# Measuring Active Citizenship: A comparison of current developments in international surveys

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#### Introduction

This paper has been developed based on the work of the 'Active Citizenship for Democracy' project led from the Centre for Research on Lifelong Learning (CRELL), which has been created in collaboration between the European Commission's Directorate General for Education and Culture (DG EAC) and the European Commission's Directorate General Joint Research Centre (DG JRC) in order to support the monitoring of the Lisbon process in the field of education. The project on active citizenship has been developed in cooperation with the Council of Europe's Directorate Education.

The aim of the project, "Active Citizenship for Democracy' is to propose indicators on active citizenship and and training education for citizenship and to monitor the success of education and training policies on active citizenship. It also aims to develop a clearer understanding between learning opportunities on active citizenship and the practice of active citizenship.

The project is supported by a research network comprised of key experts from across Europe with expertise in the different types of learning opportunities for active citizenship and the skills and competencies, attitudes, values and beliefs necessary for active citizenship. Its members also come from the field of social and political science, education, international surveys and data collection organisations and networks.

In this paper active citizenship is defined and then developed into a model of citizenship with the purpose to measure this phenomenon using a composite indicator based on existing data. This paper will go on to explain the limits of this existing data and what possibilities there are with future surveys to collect more timely and apt data in order to improve the possibility for developing international comparisons of active citizenship.

#### **Defining active citizenship**

The term 'Active citizenship' was first used in a European level context when developing the proposals European Commission Lisbon 2010 strategy towards developing competitive 'knowledge society' cohesion' 'greater social (European Council 2000). In this context active citizenship was described as way of empowering citizens to have their voice heard within their communities, a sense of belonging and a stake in the society which they live, the value of democracy,

equality and understanding different cultures and different opinions (European Commission 1998). Since this point, active citizenship has been defined by researchers in this field in a number of different. but nevertheless complimentary ways describing eclectic participatory of activities including political participation Weerd et. al. 2005) in participatory and deliberative manner (Ivančič 2003), community and voluntary action (Irish government taskforce 2007; de Weerd et. al. 2005) containing the values of Democracy and Human Rights (Weerd et. al. 2005; van Nierop 2006) and being situated in a number of different contexts 'formal politics, the work place, civil society and the home' (Holford & Ruud van der Veen 2003).

Based on these earlier definitions, the CRELL research project on "Active Citizenship for Democracy", on which this research is founded, uses the following definition:

Participation in civil society, community and/or political life, characterised by mutual respect and non-violence and in accordance with human rights and democracy. (Hoskins 2006)

Thus active citizenship is understood in the very broadest sense of the word ranges "participation". It participatory democracy and government accountability through civil society actions to representative democracy and voting and includes activities in the everyday life of the communities. The definition takes into account new forms of active citizenship such as one-off issue politics and responsible consumption as well as the more traditional forms of membership in political parties and non-governmental organisations. The

limits of "active citizenship" are set by ethical boundaries. Activities in which persons participate should support the community and should not contravene principles of human rights and the rule of law. Participation in extremist groups that promote intolerance and violence should therefore not be included in this definition of active citizenship. Although active citizenship is specified on the individual level, the emphasis lies on what these activities contribute to the wider society in terms of ensuring the continuation democracy, good governance and social cohesion.

Within the context of education research. it is necessary at some point to establish what are the civic competences/ individual outcomes or resources required to become an active citizen (knowledge, skills and attitudes and identity) and to ascertain the learning which is required to develop these civic competences. Although this is not the focus of this paper, it is necessary to briefly map these relationships out now in order to better understand what active citizenship is. As demonstrated in Diagram 1, active citizenship is the end product built on a set of context variables, developed through a variety of learning inputs that create certain civic competences that then enable active citizenship. This is not the same as arguing that education is the only factors in the development of citizenship, as there are many other factors which play a role, what we are considering are specific learning inputs and certain civic competences that could create active citizens. Further research is required to test the relationships in this model. However, in this paper we are focusing on the final column on active citizenship.

