of society
- Develop a caring attitude towards one's own country
- Teach forms of civic participation; the realization that one can and should implement positive changes in one's own country (community/municipality/state)
- Develop the necessary skills for the citizenship (cooperation, conflict management, entrepreneurship, managing finances) and values/attitudes (Human Rights, respect of opposite opinion, tolerance)
- Assist in the development of the principles of the rule of law and democracy
- Develop a culture of participation in public and political life[13]

For grade 10, the compulsory curriculum addresses the following issues:

Personal development

- Self-evaluation, determination, and achievement
- Manage and evaluate your own life
- Personal freedom and citizenship
- Opportunities for education and vocational training
- Labor rights at home and abroad
- Adulthood – new opportunities and responsibilities

Sustainable development

- Family obligations and responsibilities
- Equality and Justice: dimensions, fundamentals, and protection mechanisms
- Social protection and its mechanisms
- Problem management/solution

[12] "*Citizenship": Standard for Base Level*, National Curriculum Portal, https://perma.cc/BT6N-5PMN (in Georgian).

[13] Id.

- Conflicts in diverse society and their resolution
- Unlimited and limited relationships
- Cooperation and competition
- Self-government and governance
- Public opinion, public decisions, and forms of their adoption
- Culture of participation: opportunities, forms, and mechanisms
- Transparency and publicity
- Public demands and state obligations
- Means of defending human rights: free, fair judiciary and law enforcement
- Citizen and public servant: distribution of responsibilities
- Fundamentals of a free civil society
- Fundamentals and development of self-governance
- Development of public administration in Georgia

In September 2011, the International Foundation for Electoral Systems (IFES) launched a special course on civic education for university students titled Democracy and Citizenship.[14]

B. Evaluation and Testing Requirements for Civic Education

At the secondary education level (for both public and private schools) the evaluation system is determined in the National Curriculum's chapter IV.[15] The system envisions two forms of evaluation: developing (a system of verbal evaluation) and determining (a system of marks). The developing system controls the dynamics of student development and helps improve the quality of teaching. The developing evaluation can be delivered verbally or in written form. The determining system controls the quality of teaching and determines the level of achievement of students in correlation with the goals set forth in the National Curriculum. The determining evaluation uses marks for evaluation.

The system of marks is a 10-digit system, divided into five levels: low (1, 2), medium-low (3, 4), medium (5, 6), medium-high (7, 8), and high (9, 10).

Students in grades 1 through 4 are evaluated with the Developing System and in grades 5 through 12 with the Determining System.

The National Curriculum divides the evaluation system for learned subjects into three evaluations: current (combined marks for homework, class work, and final work), semester, and

[14] International Foundation for Electoral Systems, *Democracy and Citizenship: University Course for Civic Education – Student's Book* (2013), https://perma.cc/XN28-FHFZ (in Georgian).

[15] *National Curriculum: Students Evaluation System*, National Curriculum Portal, https://perma.cc/L6MS-NFG5 (in Georgian).

annual. The annual mark for the subject can be affected by the exam mark at the end of each semester on the same subject, if the exam on that subject is defined in the National Curriculum.

In 2005 the government of Georgia introduced the Centralized University Entry Examination system. The National Assessment and Examination Center (NAEC)[16] annually conducts the Unified National Examination, which is a prerequisite for enrollment into the university system in Georgia. Exams have three predetermined compulsory subjects and one (or more) elective subjects that can be selected by the examinee.

During 2009-2014 elements of civic education were embedded in the elective subject of "history" for the Unified National Examination. From 2015, "civic education"[17] was added as a separate subject to the list of elective subjects. From 2020, civic education will no longer be among the elective subjects but can be required as an extra exam by the institution of higher education itself.

III. Governmental and Nongovernmental Institutions for Civic Education

As mentioned above, civic education is compulsory in both public and private schools. There is no special funding allocated by the government for this purpose (besides regular salaries for teachers and expenses, allocated for their training, licensing, and curriculum development) but in parallel a number of nongovernmental institutions actively collaborate with the government on the central and local levels for the advancement of civic education in Georgia.

The USAID-funded project called Project Harmony[18] became a foundation for civic education in Georgia. Several of its subsidiary projects morphed into independent institutions and play a pivotal role in civic education today.

The program known as Momavlis Taoba[19] (MT, Future Generation), also funded by USAID, was implemented in Georgia by PH International. MT is supported by the Ministry of Education and Science of Georgia. The program was implemented in collaboration with the Center for Training and Consultancy, the Civics Teachers Forum, and 11 regional Georgian nongovernmental organizations. The goal of MT is to promote greater civic engagement of young people and enhance civil society's role in promoting transparent and accountable governance at the national and local levels by expanding and institutionalizing secondary school civic education curricula and practical applications.

The Head of the MT civic education program, PH International's Marina Ushveridze, described the MT program as follows:

[16] National Assessment and Examinations Center, https://perma.cc/6VKQ-HBCF.

[17] National Center for Assessment and Examinations, *How to Prepare for Unified National Examination: Civic Education* (2015), https://perma.cc/9ANS-M3HD (in Georgian).

[18] *PH International Mission and Values*, PH International, https://perma.cc/S2WR-2GF2.

[19] *Momavlis Taoba – Civic Education Program*, PH International, https://perma.cc/VEN7-WZBW.

> Our project ''Momavlis Taoba'' is aimed at improving the quality and scope of school-based civic education as a means to positively influence the knowledge, attitudes and behaviors of youth (and, through their example, those of the broader community) as active participants in Georgia's democratic society. On this stage the program has already reached out to nearly 2,000 schools in the entire country. Success has been achieved through funding and supporting more than 872 mini-grant projects in the amount equal to US$465,053 that promote civic participation by students and teachers, involving local state and private organizations as contributors in these projects. Moreover, throughout 10 years of activity we have developed a 50-hour accredited training course for civics teachers titled Teaching Democratic Citizenship. Our programs enabled more than 1,500 civics teachers from partner schools through this accredited course and conducting workshops for 915 school principals about the importance of school-based civic education. In 2014, a National Forum of Civics Teachers was created with our support, which now brings together more than 1,000 teachers from all regions of Georgia. The organization aims to advance civics teachers' professional development, promote experience-sharing among teachers through different activities, which include: trainings and master-classes by American and Georgian experts, civics teacher roundtables to discuss critical professional issues, regional conferences and meetings of civics teachers to share experiences, open lessons in civics and organization of the National Annual Fair-Conference of Civics Teachers.[20]

She also added that a national award for the Best Civics Teachers of the Year was introduced in 2012.[21]

Currently, the MT project runs the Civic Education Portal,[22] which spearheads civic education efforts, supplementing the efforts of the state.

Since 2006, the Library of the Parliament of Georgia[23] has had a dedicated program for civic education that includes online resources and continually updating its social media[24] outreach. It combines the latest literature published in Georgian in the fields of civic education. In addition to digital collections, one of the most important parts of this resource is the collection of dictionaries on civic education.[25] The online library has up to 50 digital dictionaries created both linguistically and thematically, and has a dedicated part for a civic encyclopedic lexicon.[26]

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[20] Telephone Interview with Marina Ushveridze, Head of MT, PH International (June 3, 2020).

[21] Id.

[22] Civic Education Portal, https://perma.cc/QUZ6-XVM3.

[23] *About Us*, Department of Civic Education, Library of the Parliament of Georgia, https://perma.cc/CL5K-8BHV (in Georgian).

[24] *Civic Education*, Facebook, https://perma.cc/B9DB-GQXE (in Georgian).

[25] Dictionaries of Civic Education, Library of the Parliament of Georgia, http://www.nplg.gov.ge/gwdict/index.php?a=index&d=6 (in Georgian).

[26] Civic Encyclopedic Lexicon, Library of the Parliament of Georgia, http://www.nplg.gov.ge/gwdict/index.php?a=index&d=5 (in Georgian).

The Civic Education Teacher's Forum[27] was established in 2011 as part of a special USAID-funded program called Applied Civic Education and Teacher Training. It was officially registered as the Civic Education Teacher's Forum in May 2013. It currently runs several projects, including the Civic Education Simulations for Georgian Schools, funded by the Federal Foreign Office of Germany. One of the main goals of the organization is to promote the significance of civic education in society and the educational system, and to take steps to increase civic education teachers' prestige as well as to support the professional development of teachers through trainings and preparation courses, seminars, and other measures. Additionally, the organization has created multiple platforms for exchange opportunities and promoting cooperation among teachers through social media platforms (including five Facebook pages), conferences, and meetings.

The Civic Education Lecturers Association (CELA)[28] was founded on April 16, 2014. However, CELA has existed as a professional network for much longer. In 2011, with the support of a USAID program within the framework of the Increased Trust in Electoral Process (ITEP) project, the International Foundation for Electoral Systems (IFES) initiated a course on Democracy and Citizenship at six institutions of higher education in Georgia. Later, the course was launched at another 28 Georgian universities. The need for the course arose as a result of a lack of civic education courses at Georgian higher education institutions. The teaching of the Democracy and Citizenship course has succeeded in raising civic engagement among the students through student projects and other related activities that have positively impacted local communities.

Several other nongovernmental civic education initiatives have been funded by foreign donors including

- the Georgian Democracy Initiative,[29] which runs a special educational portal called Civic Education for All with the support of the government of Netherland;[30]
- the Georgian-European Educational Center,[31] which offers preparatory courses on civic education for national exams; and
- the International Society for Fair Elections and Democracy[32] (ISFED), which conducts training courses on civic education with a specific focus on elections at the local and municipal levels.

From 2006-2018, the Georgian Association of Educational Initiatives managed the German-funded program known as U18 We Can Do More! – The Development of Civic Activity of Youth in the Regions of Ukraine, Georgia.[33] The project aimed at increasing the capacity of

[27] Civic Education Teachers Forum, http://cela.ge/en/about-us.

[28] Civic Education Lecturers Association, https://perma.cc/3TG3-MVYQ.

[29] Georgian Democracy Initiative, https://gdi.ge/en/.

[30] Civic Education for All, https://www.civiceducation.ge/

[31] Georgian European Educational Center, https://perma.cc/Q8J6-SPUH.

[32] *Civic Education*, International Society for Fair Elections and Democracy, https://perma.cc/VJ2D-27J6.

[33] "We Can Do More"—For Civic Empowering Youth and Young Adults in Eastern Europe, https://perma.cc/M5EF-P3AL (in Georgian).

nongovernmental organizations for engaging youth (under the age of 18) in rural areas in civic activities.

From 2011-2013, the EU financed a special project called Democracy Starts with You[34] with the goal of improving the civic participation of young people from minority and rural areas in the South Caucasus. The project formed the Association of Civic Educators[35] to ensure cooperation among teachers of civic education, establishing mechanisms for their support and professional development.

Since 2012 the Regional Center for Research and Promotion of Constitutionalism has led the Support of Civic Education initiative.[36] The program is designed for youth and includes meetings, seminars, summer school, etc.

The Civil Society Organization (CSO) portal[37] offers a variety of information on resources and activities related to civic education.

IV. Special Cases for Civic Education

Georgia has two regions with ethnic Azerbaijani and Armenian settlements where a special emphasis is placed on civic integration programs,[38] which encompass elements of civic education for the national minorities of Georgia.

Special independent studies in this field underline the importance of such engagement for promoting civic identity among national minorities. Notably, on September 1, 2009, the European Center for Minority Issues[39] published a report title *National Minorities and Educational Reform in Georgia* in which it underscored the importance of special efforts by the government of Georgia to promote civic education in accordance with the Georgian National Curriculum.[40]

Georgian NGOs that have a regional focus engage representatives of neighboring countries in dialogue, and some of their efforts include civic education. A good example is the Caucasus House and its Regional Dialogue web portal.[41]

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[34] Democracy Starts with You!, https://perma.cc/NKB5-QDLF.

[35] *Association of Civic Educators*, Democracy Starts with You!, https://perma.cc/DY3T-3DMM.

[36] *Initiative "Support for Development of Civic Education,"* Regional Centre for Research and Promotion of Constitutionalism (Batumi 2012), https://perma.cc/FQG9-SZQ6 (in Georgian).

[37] Civil Society Organizations Portal, https://perma.cc/3YQT-5BVP.

[38] *Civil Integration Programs*, Ministry of Science, Education, Culture and Sport of Georgia, https://perma.cc/83BF-KQT7.

[39] Salome Mekhluza & Aideen Roche, European Centre for Minority Issues, *National Minorities and Educational Reform in Georgia* 23-24 (Sept. 2009), https://perma.cc/5E3W-G5ZD.

[40] Id.

[41] *Course on Civic Education and Peace Building*, Regional Dialogue, https://perma.cc/BV7T-TGPZ.

It should be mentioned that fake news and anti-Western propaganda often portray civic education as an "instrument" to undermine national identity. Civic activists in Georgia have deemed it necessary to debunk such efforts and have introduced a number of fact-checking measures.[42]

V. Training of Trainers

The Ministry of Education, Science and Sport is tasked with conducting special training and licensing programs for teachers of civic education. The National Center for Evaluation and Examination conducts special courses and issues licenses for teachers. The Center has a dedicated manual for exam preparation with instructions, sample tests, a list of internet resources, and criteria for evaluating the tests.[43] The competence of newly trained teachers is evaluated with a special matrix adopted by the Ministry.[44]

A number of nongovernmental organizations, in cooperation with the Ministry of Education, Science and Sport, have also developed training materials for civil education teachers. The Association of Civic Educators, with the support of the EU, has produced detailed methodological guidelines for civic education teachers.[45]

VI. Measuring Progress

In 2015, the Civic Education Lecturers Association (CELA) published the *Review of Civic Education*. In its first chapter, "State Policy of Teaching Civic Education: Achievements and Challenges,"[46] the author evaluates the shortcomings of the government's civic education policies, stating that allocated hours in schools are not sufficient and that the main emphasis is placed on the subject during grade 9, at a time when some decide to switch to vocational education, hence missing the major part of the civic education program.

In 2014 CELA organized a conference on Civic Education in Georgia: Achievements and Prospects. Conference papers and presentations were published.[47] The authors reviewed achievements, measured by the latest parliamentary elections and civic activities during the elections, and elaborated on ongoing initiatives and existing areas for improvement.

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[42] Tamar Gurchiani, *Myth that Civic Education Threatens National Identity and Individuality Is Groundless*, Myth Detector (Oct. 5, 2015), https://perma.cc/DX74-NZAG.

[43] National Center for Assessment and Examination, *How to Prepare Teachers for Subject Test: Civic Education* (2016), https://perma.cc/9TEN-LRNP (in Georgian).

[44] Certification of Teacher's Competence: Table of Evaluation of Test for Civic Education, https://perma.cc/C6PH-L6S7 (in Georgian).

[45] *Civic Education Methodological Guideline for Teachers*, Democracy Starts with You, https://perma.cc/HZ6B-PV38 (in Georgian).

[46] Civic Education Lecturers Association, *Review of Civic Education* 5-12 (2015), https://perma.cc/942H-2JVA (primarily in Georgian).

[47] *Civic Education in Georgia: Achievements and Perspectives* (Conference Paper, Civic Education Lecturers Association, Tbilisi 2014), https://perma.cc/XWF6-4ZJT (in Georgian).

On March 2013 IFES produced the report *Evaluation of Democracy and Citizenship*,[48] which exposed the importance of continuing civic education in higher education. Students who were interviewed for the study exhibited more mature attitudes towards their civic engagement and the importance of such engagement.

In 2011 the Georgian Evaluation Association published the report *Subject of Civil Education in Georgian Schools and Practical Utilization of Acquired Knowledge by Students*. The study revealed that most school students consider the subject as useful but only one-third of them are currently engaged in some sort of civic activism. Teachers underlined the importance of continuous training and timely updates to teaching materials.[49]

VII. Civic Education for Immigrants

All individuals who are applying for or seeking restoration of Georgian citizenship are required to take a compulsory test. The test includes knowledge of the Georgian (or Abkhazian) language, basics of the history of Georgia, and fundamentals of the legal system of Georgia. These requirements were introduced by Presidential Decree No. 2 of September 4, 2018. [50] The test is administered through the Public Service Development Agency and the Ministry of Justice of Georgia.

[48] International Foundation for Electoral Systems, *Evaluation of "Democracy and Citizenship"* (Mar. 2013), https://perma.cc/4JJL-QKLM (in Georgian).

[49] Georgian Evaluation Association, *Subject of Civil Education in Georgian Schools and Practical Utilization of Acquired Knowledge by Students* (2011), https://perma.cc/PY32-V56M (in Georgian).

[50] Decree of the Commission on Citizenship, art. 19, §§ 1, 8, 9 & 10; test requirements, ch. V, art. 26, § G (Sept. 4, 2018), Legislative Herald of Georgia, https://perma.cc/CA66-M492.

Germany

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SUMMARY Germany is a federal republic with a central government and 16 states. Responsibility for education lies with the states. The states are further subdivided into autonomous municipalities, which set up and run the schools.

The states coordinate education policies in the Standing Conference of the Ministers of Education and Cultural Affairs and have adopted a recommendation on how to implement democracy education and human rights education in schools. However, the implementation varies from state to state. Civic education is generally not taught as a specific class, but integrated into other subject areas such as history, politics, or humanities and social studies. As an example, Bavaria has adopted the "Overall Concept of Civic Education at Bavarian Schools," which sets out binding guidelines for civic education in schools in Bavaria. Teachers have discretion with regard to how they implement the guidelines.

Civic education is a mandatory part of teacher training. Special funding is available for civic education events and innovative projects.

There are integration classes offered for immigrants who stay permanently in Germany or who apply for naturalization, which focus on the German language, legal system, culture, and history. Naturalization applicants must pass a civics exam.

I. Overview

Germany is a federal republic with a central government and 16 states.[1] The states are autonomous and exercise all rights that are not vested in the Federation.[2] Responsibility for education lies with the states.[3] The Basic Law, the country's constitution, does not specify how the individual German states have to implement their responsibility with regard to education.

[1] Grundgesetz für die Bundesrepublik Deutschland [Grundgesetz] [GG], May 23, 1949, Bundesgesetzblatt [BGBl.] I at 1, art. 20, para. 1, https://perma.cc/W2HC-3SS9 (original), https://perma.cc/CN8N-9PNH (unofficial English translation); *Federal Republic of Germany*, deutschland.de (last updated Jan. 18, 2018), https://perma.cc/KD5N-5S7C.

[2] GG, art. 30.

[3] Id.

The states are further subdivided into autonomous municipalities.[4] The responsibilities of the municipalities vary from state to state, but generally include setting up and running the schools.[5] The states and the municipalities have broad discretion with regard to exercising their responsibilities.

II. Legal Framework

A. Cooperation of the States with Regard to Civic Education

The German states coordinate education policies in the Standing Conference of the Ministers of Education and Cultural Affairs (Ständige Konferenz der Kultusminister in der Bundesrepublik Deutschland, KMK).[6] The tasks of the KMK are "address[ing] educational, higher education, research and cultural policy issues of supraregional significance with the aim of forming a joint view and intention and of providing representation for common objectives" and "ensur[ing] the necessary measure of commonality in educational, research and cultural issues of cross-state significance."[7]

In 2009, the KMK published a recommendation for democracy education in schools, which was significantly revised in 2018.[8] It states that "[t]he key competences of historical and political judgement and democratic action and ability to act must be developed and practiced and . . . [t]he aim of schools must therefore be to convey the required knowledge, promote values and participation, and to encourage and empower to take responsibility and show commitment in state and society."[9] The states have developed the "Quality Framework for Teaching Democracy," which is used as a framework document in schools.[10] The recommendation suggests putting a stronger focus on "contents relating to democracy based on the rule of law as form of government, society and lifestyle in the guidelines and curricula for all subjects, and use of the opportunities of social networks in this area."[11] It provides an extensive list of examples for how these goals can be achieved in schools.[12] The states agreed to cooperate and

[4] Id. art. 28, para. 2.

[5] Id. art. 28, para. 2, sentence 1; Bundesverfassungsgericht [BVerfG], Nov. 19, 2014, docket no. 2 BvL 2/13, paras. 63-74, https://perma.cc/F8MT-JANU.

[6] *The Standing Conference of the Ministers of Education and Cultural Affairs*, KMK, https://perma.cc/QEY8-J793.

[7] Id.

[8] KMK, *Demokratie als Ziel, Gegenstand und Praxis historisch-politischer Bildung und Erziehung in der Schule* (Mar. 6, 2009, as updated on Oct. 11, 2018), https://perma.cc/7ZLJ-Q56H (original), https://perma.cc/J5FX-VXQE (English translation).

[9] Id. at 4.

[10] Id. at 5; *Qualitätsrahmen Demokratiepädagogik*, (Gerhard de Haan et al. eds., 2007), https://perma.cc/Q92J-BYMQ.

[11] KMK, *Demokratie als Ziel*, supra note 8, at 6.

[12] Id. at 8-10.

regularly consult with each other and civic organizations to implement the recommendations and to develop them further.[13]

The KMK also released a revised recommendation on "Human rights education in schools" in October 2018.[14] As in democracy education, integrating human rights education as a cross-sectoral topic in all classes is recommended.[15]

B. Implementation in the State of Bavaria

As an example, this report will focus on the Free State of Bavaria, which is the largest German state in terms of surface area.[16] The Bavarian Constitution provides that students "must be educated in the spirit of democracy, to love their Bavarian homeland and the German people and in a spirit of international reconciliation."[17] In furtherance of that constitutional mandate, the "Overall Concept of Civic Education at Bavarian Schools" was adopted, which sets out binding guidelines for civic education in schools in Bavaria.[18] It is supplemented by the offerings on the online "Portal for Civic Education and Education for Sustainable Development at Bavarian Schools."[19]

The overall concept states that civic education is an overarching educational goal that must be integrated in all classes and in all types of schools.[20] The goal of civic education is to raise "responsible citizens" (*mündige Bürger*).[21] Teachers who are teaching civics must abide by the "Beutelsbach Consensus," meaning they are not allowed to overwhelm the student "for the sake of imparting desirable opinions and to hinder them from 'forming an independent judgement,'" they must treat controversial subjects as controversial, and they must give weight to the personal opinions of students.[22] Teachers should in particular focus on current political events to which students can relate.[23] Examples for civic education topics are democratic principles, possibilities

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[13] Id. at 10 & 11.

[14] KMK, *Menschenrechtsbildung in der Schule* (Dec. 4, 1980, as updated on Oct. 11, 2018), https://perma.cc/2V9R-VUS9.

[15] Id. at 5.

[16] *Federal Republic of Germany*, supra note 1.

[17] Verfassung des Freistaates Bayern [BayVerf], Dec. 15, 1998, Bayerisches Gesetz- und Verordnungsblatt [GVBl.] at 991, 992, as amended, art. 131, para. 3, https://perma.cc/LHL2-MSVY (original), https://perma.cc/S7Q5-J55B (English translation, updated through Jan. 1, 2014).

[18] Bayerisches Staatsministerium für Bildung und Kultus, Wissenschaft und Kunst [KM Bayern], *Gesamtkonzept für die Politische Bildung an bayerischen Schulen* (Aug. 16, 2017), https://perma.cc/E2UF-F7WH.

[19] *Portal für Politische Bildung und Bildung für nachhaltige Entwicklung an bayerischen Schulen*, Staatsinstitut für Schulqualität und Bildungsforschung [ISB], https://perma.cc/9ZK7-HPJZ.

[20] KM Bayern, supra note 18, at 5.

[21] Id. at 14.

[22] Id. at 14; *Beutelsbacher Konsens*, Landeszentrale für politische Bildung Baden-Württemberg [lpb], https://perma.cc/39LE-E2E4.

[23] KM Bayern, supra note 18, at 15.

for political participation, the rule of law, human rights, the importance of freedom, political structures in different countries and on local, national, and global levels, and social market economy, among others.[24] In general, teachers have discretion with regard to how they implement the overall concept.

In addition, the overall concept suggests projects, competitions, extracurricular activities such as the student council, and excursions to historical places and political institutions, to supplement the general classroom education.

C. Requirements for Teacher Training

Teachers in Bavaria are required to take university classes that teach civic education, among other things.[25] Furthermore, during the practical training phase that follows the university studies, civic education training is mandatory.[26] Teachers are also obligated to attend continuing education classes that deal with civic education.[27]

D. Civic Education for Immigrants

1. Permanent Residents

In order to further integration and teach immigrants the rules and values of German society, integration classes are offered for foreigners who stay in Germany on a permanent basis.[28] Integration classes teach foreigners the German language, legal system, culture, and history.[29] Six hundred lessons are devoted to the German language and 100 to the legal system, culture, and history.[30] Details are regulated in the Integration Class Regulation and the Curriculum for Federal Integration Classes.[31] The Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF) coordinates the integration classes and may use public or private

[24] Id. at 17, 18.

[25] Lehramtsprüfungsordnung I [LPO I], Mar. 13, 2008, GVBl. at 180, as amended, § 32, para. 1, no. 2, https://perma.cc/NMN8-JKD5.

[26] KM Bayern, supra note 18, at 22.

[27] Id. at 22; Bayerisches Lehrerbildungsgesetz [BayLBG], Dec. 12, 1995, GVBl. 1996 at 16, 40, as amended, art. 20, https://perma.cc/CC4M-RC46; Dienstordnung für Lehrkräfte an staatlichen Schulen in Bayern [Lehrerdienstordnung] [LDO], July 5, 2014, KWMBl. 2014/11 at 112, § 9a, para. 2, https://perma.cc/E29L-LHGM.

[28] Aufenthaltsgesetz [AufenthG], Feb. 25, 2008, BGBl. I at 162, as amended, § 43, https://perma.cc/T6T6-V99W (original), https://perma.cc/NV8W-YWUJ (unofficial English translation, updated through Oct. 30, 2017).

