

# PATHWAYS TO CITIZENSHIP EDUCATION: PORTUGAL'S VISION IN THE INTERNATIONAL CONTEXT

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The opinions expressed are the author's responsibility, reflect her perspectives  
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# CONTENTS:

CHAPTER 1: OUR VISION . . . . .	4
<b>1.1. CURRICULUM:</b> How do we organize teaching? . . . . .	7
1.1.1. <i>Standalone subject, carrier subject and whole-school approach</i> . . . . .	7
1.1.2. <i>The name of the subject</i> . . . . .	9
1.1.3. <i>Curriculum creation: Creating a widely accepted curriculum</i> . . . . .	9
1.1.4. <i>The importance of quality resources</i> . . . . .	10
1.1.5. <i>Raising awareness</i> . . . . .	11
<b>1.2. PEDAGOGY AND ASSESSMENT:</b> How can we teach Citizenship Education, empower learners and how do we know whether they are making progress? . . . . .	13
<b>1.3. TEACHER EDUCATION AND TRAINING:</b> How can we prepare teachers for taking the role of Citizenship Education facilitators? . . . . .	17
<b>1.4. MONITORING OF POLICY EFFECTIVENESS:</b> How do we know if we are moving towards Citizenship Education goals? . . . . .	20
CHAPTER 2: HOW DOES PORTUGAL DESIGN ITS CITIZENSHIP EDUCATION . . . . .	22
<b>2.1. MAIN DOCUMENTS OF REFERENCE</b> . . . . .	23
2.1.1. <i>Student's Profile at the end of the compulsory education</i> . . . . .	23
2.1.2. <i>The Plan for Essential Learning</i> . . . . .	23
2.1.3. <i>National Strategy for Citizenship Education</i> . . . . .	24
<b>2.2. CURRICULUM AND IMPLEMENTATION</b> . . . . .	25
<b>2.3. PEDAGOGY AND ASSESSMENT</b> . . . . .	27
<b>2.4. TEACHER EDUCATION AND TRAINING</b> . . . . .	27
<b>2.5. SCHOOL EVALUATION</b> . . . . .	28
CHAPTER 3: COMMONALITIES AND WHERE THE FUTURE JOURNEY COULD GO . . . . .	29
<b>3.1. CURRICULUM</b> . . . . .	29
<b>3.2. PEDAGOGY AND ASSESSMENT</b> . . . . .	30
<b>3.3. TEACHER EDUCATION AND TRAINING</b> . . . . .	31
<b>3.4. MONITORING OF POLICY EFFECTIVENESS</b> . . . . .	32
CONCLUSION . . . . .	34

## APPENDICES

<b>Appendix I</b>	The components of PASEO
<b>Appendix II</b>	Commonalities between international recommendations and Portuguese policies and practices

## SHORTCUTS

<b>GCE</b>	Global Citizenship Education
<b>EDC/HRE</b>	Education for the Democratic Citizenship and Human Rights Education
<b>EU</b>	European Union
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>AE</b>	Aprendizagens Essenciais (Plan for Essential Learning)
<b>PASEO</b>	Perfil Dos Alunos À Saída Da Escolaridade Obrigatória (Student's Profile at the End of Compulsory Education)
<b>CCPFC</b>	Continuing Education Scientific-pedagogical Council
<b>IGEC</b>	Inspectorate-General of Education and Science
<b>DGEEC</b>	Directorate General for Education and Science Statistics
<b>IAVE</b>	Institute of Educational Assessment
<b>PISA</b>	Programme for International Student Assessment

## TABLES

<b>Table 1:</b>	The 20 Competences for the Democratic Culture
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## FIGURES

<b>Figure 1:</b>	Implementation of Citizenship Education in multiple forms
<b>Figure 2:</b>	Curriculum
<b>Figure 3:</b>	Pedagogy and Assessment
<b>Figure 4:</b>	Teacher education and training
<b>Figure 5:</b>	Monitoring of policy effectiveness
<b>Figure 6:</b>	Citizenship Education areas in Portugal

# CHAPTER 1: OUR VISION

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The way we organize learning and teaching today and the emphasis we put on the power of education may shape the society we will live in tomorrow. Even though the results of interventions made now might not be visible immediately, they may create a reality for future generations.

In an increasingly interconnected world, a need to develop respect and appreciation for diverse cultures, beliefs, and perspectives becomes gradually more important. The information age requires us to think critically, filter misinformation, and know how to protect our privacy. Simultaneously, the urgent issue of climate change requires us to emphasize responsible behavior and understand the consequences of our actions. Moreover, the essential part of every classroom should center on learning to respect human rights and dignity.

In the fast-changing world, the demands of learning and teaching change at a faster pace; therefore, education also needs to be adjusted accordingly (UNESCO, 2021). In order to tackle current challenges, it is important to focus on theoretical knowledge, as well as practical competences, and emphasize fostering essential skills, attitudes, and values (Council of Europe, 2018a). This also means moving away from a narrow focus on individual success and instead embracing collaboration, inclusion, and the well-being of society (UNESCO, 2021).

