CITIZENSHIP EDUCATION: PROJECTS AND PROGRAMS IN ANDALUSIA

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Abstract

This paper focuses citizenship education in Spain and Andalusia. We present a study where we show the main features of education for citizenship in Spain and analyze projects and programs offered by Andalusia's Consejería [Local Government Ministry] of Education to address the problem of coexistence. Specifically, the schools have various bodies and instruments including the Commission on Coexistence, the Coexistence Classroom, the Space of Peace School Project, the School Mediation Workshop, the Workshop on Reflection, etc.

The concept of citizenship admits of different definitions adapted to the context and events. This research work shares the vision given by Pérez Luño (2002): Citizenship is defined as a concept belonging to a democratic society that grants the exercise of rights and implies the responsibility of duties. It is a concept closely related to the freedom and equality of the human being, free of impositions and submissions, and which aims to consider men and women as active and responsible actors in the social context. Taking an educational approach as a starting point, Karen O'Shea elaborates in 2003 a Glossary of terms for Education for Democratic Citizenship (O'Shea, 2003), taking as groundwork the reports, studies and programs developed by the Council of Europe about this topic. He highlights the double dimension (juridical and socio-cultural) of the term citizenship referring, on the one hand, to the personal status of an individual whose rights and duties are legally recognized and, on the other hand, to the role played by the individual. It means the values and rules of behavior with regard to other members belonging to the same community.

To understand citizenship as a concept with a double dimension is to recognize the importance of its accomplishment, to highlight participation, and the necessity of looking for a way to grant peaceful coexistence fostering shared norms and values as well as the development of common awareness. Citizenship becomes not only a juridical status but also a way of life where it is necessary to share values and norms in order to cope with the common responsibilities of a social life. This final concept directly connects with the social and civic competence defined in European politics.

Despite the differences, the common pillar of the social and civic competence is the education geared to the application of the social dimension of citizenship. This sort of education is currently in great demand. We are witnessing the increasing significance of education as a key aspect for the development of skills, abilities and attitudes granting a peaceful coexistence and the rights and duties of human beings. The so-called knowledge-based society demands individuals able to face continuous changes, take decisions without external influence of the means of communication, select information and be aware of the necessity to grant a peaceful coexistence and fight for equal rights. Consequently, citizenship education is understood as a current need born from the characteristics of our society, which emphasizes the requirement of active citizens, aware of their rights and responsible for their duties. Citizens capable of making their own decisions, with critical thinking, engaged in achieving the common good, defending and promoting democratic values, and willing to fight for equal opportunities as well as for the respect to diversity.

Keywords: Citizenship education, social and civic competence, educational innovation.

1 INTRODUCTION

Since the early 90s, a social phenomenon that had happened before in surrounding countries has been seen in Spain: the perception, real or imagined, of a "deteriorating school coexistence" (Díaz-Aguado, 1992; Díaz-Aguado & Royo García, 1995; Ombudsman, 2000; OECD, 2009; Pérez-Díaz & Rodríguez, 2009; Simón, Gómez & Alonso-Tapia, 2013). One aspect of this problem situation was the relationship between the teachers' frustration with their daily work and concerns about the control and management of classroom discipline, especially in high school. This phenomenon, common to various countries, became a recurring theme in educational research, and was seen as related to the development of burnout (Hastings & Bham, 2003; Brophy, 2006; Evertson & Weinstein, 2006; Emmer

& Gerwels, 2006; Goddard & Goddard, 2006; Manning & Bucher, 2007; Loonstra, Brouwers & Tomic, 2009; Skaalvik & Skaalvik, 2009; Ulvik, Smith & Helleve, 2009; Gardner, 2010; Martin & Sass, 2010; Cross & Hong, 2012; Martin, Sass & Smith, 2012; Piwowar, Thiel & Ophardt, 2013).

As a consequence of this situation, there were numerous studies conducted to diagnose the problem, such as the Cisneros Report on School Harassment and Violence in Spain (Informe Cisneros sobre Acoso y Violencia escolar en España), 2005, or the Ombudsman Reports from 1999 to 2006, as well as various Regional Reports. At the same time the State and Regional Educational Administrations pushed through a series of legislative measures that led to a veritable explosion of plans and projects to improve coexistence in schools (Ortega, 2001; Sánchez Fernández, 2003) via the promotion of a democratic and participatory citizenship. Imbernón states (2002) that learning to live together is part of new citizenship, and that it consists of a "democratic citizenship" that is participatory, deliberative, and representative, a "social citizenship" based on education for solidarity, a "parity citizenship" based on education for equality, a "cultural citizenship" based on education for diversity, and an "environmental citizenship" based on education to inhabit the Earth with wisdom.