[29] Id. § 43, para. 2.

[30] Integrationskursverordnung [IntV], Dec. 13, 2004, BGBl. I at 3370, as amended, § 11, para. 1, § 12, para. 1, https://perma.cc/B5XK-PEBV.

[31] Id.; Bundesamt für Migration und Flüchtlinge [BAMF], *Curriculum für einen bundesweiten Orientierungskurs* (Apr. 2017), https://perma.cc/G324-E6AU.

teaching institutions.[32] Online classes are possible.[33] Participants must contribute €1.95 (about US$2.22) for every lesson of the integration course, which adds up to €1,365 (about US$1,554) for the 700 hours of the integration course.[34] People who receive unemployment or social security benefits or who are not able to pay may apply to be exempt.[35]

Certain groups of foreigners have a legal right to participate in integration courses on a voluntary basis,[36] whereas others are required to attend. The following groups of foreigners are obliged to take an integration course:

(1) foreigners who are entitled to take an integration course and are unable to communicate in German even at a basic level or do not have a sufficient command of German at the time a residence permit is issued;

(2) foreigners who receive social security benefits and an integration agreement provides for participation;

(3) foreigners who have special integration needs and the foreigners' office requires them to participate; or

(4) foreigners who are entitled to participate according to section 44, para. 4, sentence 2, nos. 1-3 of the Residence Act, receive benefits under the Asylum Seekers' Benefits Act, and are asked by the benefits office to participate.[37]

Immigrants who refuse to attend integration classes without good cause will have their benefits curtailed.[38] Legitimate reasons to refuse attending a class include employment in the regular job market or the commencement of vocational training or university studies.[39]

The guidelines for the Curriculum for Federal Integration Classes provide, among other things, that the lessons for the orientation part focus on teaching "value-based civic education and promoting civic participation."[40] The lessons are divided into "Politics in a Democracy" (35 lessons) "History and Responsibility" (20 lessons), and "People and Society" (38 lessons).[41] The curriculum states that teachers who are teaching civics must abide by the "Beutelsbach

[32] AufenthG, § 43, para. 3, sentence 2.

[33] IntV, § 14, para. 3.

[34] Id. §§ 9, 20 para. 6; *Foreign Nationals with Residence Titles Issued from 2005 Onwards*, BAMF, https://perma.cc/B2BN-J3FW.

[35] IntV, § 9, para. 2.

[36] AufenthG, § 44.

[37] AufenthG, § 44a, para. 1.

[38] Id. § 44a, para. 3.

[39] Id. § 44a, para. 1, sentence 6, § 44a, para. 2.

[40] BAMF, *Curriculum für einen bundesweiten Orientierungskurs*, supra note 31, at 9.

[41] Id. at 12.

Consensus."[42] BAMF publishes a list of approved teaching materials for the integration classes, which is updated on a regular basis.[43] The overarching topics for "Politics in a Democracy" are fundamental rights in the basic law, constitutional principles and national symbols, functions of the state and duties of citizens, constitutional bodies and parties, and social and political participation.[44] The overarching topics for "History and Responsibility" are National Socialism and its consequences, German history from the division to reunification, and European integration.[45] For "People and Society," they are families and types of family unions, understanding one's role and the equality of men and women, upbringing and education, tolerance and coexistence, and religious diversity.[46] Furthermore, the curriculum provides a long list of specific examples and current topics that can be discussed for the three modules, as well as cross-references.[47]

2. Naturalization Applicants

Furthermore, immigrants who are applying for naturalization are required to pass a naturalization exam. The German Nationality Act requires, among other things, that applicants possess knowledge of the legal system, society, and living conditions in Germany,[48] which they can demonstrate by passing the naturalization test.[49] To prepare for the test, foreigners may participate in voluntary integration courses.[50]

Specifics of the naturalization test are regulated in the Nationalization Test Regulation.[51] The naturalization test is based on topics covered in the integration classes according to the Residence Act. It covers the topics "Living in a Democracy," (called "Politics in a Democracy" in the integration classes), "History and Responsibility," and "People and Society."[52] The main focus is on "Living in a Democracy," which includes the following topics:

- Democracy,
- Fundamental rights,

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[42] See *Beutelsbacher Konsens*, supra note 22.

[43] BAMF, *Liste der zugelassenen Lehrwerke für den Integrationskurs* (Mar. 2020), https://perma.cc/649D-B8BS.

[44] BAMF, *Curriculum für einen bundesweiten Orientierungskurs*, supra note 31, at 26.

[45] Id. at 33.

[46] Id. at 39.

[47] Id. at 31, 35, 37, 41, 43.

[48] Staatsangehörigkeitsgesetz [StAG],], Feb. 25, 2008, BGBl. I at 162, as amended, § 10, para. 1, no. 7, https://perma.cc/8G99-EEHE (original), https://perma.cc/KTL9-MFGU (unofficial English translation, updated through Nov. 20, 2019).

[49] Id. § 10, para. 5.

[50] Id.

[51] Einbürgerungstestverordnung [EinbTestV], Aug. 5, 2008, BGBl. I at 1649, as amended, https://perma.cc/QK9N-H83P.

[52] Id. Annex 2.

- Conflict resolution in a democratic society,
- The rule of law,
- Social state,
- Responsibility of the individual for the common good,
- Political participation,
- Equality of men and women, and
- Symbols of the state.

The selection of topics in the curriculum covers content that is categorized as "Basic Civics" and "Principles and Values of the Constitution."[53] A particular focus is placed on future possibilities for civic participation of naturalization applicants.[54]

It has been reported that the failure rate for the naturalization test is very low.[55]

E. Federal Agency for Civic Education

Furthermore, Germany has a Federal Agency for Civic Education (Bundeszentrale für politische Bildung, bpb), whose mission is to "provid[e] citizenship education and information on political issues to all people in Germany. 'Citizenship education' in this connection broadly means educating and encouraging citizens to actively participate in society and in the democratic process."[56]

F. Special Funding for Civic Education

Recognized organizers of civic education events and individual innovative projects that deal with civics can apply to the Federal Agency for Civic Education or to the corresponding state agencies for funding.[57]

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[53] Id.

[54] Id.

[55] Aileen Heselich, *Wie ich Deutscher werde*, Frankfurter Allgemeine (Sept. 23, 2016), https://perma.cc/6GCW-W2GQ.

[56] *Federal Agency for Civic Education*, bpb, https://perma.cc/94WT-2R9L.

[57] Bundesministerium des Inneren [MBI], Richtinien zur Anerkennung und Förderung von Veranstaltungen der politischen Bildung durch die Bundeszentrale für politische Bildung (BpB), Gemeinsames Ministerialblatt [GMBl.] 2012, at 810, https://perma.cc/KEC9-YTY9 (only for specific recognized institutions); other innovative projects can receive financing according to Bundeshaushaltsordnung [BHO], Aug. 19, 1969, BGBl. I at 1284, as amended, §§ 23, 44, https://perma.cc/A4UR-35R7 (original), https://perma.cc/426J-NBGJ (English translation). See also *Modellförderung*, bpb (last updated Dec. 3, 2019), https://perma.cc/AGA2-Y598.

India

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SUMMARY Civics education in India was introduced close to the end of the 19th century but was limited to understanding the political colonial system and intended to create loyal, obedient, and disciplined subjects. Colonial rule ended in 1947, but civics was retained with the same thematic approach of focusing on controlling behavior and creating responsible citizens. In 2004, the National Council of Educational Research and Training (NCERT) conducted a curricular review process that included designing new syllabi and textbooks for all subjects and levels at primary and secondary schools (grades 1 to 12). As a result of this process, in 2005, the NCERT developed a National Curriculum Framework, which replaced civics with the subject of Social and Political Life at the upper primary school level (grades 6 to 8) and political science at the secondary level, with the introduction of new syllabi and textbooks.

I. Background

The Constitution (Eighty-sixth Amendment) Act, 2002,[1] inserted article 21-A ("Right to Education") in the Constitution of India, establishing education as a fundamental right. Article 21-A stipulates that "[t]he State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine."[2] Until 1975, the states had exclusive responsibility over education, but after an amendment was made to the Constitution in 1975, education is now on the Concurrent List as a shared subject matter, which enables both the central government and the individual states to regulate education.[3] Typically, "school education policies and programmes are suggested at the national level by the GoI

[1] Constitution (Eighty-sixth Amendment) Act, 2002, https://perma.cc/EFV5-YHV6.

[2] India Const. art. 21-A, https://perma.cc/K2UY-4MPY. Note that Part IV of the Constitution establishes a number of directive principles of state policy: article 41 stipules that "[t]he State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want"; article 45 states that "[t]he State shall endeavour to provide early childhood care and education for all children until they complete the age of six years"; article 46 states that "[t]he State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation"; and article 51-A, which lists fundamental duties, stipulates that it shall be the duty of every citizen of India "who is a parent or guardian to provide opportunities for education to his child or, as the case may be, ward between the age of six and fourteen years." Directive principles of state policy and fundamental duties are nonjusticiable but have been used to interpret fundamental rights and also construed harmoniously with such rights.

[3] Id. Seventh Sched., List III–Concurrent List, "25. Education, Including Technical Education, Medical Education and Universities, Subject to the Provisions of Entries 63, 64, 65 and 66 of List I; Vocational and Technical Training of Labour."

[Government of India] though the state governments have a lot of freedom in implementing programmes. Policies are announced at the national level periodically."[4]

At the union (or central) level, the Ministry of Human Resource Development is responsible for framing national policy on education and it currently works through two departments: the Department of School Education and the Literacy Department of Higher Education.[5] The former department deals with primary, secondary, and higher secondary education, while the later deals with higher education.[6]

The National Council of Educational Research and Training (NCERT) is an "autonomous organization" established in 1961 by the government of India "to assist and advise the Central and State Governments on policies and programmes for qualitative improvement in school education."[7] It has responsibility for "conducting education research and developing model curricula and textbooks for school education."[8] It also "builds institutional capacity for the implementation of curricular reforms at the state level"[9] and is responsible for preparing the National Curriculum Framework for the educational boards.[10] Each state also has its own equivalent called the State Council for Educational Research and Training (SCERT). According to one journal article, "[t]hese are the bodies that essentially propose educational strategies, curricula, pedagogical schemes and evaluation methodologies to the states' departments of education. The SCERTs generally follow guidelines established by the NCERT. But the states have considerable freedom in implementing the education system."[11]

Education in India is provided by the public and private sector with control and regulation through central level and state level boards that are "responsible for managing the school education in India."[12] The Central Board of Secondary Education (CBSE), which functions under the supervision of the Ministry of Human Resource Development, is "a national level board of education in India for public and private schools, controlled and managed by Union Government of India. CBSE has asked all schools affiliated to follow only NCERT curriculum and study materials."[13]

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[4] Central Institute of Educational Technology (CIET), *Multilevel Educational Administration, Management and Governance* 1 (Aug. 3, 2017), https://perma.cc/U3WW-JGCX.

[5] *About MHRD*, Ministry of Human Resource Development, https://perma.cc/JC5A-SWKG.

[6] Id.

[7] *About Us*, National Council of Educational Research and Training (NCERT), https://perma.cc/73FH-GHKK.

[8] Latika Gupta, *Making Reflective Citizens: India's New Textbooks for Social and Political Life*, *in* Constructing Modern Asian Citizenship 105, 106 (Edward Vickers & Krishna Kumar eds., 2015).

[9] Id.

[10] Diksha Dani & Gaurav Agrawal, *Evaluating the Quality of Indian School Education Boards' Websites Using Multi Criteria Decision Making Models*, Int. U. Info. Tech. 1, 1 (2018).

[11] Id.

[12] Id. at 2.

[13] *Central Board of Secondary Education (CBSE),* NIMT Educational Institutions, https://perma.cc/3JNV-AXNV.

II. National Curriculum Framework 2005

Civics education was introduced by the British colonial administration "towards the end of the nineteenth century to educate the young about the roles and responsibilities of adult citizens and to familiarize them with the various institutions of governance."[14] The NCERT notes that "[c]ivics appeared in the Indian school curriculum in the colonial period against the background of increasing 'disloyalty' among Indians towards the Raj. Emphasis on obedience and loyalty were the key features of Civics."[15] One article notes that civics education was "geared towards developing characteristics of rationality, obedience, loyalty, and discipline in the colonial subject."[16] Colonial rule ended in 1947, but civics was retained with the same thematic approach of focusing on desirable behavior and creating responsible citizens.

In 2004, NCERT conducted a curricular review process that included designed new syllabi and textbooks for all subjects and levels at primary and secondary schools (grades 1 to 12). As a result of this process, in 2005, the NCERT developed a National Curriculum Framework (NCF). One of the key goals of the NCF is "[b]uilding a citizenry committed to democratic practices, values, sensitivity towards gender justice, problems faced by the Scheduled Castes and the Scheduled Tribes, needs of the disabled, and capacities to participate in economic and political processes."[17] The NCF is followed by schools affiliated with the CBSE.

A. SPL and Political Science

As part of the NCF, civics was "recast as political science, and the significance of history as a shaping influence on the children's conception of the past and civic identity" was recognized.[18] Members of the 2005 NCF development team "felt that Civics should cease being taught as a subject in the middle school because of its explicit links to the colonial states's [sic] instrumental need to create 'citizens' as well as because it was too narrowly focused on the political machinery of the state."[19]

The NCF also states that "Political Science treats civil society as the sphere that produces sensitive, interrogative, deliberative, and transformative citizens."[20] Civics was changed to the subject of Social and Political Life (SPL) at the upper primary school level (grades 6 to 8) and political science at the secondary level,[21] with the introduction of new syllabi and textbooks. Professor

[14] Gupta, supra note 8, at 105.

[15] NCERT, *National Curriculum Framework* [NCF] 51 (2005), https://perma.cc/DMQ6-NALL.

[16] Dipta Bhog & Malini Ghose, *Writing Gender In: Reflections on Writing Middle-School Political Science Textbooks in India*, 22(1) Gend. & Dev. 49, 52 (2014).

[17] NCF, supra note 15, at 126.

[18] Id. at 127.

[19] Sarada Balagopalan, *'Unity In Diversity': Social Cohesion and the Pedagogical Project of the Indian State*, *in* Thinking Diversity, Building Cohesion: A Transnational Dialogue on Education 133, 138 (Mokubung Nkomo & Saloshna Vandeyar eds., 2015).

[20] NCF, supra note 15, at 51.

[21] Latika Gupta, *Education, Poverty and Gender: Schooling Muslim Girls in India* 21 (2015).

Latika Gupta, an expert in elementary education, describes the change in syllabi from the old civics course to SPL as follows:

> The transition from civics to SPL is marked by a certain amount of continuity in the new syllabus for this subject, but a radical discontinuity in its treatment. This implies that the formal institutional structures of democracy, the role of an individual with reference to these institutions and the functioning of government continue to feature in the syllabus, but the focus has shifted to experiential understanding of the ways in which institutions function. At the same time, themes were developed based on those social issues that might help text creators to analyse the working of social and political institutions. At the level of syllabus development, a major step was taken by spelling out the objectives of every theme, rationales for including these objectives and details of the scope within which the textbook development committee might treat these objectives. The Syllabus for Classes at the Elementary Level (NCERT, 2006b) for social sciences attempts to present both the means through which the capacity of Critical reflection can be inculcated in the learners and the information base required for it. By 'means' is implied here the attitude, tools and skills required for critical reflection.[22]

She also describes some of the thematic shifts in the SPL textbooks:

> The aim of the SPL text is to encourage children to develop informed view points on social issues and formal institutions, and to figure out the contemporary challenges facing India in making the vision of the Constitution of India a reality. SPL provides an overview of the democratic process, names certain significant conflicts faced by Indian society and the polity, and gives an opportunity to the readers to engage with them by placing themselves in the role of interested citizens-in-the-making . . . SPL texts engage with conflicts and overcome the silences which were present in older textbooks. These new texts bring conflicts in Indian society centre-stage so that the limits of prevailing discourses are stretched and newer meanings arise. The newer meanings help the readers in developing a deeper understanding of society. SPL textbooks assume that the caste-, religion- and gender-based composition of Indian society has conflicts built into it and these need upfront discussion and reflection by young readers. The reader of SPL text- books is an adolescent who is engaged in a search for meaning and identity in life. While he or she pursues that individual search, it is important that such conflicts are available to him or her for socio-cultural analysis so that the formation of self-identity takes place with a conscious recognition of the larger social reality.[23]

According to the introductory note for teachers in the SPL textbook for Class VII, one of the major departures from Civics is that SPL uses "real-life situations" to "teach concepts because it recognises that children learn best through concrete experiences," and "uses material that draws upon the experiential understanding of familial and social issues that middle school children bring to the classroom."[24] SPL further develops the students' abilities to critically understand and analyze issues by using a pedagogical approach, which "tends to avoid the use of definitions

[22] Gupta, supra note 8, at 109.

[23] Id. at 112-3.

[24] National Council of Educational Research and Training (NCERT), *Social and Political Life – II - Textbook for Class VII*, at vii (2020-21), https://perma.cc/3X2S-PRQG.

to sum up a concept. Instead, it uses case studies and narratives to explain concepts."[25] Some of the elements that the Class VII book utilizes to explain selected issues include storyboards, in-text and end-text questions, and glossaries.[26] The introductory note also highlights the crucial role that teachers are expected to play in "transacting" the material:

> SPL counts on the teacher to play a very significant role in the classroom for the following reasons. First, the SPL text specifically names communities (for example: Dalit [lower caste], Muslim, poor etc.) in its discussion of various issues and this may lead to some discomfort in a classroom that has a student population from different sociocultural and (perhaps) economic backgrounds. We expect the teacher to play a crucial role in transacting this material with a sensitivity and firm commitment to respecting the dignity of all students in the classroom and the school. Second, given the limited ability of this 'national' text to engage the local we also envision the teacher playing a major role in adding local examples to the discussion of concepts, provided these remain true to the logic and understanding of each concept as intended by the book's authors.[27]

According to another commentator, "[u]nlike earlier civics curricula, the new political science texts give emphasis to citizens' rights and the duties of government in addition to the duties of citizens."[28]

B. Social Science and Other Courses

A shift was also made in social sciences so that it was focused more on "conceptual understanding rather than rote memorization," and a new pedagogical approach was developed "based on activities that will help students build the capacity and skills to think critically about social reality."[29] Professory Reva Joshee, an expert on education policy, writes that

> [t]he new syllabi for both elementary and secondary social sciences stress the need to actively engage students in learning process. The new textbooks do this by using a variety of methods including fiction, cartoons, and insert boxes with specific examples or activities. While the new textbooks do have a discernable leftist bent, in general they present information in ways that encourages students to question it rather than accept it at face value. The Class 11 textbook on the constitution, for example, encourages students to consider different opinions or rights and to develop their own positions.[30]

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[25] Id.

[26] Id. at viii-ix.

[27] Id. at viii.

[28] Reva Joshee, *Citizenship Education in India: From Colonial Subjugation to Radical Possibilities, in* The SAGE Handbook of Education for Citizenship and Democracy 175, 183 (J. Arthur et al. eds., 2008).

[29] Id.

[30] Id.

III. Effectiveness of Civic Education Programs

A 2015 report by the Children's Movement for Civic Awareness (CMCA), a non-profit organization for citizenship education of youth in India, notes that India's civic education has not been effective in "nurturing democratic citizenship" and that youth in secondary schools "are growing up without adequate critical knowledge and skills and the desirable attitudes and values necessary to evolve as humane and democratic citizens who can meaningfully participate in governance and politics."[31]

The CMCA report also notes that

> [t]he NCF 2005 . . . is perhaps the first brave attempt in India to enrich the curriculum content and render it relevant from the perspective of nurturing active citizenship for democratic politics. However, CBSE affiliated schools constitute merely 10-12% of all secondary schools in India and NCF 2005, rich and relevant as it may be in content, continues to be constrained by the methodology of curriculum delivery and continues to be unimaginative and relying largely on rote learning. Furthermore, considering that education is concurrent subject and NCF 2005 is not legally binding on states, the latter continue to pursue their own education agendas while perpetuating the civic education stalemate.[32]

Similar sentiments have been expressed by Bhakti Bhave, a civic literacy and engagement expert who has said in a column that the problem arises at the "implementation level" and that "the curriculum is still being widely delivered by the methodologies that lead to retention of knowledge without any understanding and application of it."[33] She also notes that

> [a]n immense investment in Civics classrooms is required in cultivating the participatory skills which broadly include interacting, monitoring and influencing government processes. The irony is that our Civics classrooms very naturally tend to keep politics out of classrooms. Many of these issues could be attributed to the lack of capacity building of teachers. Civics/Political Science are perhaps the only subjects for which hardly any capacity building programmes of the educators are arranged and promoted. A very limited understanding of the role and scope of this subject paired with rote-learning practices has impact beyond the sphere of school education, as it poses a serious threat to the robustness of our democracy. A fundamental shift from Civics to citizenship education is the pressing need that all stakeholders in the arena of Civics education should make note of.[34]

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[31] Children's Movement for Civic Awareness (CMCA), *Where Young India Stands on Democratic Citizenship: Yuva Nagarik Meter Report* 7 (Jan. 21, 2015), https://issuu.com/cmcaindia/docs/yuva_nagarik_meter_report. For more information on civic education and its effectiveness see CMCA, *Policy Report Dialogues: Transforming Citizenship Education* (Apr. 6, 2016), https://issuu.com/cmcaindia/docs/policyreport_dialogues2_final_full_.

[32] Id.

[33] Bhakti Bhave, *What We Missed Out in School: Civics,* DNA India (Jan. 29, 2017), https://perma.cc/5RK2-GPGP.

[34] Id.

Israel

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SUMMARY School programs in Israel are determined based on population sectors. Civic education is mandatory for all educational sectors and is determined and funded by the Ministry of Education. Civics is one of the required subjects of testing in the matriculation exams. Successful passage of these exams entitles a student to a Te'udat Bagrut [TB, Matriculation Certificate]. TB scores are a prerequisite for admission to higher education in Israel and may determine acceptance into elite military units and affect future job prospects.

Civic education teachers are required to have a teaching license. A teaching license is granted based on proof of subject matter expertise, proficiency in the methodology of teaching civic education, and a positive assessment by the Ministry of Education's Supervisor of Civic Education based on a classroom visit. Online training for teachers is available but does not preclude practicum and in-class assessment.

I. Introduction

The State of Israel is home to a diverse population, composed of Jewish, Arab, and other communities and sub-groups, identifiable according to criteria such as religion, ethnic origin, date of immigration, etc.[1]

Established in 1948 as a Jewish national home, the Declaration of the Establishment of the State of Israel (Declaration) calls for the state to respect democratic principles and protect the equal social and political rights of all inhabitants.[2] Although not considered as having a constitutional status by itself, the principles laid out by the Declaration have traditionally guided Israeli courts in interpretation of legislation. Two basic laws, adopted in 1992 and 1994,[3] explicitly refer to the Declaration as a guide for implementation of the protection of basic rights "in order to establish

[1] *Population, By Population Group*, Israel Cent. Bureau of Stat. (Sept. 26, 2019), https://perma.cc/ZXJ6-GDXZ; see also *Jews, by Continent of Origin, Continent of Birth & Period of Immigration*, Israel Cent. Bureau of Stat. (Sept. 26, 2019), https://perma.cc/TWQ4-JRYA; *Population by Religion*, Israel Cent. Bureau of Stat. (Sept. 26, 2019), https://perma.cc/3SSD-LLSR.

[2] *The Declaration of the Establishment of the State of Israel* (May 14, 1948), Sefer HaHukim (SH) [official gazette] SH No. 1 p. 1, https://perma.cc/648A-8XQ5.

[3] Basic Law: Human Dignity and Liberty, 5752-1992, §§ 1 & 1(a), SH No. 1391 p. 60 (Mar. 25, 1992, as amended) Knesset (Israeli Parliament), https://perma.cc/CTP5-RQMD (English translation by Ministry of Foreign Affairs); Basic Law: Freedom of Occupation, 5754-1994, §§ 1 & 2, SH No. 1454 p. 90 (Mar. 10, 1994), Knesset, https://perma.cc/EVN6-8NRA (English translation by Ministry of Foreign Affairs). Israel does not have a written constitution contained in one document. Based on the 1951 Harari Knesset Resolution, Israel's Basic Laws were intended to form chapters in its future constitution. Knesset, *The Constitution*, https://perma.cc/N5X7-KQVY.

in a Basic Law the values of the State of Israel as a Jewish and democratic state."[4] The Basic Law: Israel—the Nation State of the Jewish People, adopted by the Knesset (Israel's parliament) on July 26, 2018,[5] however, does not include a similar provision, an omission that was a subject of controversy in Israel.[6]

Some scholars have noted the impact of sociopolitical and legal developments on the teaching of civic education in Israel.[7] The following provides an overview of the general characteristics of the Israeli civic education system, current curriculum, and teachers' training requirements.

II. Characteristics of Civic Education

A. Regulatory Measures and Testing of Civic Education

Compulsory education in Israel applies to all male and female students who are 3 to 17 years of age at the beginning of the school year, and amounts to 15 years of education, three of which are in preschool and 12 more in grades 1 through 12.[8] The required school curriculum is generally determined and funded by the Ministry of Education (MOE).[9]

Civic education, like other educational subjects, is regulated by MOE, and is generally taught in grades 9 through 12 in all sectors of the education system, which consist of: "public education," "religious-public education," "Arab education," "Druze education," and "independent Haredi education."[10]

Civic education is also one of the subjects in which students are tested at the matriculation examinations, passage of which entitles a student to receive a Te'udat Bagrut [TB, Matriculation

[4] For the meaning of the Jewish dimension of the state, see HC 466/07 Galon v. Attorney General, 65(2), State of Israel: the Judicial Authority website (Justice Edmond Levi para. 14, citing Shlomo Avineri, *The State of Israel as a Jewish and Democratic State*, in *Proceedings of the Twelfth World Congress of Jewish Studies* 5757 [1997](5759)[1999] 38 (Ron Margolin, ed. 1997), https://perma.cc/HN2G-2N82 (in Hebrew). On the democratic character of the state, see Galon, citing HC 164/97 Conterm, Ltd. v. Finance Minister (Justice Itshak Zamir, para. 42), https://perma.cc/RS5A-9AYS (in English).