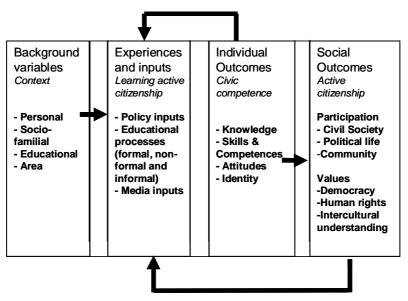


Diagram 1. The relationship between learning and active citizenship (Developed from an earlier module produced by NFER for the active citizenship for democracy network 2006)

The model of Active Citizenship: operationalising the definition

In order to build the composite indicator on active citizenship in a systematic manner it was necessary to, first build a model of active citizenship. Towards this end we identified measurable distinctive elements from the definition of active citizenship which we called dimensions of active citizenship. The dimensions are: participation in political life, civil society and community and the values needed for active citizenship (recognition of the importance of human democracy and intercultural understanding). Later in this section we explore the meaning of these dimensions in order to understand better the distinction between them.

The model of active citizenship is built on a tree level structure. At the first level are the four dimensions: Political Life, Civil Society, Communities and Values. Then each dimension is divided into a number of sub-dimensions. The sub-dimensions and base indicators are influenced by current data availability. When upcoming surveys provide wider data coverage for active citizenship then the sub-dimensions and base indicators could be refined and improved.

#### **Dimensions of Active Citizenship**

The dimension participation in political life refers to the sphere of the state and conventional representative democracy such as participation in voting, representation of women in the national parliament and regular party work. A full list of indicators is the Appendix 1 at the end of this paper.

The dimension participation in civil society refers in this index to political non-governmental action. dimension is based on 18 indicators with the sub-dimensions of Protest. Human Rights organisations, Trade Union Environmental organisations and organisations (the political non-organisations chosen reflect the data availability). Protest includes activities such as signing a petition, taking part in a demonstration, boycotting products ethical consumption. The 3 sub-dimensions that refer to NGOs are a

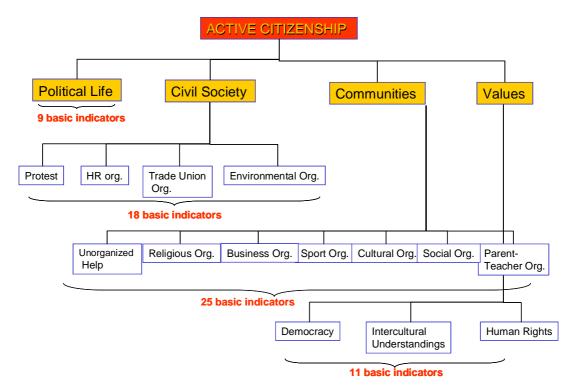


Figure 1. The Structure of the Active Citizenship Composite Indicator (Hoskins et al 2006)

combination of indicators on membership, participation in activities, volunteering and donating money.

The dimension participation in the community refers to activities that are less overtly political and more orientated towards the community - 'community minded' or 'community spirited' activities. This dimension could be understood also as civil society but has been separated because these activities orientate more towards community support mechanisms and less towards political action and accountability of governments. dimension is based on 25 basic indicators and is divided into 7 sub-dimensions: Unorganised Help, Religious organisation, Business organisation, Sport organisation, Cultural organisation, Social organisation, Parent-Teacher organisation (the organisations chosen here reflect the data availability). Each sub-dimension referring to an organisation is then comprised of questions of participation, volunteering, membership and donating

money. Some refining of the division of basic indicators between the civil society dimension and the community dimension may need to take place.

The dimension of **values** is a combination of indicators on democracy, human rights and intercultural understanding which are the foundation for active citizenship practices. The possibilities for indicators on human rights are quite limited and this sub-dimension will need to be improved with new data from upcoming surveys. In total, the Value Dimension was based on 11 basic indicators and divided into 3 sub-dimensions: Human Rights, Intercultural understanding and Democracy.

The selection of indicators for this composite measure of active citizenship is built mostly upon one source of data, which help to maximise the comparability of the indicators. The source of data chosen was the European Social Survey (ESS)

#### (http://www.europeansocialsurvey.org/)

ran a specific module citizenship in 2002. This data is more up-to-date then the data which available from alternative sources such as the World Values Survey and IEA CIVED Data which are currently only available from 1999. The ESS aimed to be representative of all residents in the population of each participating country aged 15 years and above. The size and the quality of the sample make the country coverage of Europe in the ESS data reasonably good, with 19 European countries including 18 EU countries providing sufficient quality of the data for use.