2 INITIATIVES PROMOTING COEXISTENCE THROUGH EDUCATION FOR CITIZENSHIP

2.1 The plans and projects in Andalusia

The Autonomous Region of Andalusia has developed a series of actions which contribute to the Education for Citizenship, as they pay attention to democratic values, the battle against violence, the pursuit of human rights, or the unceasing commitment of living in an increasingly pluralistic society. One of the main areas where the Andalusia's Consejería [Local Government Ministry] of Education acts is the Culture of Peace and Non-violence, around which has been generated a series of legal, educational, research, etc. tools. This, coupled with concerns about school coexistence and the actions taken with the support of the Andalusian School Board, embraces a broad network of great interest.

Figure 1 outlines the main actions and contributions undertaken by both Andalusia's Consejería [Local Government Ministry] of Education and the School Board in the field of Culture of Peace and Non-violence. First, there is the presentation of the Andalusian Plan of Education for the Culture of Peace and Non-violence, which dates back to 2002 and which shares many of the principles that inspire the culture of citizenship in schools.

In the Order of July 25, 2002, Andalusia's Consejería of Education made public their Plan of Education for the Culture of Peace and Non-violence, which revealed the intention of the Consejería of Education to join the movement advocated by the UNESCO to see the following objectives fulfilled:

> *"A fairer and more tolerant Andalusian society; to encourage peaceful realities within itself and with the other peoples with whom they live; and collaborate with all those who have decided to join and participate in building a programme that respects the lives and dignity of every person without discrimination or prejudice; rejects all forms of violence; cultivates generosity to put an end to exclusions and injustices; defends dialogue, preserves the planet by promoting responsible consumption and a balance of natural resources; and helps the full participation of everyone under democratic principles" (Andalusian Plan, 2002).*

The Culture of Peace had been defined in 1999 in the Declaration and Action Programme adopted by the UN General Assembly as "*a set of values, attitudes, traditions, behaviours, and lifestyles aimed at achieving goals in eight areas:*

- *Culture of peace through education.*
- *Sustainable economic and social development.*
- *Respect for all human rights.*
- *Equality between men and women.*
- *Democratic participation.*
- *Understanding, tolerance, and solidarity.*

