

ROADMAP			
TITLE OF THE INITIATIVE	Promoting social inclusion and common EU values through formal and non-formal learning		
LEAD DG – RESPONSIBLE UNIT – AP NUMBER	DG EAC/A1	DATE OF ROADMAP	15/03/2017
LIKELY TYPE OF INITIATIVE	Commission proposal for a Council recommendation		
INDICATIVE PLANNING	4 th quarter 2017		
ADDITIONAL INFORMATION	http://ec.europa.eu/education/policy/strategic-framework/social-inclusion_en		
<p>This Roadmap aims to inform stakeholders about the Commission's work in order to allow them to provide feedback and to participate effectively in future consultation activities. Stakeholders are in particular invited to provide views on the Commission's understanding of the problem and possible solutions and to make available any relevant information that they may have. The Roadmap is provided for information purposes only and its content may change. This Roadmap does not prejudge the final decision of the Commission on whether this initiative will be pursued or on its final content.</p>			

A. Context, Problem definition and Subsidiarity Check
Context
<p>In the aftermaths of the recent terrorist attacks in Europe, the Commission adopted a Communication on Supporting the prevention of radicalisation leading to violent extremism, which sets out the steps taken so far and outlines further measures to support Member States in addressing radicalisation leading to violent extremism. Several of the key actions of the Communication concern the mobilisation of education, including non-formal learning with a view to promoting fundamental values, social inclusion and reaching out to young people. The Communication announced in particular a proposal for a Council Recommendation to enhance social inclusion and promote Europe's fundamental values through education and non-formal learning, which was confirmed in the Communication on Improving and Modernising Education.</p> <p>The Recommendation will follow upon the Paris Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education¹ adopted at the informal ministerial meeting held in Paris on 17 March 2015, which identifies four overarching objectives for cooperation at EU level:</p> <ul style="list-style-type: none"> (i) Ensuring that children and young people acquire social, civic and intercultural competences, by promoting democratic values and fundamental rights, social inclusion and non-discrimination, as well as active citizenship; (ii) Enhancing critical thinking and media literacy, particularly in the use of the Internet and social media, so as to develop resistance to all forms of discrimination and indoctrination; (iii) Fostering the education of disadvantaged children and young people, by ensuring that our education and training systems address their needs; (iv) Promoting intercultural dialogue through all forms of learning in cooperation with other relevant policies and stakeholders. <p>The Paris Declaration also includes a series of objectives at national, regional and local level, which concern inter alia education for personal development, social inclusion and participation; inclusive education for all children; strengthening critical thinking; tackling educational inequalities; encouraging dialogue with parents and local organisations; and empowering teachers to take the lead in these actions.</p>

¹ Paris Declaration
https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Publications:Promoting_citizenship_and_the_common_values_of_freedom_tolerance_andnon-discrimination_through_education

In addition, the Recommendation will contribute to other Commission priorities, notably:

- New boost for jobs, growth and investment (by helping to reduce early-school-leaving and supporting the implementation of country-specific recommendations);
- Towards a new policy on migration (by fostering the social integration of young people from migrant backgrounds); and
- A New Skills Agenda for Europe (by supporting the learning of civic and social competences, including critical thinking).

Problem the initiative aims to tackle

European societies are characterised by a growing diversity, which provides opportunities, but also entails significant challenges. The terrorist attacks in recent years and other racially driven incidents in Europe have reminded of the importance of working actively towards more cohesive societies, where violent radicalisation cannot take root and where all young people - irrespective of their socio-economic, religious or ethnic background - are given a chance to succeed. European societies show alarming signs of polarisation. Education, including formal and non-formal learning, is the most powerful vehicle to promote common values and improve social integration and social mobility. It also has great potential to lay the foundations for responsible and active citizenship. This is all the more important when the complexity of modern society, characterised by rapid change, economic, social and cultural diversity and a great variety of information, is becoming a troubling source of doubts, anxiety and revolt for many young people. Research has shown this is especially the case if different sets of norms and expectations apply at home, in the classroom, in peer groups, in the cultural or religious community and in the commercial and media environment.²

Europe's education systems tend to reproduce existing patterns of socioeconomic inequality. As recent research pointed out: "toddlers from wealthy backgrounds with poor cognitive ability go on to outperform brighter children born into deprived homes by the age of six".³ The intergenerational transmission of educational poverty brings with it significant negative consequences on Europe's social cohesion, civic tissue and economic performance. Talents of millions of young people are wasted, while research and the latest PISA⁴ results reconfirm that equity can go hand in hand with strong learning outcomes.