### Results of the Active citizenship Composite indicator

Based on the model and structure proposed, the indices in the four dimensions of active citizenship have been combined into one composite indicator (Hoskins et al 2006).

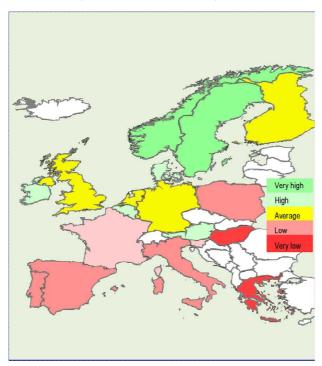


Figure 2: The Active Citizenship Composite Indicator Results

Overall it can be seen that the Nordic countries score highest. The exception seems to be Finland, which features in the middle of the table in all dimensions except Values. Among the western European countries high scores are recorded by Austria and the Benelux countries although with different profiles; whereas the Netherlands and Luxembourg have consistent performances in all dimensions considered, Belgium compensates for low scores in the dimension of Values with outstanding performance in Political Life. Generally and southern European eastern countries figure lower in the rankings. Not surprisingly the overall ranking has a strong correlation with the results of the dimension of Civil Society. Therefore, countries with an active Civil Society generally appear to have the most active citizens. For more details concerning the results of the report and the methods of building composite indicators consult Hoskins et al (2006) on the CRELL website <a href="http://crell.jrc.ec.europa.eu/">http://crell.jrc.ec.europa.eu/</a>

Although the results from the composite interesting the indicators nevertheless limited due to the fact the data is now 5 years old. The scope of current data is restricted as the current data is available predominately on structured and formal participation giving a potential cultural bias towards Nordic and western European countries. Current data does not allow for the possibility for indicators on less formal forms of participation and new forms of participation including the information technology. The current data is also incomplete in respect to learning making it difficult to explore further the links with education and training. There also is little data currently available on

the individual outcomes of knowledge and skills required for active citizenship. Due to the limitations of the existing data then new studies for collecting data need to be envisaged. The second part of the paper will focus on this.

# The IEA International Citizenship and Civic education Study

One of the major international studies coming up in the field of active citizenship is the new International Citizenship and Civic education Study (ICCS). The aims of this new study are to young people understand how 'ready' (International 'prepared' or for the **Evaluation** Association Educational Achievement (IEA) 2007 p. 5) to be citizens, to test civic competences, to ascertain students' current and future levels of active citizenship activities and to measure change from the previous IEA **CIVED** (1999)(International study Association Evaluation for the educational Achievement 2007 p. 5). The new study builds on the knowledge and experience from the previous CIVED study but placed in the new context of the political realities faced in today's world with increased globalisation and in light of heightened awareness of global terrorism. The new survey in contrast to the previous study, has a greater focus on young people as active citizens who can already contribute to the life of the school and the local community. It also has a deeper focus on attitudes and skills rather than the previous study that focused predominantly on knowledge.

The new framework is based on four content domains: 'civic society and systems', 'civic principles', 'civic participation' and 'civic identities' (International Association for the

Evaluation of educational Achievement 2007 p. 9) that are then measured through the cognitive domains 'knowing and reasoning and analyzing' affective-behavioral domains of 'value beliefs. attitudes. behavioral intention and behaviors'. Civic society and systems refers to the political structures and relationship between the individual and the state. Civic principles refer to the rights and responsibilities and fundamental values on which democratic societies are based. Civic participation refers to engagement in 'decision-making, influencing community participation' (International Association for the Evaluation educational Achievement 2007 p. 17). Civic identity is explained as 'individual civic roles' and their 'connectedness' with family, peers and community (International Association the Evaluation of educational Achievement 2007 p. 18).

The target group for the survey is grade 8 with an average age of 13.5 years old. The study will take place in 2008/9 with results available in 2010. The survey questions will be directed towards the different communities in which the students live including; home, school, local community, national and international environment. The instruments which are currently being developed are the student cognitive test, student background questionnaire, student perception questionnaire, teachers' questionnaire, school questionnaire and national context survey (International Association for the Evaluation of educational Achievement 2007). There are regional modules being developed, for example, European countries are developing a European module.