- *Participatory communication and free flow of information and knowledge.*
- *International peace and security.*" (Andalusian Plan, 2002).
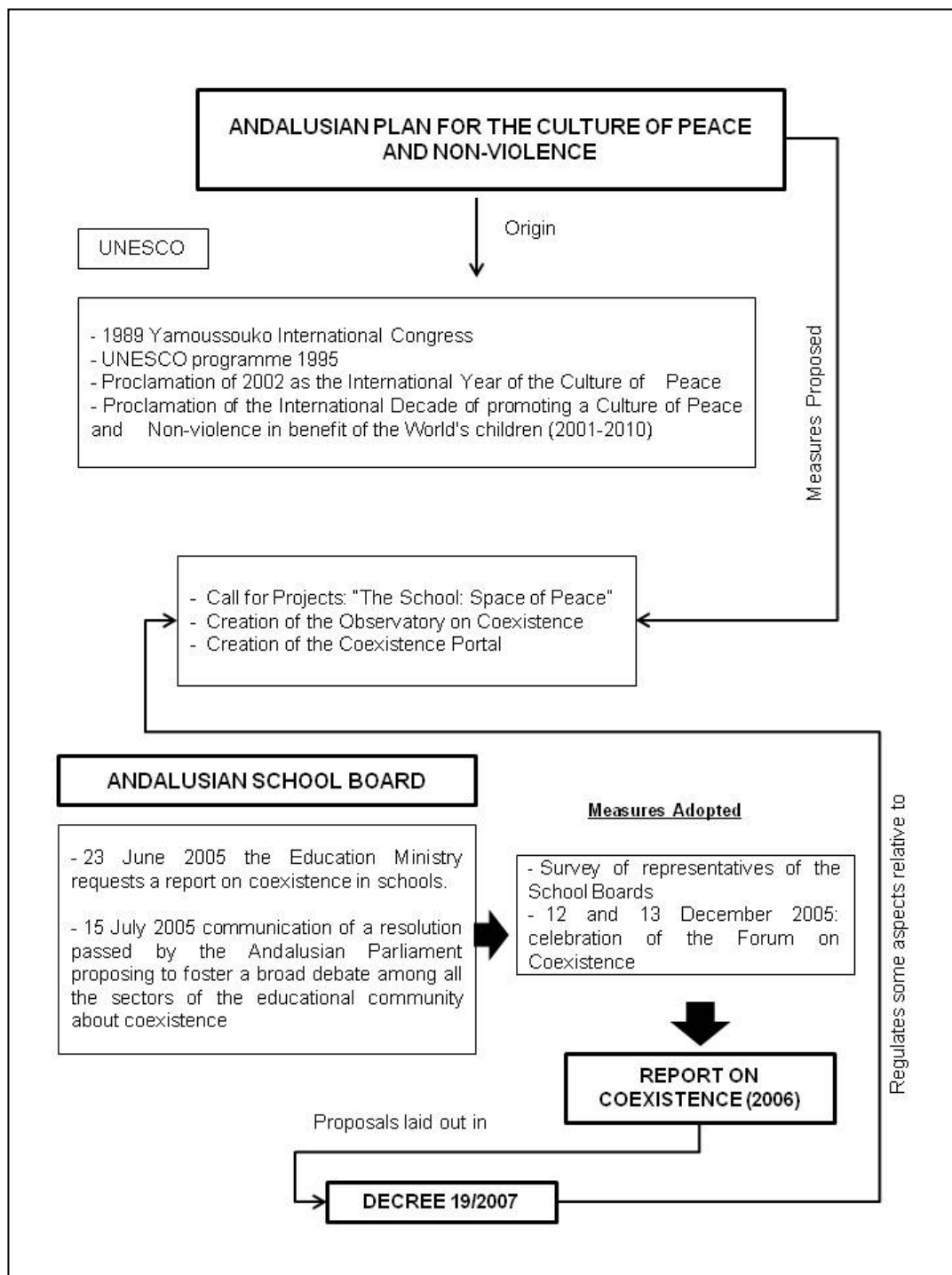

Figure 1. Actions carried out in the field of coexistence, the Culture of Peace and Non-violence.

This culture is understood in the Andalusian Plan (2002) as "*a culture of social harmony based on the principles of freedom, justice and democracy, tolerance, and solidarity that rejects violence; and seeks to prevent the conflict at its root and to resolve problems through dialogue and negotiation; and guarantees everyone the full exercise of all rights and the means to participate fully in the development of their society.*"

With this conception, education appears as a key tool for the development of this culture through action in four areas:

a) The learning of democratic citizenship.
b) Education for peace, human rights, democracy, and tolerance.
c) Improving school coexistence.
d) Preventing violence.

The first one is aimed at the "*formation of responsible citizens by providing the necessary knowledge and skills to enable an active participation; creating opportunities for dialogue and reflection, non-violent resolutions of conflicts, and areas for consensus, communication and interaction that raise awareness of the rights and duties of everyone, of the rules of behaviour and shared values, as well as the implicit ethical issues in action as well as current issue*s" (Andalusian Plan, 2002).

Education for peace, human rights, democracy, and tolerance "*allows not only the acquisition of essential knowledge about society and the best way to participate in it (learning to live with oneself, with others, and with nature), but also requires the acquisition of the knowledge and strategies of transformation, to be driven by new values, socially constructed, that creatively respond to new issues raised in the present and in the future*" (Andalusian Plan, 2002). Thus, education for peace, human rights, democracy, and tolerance is considered as the essential target of the right to education.

Improvements in coexistence are considered to be a result of the organization of the school like a true community in close relation with the environment which surrounds it, where cooperation and shared responsibility facilitate the favourable resolution of conflicts. With respect to the prevention of violence, this has to involve all members of the educational community and society as a whole in implementing global education programmes for peace, to promote the development of social and communication skills, learning and practising the different techniques of peaceful resolution of conflicts, and the development of emotional intelligence.