Some of the best performing education systems in the Union are also the most equitable ones. Education systems in Canada, Denmark, Estonia, Hong Kong (China) and Macao (China) achieve both high levels of performance and equity in their education outcomes. In terms of performance and achievement, PISA data also illustrate that poorer students are 3 times more likely to be low performers than wealthier students, and immigrant students are more than twice as likely as non-immigrants to be low achievers. However, equally important, as relates to the immigration population of schools and student performance, evidence from PISA demonstrates that on average, across countries with relatively large immigrant student populations, attending a school with a high concentration of immigrant students is not associated with poorer student performance, after accounting for the school's students socio-economic level. Such findings are encouraging as they strongly suggest that diversity within schools (e.g. schools population of both immigrant and non-immigrant students) does not negatively affect the overall student performance.

The Recommendation will aim to help Member States in removing the obstacles and addressing the challenges, which currently prevent education systems from fulfilling their societal role in terms of promoting social inclusion and promote ownership of common EU values. The objective is to encourage outreach to all young people irrespective of their socio-economic, religious or ethnic background through a holistic approach in which education is seen as a multidimensional system which interacts with local community.

Against this background, the Recommendation will aim to address the following specific challenges:

² Davies, "Interrupting Extremism by Creating Educative Turbulence", *Curriculum Inquiry* 44(4) 2014; Davies, *Educating Against Extremism*, Trentham Books 2008; Davies, *Education and Conflict: Complexity and Chaos*, Routledge 2004.

³ Francesca Campolongo & Sven Langedijk, *2016 Joint Research Centre Annual Lecture: The Science of Fairness* (referring to a study by the London School of Economics and Political Science). See also: European Commission, 2015 Education and Training Monitor; John Ermisch, Markus Jäntti, Timothy M. Smeeding eds., *From Parents to Children: The Intergenerational Transmission of Advantage* (Russell Sage Foundation 2012).

⁴ PISA 2015 Results (Volume I) *Excellence and Equity in Education*

1) At the level of the learners:

- (a) Educational opportunities and outcomes are still very much determined by the socio-economic and immigration backgrounds of the learners⁵
- (b) Too many young people in Europe continue to suffer from discrimination, hence contributing to feelings of exclusion, lack of belonging and frustration;
- (c) Young people should be better supported to develop ownership of common EU values and feel greater personal responsibility for upholding them.

2) At the level of the teachers: The key to making the educational experience of learners inclusive is the attitude of their teachers. At the same time, research indicates⁶ that a significant number of teachers are apprehensive towards diversity; they are often insufficiently equipped, supported and trained to turn questions of diversity and controversy into a subject of constructive debate and pathways for inclusion.

3) At the level of the learning institutions: Research highlights⁷ the strong link between the inclusive ethos of educational establishments and the attitudes of their learners. However, most educational establishments are far from being inspiring “sites of democracy and inclusion”.

4) At the level of the community: Studies show that a pupils' learning experience and overall well-being is improved when the community is actively engaged in the learning process and, furthermore, that schools with strong ties to the local community have a key role in promoting social cohesion.⁸

Subsidiarity check

According to Article 165(1) of the Treaty on the Functioning of the European Union, the Union should contribute to the development of quality education by encouraging cooperation between Member states and, if necessary by supporting and supplementing their action. In order to achieve these objectives, the Treaty specifies that the Council, on a proposal from the Commission, shall adopt recommendations.