The strengths of this survey are the capacity to test competences on active citizenship including the knowledge, skills and attitudes of young people. It will also give countries who participated in the first survey the possibility to make comparisons over time to understand if policy developments have worked in the interim period. It will provide much needed research data on the between citizenship in practice and learning (predominately at school but will also include some data on learning beyond the school environment). The first study CIVED was instrumental in linking the climate of the classroom, such as opportunities for students to give opposing opinions in lessons, to the level of active citizenship. The next survey intends to enhance the knowledge of the link between learning and practice further. Finally and most importantly the strength of this survey is that it is the only large scale international study that will focus on young people, learning and active citizenship that is planned at the moment. Thus this survey provides the best possibility in the next few years for international comparisons for active citizenship and learning active citizenship.

The weakness of the survey is that the age group of grade 8 is quite young both in terms of the questions that can be asked on a cognitive and behavioral dimension. The knowledge and skills of grade 8 pupils on active citizenship is quite limited and in some countries the curriculum on related topics has yet to be implemented. It is equally limiting when asking questions about young people's participation due to the fact that young people of this age are unlikely to have a amount of possibilities participatory civic activities even within

the school or classroom context. What can be found is some participation in youth clubs, sports clubs, school councils, school clubs, school exchanges or mock election activities. The limitation of possible participation activities has been addressed in the study by asking young people what they will do in the future. The difficulty with this is that asking young people about their intended participation 5 years or more ahead is that it is not that reliable. The survey is not intended to be longitudinal so there is no follow-up to know if young people take active citizenship up opportunities as they become older.

#### **Active Citizenship and Active Learning**

One survey can not answer all data needs and what are required are complimentary surveys that focus on active citizenship in the adult population and longitudinal surveys that follow students throughout school and into their adult life. One development towards international data on adult life has been the creation of a survey proposal similar to the module on citizenship run by ESS in 2002 that was used to develop the Active Citizenship Composite Indicator (Hoskins et al 2006). Such a survey has been under discussion with a proposal developed by a consortium of researchers from across Europe: Professor Lynne Chisholm, Professor Kenneth Newton, Dr Günther Ogris and Professor Jan van Deth. The proposal discussed was on the topic of Active Active Citizenship and Learning (Chisholm et al. 2007). This survey would explore the link between active citizenship and all forms of learning. Thus in addition to the former module on Citizenship ESS (2002) it would add the dimensions of learning addressing

learning from birth to death (lifelong learning) - and taking into account learning that takes place both in and outside the traditional learning environments such as at work and between peers and family (life-wide learning). This proposed module would contain information both on traditional formal education and attainment and questions asking about the context of non and informal learning. It would explore aspects of learning such as learning values, different methods of acquiring knowledge and skills and different learning life-courses (Chisholm et al. 2007). It would explore the extent to which individuals are able to manage their own learning in respect to empowering their own voice in the shaping of their community. This survey would include a much wider scope of participatory activities for citizenship taking into account changing democratic forms of participation including the more informal helping activities in the community, a wider set of questions on protest politics and active citizenship values, and the use of ICT in participatory activities (Chisholm et al. 2007). The intention for such a survey would be to target the adult population. This survey proposal is currently being further developed for funding purposes.

# The Citizenship Education Longitudinal Study

Currently there are no international longitudinal surveys on active citizenship but there are national longitudinal surveys. One exemplarily longitudinal study was commissioned by the UK government, 'The Citizenship Education Longitudinal Study' which is planned to run for 8 years (2001- 2009)

and track over 10 000 students (National Foundation for Educational Research (NFER) 2007). The purpose of this study is to examine both the short and long term affects of citizenship education on the students' knowledge, skills and attitudes (NFER 2007). The study began with the introduction of compulsory citizenship into the curriculum for 11-18 years old and will follow students how began this learning at age 11. One possible development of this study is to follow the students after the age of 18 into adult life.