[5] Basic Law: Israel—The Nation State of the Jewish People, Knesset, https://perma.cc/9JGY-QPU6 (unofficial English translation).

[6] See, e.g., Pnina Sharvit Baruch, *The Ramifications of the Nation State Law: Is Israeli Democracy at Risk?*, Inst. for Nat'l Security Stud., Insight No. 1080 (Aug. 1, 2018), https://perma.cc/4Z29-XMXL; see also *Nation-State Law Explainer*, Israel Democracy Inst. (July 18, 2018), https://perma.cc/Q5AR-S3TM.

[7] See, e.g., Orit Ichilov, *Citizenship in a Divided Society: The Case of Israel*, in *Civic Education Across Countries: Twenty-Four National Case Studies from the IEA Civic Education Project* 371 (Judith Torney-Purta et al. eds., 1999), Inst. of Educ. Scis., https://perma.cc/K4NF-6L8L. See also Nava Rozen, *National or Universal Citizenship: "There are Zig-Zag Reforms," – Teaching Reforms in Civic Education Mirrored by the Political, Social, and Economic Changes in Israel* 2-3, Ben Gurion U. (Dec. 2014), https://perma.cc/FW3C-7EDF (in Hebrew).

[8] Compulsory Education Law, 5709-1949, SH 5709 No. 26, as amended.

[9] National Education Law, 5713-1953, § 4(a), SH No. 131 p. 137, as amended.

[10] MOH, *Conditions for Eligibility for Matriculation Certificate*, https://perma.cc/2FP3-GTBP (in Hebrew).

Certificate].[11] A TB is a prerequisite for higher education in Israel and is awarded to students who pass the required subject-matter examinations. A TB is different from a high school diploma, which is a certificate awarded by the MOH to attest that a student has completed 12 years of study. TB scores "often determine acceptance into elite military units, admission to academic institutions, and job prospects."[12]

B. Program Objectives

According to the MOE, the civic education curriculum for grades 9 through 12 applies to all sectors in the education system, and is "based on emphasizing what unites all the components of Israeli society and on the recognition of the uniqueness of the various social groups."[13] For students who are Olim (Jewish immigrants or relatives of Jews immigrating under the Law of Return),[14] a special program, smaller in scope, was created by the MOE.[15] Civic education, however, is not a precondition for immigration.

The civic education program for upper classes is extensive and is geared toward the preparation of students for the matriculation examination. The program's objective is to provide students with knowledge and understanding, develop their skills, and enable them to apply these tools in formulating their opinions on civic issues.[16]

1. Knowledge and Understanding

The program's objective is to provide students with knowledge of the components of the political, social, and economic system in Israel. In this context:

- Students will become familiar with the system of government from its various aspects: its principles, institutions and modes of operation.
- Students will become familiar with facts and figures that will help them understand the nature of the government system and its problems.
- Students will know and understand selected basic concepts in social science and political thought and will be assisted [by these concepts] in clarifying the various issues.
- Students will become familiar with the spectrum of views in Israel on controversial issues.[17]

[11] MOH, *Table of Exams Requirements for Eligibility for Certificate of Bagrut [Matriculation] Starting Graduates of 5777* (2017), https://perma.cc/56CX-SBAH (in Hebrew).

[12] *Matriculation (Bagrut)*, K12academics, https://perma.cc/V387-XYDX.

[13] See MOE, *Education Program 5775 Adjusted for Middle School,* https://perma.cc/QK4N-7VVB (in Hebrew); see also MOE, *Education Program 5775 According to Education Program 5771, Upper Class Civic Education*, https://perma.cc/2ZPS-JVGF (in Hebrew) (unless otherwise specified, translations here and below are by the author).

[14] Law of Return, 5710 -1950, SH No. 51, p. 159, as amended, Knesset, https://perma.cc/M3Q2-KW58 (translation by Ministry of Foreign Affairs).

[15] MOE, *Program for Olim – 2 Study Units*, https://perma.cc/675J-SHMH (in Hebrew).

[16] MOE, *Adjusted Civic Education Program in Hebrew Language* 1 (Aug. 2019), https://perma.cc/6HQC-8W94 (for upper classes; in Hebrew).

[17] Id.

To understand the complexity of the political, social, and economic system in Israel, the program intends to teach students to identify tensions and conflicts between opposing values and principles and to appreciate the difficulty of realizing them. To achieve this goal, the program provides that:

- Students will learn to follow political, social, and economic trends and processes.
- Students will notice the close connection between political, social, and economic processes.
- Students will learn to examine the topics discussed from various aspects: economic, social, legal, and political.
- Students will understand, analyze, and appreciate the complexity of both political and social realities.
- Students will examine the issues from the viewpoints of the various sectors and communities in the Israeli society and the Jewish people.
- Students will understand that criticism and dialogue are the cornerstones of a democratic state.
- Students will understand that conflict resolution in a democratic state should be achieved in peaceful ways.[18]

2. Skills and Ability

In this area, students are expected to apply the principles and concepts they learned in examining and assessing the sociopolitical reality in the country, while critically evaluating different texts.[19]

3. Formulating Opinions

This area of study is designed to encourage students to apply their knowledge and skills when they evaluate topics that may be controversial. The matriculation examination includes one "position question" in which a "civic issue or dilemma" is presented. Students will be asked to state their position on the matter, while presenting arguments for and against this position based on concepts and knowledge acquired in the civic education studies.[20]

Under the category of "formulating opinions," the program intends to achieve the following outcomes:

- Students will internalize the values of the State of Israel as a Jewish and democratic state.
- Students will cultivate a civic identity alongside cultivating their national identity.
- Students will recognize the fact that the State of Israel is the state of the Jewish people and understand the mutual connections and commitment between the State of Israel and the Jewish people in the diaspora.
- Students will internalize the values of democracy and work toward their realization.

[18] Id.

[19] For specific goals, see id. at 2.

[20] MOE, *Guidance on the Issue of Question on Position*, https://perma.cc/79K3-DJP6 (pertains to the matriculation examination; in Hebrew).

- Students will recognize the importance of respecting human and civil rights and minority rights and will act for their realization.
- Students will foster sensitivity and motivation to protect human rights in general and the rights of weak and vulnerable groups in particular.
- Students will be ready to fulfill their duties and stand up for their rights.
- Students will be involved in public affairs in general and in the community in which they live in particular.
- Students will internalize the values of pluralism and tolerance.[21]

C. Civic Education Curriculum

1. Ninth Grade

The program for the ninth grade includes 42 hours in the following topics:

- Nation, Citizen, and State: General principles governing the right to statehood, relationship between nation and state, the State of Israel as the Jewish national state, and democratic principles and values.

- Principles and rights in a democratic system of government and the Israeli branches of government.[22]

In addition to the required subjects, ninth grade students are required to have 18 hours of enrichment and in-depth study of topics to be selected by teachers at their discretion and in accordance with the characteristics of the school. These topics include: citizens' rights and obligations, the right of equal treatment, human rights, the rule of law, civic participation in the democratic process, and the separation of powers.[23]

2. Upper Grades

The curriculum is adjusted to the education sectors and includes two components: core mandatory topics taught over a span of 105 to 115 hours and additional optional topics from a list of five in total, from which a teacher must choose at least one. A student will have to select one question based on any of these topics to answer in the matriculation examination. According to MOE, the list allows for "expansion and depth based on teachers' discretion and according to school characteristics."[24]

[21] MOE, *Adjusted Civic Education Program in Hebrew Language*, supra note 16, at 2.

[22]MOE, *Subject Studies for Middle School According to Adjusted Program 5775*, https://perma.cc/F472-2KC3 (in Hebrew) (started in 2015).

[23] Id.

[24] MOE, *Adjusted Civic Education Program in Hebrew Language*, supra note 16, at 2.

Core topics on "government and politics" include

1. Historical background for the establishment of the state;
2. The Declaration of the establishment of the state of Israel;
3. The State of Israel as a "Jewish and democratic state": Israel as a "nation state of the Jewish people"; Jewish characteristics of the state;
4. Diaspora Jews' identity and Israel's commitment for absorption of Aliya [immigration of Jews and their families to Israel];
5. Group identities in the Jewish nation state;
6. Different positions regarding the preferred character of the State of Israel;
7. Pluralism, national and inner-communities' rifts in Israeli society; possibilities and challenges for integration;
8. Democratic principles and values;
9. Human and minorities' rights;
10. Civic obligations;
11. [The] democratic principle of checks and balances;
12. Rule of law;
13. The legal status of basic laws;
14. The three branches of government; and
15. The institution of the presidency.[25]

The five optional topics from which one must be selected are: "The Jewish world, parties and elections, local authorities, communications, citizen participation and criticism of the government."[26] According to MOE, teachers who choose to teach more than one topic will increase their students' choice of questions in the matriculation examination.[27]

III. Teachers' Training Requirements

Teachers of civic education are required to have a teaching license. A teaching license in civic education is granted based on subject matter expertise, proficiency in the methodology of teaching civic education, and positive assessment based on a classroom visit by MOE's Supervisor of Civic Education.

A. Subject Matter Expertise

Subject matter expertise may be demonstrated by one of the following:

1. A bachelor's or higher degree in any of these fields: international relations, political science, law, or sociology from a recognized institution of higher education in Israel;

2. If the degree in one of these subject is from abroad, a degree in civic education for secondary education level or the successful completion of supplementary exams for the teaching of civics and of a course on the "government system in the State of Israel," unless otherwise exempted;

[25] Id. at 3-10.

[26] Id. at 10.

[27] Id.

3. A bachelor's degree from the department of government and politics at Ben-Gurion University of the Negev or a master's degree in interdisciplinary studies from the Open University in Israel, in political science and sociology with a focus on social and democratic politics; or

4. A master's degree in the history of the Jewish people from the University of Haifa, having completed five courses in Jewish history and six courses in civics.[28]

B. Teaching Methodology

Teaching methodology qualifications may be demonstrated by a civic education secondary school teaching certificate. A teacher who has a teaching certificate for secondary education in another subject must complete a special course in the methodology of teaching civic education. Special arrangements for teachers with practical experience who have not acquired these certificates were applied by MOE for the years 2017 to 2019. These include training requirements in civic education subjects approved by the Civic Education Supervision Authority.[29]

C. Teaching Practice Supervision and Assessment

The grant of a teaching license in civic education also requires a positive assessment by the Civic Education Citizenship Supervision Authority, based on a classroom visit conducted during the year in which the application for a teaching certificate is filed.[30]

IV. Online Teachers' Training and Practicum Requirements

Online classes in various academic subjects have been available in Israeli institutions of higher education for some time. The class offering has been increased due to the COVID-19 pandemic.[31]

Online training for a teaching certificate in civic education has been made available by the Open University of Israel (OU) without relation to the pandemic.[32] One of the requirements for getting a teaching certificate in civic education from the OU, however, is to complete an actual practicum. The program requires practicum teachers to partner with a high school teacher (trainer) and to undergo training that includes five hours per week of viewing classes taught by the trainer. Additionally, practicum teachers must prepare and teach their trainer's class for several hours with the last class taught constituting a test class in the presence of the trainer and the OU practicum coordinator.[33]

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[28] MOE, *The Conditions for Granting Teaching Licenses in Citizenship for Grades 7-12* (2002), https://perma.cc/4J83-R8HV (in Hebrew).

[29] *Teaching License*, *Civics*, MOE, https://perma.cc/44KB-69KW (in Hebrew).

[30] Id.

[31] See, e.g., *Tools for Conducting Online Classes During Campus Studies Shutdown*, Tel Aviv U., https://perma.cc/UM3R-74DN.

[32] *Study During the Semester*, Open U. of Israel, https://perma.cc/FR2K-RX6J; for information on program requirements, see *Teaching Certificate in Civic Education*, Open U. of Israel, https://perma.cc/JA44-USKW.

[33] *55165 Civics Teaching Practicum*, Open U. of Israel, https://perma.cc/T6VE-4UP4.

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SUMMARY Civic education was first the object of legislative regulation in Italy in 1958. Later, a 2008 law established discrete provisions on the education of concepts related to the Constitution and citizenship for all educational cycles (kindergarten, primary, and secondary school levels) in Italy. Finally, a new law was enacted in 2019 mandating civic education throughout the whole country for the 2020-2021 school year. This substantive law does not appropriate any financial resources for its implementation and has been subject to criticism.

I. Overview

There are at least three meanings for the expression "civic education," also called citizenship education ("*educazione alla cittadinanza*"),[1] in Italy. First, a generic definition referring to the formation of the person as a responsible member of the community, and which also encompasses the cultural heritage stemming from a historic tradition that goes back to antiquity.[2] A second concept centers on the knowledge of the political and legal order of a given community, to which the student is gradually introduced in order to carry out an active and responsible participation in social and civil life.[3] The third notion embraces the previous concept as it recommends the direct implementation of civil life rules, starting with the participation of students in their early school years.[4]

The Italian government adheres to the 2015 Declaration of the Ministers of Education of European Union (EU) country members, which contains a reference to the "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 rights. 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."[5]

Italy has participated since 1985 in the Eurydice Network, an education information network established by the European Commission,[6] at the Istituto Nazionale Documentazione

[1] Tatiana Saruis, *Educazione alla Cittadinanza: Cos'è e Cosa Si Fa in Italia e in Europa* [*Education for Citizenship: What Is Done in Italy and Europe*] (Nov. 30, 2019), https://perma.cc/ECT2-FDXR.

[2] *Educazione* [*Education*], Treccani, Enciclopedia Online, https://perma.cc/38FN-Z73F.

[3] Id.

[4] Id.

[5] Informal Meeting of EU Educ. Ministers, *Declaration on Promoting Citizenship and the Common Values of Freedom, Tolerance and Non-Discrimination through Education* (Mar. 17, 2015), https://perma.cc/9BUQ-AM7R.

[6] *Eurydice Italy – Sistemi Educativi e Politiche in Europa* [*Eurydice Italy – Educational and Political Systems in Europe*], INDIRE, https://perma.cc/BQ2U-FZDR.

Innovazione Ricerca Educativa (INDIRE) on behalf of the Ministry of Instruction, Universities, and Research.[7] One of the main objectives of the Eurydice Italy is to provide complete and elaborate responses to policy decision-makers about the reform and innovation present in other European educational systems, in support of national policy decisions.[8] Since the late 1980s, Eurydice Italy has published the *Quaderni di Eurydice* and the *Bollettini di Informazione Internazionale,* which, since 2016, are jointly published as *Quaderni di Eurydice Italia*.[9] Eurydice Italy updates and disseminates information on the Italian educational system contained in the online description of European educational systems at the Eurydice site.[10]

II. Legislative and Regulatory Framework for Civic Education in Italy

Since 1958, three major pieces of legislation have been enacted in Italy concerning civic education, namely, Presidential Decree No. 585 of 1958, Law No. 169 of 2008, and the current Law No. 92 of 2019.

A. Presidential Decree No. 585 of 1958

A presidential decree of 1958 was the first legal instrument to deal with the topic of civic education in Italy.[11] This decree recognized that the purpose of civic education is to satisfy the requirements posed by school and life in a mutually collaborative relationship. The decree acknowledged that, usually, a student has completed his or her subjects of study at school without "bending his mind to reflect, through an organic meditation, on problems related to the human person, freedom, family, the community, international dynamics, etc."[12]

1. Definition of Civic Education

The decree pointed out that the expression "civic education" is usually defined as education referring to the social, legal, and political life of a society.[13] For purposes of the teaching of civic education at school, the level of psychological development of students is classified in three levels: from 6 to 11 years of age, from 11 to 14 (first cycle of secondary school), and from 14 to 18 (second cycle of secondary school).

The decree provided that, apart from teaching their own subjects, each educator must "excite the movements of moral and social conscience of his/her students,"[14] as civic education must

[7] Id.

[8] Id.

[9] Id.

[10] Id.

[11] Decreto del Presidente della Repubblica 13 Giugno 1958, n. 585 Programmi per l'Insegnamento dell'Educazione Civica negli Istituti e Scuole di Istruzione Secondaria e Artistica, , Gazzetta Ufficiale (G.U.) June 17, 1958, no. 143, https://perma.cc/4KHV-8FRN.

[12] Id.

[13] Id.

[14] Id.

be present in each teaching cycle. The decree stated that the basis of civic education is the conviction that morals and politics may not legitimately be separated and that human dignity, freedom, and security are not free assets like the air, but are achieved and are the foundation of civic education.[15]

Furthermore, the decree indicated that civic education seeks to awake in the young a moral impulse to seek freedom and solidarity of the person in society.[16] Ultimately, the decree stated, the framework for that search resides in the national Constitution, which represents the pinnacle of the national historical experience and enshrines the most fundamental principles of social life.[17]

2. First Cycle of Secondary School

Per the decree, the following themes were to be taught on the first level of secondary school: the family, the person, fundamental rights and duties in social life, the environment and economic resources, labor, traditions, behavior, road education, health education, public services, and the institutions and organs of social life.[18] Additionally, the inspiring principles and essential guidelines of the national Constitution, the rights and duties of citizens, and principles of international cooperation were to be included.[19]

3. Second Cycle of Secondary School

Topics to be taught in the second cycle of secondary school were: rights and duties in social life, moral responsibility as the foundation of citizens' duties, private and public interests, public needs, public services, social solidarity, labor, organization of the Italian state, public representation and elections, the state and the citizen, and international and supranational organizations for cooperation among peoples.[20]

B. Law No. 169 of 2008

Law No. 169 of 2008 required the teaching, on a national experimental basis, of the basics on the "Constitution and Citizenship" for the first and second educational cycles,[21] and that similar initiatives must be undertaken at the kindergarten level.[22]

[15] Id.

[16] Id.

[17] Id.

[18] Id.

[19] Id.

[20] Id.

[21] Legge 30 Ottobre 2008, n. 169 Conversione in Legge, con Modificazioni, del Decreto-Legge 1º Settembre 2008, n. 137, recante Disposizioni Urgenti in materia di Istruzione e Università, G.U. Oct. 31, 2008, no. 256, https://perma.cc/UF9Q-LLVD.

[22] Id. art. 1(1).

C. Current Civic Education Law No. 92 of 2019

The newest Law on Civic Education was approved on August 1, 2019 (Law No. 92),[23] which will enter into effect on September 1, 2020, at the onset of the 2020/2021 school year.[24]

Law No. 92 expands civic education to all levels of education. Under the new law, civic education begins at the elementary school with 33 hours a year (1 hour a week), to be part of the total number of hours already planned.[25] Civic education teachers are to be drawn from elementary and middle school teachers and from teachers qualified for the teaching of law and economics at high schools.[26] The law also extends civic education to primary school (*scuola dell'infanzia*) for the instruction of children in responsible citizenship.[27] The law provides for teaching of citizenship in the EU context, but also highlights topics on which there is a particular national sensitivity or which are relevant current issues.[28]

In particular, Law No. 92 highlights the need for attention to education on digital citizenship,[29] putting into context the delicate relationship between access to and use of the internet and democratic participation as related to information.[30] The law includes a list of multiple relevant and urgent topics such as environmental education and sustainable development.[31] Further, the law mentions the need for education on the protection of local, healthy food production that values the special variety of Italian life and the important wealth that its biodiversity provides.[32] In addition, references are made to the cultural and artistic heritage of the country and the public commons, the presence of art in Italian history, and the protection of landscapes as part of the natural beauty heritage of the country.[33] Finally, mention is made of teaching about the foundations of law, particularly labor law,[34] education on the legal order, and the fight against mafias.[35]

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[23] Legge 20 agosto 2019, n. 92 Introduzione dell'Insegnamento Scolastico dell'Educazione Civica, G.U. Aug. 21, 2019, n. 195, https://perma.cc/5L53-2B5X.

[24] Saruis, supra note 1.

[25] Id.

[26] Id.

[27] Id.

[28] Id.

[29] Legge 20 agosto 2019, n. 92 Introduzione dell'Insegnamento Scolastico dell'Educazione Civica art. 5, G.U. Aug. 21, 2019, n. 195, https://perma.cc/5L53-2B5X.

[30] Saruis, supra note 1.

[31] Id.

[32] Id.

[33] Id.

[34] Id.

[35] Id.

1. Current Framework for the Teaching of Civic Education

Law No. 19 of 2019 recognizes that civic education contributes to forming responsible and active citizens and to promoting full and conscious participation in the civic, cultural, and social life of communities, in compliance with the established rules, rights, and duties.[36] It provides a knowledge of the Italian Constitution and EU institutions to promote the principles of legality, active and digital citizenship, environmental sustainability, and the right to human health and well-being.[37]

The Italian Constitution is the basis for the teaching of civic education, which is to be taught in both kindergarten and the first and second school cycles, to enable students to develop skills inspired by the values of responsibility, legality, participation, and solidarity.[38] Additionally, civic education must include a study of regional statutes and of institutions at the state, regional, and local levels.[39]

Civic education must lead students to responsible citizenship, for which purpose collaboration between schools and families is paramount.[40] It must also include extracurricular activities such as volunteering and other initiatives that promote active citizenship.[41]

Municipalities can promote further initiatives in collaboration with schools, with particular regard to knowledge of the functioning of local administrations and their agencies, historical knowledge of the territory, and the stable use of green spaces and cultural spaces.[42]

2. Civic Education as a Compulsory Requirement

Law No. 92 mandates the teaching of civic education effective September 1, 2020, for the first and second cycles of education and provides that schools must implement initiatives to raise awareness of responsible citizenship at the kindergarten level.[43]

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[36] Legge 20 agosto 2019, n. 92 Introduzione dell'Insegnamento Scolastico dell'Educazione Civica art. 1(1), G.U. Aug. 21, 2019, n. 195, https://perma.cc/5L53-2B5X.

[37] Legge 20 agosto 2019, n. 92 Introduzione dell'Insegnamento Scolastico dell'Educazione Civica art. 1(1), G.U. Aug. 21, 2019, n. 195, https://perma.cc/5L53-2B5X.

[38] Id. art. 4(1).

[39] Id. art. 4(2).

[40] Id. art. 7(1).

[41] Id. art. 8(1).

[42] Id. art. 8(2).

[43] Legge 20 agosto 2019, n. 92 Introduzione dell'Insegnamento Scolastico dell'Educazione Civica, Art. 2(1), G.U. Aug. 21, 2019, n. 195, https://perma.cc/5L53-2B5X.

A compulsory minimum of 33 hours per year for each course is established.[44] To achieve this timetable, schools may resort to the autonomy quota granted by the legislation to modify their regular curricula.[45]

3. Curricular Requirements and Evaluations

For the first school cycle, the teaching of civic education is entrusted, jointly, to teachers based on their academic curriculum and workload.[46] In the second school cycle, teaching is entrusted to teachers authorized to teach legal and economic disciplines.[47] For each class, a coordinating teacher must be appointed,[48] who may not receive any additional compensation, unless the school's contractual hiring terms establish otherwise with charges to be borne by the school itself.[49]

The teaching of civic education is subject to periodic and final assessments.[50] School managers must verify the full implementation of civic education classes and their consistency with the three-year educational plan.[51] The implementation of classes must not result in increases or changes in school staff or in teaching hours exceeding the compulsory time provided for by current regulations.[52]

4. Government Guidelines for the Teaching of Civic Education

The Ministry of Education, University, and Research must, by decree, approve the guidelines for the teaching of civic education, in line with national guidelines on nursery schools, with the first education cycle, high schools, and technical and professional institutes (the "Guidelines").[53]

The following are specific elements that the Guidelines will have to take into account:

- The Constitution, institutions of the Italian state, the European Union, and of international organizations, including the history of the flag and the national anthem;[54]

[44] Id. art. 2(3).

[45] Id.

[46] Id. art. 2(4).

[47] Id.

[48] Id. art. 2(5).

[49] Id. art. 2(8).

[50] Id. art. 2(6).

[51] Id. art. 2(7).

[52] Id. art. 2(8).

[53] Id. art. 3(1).

[54] Id. art. 3(1)(a).

- The 2030 UN Agenda for Sustainable Development, adopted by the United Nations General Assembly on September 25, 2015;[55]
- Digital citizenship education;[56]
- Fundamental elements of law, with particular regard to labor law;[57]
- Environmental education, eco-sustainable development, and protection of the heritage, identity, and excellence in production of local, healthy food;[58]
- Education on legality and the fight against mafias;[59]
- Education on respecting and enhancing the cultural heritage and the common welfare;[60]
- Basic training in civil protection;[61] and
- Road education, education for health and well-being, education for volunteering and active citizenship, and, in general, all actions aimed at nurturing and strengthening respect for people, animals, and nature.[62]

Law No. 92 also regulates the so-called "Education for Digital Citizenship." In this context, civic education must encompass essential digital skills and knowledge, to be developed gradually, taking into account the age of the students,[63] and also taking into consideration the following factors:

- Critical evaluation of the credibility and reliability of data sources and information and digital content;[64]
- Interaction through various digital technologies and identification of the appropriate digital means and forms of communication for a given context;[65]
- Participation in the public debate through the use of public and private digital services;[66]

[55] Id. art. 3(1)(b).

[56] Id. art. 3(1)(c).

[57] Id. art. 3(1)(d).

[58] Id. art. 3(1)(e).

[59] Id. art. 3(1)(f).

[60] Id. art. 3(1)(g).