The Paris Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education, adopted on 17 March 2015, states as follows: “Although the responsibility for education systems and their content rests with the Member States, EU-level cooperation in this field will be instrumental in addressing the common challenges Europe is facing. There is an urgent need to cooperate and coordinate, to exchange experiences, and to ensure that the best ideas and practices can be shared throughout the European Union”. The magnitude of the common challenges requires a structured cooperation at Union level so as to accelerate mutual learning and the effective take-up of good practices.

The Recommendation will consolidate the existing knowledge in a single framework and aims to:

- empower policymakers and practitioners by putting at their disposal a voluntary guidance and reference tool that will help mobilise stakeholders to work towards the same objectives, while providing them with practical guidance inspired by good practices
- accelerate the national uptake of effective policy approaches, thus bridging the gap between research evidence and practice and fostering mutual learning.

⁵ European Commission, *Education and Training Monitor 2016*

⁶ Dr. Barbara Herzog-Punzenberger, Institute for Pedagogy and Pedagogical Psychology, Johannes Kepler University of Linz; *Successful Integration of Migrant Children into EU Member States: Examples of Good Practice* - NESET II ad hoc question 1 / 2016

⁷ Mycock & Tonge, “Some progress made, still much to do”, in *Beyond the Youth Citizenship Commission*, Political Studies Association, 2014; Lenzi et al, “How School can Teach Civic Engagement Besides Civic Education: The Role of Democratic School Climate”, *American Journal of Community Psychology* 54(3) 2014; Shepherd Johnson, “The Diversity Imperative: Building a culturally responsive school ethos”, *Intercultural Education* 14(1) 2003; John & Osborn, “The Influence of School Ethos on Pupils’ Citizenship Attitudes”, *Education Review* 44(2) 1992.

⁸ Van Driel, B., Darmody, M., Kerzil, J., ‘Education policies and practices to foster tolerance, respect for diversity and civic responsibility in children and young people in the EU’, *NESET II report*, Luxembourg: Publications Office of the European Union, 2016. doi: 10.2766/46172.

B. What does the initiative aim to achieve and how

The objective is to **establish a key reference document at EU level** on promoting inclusion and common values through education and non-formal learning covering the four EU-level objectives of the Paris Declaration. It will be based on the **ET 2020 mutual learning outcomes** (including the work undertaken by the ET 2020 Working Group on the follow-up of the Paris Declaration) and the **available research evidence** and knowledge on what works on the ground.

The Recommendation will **propose concrete actions for EU level** and **policy recommendations for national, regional and local level** to support Member States in implementing policy reforms aimed at promoting inclusion and common values and thereby also contributing to the prevention of radicalisation leading to violent extremism.

The Recommendation will:

- reinforce action at EU level in the four areas identified in the Paris Declaration;
- enhance ownership by Member States and reinforce the commitment to take concrete actions to implement the objectives of the Paris Declaration;
- provide concrete support to Member States in reviewing their national, regional and local education policies in accordance with agreed policy lines;
- help develop a comprehensive set of measures to effectively address the national, regional and local level objectives of the Paris Declaration, including through continuing financial support via the Erasmus+ programme and possibly via other EU funds, such as the European Social Fund, in line with their priorities and programming;
- facilitate and enhance effectiveness of measures and accelerate their implementation on the ground through greater uptake of good practices at national, regional and local level.

The Recommendation will cover all levels and sectors of education (early childhood, primary, secondary, higher education, vocational education and training and adult learning) in a transversal way as well as links with non-formal learning by addressing inter alia the following areas:

- Refocussing learning objectives and content (in various types and levels of education and learning settings) to place a greater emphasis on the acquisition of social and civic competences, common EU values, critical thinking, as well as social and emotional learning, notably to help young people approach the diversity and complexity of modern societies and to help them discover the pitfalls of simplistic, authoritarian and violent narratives;
- Empowering teachers, educators, trainers and leaders of educational institutions (at school, vocational and higher levels) to deal with diversity, discuss controversial issues and use pedagogical approaches that are adapted to the diverse needs of learners;
- Fostering an inclusive and democratic learning environment to allow learners to experience democracy, inclusion and mutual respect;
- Enhancing cooperation with local communities, parents, social services, civil society, social partners and the non-formal sector (youth workers, sport organisations...) to foster intercultural understanding and engagement with young people.
- Addressing structural problems leading to educational inequalities (e.g. governance mechanisms, funding, support systems to disadvantaged learners etc.).