#### Conclusion

Active citizenship is a phenomenon which is understood to be necessary for developing and maintaining democratic countries. The possibilities measuring active citizenship, and thus enable monitoring, are some what limited as the current data is neither timely nor extensive. Nevertheless, we have built a composite indicator from 63 indicators shown in the Appendix 1 that show some interesting regional results Europe. However, due to for limitations of the current data we are considering the opportunities for new studies to improve the possibilities for The measurement. upcoming international opportunities to obtain this future data in this field is currently the IEA survey ICCS. The suggestion for Asian countries is that it would be beneficial to participate in this survey in order to develop comparable data with Europe and other regions in the world. The ICCS data will provide data for active citizenship of grade 8 students and offer a better understanding of the link with formal learning opportunities active citizenship in practice. However, further studies should be sort

to cover the data needs of active citizenship of adults and the European Module on citizenship from the ESS would be a useful starting point for this work. Further efforts need to undertaken to support the proposal on active citizenship and active learning presented by the consortium researchers in this field which would provide much of the data needs in this field. Opportunities for the European consortium to work with Asian countries on the development of an adult survey on would active citizenship interesting development.

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### Appendix 1

Table A1: List of survey questions used for baseline indicators

		Equal	PC	
Code	Question	Weights	weights	Source
S1	Working in an organisation or association	0.01	0.038	ESS1
S2	Signing a petition	0.01	0.058	ESS1
S3	Taking part in lawful demonstrations	0.01	0.043	ESS1
S4	Boycotting products	0.01	0.053	ESS1
S5	Ethical consumption	0.01	0.049	ESS1
<i>S6</i>	Human rights (HR) organisations – membership	0.016	0.034	ESS1
<i>S</i> 7	HR organisations – participation	0.016	0.045	ESS1
<i>S8</i>	HR organisations – donating money	0.016	0.075	ESS1
<i>S9</i>	HR organisations – Voluntary Work	0.016	0.054	ESS1
S10	Environmental organisations – membership	0.016	0.079	ESS1
S11	Environmental organisations – participation	0.016	0.03	ESS1
S12	Environmental organisations – donating money	0.016	0.071	ESS1
S13	Environmental organisations – Voluntary Work	0.016	0.069	ESS1
S14	Trade Union organisations – membership	0.016	0.073	ESS1
S15	Trade Union organisations – participation	0.016	0.041	ESS1
S16	Trade Union organisations – donating money	0.016	0.072	ESS1
S17	Trade Union organisations – Voluntary Work	0.016	0.059	ESS1
S18	Contacted a politician	0.01	0.058	ESS1
S19	Unorganized Help in the community	0.036	0.013	ESS1
S20	Religious organisations – membership	0.009	0.035	ESS1
S21	Religious organisations – participation	0.009	0.051	ESS1
S22	Religious organisations – donating money	0.009	0.049	ESS1
S23	Religious organisations – voluntary work	0.009	0.044	ESS1
S24	Sports organisations – membership	0.009	0.036	ESS1
S25	Sports organisations – participation	0.009	0.047	ESS1
S26	Sports organisations – donating money	0.009	0.033	ESS1
S27	Sports organisations – voluntary work	0.009	0.044	ESS1
S28	Culture and hobbies organisations – membership	0.009	0.036	ESS1
S29	Culture and hobbies organisations – participation	0.009	0.042	ESS1
S30	Culture and hobbies organisations – donating money	0.009	0.038	ESS1
S31	Culture and hobbies organisations – voluntary work	0.009	0.047	ESS1
S32	Business organisations – membership	0.009	0.035	ESS1
S33	Business organisations – participation	0.009	0.047	ESS1
S34	Business organisations – donating money	0.009	0.039	ESS1
S35	Business organisations – voluntary work	0.009	0.038	ESS1
S36	Teacher/Parents organisations – membership	0.009	0.035	ESS1
S37	Teacher/Parents organisations – participation	0.009	0.045	ESS1
S38	Teacher/Parents organisations – donating money	0.009	0.033	ESS1
<i>S39</i>	Teacher/Parents organisations – voluntary work	0.009	0.046	ESS1