[61] Id. art. 3(1)(h).

[62] Id. art. 3(2).

[63] Id. art. 5(2).

[64] Id. art. 5(2)(a).

[65] Id. art. 5(2)(b).

[66] Id. art. 5(2)(c).

- Knowledge of the behavioral rules to be observed in the use of digital technologies and interaction in digital environments, adaptation of communication strategies to specific audiences and awareness of cultural and generational diversity in digital environments;[67]
- Creation and management of digital identity, including the protection of the reputation of persons;[68]
- Knowledge of privacy protection policies applied by digital services in relation to the use of personal data;[69] and
- Ability to avoid, by using digital technologies, health risks and threats to the physical and psychological well-being of persons, with particular attention to behaviors related to bullying and cyberbullying.[70]

The Ministry is to create a Council to oversee compliance with the Guidelines.[71] Council members will receive no compensation, indemnity, attendance fees or other financial benefits, or reimbursement of expenses.[72]

There are no differences in the administration of civic education tests from other subject matter tests.

5. The Register of Good Civic Education Practices

Civic education is taught through the regular school system but the Ministry of Education, University, and Research is in charge of the administration of civic education classes throughout the national territory. Additionally, the Ministry is to create the Register of Good Civic Education Practices.[73] The Register is to include the good practices adopted by educational institutions as well as agreements and protocols signed by the Ministry of Education, University, and Research for the implementation of topics related to civic education and digital citizenship education, in order to disseminate organizational solutions and experiences of excellence.[74]

In addition, the Ministry is to announce a national competition for the enhancement of the best experiences in the field of civic education for each degree of education, and to promote civic education throughout the national school system.[75]

[67] Id. art. 5(2)(d).

[68] Id. art. 5(2)(e).

[69] Id. art. 5(2)(f).

[70] Id. art. 5(2)(g).

[71] Id. art. 5(3).

[72] Id. art. 5(7).

[73] Id. art. 9(1).

[74] Id. art. 9(2).

[75] Id. art. 10(1).

The Ministry must submit a biannual report on the implementation of Law No. 92 to Parliament, with a view to the possible modification of the times allocated for civic education at schools.[76]

6. The Absence of Special Funding, Special Methods, and Effectiveness Studies for Civic Education

Law No. 92 does not allocate additional resources (staff or financial) for the implementation of civic education at the national educational system, and no extra payments for teachers are contemplated by the law.[77] It is a so-called "zero cost" law.[78] There are no special rules regulating its teaching separate from the teaching of other regular classes. As Law No. 92 will be implemented starting on September 1, 2020, no information on the law's effectiveness exists yet.

7. Requirements for Teacher Training

Law No. 92 amends the National Teacher Training Plan by allocating €4 million per year starting in 2020 for teacher training on civic education.[79] Educational institutions must identify their training needs and may promote network agreements to enhance their civic education activities.[80]

III. Criticism of the New Civic Education Law

Law No. 92 was debated in Parliament and will enter into full effect later this year, but not without criticism. One of the main criticisms concerns how troubled and neglected schools will fair vis-à-vis the new civic education obligations established by the Law.[81]

Also, teachers' leaders argue that there is not enough time to introduce the new discipline in the school year, and that the new law will be implemented without any type of previous experimentation.[82]

Further criticism concerns the lack of reference to certain topics, such as consumer education and education in economics and finance,[83] while other topics are given preeminent attention instead of residual treatment, e.g., road safety education and education for active citizenship and volunteering.[84] The criticism adds that these omissions occur in a context of lower rates of cases

[76] Id. art. 11(1).

[77] Saruis, supra note 1.

[78] Law No. 92, art. 13.

[79] Id. art. 6(1).

[80] Id. art. 6(2).

[81] Saruis, supra note 1.

[82] *La Bocciatura del CSPI Educazione Civica, a Scuola Niente Sperimentazione: al Via Solo dal 2020*, Il Sole (Sept. 11, 2019), https://perma.cc/SV6V-PX43.

[83] Saruis, supra note 1.

[84] Id.

where road accidents are the principal cause of death among young people, while the rate of obesity in children is staggering and narcotics consumption increasingly begins at an early age.[85]

On the other side, defenders of the new Law point out that civic education had remained for a long time the "Cinderella" of educational activities in Italy, entrusted to the sensibility, interests, and will of the schools and individual teachers within the context of limited time and resources.[86]

[85] Id.

[86] Id.

Japan

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SUMMARY Japanese schools have social studies courses that include civic education. Based on the School Education Act, Japan's Ministry of Education, Culture, Sports, Science, and Technology is responsible for matters relating to the country's school curriculums. The School Education Act Enforcement Rule and the Course of Study issued by the Ministry detail the contents of courses. Students learn civics from third grade through high school.

I. Overview

Japanese schools have social studies courses that include civic education. Japanese civic education appears to be different from such education in Western societies. While the Japanese term 公民 (*kohmin*) is often translated as "civics," the terms are not equivalent.[1] Some scholars have analyzed Japanese civic education as follows:

> There are, principally, relatively weak emphases on political literacy, with an attendant focus on social and moral responsibility and involvement in the community of the school in ways that respect responsible engagement.[2]

There is no particular civic education assessment program and there is no information indicating that civics is taught outside of regular schools.

II. Legal Framework

Japan's School Education Act vests authority in the Minister of Education, Culture, Sports, Science, and Technology who is responsible for matters relating to school curriculums.[3] The courses or selection of courses and numbers of units for each course per school year are established by an ordinance of the Ministry of Education, Culture, Sports, Science, and Technology (MEXT).[4] MEXT has also published the Course of Study for each category of school.

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[1] Kazuko Otsu, *Civics Education in Japan: Values Promoted in the School Curriculum*, 20(1) Asia Pac. J. Educ. 53 (2000).

[2] Ian Davies et al., *Citizenship, Social and Economics Education*, 9(3) Citizenship, Soc. & Econ. Educ. 170, 174 (2010), https://perma.cc/WMY9-RPQJ.

[3] 学校教育法 [School Education Act], Act No. 26 of 1947, amended by Act No. 39 of 2018, arts. 33, 48 & 52, https://perma.cc/CSJ9-AN93.

[4] 学校教育法施行規則 [School Education Act Enforcement Rule], Ministry of Ed. Ordinance No. 11 of 1947, amended by MEXT Ordinance No. 6 of 2018, arts 51, 52-3, 73, 74-3, 76, 83 & 128, and tables 1, 2-2, 2-3, 3, 4 & 5, https://perma.cc/Z3NG-FG78.

The Course of Study provides guidelines for the curriculum that schools and teachers must follow.

The legal effects of the Course of Study have been discussed. In a case where public high school teachers sought revocation of administrative dispositions, the Supreme Court held that it was within the discretion given to administrators to fire the teachers on the grounds that they gave lessons without using an approved textbook and gave lessons and examinations that deviated from the Course of Study.[5] Scholars interpreted the decision as confirmation that the Course of Study is legally binding.[6]

III. Topics of Civic Education

A. Elementary School

At elementary school, civic education is a part of the social studies course. The social studies course starts at the third-grade level. In relation to civic education, the Course of Study prescribes the following:

- For third graders, the Course of Study states that students are to learn the roles of municipal government offices, fire departments, and police stations.[7]
- For fourth graders, the Course of Study states that students should learn the roles of businesses to provide water, electricity, gas, and waste disposal, and the roles of authorities for natural disaster prevention and management.[8]
- For fifth graders, the Course of Study states that students should learn about food production in agriculture and fisheries; industrial production, trade, and transportation; and media and information communication technology.[9]
- For sixth graders, the Course of Study states that students should learn the basics of the Constitution and the roles of local and national governments.[10]

[5] So-called Denshukan High School Case, 984 (Gyo-Tsu) 46 (Sup. Ct. Jan. 18, 1990). A summary of the case in English can be found on the Courts in Japan website by searching at https://www.courts.go.jp/english/index.html (click "Judgments of the Supreme Court").

[6] Fumio Nomura, 伝習館高校事件最高裁判決 [Denshukan High School Case], 65(4) 法學研究 : 法律・政治・社会 [J.L. Pol. & Soc.]169, 173 (Apr. 1992), https://perma.cc/92G6-G75M.

[7] 小学校学習指導要領 [Course of Study for Elementary School], MEXT Notification No. 63 (Mar. 31, 2017), at 47-48, https://perma.cc/6UYR-XL65, unofficial translation of ch. 1 (General Provisions) at https://perma.cc/YA9D-8PXA. This Course of Study took effect on April 1, 2020.

[8] Id. at 50-51.

[9] Id. at 54-55.

[10] Id. at 58.

B. Middle School

The Course of Study for Middle School also includes civic education as part of the social studies course. The course has three parts: geography, history, and civics. The civics component is divided into four parts: modern society and culture, economy, politics, and international community. Regarding economy, students learn the basics of the market economy, economic activities, labor rights, labor unions, and labor standards and taxation, among other things. Regarding politics, students learn the fundamental principles of the Constitution, representative democracy, and majority rule; the role of political parties; fair trial by courts; and local autonomy, among other things.[11]

C. High School

At the high-school level, there are courses in civics, history, and geography rather than one social studies course. The civics course includes public affairs, ethics, politics, and the economy.[12] The Course of Study for High School states that public affairs is mandatory for all students.[13] In the public affairs course, students learn the importance of respect for other individuals and communication with them; participation in consensus formation; happiness, justice, and fairness in pursuit of life; laws and social norms; and fair and free economic activities, among other things.[14] In the ethics course, students learn basic philosophy, science and ethics, and culture and religion, among other things.[15] In the politics and economy course, students learn about politics and law, human rights protection and the rule of law, representative democracy, local autonomy, economic activities and the market, circulation economics, economic growth, prices and economic fluctuations, fiscal functions and mechanisms, taxes, the functions and mechanisms of finance, international politics and the economy, and global environmental issues, among other things. Students further examine social security in an aging society with a low birth rate, changes in the industrial structure and entrepreneurship, the security of the food supply, a sustainable agricultural structure, and disaster prevention.[16]

D. Focus of Programs on Specific Populations

As evident from the discussion above, civic education programs in Japan do not focus on any specific groups within the population.

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[11] 中学校学習指導要領 [Course of Study for Middle School], MEXT Notification No. 64 (Mar. 31, 2017), ch. 2, § 2, at 41-64, https://perma.cc/6AJE-RVPR, unofficial translation of ch. 1 (General Provisions) at https://perma.cc/S4R2-VXCC. This Course of Study will take effect on April 1, 2021.

[12] School Education Act Enforcement Rule, supra note 4, art. 83 & table 3 (as amended by MEXT Ordinance No. 13 of 2018, https://kanpou.npb.go.jp/old/20180330/20180330g00072/20180330g0007 20001f.html).

[13] 高等学校学習指導要領 [Course of Study for Middle School], MEXT Notification No. 68 (Mar. 30, 2018), at 23, https://perma.cc/UT5B-6Q4R. This Course of Study will take effect on April 1, 2022.

[14] Id. at 79-81.

[15] Id. at 84-85.

[16] Id. at 87-88.

IV. Teacher Qualifications

Because civics is taught as a part of regular social studies courses, no special requirement is needed to teach civics in elementary and middle schools, other than a regular teacher's license. At the elementary school level, an elementary school teacher's license is required, while in middle school, a middle school social studies teacher's license is required. At the high school level, however, a license for civics teachers[17] is required because a high school teacher's license is course-specific.

The required credits for the specialized subjects needed to qualify as a high school civics teacher are specified in the Enforcement Ordinance of the Education Personnel Certification Act.[18] Civics teachers are required to earn at least one credit each from the following three groups: law or politics; sociology or economics; and philosophy, ethics, religion, or psychology.

V. Testing of Civics

As regular academic courses under the school curriculum, social studies courses at the elementary and middle school levels and civics courses in high schools would test students to examine their attainment levels.

Applicants for college admission may choose one of the subjects from their civics courses as part of their standardized entrance test.[19]

[17] 教育職員免許法 [Education Personnel Certification Act], Act No. 147 of 1949, art. 4, amended by Act No. 26 of 2019 (Reiwa), https://perma.cc/GV84-D4AU.

[18] 教育職員免許法施行規則 [Education Personnel Certification Act Enforcement Ordinance], Ministry of Education Ordinance No. 26 of 1954, art. 5, amended by Ministry of Education, Culture, Sports, Science and Technology Ordinance No. 3 of 2019 (Reiwa), https://perma.cc/5Y2M-ZSWF.

[19] 令和 3 年度大学入学者選抜に係る大学入学共通テスト出題教科・科目の出題方法等 [Subjects and Sub-subjects of 2021 College Entrance Standardized Test], National Center for University Entrance Examinations (Jan. 29, 2020), https://perma.cc/UQ7Q-UT6C.

Mexico

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SUMMARY Mexico's federal government determines the curriculum of preschool, elementary school, and middle school, in consultation with the governments of the states. Curriculums of education provided by the government and private entities must cover a variety of subjects, including civics, rule of law, equal justice, non-discrimination, and human rights. The Mexican government has collaborated with the International Association for the Evaluation of Educational Achievement in a research study on the levels of knowledge that students in 8th grade in Mexico have achieved about civic subjects. Applicants for naturalization are required to demonstrate knowledge of the history of Mexico and integration into its culture.

I. Introduction

Mexico is a federal republic comprised of 31 states and Mexico City.[1] The federal government has the authority to determine the curriculum of preschool, elementary school, and middle school, in consultation with the governments of the states, which can request to add to their respective curriculums some regional and local content.[2] Attendance at these levels, as well as at upper-secondary school, is mandatory.[3]

Generally, under the Constitution and federal education law, education is to be based on unrestricted respect for people's dignity, with a focus on human rights and substantive equality.[4] It must aim to harmoniously develop all facets of pupils and promote in them love for the homeland, respect for all rights, a culture of peace, and awareness of international solidarity.[5]

II. Curriculum

Curriculums of education provided by the government and private entities must cover a variety of subjects, including civics, rule of law, equal justice, non-discrimination, and human rights.[6]

[1] Constitucion Política de los Estados Unidos Mexicanos, as amended, arts. 40, 41, 43, Diario Oficial de la Federacion [DOF], Feb. 5, 1917, https://perma.cc/327U-GBQ6.

[2] Id. art. 3. See also Ley General de Educación, as originally enacted, art. 23, DOF, Sept. 30, 2019, https://perma.cc/XWK5-8DQY.

[3] Constitucion art. 3. See also Ley General de Educación, as originally enacted, art. 6.

[4] Constitucion art. 3. See also Ley General de Educación, as originally enacted, art. 15.

[5] Ley General de Educación, as originally enacted, art. 15.

[6] Constitucion art. 3. See also Ley General de Educación, as originally enacted, arts. 30 (III, XXI).

They must include the specific learning goals of subjects of a particular study plan.[7] The curriculum for civic education, as summarized by Mexico's Department of Education, is as follows:

> Citizenship & Social Life:
>
> At the end of preschool, a 5 year old should: . . . Talk about their family, their traditions, and those of others. Know basic social norms for both home and school.
>
> At the end of elementary school, an 11 year old student should: . . . Develop their identity as a person. Know, respect and exert their civic rights and duties. Favour dialogue. Contribute to a harmonious social environment and reject all kind of violence and discrimination.
>
> At the end of middle school, a 15 year old student should: . . . Demonstrate a Mexican identity and a love for Mexico. Recognise the country's individual, social, cultural, ethnic and language diversity. Comprehend Mexico's role in the world. Act with social responsibility, regard for human rights and respect for the law.
>
> At the end of high school, an 18 year old pupil should: . . . Recognise that diversity occurs in a democratic space, granting inclusion and equality of rights to all people. Understand the relationships between local, national and international, events. Value and practice interculturality. Appreciate the value of institutions and the importance of the Rule of Law.[8]

Generally, evaluation of pupils must include an assessment of knowledge through mid-term and final tests and the achievement of the purposes set out in the curricula.[9]

III. International Civic and Citizenship Education Study (ICCS)

ICCS is a comparative research program conducted by the Mexican government in collaboration with the International Association for the Evaluation of Educational Achievement that provides information on the levels of knowledge that students in Mexico have achieved about civic matters.[10] In 2016, ICCS assessed surveys completed by 5,526 students enrolled in 8th grade, which included pertinent tests and questionnaires.[11]

According to the study, only one in 10 students reached level A (the highest of the survey) in the metric "Demonstrate a holistic approach to civic and citizenship concepts."[12] Seven out of 10 students reached levels B and C, which means that they

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[7] Ley General de Educación, as originally enacted, art. 29.

[8] *Key Learnings for Educating the Whole child*, Secretaría de Educacion Publica, https://perma.cc/73HE-HNMN.

[9] Ley General de Educación, as originally enacted, art. 21.

[10] Instituto Nacional para la Evaluación de la Educación, *Estudio Internacional de Educación Cívica y Ciudadana* 7 (2018), https://perma.cc/TWW5-M82C.

[11] Id. at 8, 27. See also Instituto Nacional para la Evaluación de la Educación, *Cívica 2016, Resultados México*, https://perma.cc/2SW3-TSLL.

[12] *Cívica 2016, Resultados México*, supra note 11.

- showed familiarity with the broad concept of democracy
- recognized the ways in which institutions and laws can be used to protect and promote the values and principles of a society
- were familiar with the concepts of equality, social cohesion and freedom as principles of democracy and can relate them to everyday examples.[13]

However, the study showed that students had difficulty understanding the benefits, motivations, and possible outcomes of institutional policies and citizens' actions, and accurately assessing positions, policies or laws based on the civic principles that substantiate them.[14] The study also indicated that 49% of the surveyed students favor participating in a group of volunteers to help the community.[15]

IV. Civic Education for Immigrants

Applicants for naturalization are required to speak Spanish, demonstrate knowledge of the history of Mexico and integration into its culture, take an oath of allegiance to Mexico and renounce any other nationality, among other requirements.[16]

V. Funding

According to federal education law, the annual amount that the Mexican government allocates to public education must not be less than 8% of the country's GDP, of which no less than 1% must be allocated to fund scientific research and technological development in public higher education institutions.[17]

Allocation of funds to each education level should be made in a manner that adequately covers the resources (human, infrastructure, etc.) necessary to ensure that students in those levels can achieve their educational goals.[18]

VI. Online Teaching

The Online Democratic Lighthouse is a website maintained by Mexico's National Electoral Institute and its National Autonomous University (UNAM) aimed at promoting civic culture among the adolescent population between 12 and 15 years of age through the publication of educational content for students and teachers.[19] Students can learn relevant content through

[13] Id.

[14] Id.

[15] Id.

[16] Ley de Nacionalidad, as amended, art. 19, D.O.F., Jan. 23, 1998, https://perma.cc/HKA9-VXVM.

[17] Ley General de Educación, as originally enacted, art. 119.

[18] Id.

[19] *INE e IIJ-UNAM*, Faro Democrático, https://perma.cc/2APL-CNMF.

videos, games, and general information pertaining to civic education, while teachers can access relevant bibliography, exercises, and materials that may be used in civics classes.[20]

VII. Other Methods for Civic Education

In 2019, Mexico's Department of Public Education (SEP) signed a collaboration agreement with Mexico's Internal Revenue Service aimed at carrying out joint actions to promote and disseminate tax civics and contributory culture for the benefit of the country.[21] Per the agreement, teaching materials and content will be developed for dissemination in educational institutions, television programs, radio and digital platforms of the SEP in order to instill in pupils of different educational levels the voluntary and timely fulfillment of tax obligations.[22]

[20] Id.

[21] Press Release, Government of Mexico, *SEP y SAT promoverán el civismo fiscal* (Nov. 21, 2019), https://perma.cc/6LRZ-2GEX.

[22] Id.

Saudi Arabia

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SUMMARY Civic education, known in Saudi Arabia as "citizenship education," was introduced by the Ministry of Education in 1997. The curriculum educates students about the history of Saudi Arabia and ethics in assisting them to become good citizens. In February 2020, the Ministry of Education held a conference in Riyadh, the capital of Saudi Arabia, under the title "Citizenship Education and the Common Human Principles."

Citizenship education falls within national and social studies. The citizenship education curriculum is tailored to each grade level in terms of its complexity. The curriculum teaches students from the fourth to the twelfth grade how to be a "good citizen." In May 2019, the Ministry of Education launched a new initiative on citizenship education in order to teach Saudi students how to use information systems responsibly.

In conjunction with a private company, called the "Corporation for the Development of Educational Services," the Ministry of Education has trained 200 high school teachers across the kingdom on the best methods to teach students how to become a good citizen.

In October 2019, the Saudi Minister of Education issued a decree requiring students in elementary and middle school to take a written standardized test on the subject of citizenship education by the end of each academic semester during the school year. Previously, students were not obligated to take any type of test on the subject of citizenship education until the sixth grade.

I. General Overview

Civic education, known in Saudi Arabia as "citizenship education," was introduced by the Ministry of Education in 1997. It is a mandatory subject for all grades from the fourth to the twelfth. The curriculum of citizenship education aims at providing students with information about the values, principles, and characteristics of a good citizen.[1]

Citizenship education falls within national and social studies. The curriculum educates students about the history of Saudi Arabia and ethics in assisting them to become good citizens. The curriculum also focuses on the role of students in serving their king and country as well as being benefits to their community. Furthermore, the subject of citizenship education teaches students that implementing the rules of the Islamic faith will lead them to be better citizens.[2]

[1] Fahd Ibrahim Habib, *Contemporary Trends in Citizenship Education*, Afaq Ctr. for Res. & Stud. (May 19, 2010), https://perma.cc/E2BF-ZS4D.

[2] Ahmed Mohammed Al-Hellaly, *Values of Citizenship Education in the Saudi Curriculum: An Analysis of the Social Studies Curriculum and Patriotism*, 6(3) Int'l Specialist Mag. on Educ. 16 (Sept. 2017), https://perma.cc/FC65-L2Y4.

In February 2020, the Ministry of Education held a conference in Riyadh, the capital of Saudi Arabia, under the title "Citizenship Education and the Common Human Principles." The conference promoted the principles of pluralism and tolerance. It called for the development of the curriculum for citizenship education. Additionally, it recommended providing more training programs for teachers on the best methods to teach this subject to their students.[3]

II. Regulatory Measures Addressing Civic Education

Ministerial Circular No. 611 of 1997, issued by the Minister of Education, introduced the subject of citizenship education to all grades from fourth to twelfth. The circular also enabled teachers who teach other subjects to volunteer to teach citizenship education.[4]

III. Description of the Curriculum

The citizenship education curriculum is tailored to each grade level in terms of its complexity. The curriculum educates students from the fourth to the twelfth grade in the following topics: services offered by the Saudi government to the citizens and expatriates living in the country; the historical background of the Saudi Kingdom; the government system in Saudi Arabia; the rights of Saudi citizens, including the right to education and health care; the concept of human rights under Islamic Law, including the Quran and Sunnah (prophet's speeches and actions), and the principle of equality in the Quran and Sunnah; the concept of good treatment (*Mua'malah al Hassannah*) of other people from different cultures and religions; social rights from an Islamic perspective; how the Islamic religion promotes the right to live in dignity; the duties of Saudi citizens to obey and defend the king; the importance of protecting Islamic society and the kingdom from any domestic or outside threats; the rule of law and respect for the legal and judicial system in the kingdom; how the Islamic religion promotes the right to privacy and the principle of social justice; the concept of the best methods to conduct a civic discourse, and the definition of the term "good citizen."[5]

In May 2019, the Ministry of Education launched a new initiative on citizenship education in order to teach Saudi students how to use information systems responsibly. The initiative will teach students the best way to use social media networks without infringing on the privacy and freedom of other people. The ministry called the new initiative the "Digital Citizenship Education Initiative."[6]

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[3] *A Forum on "Citizenship and Shared Human Values" Has Started,* Ministry of Educ. of Saudi Arabia (Jan. 23, 2020), https://perma.cc/8Q93-CN39.

[4] Habib, supra note 1.

[5] Al-Hellaly, supra note 2, at 24-25.

[6] *Citizenship Education Aims at Creating an Integrated and Balanced Individual in the Various Components of His Personality,* Ministry of Educ. of Saudi Arabia (Sept. 23, 2018), https://perma.cc/JCW5-T4WP.

IV. Teacher Training

In conjunction with a private company, called the "Corporation for the Development of Educational Services," the Ministry of Education has trained 200 high school teachers across the kingdom on the best methods to teach students how to become a good citizen. The training program is aimed at providing teachers adequate tools to educate high school students on how to offer constructive criticism and other beneficial social skills. The program also aims at assisting students to accept others who voice opposite points of view and to tolerate differences.[7]

Despite the efforts of the Ministry of Education in the field of training teachers on how to help their students to be better citizens, according to a research paper authored by Badr Abdullah Alharbi, some citizenship education teachers have stated that one of the major challenges they face while teaching the subject of citizenship education is a lack of training.[8]

V. Assessment of Citizenship Education

A. Elementary and Middle School Levels

In October 2019, the Saudi Minister of Education issued a decree requiring students in elementary and middle school to take a written standardized test on the subject of citizenship education by the end of each academic semester during the school year. Previously, students were not obligated to take any type of test on the subject of civic education until the sixth grade. The standardized test aims at measuring the students' understanding of the citizenship education curriculum.[9]

In addition to the standardized test at the end of each semester, students' comprehension of the curriculum will be assessed during the school year via quizzes, home projects, and research papers. The scores on the two standardized tests that will take place in the first and second academic semesters will amount to 50% of a student's total grade, while the scores on the other tools of assessment during the school year will amount to the other 50%.[10]

B. High School Level

Citizenship education falls within social studies at the high school level.[11] The most recent study of the effectiveness of civic education in Saudi Arabian high schools that our research was able to locate dates back to 2005. According to this study, conducted in Riyadh, the capital of Saudi Arabia, 80% of the 104 high school students who were surveyed said that they understand their

[7] *The Minister of Education Announces the Teaching of "Critical Thinking Skills and Philosophy" in the Second Semester of High School*, Ministry of Educ. of Saudi Arabia (Dec. 10, 2018), https://perma.cc/8LBU-HMH6.