Thus, a series of goals of the Andalusian Plan of Education for the Culture of Peace and Non-violence has been defined, together with a variety of measures and actions aimed at achieving them. All this is reflected in Figure 2.
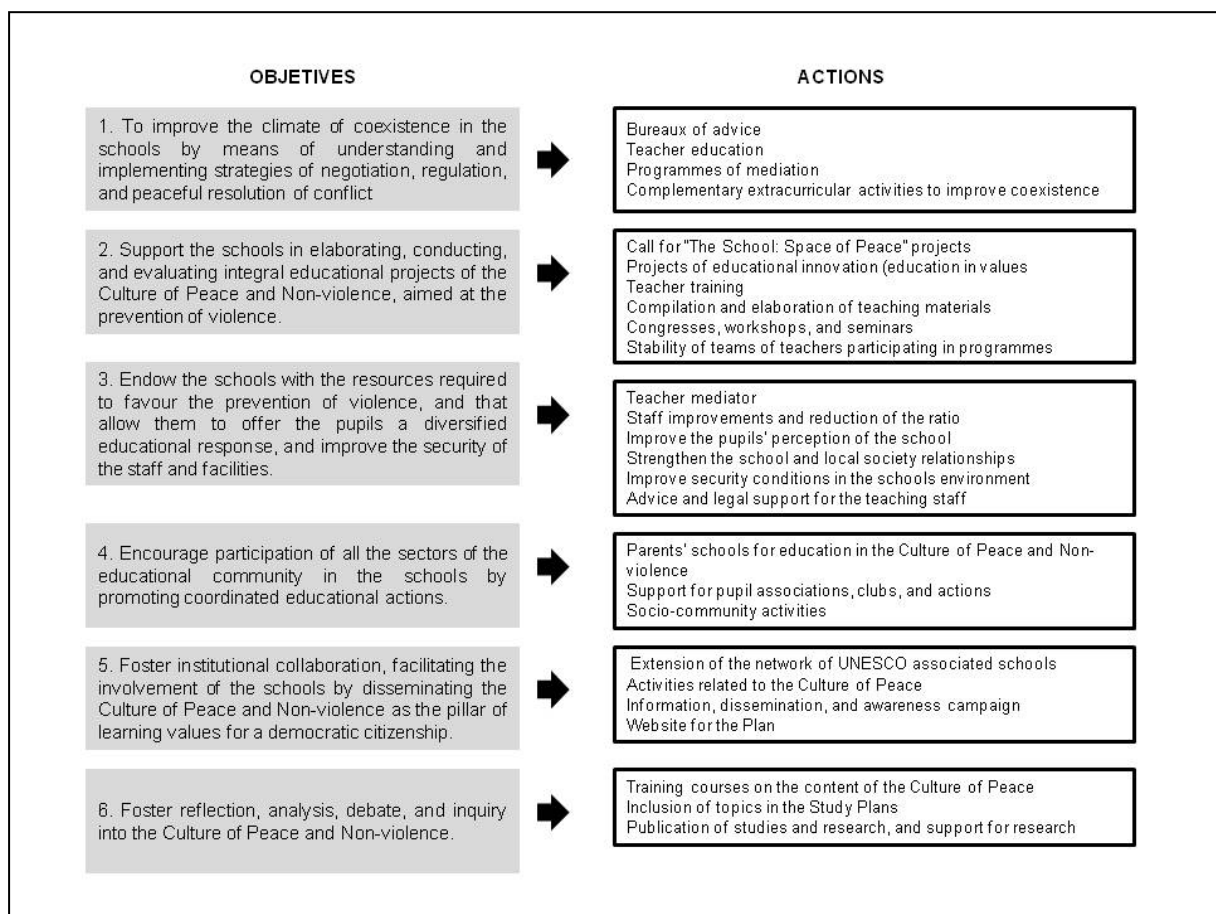

Figure 2. Objectives and Actions of the Andalusian Plan (2002).

Among the proposed actions one might highlight the call for projects denominated "The School: Space of Peace", which first appeared in the academic year 2002/03, and is aimed at promoting and supporting projects related to the objectives of that plan, in which the school is collectively involved. In this way, the Space of Peace School Network is being constituted, comprising schools that explicitly work on developing a culture of peace. An interesting fact about it is the increase in schools participating in this initiative, since, in the period between 2002 and 2009, the number of schools increased fivefold, from 300 to 1600. To support the project, the awards for Promotion of the Culture of Peace and School Coexistence were created, which set out the best practices in the school environment in promoting the culture of peace, the integral formation of pupils, and the peaceful resolution of conflicts.