P9	% of Women in national parliament	0.028	0.028	Union
				Inter-Parliament
P8	National Parliament - voting turnout	0.028	0.028	Eurostat
P7	European Parliament - voting turnout	0.028	0.028	Eurostat
P6	12 months	0.028	0.028	ESS1
	Donated money to political organisation/action group last			
P5	Worked in political party/action group last 12 months	0.028	0.028	ESS1
P4	Political parties – voluntary work	0.028	0.028	ESS1
P3	Political parties – donating money	0.028	0.028	ESS1
P2	Political parties – participation	0.028	0.028	ESS1
P1	Political parties – membership	0.028	0.028	ESS1
S54	How important is it for a citizen to be active in politics	0.017	0.082	ESS1
S53	org.	0.017	0.081	ESS1
	How important is it for a citizen to be active in a voluntary			
S52	opinion	0.017	0.051	ESS1
	How important is it for a citizen to develop an independent			
S51	How important is it for a citizen to obey laws	0.017	0.059	ESS1
S50	How important is it for a citizen to vote	0.017	0.085	ESS1
S49	Immigrants make country worse/better place to live	0.027	0,079	ESS1
S48	living here	0.027	0,075	ESS1
	Cultural life undetermined/un-enriched by immigrants			
S47	majority to live in our country	0.027	0.09	ESS1
	We should allow immigrants of different race group from			
S46	There should be a Law against racial hatred	0.027	0,092	ESS1
S45	place	0.027	0,096	ESS1
	There should be a law against discrimination in the work			
S44	Immigrants should have same rights as non immigrants	0.027	0.049	ESS1
S43	Social clubs – voluntary work	0.009	0.045	ESS1
S42	Social clubs - donating money	0.009	0.038	ESS1
S41	Social clubs – participation	0.009	0.048	ESS1
S40	Social clubs – membership	0.009	0.036	ESS1

#### 【講演者プロフィール】

#### **Bryony Hoskins**

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#### **Education:**

Ph.D in sociology and psychology from Brunel University, UK(2002)

#### **Experience:**

#### 2005 - present:

Bryony Hoskins is currently working for the European Commission Centre for Research on Lifelong Learning (CRELL), leading a project on measuring active citizenship in Europe. She leads an interdisplinary network of eminent researchers from across Europe with the aim to develop indicators on active citizenship, to monitor the success of education and training policies in this field and to develop a clearer understanding of the relationship between learning opportunities for active citizenship and its actual practice. One of the main outcomes from this project has been the development of a composite indicator on active citizenship. Bryony has also supported the development of international surveys on this topic, including being a member of the Project Advisory Committee for the IEA International Citizenship and Civic Education Survey, supporting the research bid for the next round of the European Social Survey, and supporting cooperation with the OECD on the development of the background questionnaire on civil and social engagement within the Programme for the International Assessment of Adult Competencies (PIAAC) survey. She gives research support to the European Commission Expert Groups and policy development on active citizenship, learning to learn and adult skills.

#### 2003 - 2005

Bryony Hoskins was previously employed by the Council of Europe (intergovernmental Human Rights organisation) as the Research Officer responsible for coordinating youth research. The aim of this project was to bring together research from across Europe on youth participation and active citizenship, social inclusion and non-formal learning with the purpose to inform the development of youth policy. She founded the European Knowledge Centre for Youth Policy, a knowledge management system.

#### 2002 - 2003

Bryony worked as an evaluator for youth non-formal training programmes across Europe including the Council of Europe and the European Commission's two year course for the Advanced Training of Trainers in Europe and the Support, Advanced Learning and Training Opportunities (SALTO) training courses.

#### **Selected Publications:**

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【機関紹介】

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#### Center for Research on Lifelong Learning (略称: CRELL)

生涯教育研究センター(CRELL)は、イタリア北部のイスプラにある欧州委員会の共同研究センターを本拠地として、教育及び研修システムの指標に基づく評価とモニタリング領域の専門的知識を集約する目的で設立された。CRELLでは経済学、計算経済学、教育学、社会科学、統計学などの諸分野を融合させた、学際的アプローチでの研究が行われている。

CRELL は 2005 年 8 月より業務を開始した。同センターは、欧州委員会教育文化総局により 財源が提供され、欧州委員会共同研究センター総局が調整を行う。

欧州委員会は、指標や基準の枠組を活用し、教育や職業訓練の領域で欧州共同体の目的に向かって進んでいるかどうか、その進展状況をモニターしている。その結果は、毎年、報告書『教育と職業訓練の領域におけるリスボン目標に向けての中間報告』で報告される(2004、2005、2006)(1)。しかしながら、現在使用している指標群については、十分に開発が進んでいるものとはいえない。合同中間報告書『2010年における教育と職業訓練』で述べられるとおり「CRELLは、現在進行中の多様な戦略のなかでの新指標開発に関して、委員会の研究に関する潜在的可能性を飛躍的に高めるものの一つと考えられる。」

(<u>http://crell.jrc.ec.europa.eu/</u>より抜粋)