[8] Badr Abdullah Alharbi, *Citizenship Education in the Kingdom of Saudi Arabia: History and Current Instructional Approaches,* 5(4) Int'l J. of Educ. & Literacy Stud. 82 (Oct. 31, 2017), https://perma.cc/PHR7-LDNB.

[9] *The Ministry of Education Puts Back Written Exams in the Elementary School Education*, Al Sharq Al-Awassat (Oct. 22, 2019), https://perma.cc/2SAM-W495.

[10] Id.

[11] Al-Hellaly, supra note 2, at 24.

duties and rights of citizenship. When the students were asked about their understanding of the right to vote in elections, however, 44% said that they do not understand that right. When the students were asked if they understand what it means to run for election, 46% said no.[12]

Additionally, 98% of the students said that they understand their obligation to obey the king, and 90% of the students said that they understand their duty to defend the kingdom. Likewise, 96% said that they understand their duty to preserve public property. Finally, 95% of the students said they are aware that they must be honest in every task they work on. [13]

[12] Abdullah bin Nasser Al-Subaih, *Citizenship, as Perceived by High School Students in the Kingdom of Saudi Arabia* 26 (Thirteenth Ann. Meeting of Educ. Action Leaders, Working Paper No. 120, 2005), https://perma.cc/5N8R-HUUU.

[13] Id.

Singapore

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SUMMARY Singapore's education system is centralized under the strong direction of the state. Decisions on education matters are made on a national level by the Ministry of Education (MOE). The MOE formulates and implements education policies on education structure, curriculum, pedagogy, and assessment.

Various civic and citizenship education programs have been launched in Singapore over time. In 1997, National Education was introduced in all Singaporean schools, with an agenda centering on a revitalized conception of nationalism and citizen loyalty in response to globalization. National Education is not taught as a separate subject in schools but is included in the school curriculum. It also comprises four core annual events, daily routines, and cocurricular activities in schools.

Currently, there are two subjects taught in Singapore schools that are closely associated with civic education: Character and Citizenship Education and Social Studies. Both subjects are required for all primary and secondary school students. The MOE maintains tight control over the national syllabi, textbooks, and assessments of these two subjects.

I. Introduction

A former British colony, Singapore became independent in 1965 when it separated from Malaysia.[1] The multicultural city state populated by about 5.6 million people—mainly Chinese, Malays, and Indians—has become one of the most prosperous countries in Southeast Asia. Education spending usually makes up about 20% of Singapore's annual budget, providing a modern infrastructure for education institutions, heavily subsidized education, and high teachers' pay.[2] In 2018, government expenditure on education was approximately SGD13 billion (about US$9.33 billion).[3]

Singapore's education system is centralized under the strong direction of the state. Education is state funded, and decisions on education matters are made on a national level by the Ministry of Education (MOE).[4] The MOE formulates and implements education policies on education

[1] *Singapore Separates from Malaysia and Becomes Independent, 9th Aug 1965*, HistorySG (2014), https://perma.cc/YT92-5776.

[2] M. K. The & S. M. Chia, *Singapore*, in 4 *Balancing Freedom, Autonomy and Accountability in Education* 227-238 (C. L. Glenn & J. De Groof eds., 2012), https://perma.cc/24BD-GBYW.

[3] R. Hirschmann, *Education in Singapore – Statistics & Facts*, Statista (Feb. 28, 2020), https://perma.cc/Z9ZT-88TE.

[4] The & Chia, supra note 2.

structure, curriculum, pedagogy, and assessment.[5] The education system includes six years of primary school, four to five years of secondary school, and postsecondary school.[6]

The Education Act first enacted in 1957 governs the registration and management of schools and the registration of teachers.[7] Its subsidiary legislation, the Education (Schools) Regulations, regulate issues such as school management, school staff, qualification of teachers, requirements for school buildings, classrooms, and playgrounds, and syllabi.[8] According to the Regulations, no instruction can be given in any school except in accordance with a syllabus approved by MOE's Director-General of Education. The supervisor of every school must submit the syllabus of instruction of each class in the school to the Director-General, whenever so required, for approval. Amendments are required to be made to the syllabus as the Director-General thinks fit. No alteration may be made in any approved syllabus without the consent of the Director-General.[9]

II. National Education

According to the keynote address made by an Singaporean educator at the Character and Citizenship Education Conference 2011, citizenship education has always been on the agenda of the Singapore education system.[10] Singapore has launched various citizenship education programs over time, including:

- Ethics (1959)
- Civics (1967)
- Education for Living (1973, interdisciplinary subject)
- Review of the Moral Education (1978)
- Good Citizens (Primary) (1981)
- Being and Becoming (Secondary) (1981)
- Religious Knowledge (1984)
- Social Studies (Primary) (1981)
- Civics and Moral Education (1995)
- National Education (1997)
- Social Studies (Upper Secondary) (2001)
- Character and Citizenship Education (2010/2011)[11]

[5] *About Us*, MOE (Oct. 22, 2019), https://perma.cc/9PGB-UNME.

[6] *Singapore's Education System: An Overview*, MOE, https://perma.cc/B9JN-89XG.

[7] Education Act, ch. 87 (original enactment: Ordinance 45 of 1957; revised ed. 1985), https://perma.cc/W7AT-9M89.

[8] Education (Schools) Regulations (G.N. No. S 2/58; revised ed. 2013), https://perma.cc/M7YZ-TQ3W.

[9] Id. § 79.

[10] Wing On Lee, *Education for Future-Oriented Citizenship: Implications for the Education of 21st Century Competencies*, 32(4) Asia Pac. J. of Educ. 498-517 (2012), https://perma.cc/NGZ2-2M79.

[11] Id.

National Education is one of the latest nation-building initiatives to address citizenship in Singapore. Introduced in all schools in 1997, its agenda centers on a revitalized conception of nationalism and citizen loyalty in response to globalization.[12] On May 17, 1997, then Deputy Prime Minister Lee Hsien Loong announced the launch of National Education in a speech, stating that:

> [w]e need to develop national instincts among pupils at all levels. National Education will begin in schools and continue in post-secondary and tertiary institutions. After ten to fifteen years of education, all students should know the facts about Singapore and feel attached to Singapore, their best home. Those likely to go on to play leadership roles later should at least have had some preliminary preparation for their responsibilities. We will achieve this through both the formal and informal curricula.[13]

National Education aims to foster national cohesion and instill a sense of national identity among students and younger Singaporeans. Inculcating an understanding of the challenges and vulnerabilities that are unique to Singapore, National Education emphasizes the core values of meritocratic, multiracial, and multireligious harmony.[14] The aims are translated to the following National Education messages:

(1) Singapore is our homeland; this is where we belong.

(2) We must preserve racial and religious harmony.

(3) We must uphold meritocracy and incorruptibility.

(4) No one owes Singapore a living.

(5) We must ourselves defend Singapore.

(6) We have confidence in our future.[15]

National Education is not taught as a separate subject in schools but is included in the school curriculum. According to a National Education Review issued by the MOE in 2018,

> [b]esides Character and Citizenship Education, teachers are encouraged to discuss NE-related topics across multiple subject areas. NE is more commonly associated with Social Studies, History and Geography, but it also features in Mathematics and Science lessons. For example, one Primary School teacher shared that in basic financial literacy for upper Primary, she used the 2008 global financial crisis to discuss how students' parents may have been affected, and encourage them to think about savings and sums.[16]

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[12] Jasmine B.-Y. Sim, *National Education: Framing the Citizenship Curriculum for Singapore Schools*, in *Globalization and the Singapore Curriculum* 67–83 (Singapore 2013), https://perma.cc/8UP5-9CAG.

[13] Press Release, *Speech by BG Lee Hsien Loong, Deputy Prime Minister, at the Launch of National Education on Saturday 17 May 1997 at TCS TV Theatre at 9.30 AM*, Nat'l Archives of Singapore (Aug. 4, 1997), https://perma.cc/2NNP-GZ3Z.

[14] *Launch of National Education, 17th May 1997*, HistorySG (2014), https://perma.cc/P4D7-W4B8.

[15] MOE, *National Education Review 2016–2017* 6 (2018), https://perma.cc/N4QM-6V7J.

[16] Id. at 2.

National Education also comprises four core annual events: Total Defence Day, International Friendship Day, Racial Harmony Day, and National Day. These commemorative days are linked to important points in Singapore's history. Schools customize their learning activities and follow up with programs to create holistic learning experiences. In addition, there are daily routines and cocurricular activities in schools, such as the flag-raising ceremony, when students sing the national anthem and take the national pledge to reinforce national values.[17]

Moving forward, according to the 2018 Review, National Education aims to develop in students civic knowledge, understanding, skills, values, motivation, and identity, enabling them to "play their role well as concerned citizens and active contributors, and to coconstruct the next chapter of Singapore."[18] National Education will be anchored on the following citizenship dispositions to enable the young to realize their part in the flourishing of their community and nation:

- A sense of belonging: To develop a deeper understanding of who we are, and a shared understanding of the values that are important to us as a nation.
- A sense of reality: To be aware of the contemporary realities—including Singapore's constraints and vulnerabilities—which affect us as a nation amidst the backdrop of a less predictable world.
- A sense of hope: Having confidence and optimism in Singapore's future and the resilience to face the challenges ahead.[19]

III. Civic Education in the Singaporean Curriculum

Currently, there are two subjects taught in Singapore schools that are closely associated with civic education: Character and Citizenship Education (CCE) and Social Studies. Both subjects are required for all primary and secondary school students. The MOE maintains tight control over the national syllabi, textbooks, and assessments of the subjects. National civic frameworks such as National Education and the national Shared Values form the basis of the CCE and Social Studies syllabi.[20]

A CCE branch has been set up in the MOE to provide leadership in the area of CCE through the conceptualization, development, and implementation of the CCE Curriculum. The branch also oversees the promotion of National Education in Singapore schools through formulating, implementing, and evaluating policies and programs.[21]

[17] Id. at 2–3.

[18] Id. at 7.

[19] Id.

[20] Li-Ching Ho, "*Freedom Can Only Exist in an Ordered State": Harmony and Civic Education in Singapore*, 49(4) J. of Curriculum Stud. 476-496 (2017), https://perma.cc/WKN6-EJKN.

[21] *Student Development Curriculum Division, Character & Citizenship Education Branch*, MOE, https://perma.cc/UU9H-APEA.

A. Character and Citizenship Education

CCE, which was first introduced to all Singaporean schools in 2011, emphasizes the integrative nature of citizenship and 21st century competencies.[22] The MOE issued formal syllabi containing the content, pedagogy, and assessment of the following CCE programs implemented in Singaporean schools: (1) primary CCE;[23] (2) secondary CCE,[24] (3) secondary Education and Career Guidance,[25] (4) secondary Cyber Wellness,[26] and (5) pre-university CCE.[27]

In CCE, students learn to be responsible to family and community and understand their roles in shaping the future of the nation. The emerging trends and global developments that affect society, such as societal changes, globalization, and technological advancements, are taken into consideration in the development of the CCE curriculum.[28] CCE programs are organized around three overarching "big ideas": identity, relationships, and choices. The six core values of respect, responsibility, harmony, resilience, care, and integrity are embedded within these ideas.[29]

At the primary level, CCE comprises CCE lessons that teach values, knowledge, and skills for CCE in mother tongue languages; school-based CCE, which could include assembly programs linked to CCE and lessons on school values; and CCE guidance modules on sexuality education.[30]

The secondary level CCE also comprises CCE lessons, school-based CCE, and CCE guidance modules. The CCE guidance modules at the secondary level include education and career guidance, sexuality education, and Cyber Wellness.[31]

At the pre-university level, the goal of CCE is to inculcate values and build competencies in the students to:

- make responsible decisions and choices amidst the complexity and ambiguity of the current global environment;
- be purposeful in the pursuit of their education, career and life goals;
- seek to understand and appreciate multiple perspectives;

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[22] Lee, supra note 11.

[23] MOE, *2014 Character and Citizenship Education (Primary) Syllabus* (Primary CCE Syllabus), https://perma.cc/3SE9-9NJ9.

[24] MOE, *2014 Character and Citizenship Education (Secondary) Syllabus* (Secondary CCE Syllabus), https://perma.cc/U5G9-SF4U.

[25] MOE, *2014 Education and Career Guidance (Secondary) Syllabus*, https://perma.cc/9H5F-2GJH.

[26] MOE, *2014 Cyber Wellness (Secondary) Syllabus*, https://perma.cc/Y7H3-AYJN.

[27] MOE, *2016 Character and Citizenship Education (Pre-U) Syllabus* (Pre-university CCE Syllabus), https://perma.cc/ZRN4-X9YA.

[28] Primary CCE Syllabus, supra note 23, at 1; Secondary CCE Syllabus, supra note 24, at 1.

[29] Primary CCE Syllabus, supra note 23, at 2, 10; Secondary CCE Syllabus, supra note 24, at 2, 9; Pre-university CCE Syllabus, at 5, 24.

[30] Primary CCE Syllabus, supra note 23, at 6.

[31] Secondary CCE Syllabus, supra note 24, at 6.

- be resilient, adaptable and optimistic in the face of adversity;
- demonstrate social responsibility and make meaningful contributions to the community by leading through service; and
- be proud Singaporeans, who are committed to building the future of Singapore and understand Singapore's role in the world.[32]

Pre-university CCE comprises CCE lessons conducted in the classroom during time-tabled curriculum time; cohort learning experiences relating to CCE, such as assembly programs, lessons on personal or leadership development frameworks, and career fairs; and other customized CCE learning experiences. In addition to CCE topics detailed in the syllabus, pre-university CCE topics also include education and career guidance, National Education commemorative days, values in action planning and reflection, sexuality education, and cyber wellness.[33]

B. Social Studies

The teaching of Social Studies was introduced at the primary level in 1981.[34] In 2001, it was introduced at the upper secondary level as the major vehicle for National Education. The subject emphasizes understanding of national issues, organized around the National Education messages. Social studies is a compulsory subject for students who are 15 to 17 years of age and is tested in the national examinations. According to a 2013 article on Singapore's citizenship curriculum, all primary sixth grade and secondary fourth grade or equivalent students must participate in and pass the National Education Quiz.[35]

The MOE issued the following formal syllabi containing the content, pedagogy, and assessment of the Social Studies programs implemented in Singaporean schools: (1) primary Social Studies syllabus,[36] (2) secondary normal technical Social Studies syllabus (NT Social Studies syllabus),[37] and (3) upper secondary, express, and normal academic Social Studies syllabus (NA Social Studies syllabus).[38]

According to the syllabi, Social Studies programs aim to help students become informed, concerned, and participative citizens.[39] At the primary level, a thematic approach is adopted,

[32] Pre-university CCE Syllabus, supra note 27, at 3.

[33] Id. at 15.

[34] Lee, supra note 11.

[35] Jasmine B.-Y. Sim, *National Education: Framing the Citizenship Curriculum for Singapore Schools*, *in Globalization and the Singapore Curriculum* 67–83 (Singapore 2013), https://perma.cc/8UP5-9CAG.

[36] MOE, *2020 Social Studies (Primary) Syllabus* (Primary Social Studies Syllabus), https://perma.cc/3PE8-39FW.

[37] MOE, *2014 Social Studies Normal (Technical) Syllabus* (NT Social Studies Syllabus), https://perma.cc/9YYH-WVVV.

[38] MOE, *2016 Social Studies (Upper Secondary, Express, Normal (Academic) Syllabus* (NA Social Studies Syllabus), https://perma.cc/S55N-4T8H.

[39] Primary Social Studies Syllabus, supra note 36, at 2; NT Social Studies Syllabus, supra note 37, at 2; NA Social Studies Syllabus, supra note 38, at 2.

which is structured along the three key themes: (1) identity, (2) culture and heritage; and (3) people and environment.[40]

The NT Social Studies syllabus adopts an issues-based approach, while requiring students to use inquiry to explore current societal issues. The syllabus is organized around the following six issues that represent concerns about society at the national and global levels: (1) lower secondary level: living in a multicultural society, responding to migration, resolving conflict and building peace, and protecting our environment; (2) upper secondary level: managing our financial resources and caring for society.[41] The NA Social Studies syllabus is organized around three issues: (1) exploring citizenship and governance; (2) living in a diverse society; and (3) being part of a globalized world.[42]

C. Teacher Training

When the CCE was launched in 2011, the Minister of Education said in a speech that teachers are critical in CCE, and the MOE would provide professional development and training to support them. According to the Minister,

> [o]ur teachers must have the belief and passion to instil the right values, social and emotional competencies, as well as dispositions of citizenship in our pupils. I encourage all teachers, key personnel overseeing CCE and school leaders to explore formal and informal platforms to develop yourselves in this area. This could take the form of Professional Learning Teams, reading of relevant literature, or online forums on student engagement. MOE will also provide support for teachers in the form of professional development and training to deliver the new CCE curriculum.[43]

In 2013, Singapore trained more than 700 CCE mentors, which was in addition to the customized school-based training to build teachers' capacity in facilitation skills for CCE.[44]

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[40] Primary Social Studies Syllabus, supra note 36, at 8.

[41] NT Social Studies Syllabus, supra note 37, at 4.

[42] NA Social Studies Syllabus, supra note 38, at 5.

[43] MOE, *Opening Address by Mr Heng Swee Keat, Minister for Education, at the 1st NIE-MOE Character and Citizenship Education Conference on Tuesday, 8 November 2011, 9.00am at Nanyang Technological University Auditorium* (Nov. 8, 2011), https://perma.cc/NT6Z-MKRZ.

[44] MOE, *Address by Mr Heng Swee Keat, Minister for Education, at the 7th Teachers' Conference 2014, on Tuesday, 3 June 2014, at 9.50 a.m., Suntec City Convention Centre, Ballroom 1* (June 3, 2014), https://perma.cc/YC3A-G95B.

South Africa

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SUMMARY In South Africa, legislative authority on matters of primary and secondary education is shared between the national and provincial governments. However, in practice, the national government legislates on the issue and sets education policy through the Department of Basic Education, including in terms of determining curriculum frameworks, core syllabi, and education programs. Provincial governments deliver primary and secondary education and play a prominent role in implementation of education policy.

A number of key South African policy documents, including the National Development Plan, the Mid-Term Strategic Framework, and the Department of Basic Education's strategic plan, put a great deal of emphasis on the importance of education in forging social cohesion in a country that has lived through an apartheid system and continues to struggle with its effects in the form of opportunity and wealth disparities along racial lines.

South African curriculum does not include a stand-alone civic education class. Civic education is folded into what is known as life orientation class, which, among other things, seeks to help students develop beneficial social interactions, such as respecting others' rights and values. Life orientation is taught at lower and upper secondary schools and is one of the compulsory subjects that students must complete in order to progress from one grade level to another and graduate high school. Among the issues covered are nation building, human rights violations, cultural diversity, gender equality, and responsible citizenship. Although progress is measured through both formal and informal assessment, tests make up only a small portion of the assessment process. One of the key challenges to effectiveness of life orientation class is said to be the lack of proper teacher training.

I. Introduction

Under the South African Constitution, the national and provincial legislatures enjoy concurrent legislative competence with regard to primary and secondary education.[1] However, there are certain instances that allow for national legislation to prevail over provincial ones. For instance, this is the case if the national legislation in question "deals with a matter that cannot be regulated effectively by legislation enacted by the respective provinces individually."[2] The same is also true in instances in which the "[t]he national legislation deals with a matter that, to be dealt with effectively, requires uniformity across the nation, and the national legislation provides that uniformity by establishing . . . norms and standards[,] . . . frameworks[,] . . . or . . . national

[1] S. Afr. Const., 1996, sched. 4, https://perma.cc/7HKQ-3P6G.

[2] Id. § 146(2)(a).

policies.[3] In such instances, the legislative authority of the national legislature is checked by the National Council of Provinces, one of the two chambers of the South African Parliament whose constitutional mandate includes safeguarding provincial interests in the national sphere of government; a national legislation may prevail over a provincial one "only if that law has been approved by the National Council of Provinces."[4]

This appears to be the case with regard to the issue of education. Two national laws spell out the roles of the two levels of government on issues of primary and secondary education. The National Education Policy Act accords the minister of basic education the authority to determine, among other things, "curriculum frameworks, core syllabuses and education programmes, learning standards, examinations and the certification of qualifications . . . "[5] Similarly, the South African Schools Act mandates that the Minister "determine . . . a national curriculum statement indicating the minimum outcomes or standards . . . and . . . a national process and procedures for the assessment of learner achievement."[6] Provincial legislatures appropriate funds for schools and members of the executive council responsible for education in each province deliver primary and secondary school education.[7] According to one source, "South Africa's estimated 26,000 schools and 425,000 educators are overseen by the Department of Basic Education. District and provincial [Department of Basic Education] offices in nine provinces and 86 districts administer these schools and have considerable influence over the implementation of policy."[8]

Elementary education in South Africa takes seven years and consists of grades R (reception year) through grade six; it is further divided into the foundation phase (grades R through three) and the intermediate phase (grades four through six).[9] Secondary education takes six years and consists of lower secondary school (grades seven through nine) and upper secondary school (grades 10 through 12).[10] Upper secondary school is not mandatory.[11]

According to a 2018 survey, there were 14.2 million students in school. The survey also noted that "[p]articipation in education institutions was virtually universal (97.4%) by the age of 15 years (the last compulsory school age) and approximately three-quarters (74.5%) of learners were still in school by the age of 18, which usually represents the age at which learners exit grade 12."[12]

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[3] Id. § 146(2)(b).

[4] Id. §§ 42(4), 146(6).

[5] National Education Policy Act § 3(4)(1) (Apr. 24, 1996), https://perma.cc/6WRX-XGJN.

[6] South African Schools Act § 6A (Dec. 27, 1996), https://perma.cc/U3PH-Y8PW.

[7] Id. §§ 1, 3(3), 12.

[8] Wilson Macha & Aditi Kadakia, *Education System Profiles: Education in South Africa*, World Educ. News & Reviews (May 2, 2017), https://perma.cc/CC32-J82P.

[9] Id.

[10] Id.

[11] Id.

[12] S. Africa Gov't Comm. & Info. Sys., *Official Guide to South Africa: Education* 89 (2018/19), https://perma.cc/MJB4-XWH4.

II. Policy Documents

South Africa's National Development Plan 2030 emphasizes the importance of education in building and maintaining social cohesion. In the problem statement for the chapter entitled "transforming society and uniting the country," it describes the challenge as follows:

> Despite progress since 1994, South African society remains divided. Many schools, suburbs and places of worship are integrated, but many more are not. South Africa remains one of the most unequal economies in the world. The privilege attached to race, class, space and gender has not been fully reversed. Despite rapid improvements in access to basic services, the quality of services continued to be affected by who you are and where you live.
>
> When opportunity is skewed for centuries, this tends to produce a distribution of financial, human and social capital that continues to reinforce inequality of opportunity even if the legal elements of discrimination have ended. Opportunity continues to be defined by race, gender, geographic location, class and linguistic background. "Inequality hardens society into a class system, imprisoning people in the circumstances of their birth. Inequality corrodes trust among fellow citizens, making it seem as if the game is rigged." This is particularly true where, as in South Africa, class is aligned with non-economic factors such as race, so that the social order as a whole seems not only profoundly inequitable but also unfair. Deep inequalities and the associated low levels of trust have a highly negative impact on economic development and make it harder to forge a social compact that could move South Africa onto a higher developmental trajectory.[13]

In addition to the various strategies to redress historical inequities, the Plan "aims to inspire South Africans to be proud citizens and to live the non-racial values in the constitution."[14] The Plan emphasizes fostering of constitutional values through schools and curriculum.[15] Among the actions that the Plan identifies for the promotion of nation building and social cohesion are reading the Preamble of the Constitution at school assembly in a language of choice, using the Bill of Responsibilities for the Youth of South Africa(developed by the Department of Basic Education and outlining the responsibilities that correspond with the rights found in the bill of rights chapter of the Constitution) as a guide for students and schools, a sustained campaign against racism, sexism, homophobia, and xenophobia, and learning at least one indigenous language.[16]

Similarly, the Mid-Term Strategic Framework, which is structured around 14 priority outcomes over a five-year period, makes one of the priority outcomes building a "diverse, socially cohesive

[13] Nat'l Plan. Comm'n, *National Development Plan 2030: Our Future – Make It Work* 458 (2012), https://perma.cc/YQ2Z-76ZJ.

[14] Id. at 461-462.

[15] Id. at 462.