Another initiative worth highlighting consists in the exchange of experiences and good practices through conferences, seminars, and networking. The idea was, through seminars in the school itself or open to various schools, to try to involve teachers in positive coexistence experiences, forming networks to share experiences, problems, and solutions. One of these initiatives was the "Más allá de las palabras/Beyondwords" which brought together in Martos (Jaén) in November 2004 fifty European teachers under the European Socrates-Comenius project aimed at fostering transnational projects in the field of teaching. One of the conclusions of the meeting was that education systems play a crucial role in the recovery of democratic values.

As reflected in Figure 1, after the promulgation of the Andalusian Education Plan for the Culture of Peace and Non-violence, it was the Andalusian School Board which took the initiative in developing actions on school coexistence. Thus, the Andalusian School Board, as the highest organ of democratic participation in the programming of the teaching at non-university levels in the Autonomous Region, focused its attention for the academic year 2005/06 (date of the celebration of the European year of citizenship through education) on school coexistence. In order to prepare a report on coexistence in Andalusian schools, there were two actions set out:

- Conducting a survey, directed at the representatives of the School Councils of all Andalusian schools, aimed at revealing in a direct way, through their own experiences, perceptions, and data, the actual state of the climate of coexistence within the schools.

- Celebration in Granada, on the days 12 and 13 December 2005, a forum on school coexistence, aimed at the members of the various sectors of the Andalusian educational community, and which included the participation of experts and teaching professionals who had developed experiences in schools in the Region.

Thus, in February 2006 the report was presented which established a set of considerations, suggestions, and proposals aimed at improving school coexistence. The results of the survey and the reflections made in the forum, as described in the above report, coincided with the analysis of the situation that had been given in the document, thus fully validating so the specific proposals for improvement that the report had expressed. These proposals can be summarized as follows:

1. Establishment of a specific legislation on the subject
   - Decree on Coexistence.
   - Orders on Orientation and Tutoring for primary & secondary.

2. New figures to improve coexistence in schools
   - Development of an annual Coexistence Plan in all schools, forming part of the School Project.
   - Creating the Coexistence Classroom, conceived as an alternative to expulsion.
   - Promotion of school mediation.
   - Implementation of the Roadmap for Equality in Education for Men and Women, in order to combat violence against women.
   - Creating Provincial Coexistence Cabinets, responsible for advising schools on specific activities and promoting and coordinating mediation networks.

3. Specific attention to schools
   - Increase in support teachers.
   - Low ratio of pupils per classroom in those schools where it is necessary.
   - Content and specific actions aimed at improving the coexistence in the classroom.

4. Tutorials and Guidance
   - Preferential attention to those schools that require it, directing to them the resources needed.
   - Incorporation with the Guidance Service of Social Educators, in both primary and secondary.

5. Support for the families
   - Creation of the parents' delegate.

6. Promoting the culture of peace and non-violence
   - Extension of the School for Peace and Non-violence programme.
   - Education in values for citizenship.

7. Support for teachers, training, counseling, and legal assistance
   - Teacher training.
   - Legal assistance for the collective.
   - More teaching materials and resources.
   - Campaigns of awareness and information.

8. Improvement in information channels
   - Provision for the entire school community of the telematics service and free telephone for information and counseling.
   - Mandatory for all schools to record behaviour and corrections through the Seneca System.
   - Creation of an Observatory for School Coexistence, oriented to the permanent diagnosis of the state of coexistence in schools.
   - Development of an annual report that, depending on the data collected, serves to put proposals to the Administration (Andalusian School Board, 2006:115 -116).

The first and foremost of the proposals is the establishment of specific regulations on the topic. There hence was set out the Decree 19/2007, January 23, adopting measures to promote the Culture of Peace and the Improvement of Coexistence in Schools maintained with public funds. Figure 3 presents the main content of this Decree.

Under this Decree, there have been experiences more or less institutionalized, with support from the educational Administration, but also often at the initiative of groups of innovatively committed teachers. Many of them have been under their School's Annual Plan, where a number of programmes such as "Reception and Transit Programmes" are set out, which include activities that promote school adjustment and the transition from primary to secondary education. Other example are the "Reception Programme of the 2nd cycle of Primary Education" which includes activities and organizational measures, and timetables for a gradual adaptation to the school context, and the "Transit Programmes of Primary and Secondary Education" which are developed during the third cycle of primary education, especially in the 6th year and in the first quarter of the 1st year of secondary education.