The above-mentioned themes will be addressed at the level of the learners, teachers, learning institutions and community as outlined in the "Problem the initiative aims to tackle" section of the Roadmap.

C. Better regulation

Consultation strategy

Consulted to date:

- Dedicated **ET 2020 Working Group launched in February 2016**, which is specifically following this issue. The group is developing a detailed policy framework and an online compendium of good practices, which will underpin and feed into the Recommendation. Three meetings and two dedicated peer learning seminars already took place on:
 - Critical thinking and media literacy, the Hague, May 2016
 - Global citizenship, Vienna, October 2016.
- In 2016 a high level reporting on the implementation of the Paris Declaration took place at the February Education Council and Ministers engaged in a lunch debate at the May Education Council.
- Large-scale events, where input from stakeholders have been gathered include:
 - Jean Monnet conference – 15 November, 2015
 - Colloquium hosted by Vice President Timmermans on "Tolerance and respect: preventing and

- combating anti-Semitic and anti-Muslim hatred in Europe" -1-2 October, 2015
- Colloquium hosted by Commissioner Navracsics on Promoting Inclusion and Fundamental Values through Education - 26 May, 2016
- European Education Training and Youth Forum (ETY) and dedicated meeting with Civil Society October 19-21, 2016
- Civil society organisations were also consulted in a dedicated participatory seminar in December, 2015 and social partners and youth organisation in January, 2016.

Future Consultations:

- **ET2020 working group meetings** (6-8 February, May, September 2017) and **peer learning seminars** on Teachers (Paris, 29-31 March 2017) and Inclusive education (Malta, May 2017);
- A specific and formal 12 week **public consultation** will be organised in the first half of 2017 and will include an on-line questionnaire to be published in Your Voice In Europe; 'The launch of stakeholder consultations related to this initiative will be announced in the consultation planning that can be found at http://ec.europa.eu/yourvoice/consultations/docs/planned-consultations_en.pdf.
- A dedicated meeting with civil society in spring 2017;
- DG School meeting: 10-11 April 2017 (Malta);
- High-Level Group meeting: 15-16 June 2017 (Estonia)

Impact assessment

This initiative is not accompanied by an Impact Assessment (IA). It will not be a legally binding document and its impact will depend on the degree of its implementation in Member States. Given the nature of education, it is expected that the impact of education reforms triggered by the Recommendation could become measurable only in the longer term. The use of the results of relevant reports, evaluation studies and research in the area will ensure that the initiative is backed by sufficient evidence (see also below). The Recommendation will put forward a comprehensive set of policy recommendations, but the concrete policy choices will be made by Member States.

Evaluations and fitness checks

- The Recommendation will take into account the findings of the mid-term stocktaking carried out under the [2015 ET 2020 Joint Report](#).
- Evidence on the educational achievement of migrants is available from the [2016 Education and Training Monitor](#) (November 2016), which places a special emphasis on the need to make education systems more relevant and inclusive;
- An analytical report from the NESET II academic network (Network of Experts on Social Aspects of Education and Training) on "[Evidence and policy guidance from European research projects funded under FP6 and FP7](#)";
- An analytical report from the NESET II academic network (Network of Experts on Social Aspects of Education and Training) on "[Education Policies and Practices to Foster Tolerance, Respect for Diversity and Civic Responsibility in Children and Young People in the EU](#)", which provides a comprehensive overview of research findings of the effectiveness of various policy approaches (2016).
- In July 2015, the [European Commission and OECD released a joint report on indicators of integration of migrants and their children](#), with a dedicated chapter on the situation of youth.
- Study on [the diversity within the teaching profession with particular focus on migrant and/or minority background](#) (2016).
- Citizenship education across Europe" by the Eurydice network of the Commission, which will provide a comprehensive overview of the structure, content, and practice of citizenship education in Member States (autumn 2017).

An analytical document consolidating all collected evidence from studies, workshops/monitoring report will be prepared to support this initiative.