[16] Id. at 75-76; Dep't of Basic Educ., *Bill of Responsibilities for the Youth of South Africa* (2008), https://perma.cc/P2MK-9AXZ.

society with common national identity."[17] To this end, it states that "[t]he constitutional values and ethos embodied in the Constitution will be emphasised, thus building a culture that protects and promotes human rights, respect and dignity of all citizens. The usage and knowledge of national symbols will be enhanced."[18] The priority outcome focused on basic education includes the introduction of African languages to schools in phases in order to support social cohesion.[19]

In addition, the Department of Basic Education's five-year strategic plan seeks to enhance social cohesion through language learning. It states that "[w]e will also strengthen the implementation of our African Language policies, in support of social cohesion. The NDP requires all South Africans to learn at least one indigenous language as part of nation building and social cohesion. In 2014 we began with the incremental introduction of African languages (IIAL) in eight provinces and 228 schools as an immediate response."[20]

The Department of Higher Education and Training's 2001 Manifesto on Values, Education and Democracy identifies 10 fundamental constitutional values "in a way that suggests how the Constitution can be taught, as part of the curriculum, and brought to life in the classroom, as well as applied practically in programs and policy making by educators, administrators, governing bodies and officials."[21] These values are: democracy, social justice and equity, equality, non-racism and non-sexism, Ubuntu (human dignity), an open society, accountability (responsibility), the rule of law, respect, and reconciliation.[22] It outlines 16 educational strategies "for instilling democratic values in young South Africans in the learning environment."[23] One of the strategies identified in the Manifesto is the importance of infusing the classroom with a culture of human rights.[24] Another is the importance of putting history back in the curriculum, which the Manifesto notes is

> a means of nurturing critical inquiry and forming an historical consciousness. A critical knowledge of history, it argues, is essential in building the dignity of human values within an informed awareness of the past, preventing amnesia, checking triumphalism, opposing a manipulative or instrumental use of the past, and providing a buffer against the "dumbing down" of the citizenry.[25]

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[17] Gov't of S. Africa, *Medium-Term Strategic Framework (MTSF) 2014-2019* 35, https://perma.cc/X5AL-766Y.

[18] Id. at 36.

[19] Id. at 17.

[20] Dep't of Basic Educ., *Revised Five-Year Strategic Plan 2015/16-2019/20* 3 (Mar. 2016), https://perma.cc/L6LY-MM79.

[21] Dep't of Higher Educ. & Training, *Manifesto on Values, Education and Democracy* 3 (July 2001), https://perma.cc/5LPS-Q6V9.

[22] Id.

[23] Id.

[24] Id at 21.

[25] Id.

Following the issuance of the Manifesto, South Africa started the South African History Project, which, among other things, published a six-volume series titled *Turning Points in South African History*.[26] The series was published for use "in teaching South African History in the National Curriculum Statement Grades 10 – 12 (General), to lay the basis for learners to have a common outlook on the history of South Africa and about living together."[27]

III. Civic Education

South Africa does not appear to have a stand-alone civic education class in its curriculum. Instead, civic education in folded into what is known as life orientation class. Program requirements for students are mandated by the 2012 Regulations Pertaining to the National Curriculum Statement Grades R–12.[28]

> The National Curriculum Statement Grades R-12 represents a policy statement for learning and teaching in South African schools and comprises of the following:
>
> (a) Curriculum and Assessment Policy Statements (CAPS) for each approved school subject;
>
> (b) National policy pertaining to the programme and promotion requirements of the National Curriculum Statement Grades R-12; and
>
> (c) National Protocol for Assessment Grades R-12 (January 2012).[29]

A. Lower Secondary School

It seems that life orientation class is introduced to students in lower secondary school. Under the Regulations, it is one of nine mandatory classes that students at this level must take.[30] For students at this level of learning, life orientation class is offered in five parts: development of the self in society; health, social, and environmental responsibility; constitutional rights and responsibilities; physical education; and the world of work.[31]

The Curriculum and Assessment Policy Statement for lower secondary school students describes life orientation class as follows:

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[26] Yusuf Sayed et al., *Social Cohesion, Violence and Education in South Africa*, in *Enlarging the Scope of Peace Psychology: African and World-Regional Contributions* 239, 244 (2017), https://perma.cc/F7AE-8QUZ (by subscription).

[27] Id.

[28] Regulations Pertaining to the National Curriculum Statement Grades R – 12 § 5 (Dec. 28, 2012, as amended), https://perma.cc/9VTU-GCCA.

[29] Dep't of Basic Educ., *Curriculum and Assessment Policy Statement Grades 10-12: English Home Language* 3 (2011), https://perma.cc/N357-C7YL.

[30] Regulations Pertaining to the National Curriculum Statement Grades R–12 § 5(3).

[31] Dep't of Basic Educ., *Curriculum and Assessment Policy Statement Grades 7-9: Life Orientation* 8 (2011), https://perma.cc/NV7V-J34N.

> Life Orientation is central to the holistic development of learners. It addresses skills, knowledge and values for the personal, social, intellectual, emotional and physical growth of learners, and is concerned with the way in which these facets are interrelated. Life Orientation guides and prepares learners for life and its possibilities and equips them for meaningful and successful living in a rapidly changing and transforming society.
>
> The focus of Life Orientation is the development of self-in-society. It promotes self-motivation and teaches learners how to apply goal-setting, problem-solving and decision-making strategies. These serve to facilitate individual growth as part of an effort to create a democratic society, a productive economy and an improved quality of life. Learners are guided to develop their full potential and are provided with opportunities to make informed choices regarding personal and environmental health, study opportunities and future careers.
>
> Life Orientation helps learners to develop beneficial social interactions, such as respecting others' rights and values and promotes lifelong participation in recreation and physical activity.[32]

Students spend 70 hours of a school year on life orientation classes.[33] The amount of time dedicated to studying constitutional rights and responsibilities during a school year varies depending on grade level: seventh and ninth grade students spend 7 hours of a school year on the topic, while eighth grade students dedicate 9 of the 70 hours spent on life orientation during the school year to it.[34]

Life orientation classes offered to students in lower secondary school and upper secondary school are interrelated and are designed to build on what students learn in previous years. According to the Curriculum and Assessment Policy Statement:

> The topics of Life Orientation in Grades 7, 8 and 9 relate to those in the Foundation and Intermediate Phases and Grades 10, 11 and 12. The Grades 7, 8 and 9 Life Orientation curriculum focuses on similar areas of skills, knowledge and values and prepares learners to continue with this subject in Grades 10, 11 and 12. The content taught in lower grades serves as the foundation for the content to be taught in higher grades.[35]

For instance, the topic of constitutional rights and responsibilities offered to students in grade seven involves learning about the human rights provisions of the South African Constitution, fair play in sports (specifically, "role of values, trust and respect for difference"), how to deal with abuse, and the role oral traditions and scriptures play in major religions.[36] For students in grade eight, the same topic involves learning about nation building, human rights violations, gender

[32] Id.

[33] Id. at 9.

[34] Id.

[35] Id. at 8-9.

[36] Id. at 10 and 13.

equity, cultural diversity in South Africa, and the contributions of organizations from various religions to social development.[37]

In grade nine, the topic of constitutional rights and responsibilities encompasses learning about issues concerning the rights and responsibilities of citizenship, constitutional values, the role of religions in the promotion of peace, and sports ethics.[38]

Assessment of progress in life orientation classes for lower secondary school is done through constant monitoring and involves what are known as informal or daily assessment tasks and formal assessment tasks.[39] For the informal assessment of progress, teachers may choose "a short class test, a discussion, a practical demonstration, a mind map, debate, role-play, an interview, design and make, short homework task, worksheets, group work, individual record keeping, oral and written presentation."[40] The teachers are not required to mark results and, if they do, such results do not count towards students' promotion and certification.[41] Formal assessment involves four tasks per grade and offers teachers a systematic way of evaluating progress; it is formally recorded and used for purposes of promotion and certification.[42]

B. Upper Secondary School

For upper secondary school students, life orientation is one of the compulsory subjects required for the national senior certificate (NSC), high school diploma.[43] The class aims, among other things, to "expose learners to their constitutional rights and responsibilities, to the right of others and the issue of diversity," and one of the six topics covered under its umbrella is democracy and human rights.[44] Students in grades 10 and 11 spend 66 hours of the school year on life orientation, 7 hours of which are dedicated to the topic of democracy and human rights, while 12th graders spend 56 hours on life orientation, 4 hours of which are spent covering democracy and human rights.[45] In grade 10, the topic democracy and human rights covers the following issues: diversity, discrimination, human rights and violations; national and international instruments and conventions; ethical traditions, religious laws, and indigenous belief systems of major religions; and biases and unfair practices in sport.[46]

[37] Id. at 10.

[38] Id.

[39] Id. at 25.

[40] Id.

[41] Id.

[42] Id. at 25-26.

[43] Dep't of Basic Educ., *Curriculum and Assessment Policy Statement Grades 10-12: Life Orientation* 8 (2011), https://perma.cc/4EDE-2D2C.

[44] Id.

[45] Id. at 9.

[46] Id. at 10.

The issues covered in grade 11 under the topic are democratic structures and democratic participation, the role sport plays in nation building and the contributions that the country's diverse religious and belief systems make in creating a harmonious society.[47] Grade 10 classes cover the following issues: responsible citizenship; the role of the media in a democratic society; ideologies, beliefs, and worldviews on construction of recreation and physical activity across cultures and genders.[48]

The Curriculum and Assessment Policy Statement provides further details on the issues to be covered under the topic of democracy and human rights. For instance, 10th graders spend 4 hours discussing the following issues, using as sources their textbooks, newspaper articles, and the bill of rights section of the Constitution:

- Concepts: diversity, discrimination and violations of human rights
  - Contexts: race, religion, culture, language, gender, age, rural/urban, xenophobia, human trafficking and HIV and AIDS status
- Bill of Rights, International Conventions and Instruments: Convention on the Rights of the Child, the African Charter on the Rights and Welfare of Children, Committee on the Elimination of Discrimination Against Women (CEDAW) and other bills, charters and protection agencies, rules, codes of conduct and laws
  - Types of discriminating behaviour and violations: incidences of discriminating behaviour and human rights violations in SA and globally
  - The nature and source of bias, prejudice and discrimination: impact of discrimination, oppression, bias, prejudice and violations of human rights on individuals and society
  - Challenging prejudice and discrimination: significant contributions by individuals and organisations to address human rights violations
  - Contemporary events showcasing the nature of a transforming South Africa: South African initiatives and campaigns, one's own position, actions and contribution in discussions, projects, campaigns and events which address discrimination and human rights violations, nation-building and protection agencies and their work.[49]

Assessment of performance in life orientation class does not appear to be based purely on testing. The Curriculum and Assessment Policy Statement discourages too much focus on test-based assessment, stating that:

> While the test-based approach has value in determining what learners know and do not know and how they reason, it should be used discriminately in the assessment of learner performance in Life Orientation so as to avoid this predominantly skills-based subject from becoming too theory-driven. Some activities need to be practical and should afford learners the opportunity to experience life skills in a hands-on manner. Each of the Life Orientation topics requires that a certain body of skills, knowledge and values should be addressed and assessed.

[47] Id.

[48] Id.

[49] Id. at 12.

> Skills such as self-awareness and management, dealing with stress, decision-making, empathy, interpersonal relationships, communication, assertiveness, negotiation, goal-setting, ability to access information, problem-solving, creative and critical thinking are addressed across all six topics and assessed through formal or informal assessment for Life Orientation. In the same way attitudes such as respect for the self and others, respect for and acceptance of differences, assuming responsibility, perseverance, persistence, anti-discrimination and equality, are also addressed and assessed across all six topics.[50]

While life orientation is not externally assessed or examined,[51] in order to be promoted or issued a national senior certificate, students must provide "concrete evidence of performance."[52] The progress that students make in life orientation class is monitored during the school year through the following three activities, and tests make a small part of the assessment:

(1) Informal or daily assessment tasks. For this part of the assessment, "the teacher may choose a short class test, discussion, practical demonstration, mind-map, debate, oral report, role play, short homework tasks, worksheets, group work and individual record-keeping as daily assessment tasks."

(2) Formal assessment tasks—in this part of the assessment,

> learners are expected to complete five internal tasks per grade. Of these five internal assessment tasks, two are examinations, one is a project, one is a written task and one is an extended Physical Education Task (PET). In Grade 12, four tasks, that is, written task, mid-year examination, project and PET are set and assessed by the Life Orientation teacher. The fifth task, the final examination, is set as a common paper at provincial level and is marked by the Life Orientation teacher at the school. The five internal formal tasks make up 100% of the total mark out of 400 for each of Grades 10, 11 and 12.

(3) Optional certificate tasks—this relates to students' participation in extracurricular activities for a fixed period of time including "involvement in the planning, organisation and presentation of school events, workplace experience and participation in club or group activities e.g. Girl Guides or Boy Scouts."[53]

C. Challenges

The practice does not always run parallel to the aspirations of the country's education system described in these documents. For instance, as one source noted, a 2010 survey of history textbooks in schools "found that in South African secondary schools, 'old era texts' continue to

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[50] Id. at 25.

[51] External assessment means "any assessment activity, instrument or programme where the design, development and implementation has been initiated, directed and, coordinated by Provincial Education Departments and the Department of Basic Education either collectively or individually." Regulations Pertaining to the National Curriculum Statement Grades R–12 § 1.

[52] Dep't of Basic Educ., *Curriculum and Assessment Policy Statement Grades 10-12: Life Orientation,* supra note 43, at 25.

[53] Id. at 25-26.

be used more often in history classes than new era texts; this was more apparent in rural, former homeland schools than in urban schools. Just because new values and textbooks exist and are promoted does not mean they are used or embraced in classrooms—nor does this say anything about how the ideas are understood."[54]

The source also notes that teachers lack the necessary training and resources to effectively impart civic education, stating that:

> While the infusion of human rights, social justice, and conceptions of democratic citizenship in the new curriculum has been extensive and largely positive, a more deliberative and socially responsible citizenry is required. Under conditions where teachers are not provided with adequate training to understand, internalize, and impart these views and where schools are not provided with adequate resources, this noble intention has not and will not succeed. Clearly, the conditions and context for effective implementation of both the new curriculum and values in education are still not in place in most schools. Scholars studying the implementation of human rights, democratic education, and citizenship education have noted that "teachers appear to make limited use of them, preferring to rely on their own notes."[55]

Another source makes the same point, noting that it "appears that teachers do not feel they have been sufficiently trained and, given the fact that often teachers have to teach LO [Life Orientation] without receiving any, or very little, training, effectiveness becomes questionable."[56] This appears to be a persistent challenge; a 2007 publication painted a similar picture regarding lack of proper teacher training, stating that

> The 20 teachers who were interviewed mentioned that they had had little rigorous formal training in the presentation of the [life orientation] programmes. Their training had consisted of one- to three-day short courses on the content and aims of the programmes. They criticised the knowledge and experience of the trainers/facilitators who had been appointed by the Department to empower them for their task. Their key criticism was that these trainers had little teaching knowledge, little knowledge of didactic methods in a learning area like [life orientation], and little knowledge of the current conditions in schools and classrooms.[57]

[54] Carol Anne Spreen & Chrissie Monaghan, *History and Civic Education in the Rainbow Nation,* in *(Re)Constructing Memory: Textbooks, Identity, Nation and State* 199, 206 (James H. Williams & Wendy D. Bokhorst-Heng eds., 2016).

[55] Id. at 212.

[56] Anne Jacobs, *Life Orientation as Experienced by Learners: A Qualitative Study in North-West Province*, 31(2) S. Afr. J. of Educ. 212, 213 (2011).

[57] Erna Prinsloo, *Implementation of Life Orientation Programs in the New Curriculum in South African Schools: Perception of Principals and Life Orientation Teachers*, 27(1) S. Afr. J. of Educ. 155, 164 (2007).

Sweden

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SUMMARY Public education as a mandate was first introduced in Sweden in 1686 when the country required that everyone learn to read in order to be able to understand the Bible. Public education grew from being a mandate on the local parishes to being organized through a more centralized body, with a national curriculum. One of the main purposes of public education in the 1800s and 1900s was to make children well-adjusted members of society with a strong sense of responsibility. Creating responsible citizens remains a purpose of primary and secondary education today.

However, civic education is not well defined in Swedish law, and is not a separate course at any educational level. Civic education is expressly taught in the seventh through ninth grades, and during high school as part of the social science curricula. The students' knowledge of the subject is tested through continuous evaluation and a national standardized test in the ninth grade. Students need not attain a passing grade in social sciences in primary school to attend a vocational secondary program, but it is required to attend a college preparatory program that focuses on the social sciences. In effect, most students do not need to obtain a passing grade in civic education as part of their primary education to proceed to high school. Whether a passing grade in social sciences is required to graduate high school depends on what program the student attends. In addition to the civic education, schools must at all times uphold and teach *värdegrund* (the national common foundation of values).

University students studying to become social sciences teachers must complete course work in civic education.

Civic education is not required outside the educational system, and currently is not required as part of the citizenship naturalization process. The Government has appointed a special committee to evaluate and determine whether, and if so how, a future civic educational requirement should be drafted.

The effectiveness of civic education in Sweden is sparsely evaluated. International surveys indicate that Swedish students performs below students from neighboring countries, but still above the Organization for Economic Co-operation and Development (OECD) average on topics of civic education. A School Inspectorate study from 2012 suggested improvements in Swedish civic education were needed.

I. Introduction and Historical Background

Sweden is a country of about 10 million inhabitants located in the northern part of Europe.[1] In 2018, about 19% of the population was born abroad.[2] The country is divided into 290 municipalities.[3] Municipalities exercise independence in matters that are of public interest and that are related to the municipality and its inhabitants, and they are responsible for providing education at the preschool, primary, and secondary level.[4]

Over the last 300 years, schools in Sweden have transformed from religious parish schools to secular schools. Historically, schools in Sweden were tied to parishes, following a 1686 Church Law provision that charged all local priests with ensuring that the congregation, including children, farmhands and maids, be able to read the Bible.[5] During the 1800s and 1900s, public schooling was seen as a way to educate the citizenry, especially members of the poor underclass.[6] In 1842, a *Folkskola* (people's school)* was created.[7] The purpose of the *Folkskola* of 1842 was to create citizens with "public morale, discipline, morality, and love for the mother country."[8] During the 1900s, public education was part of the state formation process, and the state found that "[c]hildren must be nurtured to become citizens of the state and understand their responsibilities toward the nation and be made 'educable'."[9] In 1962, the public school system was reformed, and a nine-year *grundskolan* (primary school) was created, which replaced *folkskolan*.[10] The legislative history of the new School Act of 1963 specifies that: "the national curriculum is characterized throughout by a pursuit of an improved general education for all citizens with . . . a common core, that is as large as possible."[11] The State was responsible for

* All translations are by the author.

[1] *World Factbook: Sweden*, CIA (June 10, 2020), https://perma.cc/QUJ8-FTBS.

[2] Id.

[3] *Län och kommuner*, SCB, https://perma.cc/6P5U-4BJW.

[4] 2 kap. 1 § Kommunallag (Svensk föfattnings-samling [SFS] 2017:725), https://perma.cc/MN45-6RKF; 2 kap. 2 § Skollagen (SFS 2010:800), https://perma.cc/38HZ-EK37.

[5] 2 kap. 10 § 1686 års kyrkolag. The explicit purpose of having all parishioners read was stated in the provision as "to make them see, with their own eyes, what God in his Holy Word offers and commands."

[6] Christina Florin, *Från folkskola till grundskola 1842-1962* 3, Lärarnas historia (2010), https://perma.cc/6RFE-9SHL.

[7] Kongl. Maj:ts Nådiga Stadga angående Folkunderwisning i Riket(18 Juni 1842), (commonly known as Folkskolestadgan), available at https://perma.cc/T922-NGP3; *1842*: *Folkskolan införs i Sverige*, Sveriges Riksdag, https://perma.cc/KZ8V-GPH4.

[8] Christina Florin, supra note 6, at 9.

[9] Id. at 3.

[10] Skollagen (SFS 1962:319)(1962 års skolag); Skolstadgan (SFS 1962:439).

[11] Kungl. Maj:ts prop. 1962 nr. 54, https://perma.cc/9F9D-EZCC.

funding public schools until 1991, but since then public education has been a municipal responsibility.[12] Public schools must be nonreligious.[13]

II. Legal Framework for Education

A. Overview of the Legal Right to Education

The right to education is protected in the Swedish Constitution.[14] The Constitution requires that all children who by law are required to attend school have a right to a free education, and that the public must also ensure that higher (university) education is offered.[15] Although the Constitution does not mention civic education specifically, the importance of public education on the role of the citizen can be understood from this excerpt from the legislative history of Proposition 1973:90 on amending the Constitution:

> "The most important foundation behind all societal activity should be that it must ultimately be focused on producing justice and equality between the citizens. This principle should in my opinion be set out in the Constitution. In the constitutional text it should further be made concrete so that the fundamental principles be provided to the citizen in certain especially important areas where it must be expressed. I [consider these] the right to education and work, as well as the society's pursuit to provide all citizens social security."[16]

B. Municipal Education with National Curricula

Despite education and its funding being the responsibility of the municipalities,[17] the state still sets the national curriculum and thereby determines what subjects, such as math, Swedish, English, social sciences etc., must be taught, and the national School Inspectorate still has the power to close local schools.[18] For example, schools that do not adhere to *värdegrund* (the common foundation of values) may be closed by the School Inspectorate.[19] A number of independent schools have recently been closed for, among other infractions, violating the common foundation of values.[20]

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[12] Prop. 1990/91:18 om ansvaret för skolan, https://perma.cc/SR5L-H3FR; 2 kap. 2 § Skollagen.

[13] 1 kap. 6 § Skollagen.

[14] 2 kap. 18 § Regeringsformen [RF](SFS 1974: 152), https://perma.cc/84X2-5VEJ.

[15] Id. In accordance with 7 kap. 4 § Skollagen, students ages 6 to 16 (prekindergarten to ninth grades) must attend primary school. Secondary education is not mandatory.

[16] Kungl. Maj:ts proposition 1973:90, 194 med förslag till ny regeringsform och ny riksdagsordning m. m., https://data.riksdagen.se/fil/A867E025-F83C-43D0-A82D-3EB127C6573D.

[17] 2 kap. 2 § Skollagen (SFS 2010:800), https://perma.cc/38HZ-EK37.

[18] 1 kap. 11 §, and 26 kap. 2, 13, 18 §§ Skollagen.

[19] 26 kap. 13, 18 §§ Skollagen; see also *Om bristerna är allvarliga*, Skolinspektionen (Apr. 4, 2018), https://perma.cc/486N-LFXL.

[20] See, e.g., Skolinspektionen, Återkallelse av godkännande efter tillsyn av huvudmannen Safirskolan AB, Dnr. SI-2019:3330 (Dec. 9, 2019), https://perma.cc/8C9U-GKK6.

C. The School Act

Primary education (first to ninth grades) is regulated under the School Act.[21] The School Act does not define *medborgarutbildning* (civic education), but it refers to the goals of a public education generally.[22] For example, the School Act specifies the purpose of all Swedish education in the following manner:

> The purpose of the education is that children and students shall gain and develop knowledge and values. It shall promote all children's development and learning, as well as a lifelong passion for learning. The Education shall also convey and firmly establish the respect for human rights and fundamental democratic values that the Swedish society rests upon.
>
> As part of the education, the children and students' individual needs should be recognized. Children and students should be given support and stimulation so that they are developed as far as possible. [The School] should strive to counteract the differences in the children's ability and circumstances to make use of the education.
>
> The purpose of the education is also to, in conjunction with the home, promote the child's and student's overall personal development into active, creative, competent and responsible individuals and citizens.[23]

The School Act provides that the *Skolverket* (Swedish National Agency for Education) issues regulations on *kursplaner* (curricula).[24] The social sciences curriculum for primary schools includes a requirement that children in the seventh to ninth grades must learn:[25]

- Human rights including the rights of children in accordance with the Convention of the Child. Its meaning and importance as well as the grounds for discrimination under Swedish law.
- The work of various organizations to promote the human rights.
- How human rights are violated in different parts of the world.
- The national minorities and the Sami people's position as indigenous to Sweden, including what their special status and rights mean.
- Democratic freedom and rights as well responsibilities for citizens of democratic societies.
- Ethical and democratic dilemmas that are connected with the democratic rights and responsibilities, for example the boundary between freedom of speech and violations on social media.
- The legal system in Sweden and principles for rule of law.
- How perceptions of norms and legislation affect each other.

[21] 10 kap. 1 § Skollagen.

[22] Id. 1 kap. 3-4 §§.

[23] 1 kap. 4 § Skollagen.

[24] 10 kap. 8 § Skollagen; see also 9 kap. 1 § Skolförordning (SFS 2011:185), https://perma.cc/RY6S-AFFH.

[25] Skolverket, *Samhällskunskap*, 5, https://perma.cc/D7CU-PXLT.

- Criminality, violence, and organized crime. The role of the Swedish Prison and Probation Service and the victim's situation.[26]

The overall curriculum for all primary education include a general obligation to adhere to *värdegrund* (the national common foundational values), which every school must follow and promote at all times.[27] Accordingly,

> [i]t shall promote all students' development and learning as well as a lifelong desire to learn. Education shall convey and firmly establish respect for human rights and the fundamental democratic values that the Swedish society rest on. Every one that acts within the school shall also promote respect for every person's value and respect for our common environment.
>
> The inviolability of human life, the individual's freedom and integrity, everyone's equal value, equality between men and woman, and solidarity between people are those values that the school shall enact and convey. In accordance with the ethics that have been nurtured by a Christian tradition and western humanism this happens through upbringing the individual with a sense of justice, generosity, tolerance, and responsibility. The education shall be nonreligious. The purpose of the school is to let every single student find his or her unique character and thereby be able to participate in society by giving one's best in responsible freedom.[28]

The course curriculum for primary education, as issued by the *Skolverket*, prescribes that the social sciences course for the seventh to ninth grades must include civic education (specifically, democratic freedom and rights as well as responsibilities in democracy).[29] In addition to continuous assessment, knowledge of the social sciences is also tested in national standardized exams in the ninth grade. During these tests, students are randomly selected to either write a test in geography, history or social sciences.[30] The first standardized test for the social sciences curriculum for the ninth grade was administered in 2013. The test from 2014 is available online and includes four parts: "Democratic deficiencies," "The EU (European Union)," "Media in Dictatorships," "Supply and Demand," "Supply and Demand 2," and "The World Improves."[31]

While obtaining a passing grade in social sciences is not required to graduate from primary school (ninth grade) and attend a vocational high school,[32] students who want to attend a college

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[26] Id. at 5.