The Coexistence Plan must also be mentioned. This is the document which, prepared with the support of the entire school community, contains basic guidelines which regulate coexistence in the school. It includes the creation of Coexistence Classrooms. Although designed as spaces for reflection and education, they are the true backbones of coexistence in schools. In them, the pupil, after a process of reflection and commitment, is guided towards such instances as orientation, mediation, or workshop skills. They have often become places with a teacher on duty to attend to pupils who have been expelled from their own classroom. Another key teaching tool is the Plan of Guidance and Tutorial Action (POAT). This articulates the actions of the teaching teams and the school as a whole to promote the values of coexistence and solidarity characteristic of a democratic society. Tutors are recognized as having a number of important roles in the promotion of school coexistence. These are regulated by the Decree 200/97, which establishes the Organic Regulation of Secondary Schools (IESs) in Articles 52 and 53, and by the Decree 201/97 which establishes the Organic Regulation of Pre-primary and Primary Schools (CEIPs) in its article 36. In the POAT framework, a shared tutorials formula has been tested. This consists of tutorial action plans intended for "disruptive" pupils through continuous intervention with personal, family, social, and academic orientation techniques. In particular, the Shared Tutoring Project was designed for pupils with a negative school history, school objectors, or "frequent disrupters", for whom traditional integration measures had failed. Its primary

objective was to improve behaviour and academic performance by associating pupils with this profile with a teacher who has no tutorial duties who acts as an adviser and gives personalized guidance, and has come to be called the "second tutor".

Decree 19/2007, of 23 January, adopting measures to promote the Culture of Peace and Improving Coexistence in Schools supported by public funds (BOJA, 2 February 2007)

TITLE I PRINCIPLES AND GENERAL PROVISIONS

CHAPTER I
- Principles of action
- Objectives
- Measures

TITLE II ACTIONS IN SCHOOLS

CHAPTER I Promotion of coexistence in schools
- Plan of coexistence
- Coexistence Commission
- Coexistence classroom

CHAPTER II Tutoring and guidance

CHAPTER III Monitoring and security measures in schools

TITLE III NORMS OF COEXISTENCE

CHAPTER I General provisions
- Elaboration of the norms of coexistence
- Educational and preventive measures
- Commitment to coexistence (family – school)
- General principles of correction and of disciplinary measures

CHAPTER II Behaviour contrary to coexistence norms, and its correction

CHAPTER III Behaviour seriously prejudicial for coexistence, and its correction

CHAPTER IV Procedure for imposing corrections and disciplinary measures

CHAPTER V Procedure for imposing disciplinary measures of change of school

TITLE IV RESOURCES AND SUPPORT FOR THE IMPROVEMENT OF COEXISTENCE

CHAPTER I Action protocols

CHAPTER II Human resources

CHAPTER III Training

CHAPTER IV Integral projects "The School: Space of Peace"

CHAPTER V Campaigns and materials

TITLE V COORDINATION, MONITORING, AND EVALUATION

CHAPTER I Provincial bureaux of advice on school coexistence

CHAPTER II Provincial commissions of monitoring school coexistence

CHAPTER III Evaluation

TITLE VI OBSERVATORY FOR SCHOOL COEXISTENCE IN ANDALUSIA

CHAPTER I Nature, purpose, and attributions

CHAPTER II Organization

Figure 3. Scheme of the Decree for the Promotion of the Culture of Peace and the Improvement of Coexistence (2007)

To all these initiatives, we must add the "Educative Programme for the Prevention of Bullying". Once more organized by Andalusia's Consejería [Local Government Ministry] of Education, following the SAVE model, it is an awareness campaign aimed at informing and making the general public aware of the importance of stopping bullying among pupils. It includes a free 900 hotline dedicated specifically to the problem of abuse and bullying in school, as well as other campaigns in newspapers, or through information leaflets for the school community.

2.2 The role of municipal institutions

In some cases, programmes have been implemented with the intervention of the municipal authorities. The collaboration of these different institutions allows the expansion of resources. In the case of municipalities, the socio-educational services can be made available depending on the needs of the schools, and is coordinated in the framework of the Municipal School Board.