[27] *Läroplan för grundskolan samt för förskoleklassen och fritidshemmet,* Skolverket, https://perma.cc/L5D2-ZFYG.

[28] Id.

[29] Skolverket, *Samhällskunskap*, supra note 25, at 5.

[30] *Geografi/historia/religionskunskap/ samhällskunskap i årskurs 9*, Skolverket (June 3, 2020), https://perma.cc/V4CU-6D37.

[31] *Exempeluppgifter från 2014*, Göteborgs universitet, https://perma.cc/TAM6-D56J. See also *Exempeluppgifter från proven 2014, åk 9*, https://perma.cc/7HGL-26FG.

[32] 16 kap. 30 § Skollagen. Students who attend a vocational program need to have a passing grade in Swedish, English, math, and five other subjects. Core subjects taught include: Swedish, English, math, physical education, art, home and consumer studies, music, biology, physics, chemistry, geography, technology, history, religion, social sciences, and crafts (woodworking or needlework). In addition, schools must provide

preparatory program focused on social sciences in high school must obtain at least a passing grade in the ninth grade.[33] All students must attain a passing grade in math, Swedish, and English to attend any high school program, and college preparatory high school programs also require students to attain a passing grade in *samhällsvetenskapsprogrammet*, *ekonomiprogrammet*, and *humanistiska programmet* (religion, history, and social sciences) for social science programs, or in biology, physics, and chemistry for *naturvetskapsprogrammet och teknikprogrammet* (science and technology programs).[34] Thus, for most students, obtaining a passing grade as part of a civic education component is not a requirement to continue further schooling.

D. The High School Act

Social science, including civic education, is a required course for secondary education in Sweden.[35] The curriculum for high school education is regulated by the High School Regulation.[36] Vocational programs only require 50 hours of social science.[37] Programs that are college preparatory require a minimum of 100 hours of social science.[38] Students who attend vocational programs need not obtain a passing grade in social science to graduate. For college preparatory programs, each program has specific requirements to graduate.[39] Passing a special civic education component of the social science class is not one of them. In 2018, about one-third of all students attended vocational programs, and two-thirds attended college preparatory programs.[40]

E. Funding of the Educational System

The municipalities fund preschool, primary, and secondary education in Sweden through municipal taxes.[41] There is no special funding for civic education.

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the option to study modern languages (a choice of a third language such as German, French, or Spanish) and persons whose primary language is not Swedish may also study their primary language.

[33] 7 kap. 1 § Gymnasieförordningen (SFS 2010:2039), https://perma.cc/N75M-H2HH.

[34] Id. Some Swedish schools also offer the International Baccalaureate Diploma Program, but they have their own prerequisites and testing to attend these programs.

[35] Gymnasieförordningen, Addendum 2.

[36] Id.

[37] Id.

[38] 8 kap. 17 § Gymnasieförordningen.

[39] Id.

[40] *Statistik över gymnasieskolans elever 2018/19*, Skolverket (Mar. 7, 2019), https://perma.cc/9GDK-7L6U.

[41] 2 kap. 2 § Skollagen.

F. Civic Education of Teachers

University students who want to become teachers in *Samhällskunskap* (Social Science) must complete three semesters (90 *högskolepoäng*, equivalent to 60 weeks) of coursework in social science.[42] What components to include in the coursework is up to the individual university, but it typically includes civic education topics such as the role of the citizen in a democratic society.[43] In addition, all new teachers must study the school foundational values (which include human rights) to become licensed.[44]

III. Civic Education Outside of the Educational System

There are no civic educational requirements outside the educational system in Sweden. Immigrants are not required to complete a civic education course nor a civic education test as part of the naturalization process.[45] The legal requirements for obtaining citizenship through naturalization only include residence requirements.[46] Political parties have discussed introducing a civic education requirement for immigrants, and currently several parties actively advocate for such requirements.[47] The Government is considering proposing a civic education requirement for naturalization; it is currently at the committee stage.[48] Civic education is not part of the Swedish language training for immigrants, *Svenska för invandrare* (Swedish for immigrants), commonly known as SFI, that most immigrants have a right to attend when they immigrate to Sweden.[49]

IV. Evaluating Swedish Civic Education

As mentioned above, Sweden tests knowledge of civic education as part of its social science evaluations, including through a national test in the ninth grade.[50] There has been no recent study of civic education in Sweden. In 2012, the School Inspectorate did a study of how well the schools lived up to the civic education and foundational values work prescribed in the school

[42] 8 § Förordning om behörighet och legitimation för lärare och förskollärare (SFS 2011:326), bilaga 2., https://perma.cc/HTQ6-RMF8.

[43] See, e.g., *Kursplan för Statskunskap A*, Uppsala University, https://perma.cc/8NEM-5RZH.

[44] 8 § Förordning om behörighet och legitimation för lärare och förskolelärare (SFS 2011:326), https://perma.cc/SEW5-CFPW; Högskoleförordning (SFS 1993:100) addendum 2, https://perma.cc/A4GS-D3FX.

[45] See 11-13 §§ Lag om svenskt medborgarskap (SFS 2001:82), https://perma.cc/E4LD-YAMV.

[46] Id. 11 §.

[47] See, e.g., *Medborgarskap*, Liberalerna, https://perma.cc/FF8K-USCM; *Migration på rätt sätt*, SD, https://perma.cc/8DKH-XGNT; Tomas Tobé & Gunnar Strömmer, *Det svenska medborgarskapet måste uppvärderas*, Moderaterna (Sept. 7, 2017), https://perma.cc/7DLS-W9PE.

[48] Dir. 2019:70, https://perma.cc/B8MG-USZ4.

[49] *Kursplan för kommunal vuxenutbildning i svenska för invandrare*, Skolverket, https://perma.cc/LL4Z-2WDJ.

[50] See Section II. C. above.

curriculum.[51] It found that schools did not live up to the goals set in the curriculum, noting that these were not fully integrated in all aspects of education, and that more in-depth discussions of morale and ethics were needed.[52] The School Inspectorate also recommended that the goals for civic education should be better specified so that schools can more easily attain those goals.[53] In addition, in 2010, IEA performed a survey where it evaluated civic education in a number of jurisdictions.[54] According to that report, Swedish students performed above the OECD average but considerably below their neighbors in Finland and Denmark on topics of civic education.[55] Students performed worse overall than neighboring countries, but the result was most significant at the bottom part of the spectrum, with four times as many students performing below level one in Sweden compared to Finland.[56] This appears to indicate a decrease in civic knowledge among Swedish students compared to 1998, when the IEA made a similar survey and Swedish students appeared to perform on par with neighboring Denmark.[57]

Whether the Swedish Social Science subject curriculum is the right forum to provide civic education has been questioned by experts in civic education.[58] In an article published on *Skolverket*'s homepage, Anders Broman argues that more education in ethics could improve Swedish civic education.[59]

In 2018, Sweden performed below the average for reading in OECD's Programme for International Student Assessment (PISA).[60] In fact, according to the same report, the reading skills of Swedish students had consistently deteriorated during the preceding 18 years.[61] In 2019, the reading skills improved, but it was discovered that Sweden had excluded many of its weakest students from the PISA sample.[62]

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[51] *Skolornas arbete med demokrati och värdegrund*, Skolinspektionen (Sept. 25, 2012), https://perma.cc/H3ZY-T5DD.

[52] Id.

[53] Id.

[54] Wolfram Schulz et. al., *Initial Findings from the IEA International Civic and Citizenship Education Study* 39, IEA (2010), https://perma.cc/6ZCL-Y3DE.

[55] Id. at 39.

[56] Id. at 40.

[57] Judith Torney-Purta et. al., *Citizenship and Education in Twenty-Eight Countries: Civic Knowledge and Engagement at Age Fourteen* 63 (2001), https://perma.cc/3WVW-T644.

[58] Anders Broman, *Är samhällskunskap rätt ämne att ge medborgarkunskaper*?, Skolverket (Apr. 23, 2020), https://perma.cc/5GHH-GYWW.

[59] Anders Broman, *Vad ska vara fokus i medborgarutbildningen*, Skolverket (Apr. 3, 2020), https://perma.cc/9CG7-477C.

[60] Andreas Schleicher, *PISA: Insights and Interpretations*, OECD (2018), https://perma.cc/9U5B-J74C.

[61] Id. at 11.

[62] Ludde Hellberg, *Sveriges PISA – framgång bygger på falska siffror*, Expressen (June 2, 2020), https://perma.cc/G3TF-Z8BX.

Switzerland

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SUMMARY Switzerland is a confederation with a central government and 26 cantons (states). Responsibility for compulsory education, meaning primary and lower secondary education, lies with the cantons. The cantons are further subdivided into autonomous communes, which run the schools. The cantons and the communes have broad discretion with regard to exercising their responsibilities. Responsibility for post-compulsory education is divided between the Confederation and the cantons.

Civic education is generally not a specific class, but is integrated into other subject areas such as history, politics, or humanities and social studies. The cantons are mandated by law to harmonize compulsory education and have established framework curricula for the different linguistic regions. Civic education is mentioned in all curricula, however, the implementation of the framework varies. The canton of Basel-Stadt, for example, recently amended its curriculum to mandate that a specified number of hours each week is devoted to civic education. With regard to upper secondary education, civic education is only regulated in framework curricula that are implemented in differing ways.

There is special funding for children and youth activities that can be used to promote political participation on a federal level and is granted to nonprofit organizations as well as cantons and communes.

Immigrants who are applying for naturalization are required to pass a civics exam where they need to demonstrate that they are familiar with the Swiss way of life, among other things.

I. Overview

Switzerland has a population of approximately 8.5 million people, 25% of whom are foreigners.[1] It has four national languages, German, French, Italian and Romansh, and is divided into different linguistic regions.[2] Switzerland is a confederation with a central government and 26 cantons (states).[3] The cantons are autonomous and exercise all rights that are not vested in the Confederation.[4] Responsibility for compulsory education lies with the cantons.[5] Compulsory

[1] Federal Chancellery, *The Swiss Confederation: A Brief Guide 2020* (Feb. 2020), at 8, https://perma.cc/L8RP-UA5T.

[2] Bundesverfassung der Schweizerischen Eidgenossenschaft [BV], Apr. 18, 1999, Systematische Rechtssammlung [SR] 101, as amended, art. 4, https://perma.cc/8EQ4-47R7 (in German), https://perma.cc/459B-VJWL (English translation).

[3] BV art. 1; *Die 26 Kantone der Schweiz*, Bundesamt für Statistik, https://perma.cc/K9XH-JWRE.

[4] BV art. 3.

[5] Id. art. 62.

schooling includes primary and lower secondary education, generally divided into eight years of primary education and three years of lower secondary education, with the exception of the canton Ticino, where primary education takes seven years and lower secondary education takes four years.[6] Primary education includes preschool/kindergarten and starts when a child turns four years of age.[7]

The cantons are further subdivided into autonomous communes.[8] The responsibilities of the communes vary from canton to canton, but generally include running the schools.[9] The cantons and the communes have broad discretion with regard to exercising their responsibilities.[10]

Responsibility for post-compulsory education is divided between the Confederation and the cantons.[11] Vocational and professional education and training is regulated by the Confederation.[12] Upper secondary education, which is a requirement for attending university, is regulated by the cantons.[13] The Confederation and the cantons are jointly required to coordinate and guarantee the quality of Swiss higher education. The Institutes of Technology are managed by the Confederation, whereas the other universities are run by the cantons.[14]

II. Legal Framework

A. Harmonization of Compulsory Education

As mentioned, responsibility for compulsory education lies with the cantons. Each canton adopted its own school act and secondary regulations.[15] The Swiss Constitution obligates the cantons to harmonize compulsory education in Switzerland.[16] In 2007, the cantons therefore concluded an intercantonal agreement which regulates school entrance age and compulsory education, duration and objectives of each level of education, transition phases, as well as the recognition of qualifications and periods of study.[17] Compulsory education provides students with basic knowledge in languages; math and science; social studies and humanities; music, art,

[6] Interkantonale Vereinbarung über die Harmonisierung der obligatorischen Schule [HarmoS-Konkordat], June 14, 2007, art. 6, https://perma.cc/VCD7-7Q9Z.

[7] Id. art. 5, para. 1, art. 6, para. 1.

[8] BV art. 50.

[9] Federal Chancellery, supra note 1, at 13.

[10] Id.

[11] BV art. 63a.

[12] Id. art. 63. Berufsbildungsgesetz [BBG], Dec. 13, 2002, SR 412.10, https://perma.cc/9798-J5VF (in German), https://perma.cc/ZTE9-KWV5 (English translation).

[13] BV art. 62.

[14] Id. art. 63a.

[15] For an overview, see EDK, *Kantonale Bildungsgesetzgebungen zur obligatorischen Schule* (Aug. 20, 2018), https://perma.cc/4J29-2H24.

[16] Id. art. 61a.

[17] HarmoS-Konkordat, supra note 6.

and design; and physical education and health.[18] Social studies and humanities cover basic facts about the social and political relationships of humans and nature.[19]

In order to harmonize education objectives in Switzerland, the cantons must set national education standards, which are divided into performance standards and standards which describe the curriculum or requirements for their implementation in class.[20] The education standards are developed by the Swiss Conference of Cantonal Ministers of Education (Schweizerische Konferenz der kantonalen Erziehungsdirektoren (EDK)).[21] A curriculum and teaching materials are harmonized in each linguistic region in Switzerland.[22] The standards developed by the EDK are taken into account in the curricula adopted in the linguistic regions.[23] There are three curricula, namely the "Lehrplan 21" for the German-language region,[24] the "Plan d'études romand (PER)" for the French-language region,[25] and the "Piano di studio della scuola dell obbligo ticinese" for the canton of Ticino in the Italian-language region.[26] The PER and the Piano di studio have been implemented by all the relevant cantons.[27] The Lehrplan 21 has been implemented in almost all German-speaking cantons.[28] Some cantons are still in the process of implementing it or are implementing it in phases.[29]

B. Declaration on Common Education Objectives

In 2019, the Confederation and the cantons released a declaration on common education objectives in furtherance of their constitutional mandate to "jointly ensure the high quality and accessibility of the Swiss Education Area," following earlier declarations in 2011 and 2015.[30] The 2019 declaration states that education for sustainable development (ESD) and civic education are not separately addressed, but are areas in which the Confederation and the cantons coordinate

[18] Id. art. 3, para. 2.

[19] Id.

[20] Id. art. 7.

[21] Id. art. 7, para. 3. For a description of the EDK, see EDK, *A Portrait* (Mar. 2017), https://perma.cc/N92Y-RL24.

[22] HarmoS-Konkordat, art. 8.

[23] *Nationale Bildungsziele*, EDK, https://perma.cc/N7PB-4TKU.

[24] Deutschschweizer Erziehungsdirektoren-Konferenz [D-EDK], *Lehrplan 21. Gesamtausgabe* (Feb. 29, 2016), https://perma.cc/2V7W-YHBG. Romansh is mostly spoken in the canton of Graubünden, which has adopted the Lehrplan 21.

[25] Conférence intercantonale de l'instruction publique de la Suisse romande et du Tessin [CIIP], *Plan d'études romand* [*PER*] (Aug. 15, 2008), https://perma.cc/NWE5-WC5W.

[26] Repubblica e Cantone Ticino, *Piano di studio della scuola dell'obbligo ticinese*, https://perma.cc/YMA6-JK7Q.

[27] Schweizerische Koordinationsstelle für Bildungsforschung [SKBF], *Bildungsbericht Schweiz 2018* (2018) at 33, https://perma.cc/J4M4-P2WM.

[28] *Stand der Einführung*, D-EDK, https://perma.cc/96DV-YRKJ.

[29] D-EDK, *Einführung kantonaler Lehrpläne auf der Basis des Lehrplans 21*, https://perma.cc/RV6E-QZQ2.

[30] EDK, *Chancen optimal nutzen. Erklärung 2019 zu den gemeinsamen bildungspolitischen Zielen für den Bildungsraum Schweiz* (June 27, 2019) (*Erklärung 2019*), https://perma.cc/CY48-EGB4; BV art. 61a, para. 1.

their efforts.[31] The 2015 declaration stated that ESD and civic education need to be promoted at all levels of education "to develop a forward-thinking approach, independent, social, ecological, political, and economic judgement, as well as the ability to participate in the political events of the democratic community."[32]

ESD and civic education are integrated as teaching objectives in all three curricula, however, how much emphasis is put on it varies. The Piano di studio for the canton of Ticino dedicates one whole chapter to it.[33] The Lehrplan 21 mentions ESD and civic education in the context of history and as an overarching principle in various other disciplines. Learning objectives in history are "being able to explain Swiss democracy and compare it to other systems," "being able to explain the development, importance, and threat to human rights," and "being able to perceive and evaluate the role of Switzerland in Europe and the world." The PER mentions it as one of the topics for humanities and social sciences and as one the topics of "general education," meaning one of the overarching topics that concern all disciplines.[34] The implementation of these requirements varies from canton to canton, as they have broad discretion with regard to exercising their responsibilities.

C. Implementation in the Canton Basel-Stadt

As an example, this report will focus on compulsory education in the German-speaking canton of Basel-Stadt. Basel-Stadt started implementing the Lehrplan 21 for the school year 2015/2016.[35] Schools have until the end of the school year 2020/2021 to introduce the new curricula.[36]

In 2016, a popular initiative was submitted to amend the School Act of Basel-Stadt and add a new "Politics" class, as the Lehrplan 21 does not require a separate class.[37] According to the text of the popular initiative, the class would enable students to

- Explain how the political system, the corresponding rights, and separation of powers in the Confederation, cantons, and communes works and was established;
- Form an opinion on current political discourse, in particular ballot initiatives and voting, and explain that opinion; and

[31] EDK, *Erklärung 2019*, supra note 30, at 1.

[32] EDK, *Chancen optimal nutzen. Erklärung 2015 zu den gemeinsamen bildungspolitischen Zielen für den Bildungsraum Schweiz* (May 18, 2015) (Erklärung 2015), at 4, para. III.(4), https://perma.cc/A3E9-HRRD.

[33] Repubblica e Cantone Ticino, supra note 26, ch. 7, at 199.

[34] CIIP, supra note 25, at 12 &13.

[35] Erziehungsdepartement des Kantons Basel-Stadt, *Einführung des Lehrplans 21 in der Volksschule* (Dec. 1, 2014), https://perma.cc/87WF-KUKS.

[36] Id.; *Volksschulen*, Erziehungsdepartement des Kantons Basel-Stadt [eduBS], https://perma.cc/C85A-CGRZ.

[37] Publikation der kantonalen Volksinitiative (Gesetzesinitiative) «zur Stärkung der politischen Bildung (JA zu einem Fach Politik)», Kantonsblatt Basel-Stadt, Jan. 30, 2016, No. 8, at 153, https://perma.cc/SX2K-EGFP; Schulgesetz, Apr. 4, 1929, Systematische Gesetzessammlung [SG] 410.100, as amended, https://perma.cc/84XV-SWUK. For the requirements of the Lehrplan 21, see part II.B.

- Gain practical civic education experience by participating in school and project-specific activities.[38]

In March 2019, the parliament of Basel-Stadt (Grosser Rat) recommended that the popular initiative be adopted, against the recommendation of the education department.[39] The initiative committee and the education department subsequently entered into discussions and were able to find a compromise that closely resembles the popular initiative. The initiative committee therefore withdrew the popular initiative. Starting with the school year 2020/2021, a class called "Society and Politics" will be added to the curriculum.[40] The class will be taught in the second and third year of the lower secondary education for half a lesson each week and will be integrated into the German class as part of the subject area "Space, Time, and Societies."[41] The education department has published teaching materials and links as guidelines for schools, however, these are just nonbinding recommendations.[42] Teachers have discretion which topics they address and how they approach the topic. However, when teaching civics, they must abide by the "Beutelsbach Consensus," meaning they are not allowed to overwhelm the student "for the sake of imparting desirable opinions and to hinder them from 'forming an independent judgement,'" must treat controversial subjects as controversial, and must give weight to the personal opinions of students.[43]

D. Post-Compulsory Education

As mentioned, responsibility for upper secondary level education is divided between the Confederation and the cantons. Civic education is not a specific class, but an overarching topic to be integrated in various subject areas such as history, history and politics, politics, social studies, economics and social studies, and history/geography/civics, among others. It is only regulated in framework curricula. The framework curricula influence the cantonal and school curricula which form the basis for classroom instruction. How the framework curricula are implemented varies.

The framework curriculum for vocational and professional education ("federal core syllabus") addresses civics education in the class politics.[44] In order to actively participate in political processes, students should learn how to

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[38] Publikation der kantonalen Volksinitiative (Gesetzesinitiative) «zur Stärkung der politischen Bildung (JA zu einem Fach Politik), supra note 37.

[39] Grosser Rat des Kantons Basel-Stadt, Beschluss Nr. 19/12/12G, Mar. 20, 2019, https://perma.cc/3VP7-YHX7.

[40] Press Release, Erziehungsdepartement [ED], *Politische Bildung an den Schulen wird gestärkt* (Sept. 13, 2019), https://perma.cc/C8ZG-RXVD.

[41] *Politische Bildung*, ED, https://perma.cc/GGU5-NTYV.

[42] Id.; *Kompetenzraster Politische Bildung*, Zentrum für Demokratie, Aarau, https://perma.cc/38NK-Z7UR.

[43] *Beutelsbacher Konsens*, Landeszentrale für politische Bildung Baden-Württemberg [lpb], https://perma.cc/39LE-E2E4; Staatssekretariats für Bildung, Forschung und Innovation [SBFI], *Thesen der Expertengruppe zur Politischen Bildung auf Sekundarstufe II* (Oct. 30, 2019), at 7, https://perma.cc/4DS6-97X4.

[44] Berufsbildungsverordnung [BBV], Nov. 19, 2003, SR 412.101, as amended, art. 19, para. 2, https://perma.cc/93E9-ZKEY (in German), https://perma.cc/7ED2-HF7R (English translation); Bundesamt

- Analyze political questions and problems,
- Acquire values and form political opinions,
- Participate in political life on all levels (communes, cantons, Confederation, Europe, world), and
- Share political opinions.[45]

The framework curricula for upper secondary (matura) schools and upper secondary schools for adults integrate civic education in the history class.[46] Students will learn

Basic Knowledge

- The position of Switzerland in the international community;
- Political structures in the communes, cantons, and the Confederation;
- Rights and obligations of citizens;
- Functioning of important, politically significant organizational forms such as parties and associations;
- How the media engages in politics; and
- Fundamental legal, social, and cultural forces in politics.

Basic Skills

- How to influence political events (popular initiatives, referendum, consultation process, voting rights) and protect personal rights against the state and third parties (right of appeal, legal proceedings);
- How to differentiate between facts and opinions in political discourse;
- How to weigh personal and third party interests against the common good;
- How to make decisions and defend one's own opinion in a coherent manner.

Basic Approaches

- How to participate in political life in an active and critical manner, protect one's rights, and perform one's duties;
- How to be open-minded with regard to different opinions and theories, but also how to be prepared to defend one's own position in a fair and consistent manner;
- How to show understanding for competing interests, in particular for demands of disadvantaged persons and groups.[47]

für Berufsbildung und Technologie [BBT], *Rahmenlehrplan für den allgemeinbildenden Unterricht in der beruflichen Grundbildung* (Dec. 2016), https://perma.cc/5P38-LWVF.

[45] BBT, *Rahmenlehrplan für den allgemeinbildenden Unterricht in der beruflichen Grundbildung*, supra note 44, at 15 & 16.

[46] EDK, *Rahmenlehrplan für die Maturitätsschulen* (1994), https://perma.cc/GQK9-EYZP; EDK, *Rahmenlehrplan für die Maturitätsschulen für Erwachsene* (Nov. 15, 1996), https://perma.cc/Z6CJ-E2QB.

[47] EDK, *Rahmenlehrplan für die Maturitätsschulen*, at 74; *Rahmenlehrplan für die Maturitätsschulen für Erwachsene*, at 78.

The framework curriculum for upper secondary technical schools integrates civic education into humanities and social sciences, but only gives a few examples of topics that could be discussed, such as the political system of Switzerland, political actors and processes, political discussion areas and topics, and the different democracy models and totalitarian political systems.[48]

E. Special Funding for Civic Education

The Act on Support for Children and Youth Activities authorizes the Confederation to grant financial assistance to non-profit organizations, cantons, and communes for specific reasons.[49] "Political integration" and "political participation on a federal level" are specifically mentioned.[50] Financial assistance must not exceed 50% of the expenses.[51] The following organizations, programs, and initiatives have been supported, among others:

- "Campus für Demokratie": The goal of the initiative is to connect partners in the area of civic education for young adults and develop innovative implementation examples in extracurricular youth work;
- "Easyvote": The program's goal is to promote political participation of young adults by providing easily understandable voting information as well as facilitating discussions in the social context;
- Umbrella organization of youth parliaments; and
- "engage.ch": 28 different projects, such as the Swiss youth session in parliament, national children's conference, and youth wings of political parties.[52]

F. Civic Education for Immigrants

Immigrants who are applying for naturalization are required to pass a civics exam. The Swiss Citizenship Act requires, among other things, that applicants are successfully integrated and are familiar with the Swiss way of life.[53] In part, being successfully integrated means respecting the values enshrined in the Swiss Constitution.[54] Being familiar with the Swiss way of life means that the applicants have a basic knowledge of the geographic, historical, political, and social conditions in Switzerland; participate in the social and cultural life of Swiss society; and have contact with Swiss people.[55] The cantons are authorized to administer exams to determine

[48] EDK, *Rahmenlehrplan Fachmittelschulen* (Oct. 25, 2018), at 45, https://perma.cc/8F7S-DMHK.