An instance is the case of Lucena (Córdoba). Here, in the "External Municipal Programme of Intervention for Disruptive Pupils", an inter-school network was created formed by 17 schools. One resource of this type of project has been the external monitors provided by the Town Council. The project consists of a Municipal Truancy Committee including the Council's education delegates, Social Services, heads of the schools, the schools' guidance and social services staff, and the School Inspectorate. Also a Subcommittee of Disruptive Behaviour was created which includes Town Councillors, heads of the high schools, the Provincial Office of Education, and a technician from the Social Services delegation.

It also has a series of monitors hired by the Town Councils to perform activities with the pupils in an attempt to "correct inappropriate behaviour and to reduce the risk factor that expulsion from the school

involves". For this, activities are carried out that "connect the programme's work with the school curriculum so that in the future they can take it up again, at a minimum, through a PCPI (Programme of Initial Professional Qualification)". This involves working with socio-emotional skills through occupational activities such as yoga, gardening, theatre, drawing, photography, bicycle recycling, cooperative games, etc. This is complemented by educational support in mathematics and language, and includes attention for the families twice a week in the evening, understanding the programme as being a preventive and assistance measure.

Other municipalities have implemented, within the framework of the Municipal School Board, similar programmes such as "bureaux of advice on coexistence" or "commissions of socio-educational intervention", which aim to create a space for coordination of the social agents involved in social-school risk situations (truancy, school failure, problems of coexistence, family abandonment, etc.). Their aim is to channel demands, give continuity to training for employment of minors, and sensitizing the community with regard to the detection and reporting of these situations.

3   THE PROMOTION OF COEXISTENCE THROUGH PARTICIPATION

One of the initiatives to promote coexistence that has been tested in some schools has been to link pupils and their families to school life through participation. Many IESs and CEIPs have taken steps in this direction with the idea that coexistence is neither just an academic matter nor strictly to do with school, but affects education in its widest dimension, and requires measures to link the social environment to school life. The target was to achieve peaceful and democratic coexistence, encouraging communication and participation of all members of the educational community, thereby improving interpersonal relationships. This can be understood as a matter of citizenship for coexistence and education in values that affects all organizational and curricular areas: Educational Project, Curriculum Project, Annual General Programming, ROF (Regulation of Organization and Functioning), Tutorial Action Plan, complementary and extracurricular activities, mediation to resolve conflicts, and, which is more interesting, working methods in the classroom. The approach is to promote teamwork and the effective participation of the entire educational community, as taking part requires involvement, collaboration, and participating in activities and projects, and this means giving prominence to pupils and their families.

One of the ways for the pupils and their families to participate in school life has been the development of rules of coexistence, especially in the chapters of the ROF that affect the rights and duties of pupils and teachers. Experience shows that the imposed rules are more often breached, since they encourage an attitude of either obedience or rebellion. Another major reason for participation is that one of the targets of education is to form persons who are critical, who are able to look clearly at reality and its problems, since participation in the development of the rules helps the pupils to find solutions through deliberation and promotes their self-regulation. But this dynamic of participation and finding solutions can only be learnt with practice, as one learns to participate by participating.

A recent empirical study (Mager & Nowak, 2012) on the effects of the participation in decision-making at school found moderate evidence of positive effects of the pupils involvement on their social skills and self-esteem, on their exercise of democratic citizenship, as well as on their relationships with adults at the school. This study also found limited evidence of positive effects on academic achievement.

To encourage participation, it is necessary to endow it with permanent spatial and temporal structures, with an agenda, so as to allow there to be a stable and planned, rather than just a one-off, climate of communication and coordination. Some of these structures are the Coexistence Committee, the Board of Delegates, the School Assembly, etc. Some schools have worked on participation within the Space of Peace School Network, and commissions have been established to encourage the participation of pupils and their families. Another area of activity has been the involvement of the families in the Parents Schools, incorporating the figure of the collaborating father or mother and working on the communication between parents and their children.

All this requires decentralizing responsibilities and supporting decision-making, creating figures and tasks, and giving greater cohesion to the group-class, working on self-esteem, on accepting rules and sharing values, and taking into account that adolescents have a greater capacity to reflect and accept responsibility when their teachers support them. Ultimately, it is a matter of implementing a series of

measures to make participation a reality in the regular functioning of the school. Changes are only effective when they are institutionalized, i.e., when the necessary structures are created, and are accepted by all those involved through the testing by a certain number of people of the goodness of those changes. It is important to provide schools with these institutionalized structures so that they can be accepted and really helpful.

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