[49] Kinder- und Jugendförderungsgesetz [KJFG], Sept. 30, 2011, SR 446.1, https://perma.cc/AN2W-DECS.

[50] Id. art. 2 (c), art. 10.

[51] Id. art. 13.

[52] Bundesrat, *Politische Bildung in der Schweiz – Gesamtschau. Bericht des Bundesrates in Erfüllung des Postulates 16.4095, Andrea Caroni* (Dec. 15, 2016), at 8, https://perma.cc/U6XV-4YN2.

[53] Bürgerrechtsgesetz [BüG], June 20, 2014, SR 141.0, as amended, art. 11, https://perma.cc/WDC7-TX9J (in German), https://perma.cc/R4VH-ASBG (English translation).

[54] Id. art. 12.

[55] Bürgerrechtsverordnung [BüV], June 17, 2016, SR 141.01, art. 2, https://perma.cc/2BYZ-AM5K.

whether applicants are familiar with the Swiss way of life and must ensure that applicants have access to study materials or classes to prepare for the exam.[56]

[56] Id. art. 2, para. 2.

Turkey

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SUMMARY In the Turkish formal education system, compulsory civic education in the form of dedicated courses and course units are included in primary, secondary, and higher education levels. The compulsory curricula in primary (Grades 1 to 8) and secondary (Grades 9 to 12) education is determined by the Ministry of National Education for all schools. Civic education in primary education (Grades 1 to 8) includes courses or units on governmental structure, rights and duties of citizens, principles of democracy and democratic society, national culture, family and moral values, and the foundational principles of the Republic with a focus on Atatürk's political thought and role in the early republican era. In secondary and higher education, a compulsory course on the history of the foundation of the Republic and the reforms of the early republican era is included in the curricula; the inclusion of the course in undergraduate programs is prescribed by the Law on Higher Education.

I. Overview

A. Civic Education in Turkey

Civic education, the general sense of a formal educational curriculum that deals with the rights and duties of citizens and citizens' relationship with the state and society, has existed in some form in the formal education system of Turkey since the Second Constitutional Era of the Ottoman Empire (1908-1920). The first introduction of a specific civics course in the formal curriculum in elementary schools appears to have taken place in 1908, following the restoration of the Ottoman Constitution of 1876 by Sultan Abdülhamid II, who was forced to do so by the Young Turk Revolution of July 1908.[1] In the following years civics courses were introduced in the curricula of all levels of education. It appears that civic education courses in the Second Constitutional Era, at least in the pre-war period of 1908-1914, were designed to instill in students a new ideal of the Ottoman citizen, representing a shift from the idea of the individual as an imperial subject of the Sultan to the idea of the individual *qua* citizen with rights, duties, and responsibilities to the common fatherland.[2] Civics education in this period appears to have included typical topics such as the structure of the state and government and constitutional rights and duties, but also topics regarding moral education such as morality, social etiquette, courtesy, and civility.[3]

In the Republic of Turkey (1923-present), civic education continued to be a part of the formal education programs in primary and secondary education, both in the form of compulsory

[1] Fatma Tunç Yaşar, *Malumat-ı Medeniye Ders Kitapları*, J. Ottoman Stud. LII (2018) 311, 312.

[2] Id. at 316.

[3] Id. at 317.

dedicated courses, and as part of the content of other courses such as social studies or history.[4] The Turkish education system is centralized and curricula in all levels are largely determined by governmental bodies. Perhaps as a result, the content of civics courses or civics-related units appears to have changed many times during the history of the Republic to accord with the governing ideologies of the time, reflecting an evolving understanding of citizenship and the state-citizen-society relationship.[5]

Currently, civic education is included in the primary education curriculum as dedicated modules and units in general social knowledge courses in elementary and middle school programs, and as a Human Rights, Citizenship, and Democracy course in elementary school. Moreover, a dedicated political history course dealing with the foundational principles and reforms of the republic, which can arguably be considered a civics course due to its focus on the nature of the state, is included in middle school and high school curricula. Furthermore, all undergraduate higher education programs are mandated by law to include a history course with a similar focus in their curricula.

B. Structure of the Turkish Formal Education System

The organization of the Turkish national education system is highly centralized. The Law on the Unification of Education of 1924 (LUE) transfers the oversight of all educational institutions in the country to the Ministry of National Education (MoNE), replacing the organization of educational institutions inherited from the defunct Ottoman Empire.[6] The LUE is afforded special protection under article 174 of the Constitution of Turkey, which counts the LUE among laws "whose purpose is to raise the Turkish society above the level of contemporary civilization and to protect the secular nature of the Turkish Republic" and thus "cannot be found or interpreted to be unconstitutional."[7]

The role of the MoNE and the principle that must govern its oversight of the education system is articulated in article 42(3) of the Constitution of Turkey, providing that "[e]ducation shall be conducted along the lines of the principles and reforms of Atatürk, based on contemporary scientific and educational principles, under the supervision and control of the State." In accordance with its mandate under the Constitution, the MoNE prepares and controls the curricula of all primary and secondary schools and shares certain competencies with the Council on Higher Education—which is a separate governmental body—in the supervision of higher education institutions.

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[4] For the development of civics education in the history of republican Turkey, see Başak İnce, *Citizenship Education in Turkey: Inclusive or Exclusive*, 38 Oxford Rev. Educ. 115 (2012); Kenan Çayır & İpek Gürkaynak, *The State of Citizenship Education in Turkey: Past and Present*, 6 J. Soc. Sci. Educ. 50 (2007); Abdulkerim Sen & Hugh Starkey, *The Rise and Fall of Citizenship and Human Rights Education in Turkey*, 16 J. Soc. Sci. Educ. 84 (2017); Zafer Kuş, *What Kind of Citizen? An Analysis of the Social Studies Curriculum in Turkey*, 13 Citizenship, Soc. & Econ. Educ. 132 (2014).

[5] İnce, supra note 4, at 119-26; Çayır & Gürkaynak, supra note 4, at 51-56.

[6] Tevhîd-i Tedrîsât Kanunu [Law on the Unification of Education], Law No. 430, art. 1, Official Gazette [O.G.] No. 63, Mar. 3, 1924, https://perma.cc/E3WP-5PMR.

[7] Constitution of the Republic of Turkey, Law No. 4121, as amended, https://perma.cc/R5TA-RWTE (official English translation).

The Turkish formal education system is structured in four levels, namely pre-primary, primary (including elementary, *ilkokul*, and middle school, *ortaokul*), secondary (high school, *lise*), and higher education.[8] The Board of Education, which is a scientific board operating under the MoNE, approves the weekly curricula and teaching materials prepared by the specialized units of the Ministry for use in all primary and secondary educational programs offered in public schools.[9]

Compulsory formal education comprises the successful completion of elementary, middle, and high school programs, which ordinarily takes 12 years. Compulsory formal education starts in primary school (age groups 6 to 14) with children in the 6-year group who complete 72 months on or before December 31st of the year of matriculation being registered in Grade 1.[10]

Within the primary level, Grades 1 to 4 are categorized as elementary school and Grades 4 to 8 are categorized as middle school.[11] Public elementary schools have a single curriculum that is taught in all schools, while parents may choose to register their children in one of the two types of middle schools, namely, regular and religious middle schools (*imam-hatip ortaokulu*). Regular middle schools have a secular curriculum apart from the constitutionally mandated Religious Culture and Morality course, which is taught in Grades 4 through 8 for two hours a week per the curriculum currently in force.[12] Religious middle schools, in addition to all the courses taught in regular middle schools, teach courses on the Quran, the life of Muhammad, fundamentals of religion, and the Arabic language.[13] Private elementary and middle schools may add supplemental courses or learning activities to the regular program with the approval of the Board of Education.[14]

Secondary education comprises Grades 9 through 12 and are taught in the various types of high schools that utilize specialized programs designed by the Board of Education.[15] In some high schools, an extra foreign language preparation grade (prep year) is added before Grade 9.[16] The various types of public high schools using different programs are regular high schools (*anadolu lisesi*); social science high schools; natural science high schools; fine arts high schools (with four

[8] Milli Eğitim Temel Kanunu [National Education Code], Law No. 1739, art. 18, O.G. No. 14574, June 14, 1973, https://perma.cc/3URT-JNBQ.

[9] Cumhurbaşkanlığı Teşkilatı Hakkında Cumhurbaşkanlığı Kararnamesi [Presidential Decree on the Organization of the Presidency], Decree No. 1, art. 319, O.G. No. 30474, July 10, 2018, https://perma.cc/49HM-XLYN.

[10] National Education Code art. 22.

[11] Id. arts 24 & 25.

[12] Constitution of Turkey art. 24(4); MoNE Board of Education Decision No. 123, 'İlköğretim Kurumları (İlkokul ve Ortaokul) Haftalık Ders Çizelgesinde Değişiklik Yapılması' [Amending Primary Education Weekly Course Schedule] (Sept. 12, 2018), https://perma.cc/YTN9-AAD4.

[13] MoNE Board of Education Decision No. 55, 'İmam Hatip Ortaokulu Haftalık Ders Çizelgesi' [Religious Middle School Weekly Course Schedule] (Feb. 19, 2018), https://perma.cc/7FSH-DQ5R.

[14] Millî Eğitim Bakanlığı Özel Öğretim Kurumları Yönetmeliği [MoNE Regulation on Private Educational Institutions] art. 5(g), O.G. No. 28239, Mar. 20, 2012, https://perma.cc/VX8N-68QP.

[15] National Education Code art. 26.

[16] Id. art. 6(2).

different programs focusing on different fine arts, namely, Western music, Turkish classical music, Turkish folkloric music, and visual arts); sports high schools; occupational and technical high schools; and religious high schools (*imam-hatip lisesi*), which are schools focused on preparing students for religious careers such as becoming imams.[17] Private high schools may add supplemental courses or learning activities to these programs with the approval of the Board of Education.

II. Civics Courses and Units

A. Legal Basis for Course Content

The National Education Code provides the main principles according to which the civic content of primary and secondary school curriculums must be prepared. The Code provides that the curriculum and teaching in all levels of education and must be based on the reforms and principles of Atatürk and Atatürk's conception of nationalism ("Atatürk nationalism," *Atatürk milliyetçiliği*) "as it is expressed in the Constitution."[18] Furthermore, article 11 of the Code, titled "democracy education," provides that teaching in all educational activities must strive to instill in students "democratic awareness necessary for a liberal and democratic social order, knowledge about the governance of the country, a sense of responsibility in principle and in practice, and respect for moral principles." The MoNE's regulatory mandate also provides the general objective that the Ministry must seek to fulfil in preparing curricula, which involves civic education; according to the Presidential Decree establishing MoNE the mission of the Ministry, inter alia, is

> to design, apply, and keep up to date educational programs that physically, mentally, morally, socially and culturally improve students in primary and secondary education and prepare them for the future by equipping them with knowledge and skills necessary for a social organization based on human rights and an economic system that is globally competitive.[19]

Educational objectives related to civics education are also included in the Turkish Qualifications Framework (TQF). The TQF is Turkey's educational qualifications reference framework that provides principles concerning the classifications of learning outcomes and competences acquired through education in all levels of education, including primary and secondary education, higher education, or professional education.[20] The TQF is designed to support lifelong learning and to be interoperable with the European Union's European Qualifications Framework (EQF), which links participating countries' qualifications systems together, to facilitate cross-jurisdictional comparisons of learning outcomes.[21] The explanatory notes to the TQF state that

[17] MoNE Board of Education Decision Nos. 56, 59 & 60 [Secondary Education Weekly Course Schedules] (Feb. 19, 2018), https://perma.cc/T5LH-AZNX (consolidated, in Turkish); National Education Code art. 32.

[18] National Education Code art. 10.

[19] Presidential Decree on the Organization of the Presidency No. 1, art. 301(1)(a) (all translations by author).

[20] Türkiye Yeterlilikler Çerçevesinin Uygulanmasına İlişkin Usul Ve Esaslar Hakkında Yönetmelik [Regulation on the Procedure and Principles Regarding the Implementation of the Turkish Qualifications Framework] (TQF Regulation) art. 4, O.G. No. 29537, Nov. 19, 2015, https://perma.cc/8X59-JTC6.

[21] European Commission, *The European Qualifications Framework For Lifelong Learning (EQF)* 3 (2008), https://perma.cc/LFZ4-YEUT, adopted per Recommendation of the European Parliament and of the Council

the framework incorporates in its definition of learning outcomes the definitions of the eight key competences as determined by Recommendation 2006/962/EC of the European Parliament and of the Council.[22] A key competence provided in the Recommendation is "social and civic competences," which are based on, inter alia, "knowledge of the concepts of democracy, justice, equality, citizenship, and civil rights" and involve skills relating to "critical and creative reflection and constructive participation in community or neighbourhood activities as well as decision-making at all levels, from local to national."[23] Curricula prepared for individual courses by the Board of Education frequently cite the key competences of the Recommendation in their projected learning outcomes.

B. Civic Education Curriculum

1. Civic Education in Primary and Secondary Education

In primary and secondary education, civic education is provided as part of compulsory courses that are included in the curriculum prepared by the MoNE and approved by the Board of Education. According to the current curriculum, there are four courses that must be taught in Grades 1 to 8 and one course that must be taught in Grade 12.

Table 1:
Compulsory Primary Education Courses Containing Civics-Related Units
(hours/week/grade)

		Grades (hours/week)							
		1	**2**	**3**	**4**	**5**	**6**	**7**	**8**
Courses	Life Knowledge	4	4	3					
	Social Knowledge				3	3	3	3	
	Human Rights, Citizenship, Democracy				2				
	Turkish Revolution and Atatürkism								2

Source: Adapted and translated by the author from MoNE Board of Education Decision No. 123, https://perma.cc/YTN9-AAD4.

In Grades 1, 2, and 3, students must take the Life Knowledge course.[24] In each grade, the course includes a unit on civics that addresses topics such as basics of the governmental structure of the

of 23 April 2008 on the establishment of the European Qualifications Framework for lifelong learning, 2008 O.J. (C 111) 1, https://perma.cc/QG36-HZKX; TQF Regulation art. 4(1)(ı).

[22] Recommendation 2006/962/EC of the European Parliament and of the Council of 18 December 2006 on Key Competences for Lifelong Learning, 2006 O.J. (L 394) 10, https://perma.cc/5LCK-JF4A.

[23] Id.; Turkish Qualifications Framework § 3.2.5.6 (2015), annexed to Vocational Qualifications Authority Communiqué on the Turkish Qualifications Framework, Communiqué No. 2015/1, O.G. No. 29581, Jan. 2, 2016, https://perma.cc/T3G3-54LU (in Turkish).

[24] MoNE Board of Education Decision No. 123, supra note 12.

country, local and political governmental institutions, political geography, principles governing public life, respect for cultural values and diversity, and the life of Atatürk.[25]

The learning objectives of the Life Knowledge course as stated in the published course program include, inter alia,[26]

- [the student will] Grasp fundamental values of the family and society,
- Practice national, moral, and humane values in his/her life,
- Gain social participation skills,
- Love his/her country and be willing to uphold its historical and cultural values.

In Grades 4 to 7, students are required to take the Social Knowledge course, which in each grade includes a unit on Active Citizenship that covers topics such as freedom of the individual, rights of the child, independence of the nation, political rights, separation of powers, and the importance of democracy.[27] The learning objectives of the Social Knowledge course as stated in the published course program include, inter alia,[28]

1. [the student shall] be brought up as a citizen of the Republic of Turkey who loves his/her country and nation, who knows and practices his/her rights, fulfills his/her responsibilities, and who has a national consciousness [*millî bilince sahip*],
2. Grasp the role of the principles and reforms of Atatürk in the social, cultural, and economic development of the Republic of Turkey and be willing to uphold democratic, secular, national, and modern values,
3. Know, by grasping its rational justification, that the rule of law applies to everyone and that all persons and institutions are equal before the law,
4. Acknowledge that cultural heritage, which enables the development of a national consciousness, must be protected and advanced by grasping the fundamental elements and historical processes that form Turkish culture and history.

Grade 4 students must also take the Human Rights, Citizenship, and Democracy course, which includes modules on human dignity; rights, duties, and responsibilities; justice and equality; compromise; societal rules; and diversity and pluralism.[29] The learning objectives of this course as stated in the published course program include, inter alia,[30]

- [Students shall be brought up as individuals who] internalize humane values,
- Take on responsibility for the practice of rights and liberties,

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[25] MoNE Education, *Hayat Bilgisi Dersi Öğretim Programı (İlkokul 1, 2 ve 3. Sınıflar)* [*Life Knowledge Course Teaching Program (Elementary School Grades 1, 2, and 3)*] (2018), https://perma.cc/XZ7P-KWAW.

[26] Id. at 8.

[27] MoNE, *Sosyal Bilgiler Dersi Öğretim Programı (İlkokul ve Ortaokul 4, 5, 6 ve 7. Sınıflar)* [*Social Knowledge Course Teaching Program (Elementary and Middle School Grades 4, 5, 6 and 7)*] (2018), https://perma.cc/2NVZ-QLEM.

[28] Id. at 8.

[29] MoNE, *İnsan Hakları, Yurttaşlık ve Demokrasi Dersi Öğretim Programı (İlkokul 4. Sınıf)* [*Human Rights, Citizenship, and Democracy Course Teaching Program (Elementary School Grade 4)*] (2018), https://perma.cc/7GE9-ZC86.

[30] Id. at 8.

- Uphold justice and equality for the advancement of a culture of human rights and democracy,
- Seek compromise in the solution of problems concerning community life,
- Know the contribution of the Republic and its values to the developments in the fields of human rights, citizenship, and democracy.

In Grades 8 and 12, students are required to take the History of the Turkish Revolution and Atatürkism course for two hours per week. In Grade 8, the course includes units on Atatürk's life and political thought, the War of Independence, the history of the founding of the Turkish Republic, basics of the political history of the early Republic, and foreign policy in the Atatürk era. In Grade 12, the course focuses on the politics of Atatürk's reforms in relation to the political and social history of Turkey in the 20th century.

2. Mandatory Civic Education in Higher Education

Mandatory civic education also exists at the undergraduate level. Article 5(1) of the Law on Higher Education stipulates that all higher education institutions must include in their programs a compulsory two-semester seminar on Principles of Atatürk and History of the Turkish Revolution.[31] It appears that higher education institutions have some leeway in determining the format of the seminar and the year in which it will be taught.[32] The seminar content includes the political and social history of the late Ottoman and early republican eras with a focus on the social and ideological foundations of the Turkish modernization movement and the republican revolution.[33]

3. Testing

Testing of civics-related courses in primary and secondary education are subject to the same rules applicable to regular courses.[34] In higher education, the method of testing is determined by the senate of each university in accordance with the principles published by the Council of Higher Education.[35]

[31] Yükseköğretim Kanunu [Law on Higher Education], Law No. 2547, O.G. No. 17506, Nov. 6, 1981, https://perma.cc/8PE6-5WWW.

[32] Ayşegül N. Erol Şahin, *Atatürk İlkeleri ve İnkılap Tarihi Dersinin Uzaktan Eğitim Yoluyla Öğretilmesi Hakkında Öğretim Elemanlarının Görüşleri*, 39 GUJGEF 477, 479 (2019).

[33] Id. at 478-79.

[34] See Millî Eğitim Bakanlığı Okul Öncesi Eğitim ve İlköğretim Kurumları Yönetmeliği [MoNE Regulation on Pre-Primary and Primary Education Institutions] art. 20 et seq., O.G. No. 29072, July 26, 2014, as amended, https://perma.cc/XEF5-FX6K; Millî Eğitim Bakanlığı Ortaöğretim Kurumları Yönetmeliği [MoNE Regulation on Secondary Education Institutions] art. 45, O.G. No. 28758, Sept. 7, 2013, as amended, https://perma.cc/JD5P-8RS3.

[35] Law on Higher Education art. 44(b).

United Arab Emirates

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SUMMARY In 2017, the United Arab Emirates first applied its civic education program, known as "moral education," to grades 1 through 9. The Ministry of Education issued an instructional guide for academic year 2017-2018, introducing the subject of moral education. The moral education program was expanded the following year to cover grades 10 through 12. In 2019, the Minister of Education issued an instructional guide for the academic year 2019-2020 on tools to assess students' comprehension of the subject of moral education.

The curriculum for moral education courses consists of four pillars: (1) Character and Morality, (2) the Individual and the Community, (3) Civic Studies, and (4) Cultural Studies.

In November 2019, the Education Affairs Office at the Abu Dhabi Crown Prince Court announced the launch of an interactive training program to train 1,500 teachers across the country on the best methods for providing their students with a moral education. In addition to a research paper that the students write during the academic year, UAE schools have administered the Moral Education Standardized Assessment (MESA) measuring students' understanding of the moral education curriculum.

I. General Overview

In 2016, the Ministry of Education introduced a moral education program in the UAE, which includes a civics component. In 2017, the program was first applied to grades 1 through 9. In 2018, it was expanded to cover grades 10 through 12.[1] The moral education program is mandatory in both private and public schools of the UAE. The Crown Prince of Abu Dhabi, Sheikh Mohammad Bin Zayed Al Nahyan, has been the driving force behind implementation of the program.[2]

Every public and private school has appointed a member of its staff to supervise the development of the curriculum pertaining to the moral education program in the school. The curriculum is taught for a period of 40 minutes to an hour each week for each grade level.[3]

In 2019, the UAE established a standardized test to assess the moral education program nationwide, known as the Moral Education Standardized Assessment (MESA). The purpose of

[1] Richard Pring, *Development of Moral Education in the UAE: Lessons to Be Learned*, 45(3) Oxford Rev. Educ. 297, 304 (2019), https://perma.cc/B5GC-VQDS.

[2] Id. at 299.

[3] Id. at 304.

the standardized assessment is to examine students' understanding of the information being taught in the moral education program.[4]

II. Regulatory Measures Addressing Civic Education

The Ministry of Education issued a first instructional guide for the academic year 2017-2018 on the subject of moral education. The instructional guide targeted grades 1 through 9. It encompasses a proposed learning schedule for the moral education curriculum.[5]

In 2019, the Minister of Education issued a second instructional guide for the academic year 2019-2020 on tools to assess student's comprehension of the subject of moral education. Students will be evaluated using MESA throughout the academic year via a numbers of tools, including group projects, research papers, and standardized testing.

III. Description of the Curriculum

The moral education curriculum consists of four pillars: (1) Character and Morality, (2) The Individual and the Community, (3) Civic Studies, and (4) Cultural Studies.[6]

A. Character and Morality

The Character and Morality pillar focuses on educating students on how to be honest and tolerant of other cultures and religions. The main goal of this pillar is teach students how to respect each other even if they are different. Students are encouraged to be aware of the positive impact they can have on other people and the world. Furthermore, this pillar communicates to students how to be fair, tolerant, respectful, cooperative, and understanding to others' views and feelings, and aware of the concept of equality between individuals.[7]

B. The Individual and the Community

The Individual and Community pillar focuses on teaching students to become active members within their communities through performing community service. This pillar shows students how to have self-worth, respect and understand differences within their community, maintain their physical and mental health, and deal with change and loss in their lives. It also teaches the importance of protecting the environment, empathy and compassion, and team work.[8]

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[4] *Schools to Roll Out Standardized Tests in Moral Education*, Gulf News (Apr.13, 2019), https://perma.cc/9M3D-ZBXW.

[5] Ministry of Education of United Arab Emirates, Moral Educational Instructional Planner, 2017-2018, https://perma.cc/9GYS-BXVD.

[6] *What is Moral Education?*, Moral Education, Ministry of Education of the United Arab Emirates, https://perma.cc/9B7U-QY3N.

[7] Id., Character and Morality.

[8] Id., Individual and Community.

C. Civic Studies

The Civic Studies pillar focuses on educating students about their rights as citizens or residents of the UAE. It also teaches students about the government's structure, the judicial system, and the federal system of the UAE.[9]

D. Cultural Studies

The Culture Studies pillar focuses on educating students about the culture of the UAE and different cultures worldwide. It includes the meaning of culture, as well as UAE's heritage and culture.[10]

IV. Teacher Training

In November 2019, the Education Affairs Office at the Abu Dhabi Crown Prince Court announced the launch of an interactive training program to train 1,500 teachers across the country on the best methods for providing their students with a moral education.[11]

Teachers could participate in that training program in person or online. The training program also provided teachers with the required curriculum to use in their classrooms while teaching moral education.[12]

V. Assessment of the Moral Education Effort

Under MESA, students must submit a research paper addressing one of the pillars cited in the moral education curriculum during the academic year. The paper measures the student's understanding of the subject.[13]

Furthermore, UAE's Ministry of Education has administered the MESA test to students, measuring not only their understanding of the moral education curriculum, but also the curriculum's impact on the development of students' personalities.[14]

MESA is a computer-based exercise, adapted to each grade. It utilizes a variety of knowledge recall and situational judgment tasks.[15] MESA's main purpose is to assess the impact of the moral education program in an independent and standardized manner. The results of the test will be

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[9] Id., Civic Studies.

[10] Id., Cultural Studies.

[11] *Program to Train 1,500 Teachers in Moral Education Curriculum Launched*, Ministry of Education of the United Arab Emirates (Nov. 25, 2019), https://perma.cc/HTC6-74MM.

[12] Id.

[13] Ministry of Education of the United Arab Emirates, *Assessment and Examination Policy: School Year 2019-2020*, https://perma.cc/3N56-55YF.

[14] *Schools to Roll Out Standardized Tests in Moral Education*, supra note 4.

[15] Id.

used to generate best practices to develop necessary improvements to the curriculum. The test examines students' knowledge, understanding, and awareness of the values addressed by the moral education curriculum.[16]

[16] *UAE Sets to Roll Out World's 1st Moral Education Exam*, Khaleej Times (Jan. 30, 2019), https://perma.cc/H4Z8-HPYV.