What is described above could be defined as a gap between individuals and society, posing the challenge of meeting their interests simultaneously. One of the component dimensions of teaching and learning that aims to fill this gap is *citizenship education*. This umbrella term encompasses an approach that aims to cultivate various competences that we want young people to develop to be able and feel empowered to play a positive, responsible, and active part in society.

Citizenship education includes a wide range of topics, from theoretical, cognitive, and soft skills development to valuing human rights, diversity, and democracy. Due to the wide range of topics and concepts involved, it is sometimes challenging to arrive at common ground. The explicit formulation of the objectives might narrow the terms, goals, and outcomes. Hence, a consensus on its interpretation has not yet been reached (European Commission/EACEA/Eurydice, 2016).

However, to be able to evaluate the current situation, create shared goals, and track progress, having some definitions is essential. Therefore, literature often narrows down the topics and concepts of citizenship education to better clarify and understand their meaning. The terms described in the literature that this work refers to the

most often are Global citizenship education (GCE) (Education Above All, 2012; Skirbekk et al., 2014; UNESCO, 2014) and Education for the Democratic Citizenship and Human Rights Education (EDC/HRE) (Council of Europe, 2018c, 2018b, 2018a; Tibbitts, 2015).

UNESCO (2014) defines **Global citizenship education** as

*“a framing paradigm which encapsulates how education can develop the knowledge, skills, values, and attitudes learners need for securing a world which is more just, peaceful, tolerant, inclusive, secure and sustainable.,”*

Another definition is given by the **Charter on Education for Democratic Citizenship and Human Rights Education (EDC/HRE)**, which defines **Education for Democratic Citizenship** as

*„education, training, awareness-raising, information, practices, and activities which aim, by equipping learners with knowledge, skills, and understanding and developing their attitudes and behavior, to empower them to exercise and defend their democratic rights and responsibilities in society, to value diversity and to play an active part in democratic life, with a view to the promotion and protection of democracy and the rule of law, “*

and **Human Rights Education** as

*„education, training, awareness raising, information, practices and activities which aim, by equipping learners with knowledge, skills, and understanding and developing their attitudes and behavior, to empower learners to contribute to the building and defense of a universal culture of human rights in society, with a view to the promotion and protection of human rights and fundamental freedoms.“*

Although there may be slight differences in the definitions and the scope of competences they cover, they share a common approach regarding how they can be taught and what policies can be implemented to reach the learning goals.

Furthermore, despite the diverse topics covered in citizenship education, they all share a common characteristic of extending beyond theoretical knowledge.

To illustrate what can be understood under the term “competence,” Table 1 describes the Competences included in the model of competences for the democratic culture introduced by the Council of Europe (2018a). This framework defines 20 competences grouped into four subcategories: **Knowledge and cultural understanding, attitudes, skills, and values.**

### Competences included in the competence model:

<b>Values</b>	<ul style="list-style-type: none"><li>▪ Valuing human dignity and human rights</li><li>▪ Valuing cultural diversity</li><li>▪ Valuing democracy, justice, fairness, equality and the rule of law</li></ul>
<b>Attitudes</b>	<ul style="list-style-type: none"><li>▪ Openness to cultural otherness and to other beliefs, world views and practices</li><li>▪ Respect</li><li>▪ Civic-mindedness</li><li>▪ Responsibility</li><li>▪ Self-efficacy</li><li>▪ Tolerance of ambiguity</li></ul>
<b>Skills</b>	<ul style="list-style-type: none"><li>▪ Autonomous learning skills</li><li>▪ Analytical and critical thinking skills</li><li>▪ Skills of listening and observing</li><li>▪ Empathy</li><li>▪ Flexibility and adaptability</li><li>▪ Linguistic, communicative and plurilingual skills</li><li>▪ Co-operation skills</li><li>▪ Conflict-resolution skills</li></ul>
<b>Knowledge and critical understanding</b>	<ul style="list-style-type: none"><li>▪ Knowledge and critical understanding of the self</li><li>▪ Knowledge and critical understanding of language and Communication</li><li>▪ Knowledge and critical understanding of the world: politics, law, human rights, culture, cultures, religions, history, media, economies, environment, sustainability</li></ul>

**Table 1:** The 20 competences for the democratic culture (Council of Europe, 2018a)

A minor concern arises regarding whether values should be actively "taught" and, if so, which values are fundamental for achieving shared well-being. The model highlights specific values as crucial resources for addressing the challenges and expectations of democratic culture (Council of Europe, 2018a), among which valuing human rights is often considered the most essential.

This section summarizes the recommendations from international documents and academic literature on implementing citizenship education in schools and effectively developing citizenship competences in learners. Despite the various terms used, for simplicity, the umbrella term „*citizenship education*“ is adopted to cover the previously defined concepts.

## 1.1. CURRICULUM: How do we organize teaching?

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Regarding the curriculum and its integration into students' learning, citizenship education slightly differs from other subjects. The literature identifies three common approaches to its implementation, which are further discussed in the next section.

### 1.1.1. *Standalone subject, carrier subject and whole-school approach*

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The three most common ways of how citizenship education **is implemented** are (Figure 1):

1. **Standalone subject**
2. **'Carrier' subject/ cross-curricular subject/ transitory subject**
3. **Whole-school approach (included in the school culture and environment)**

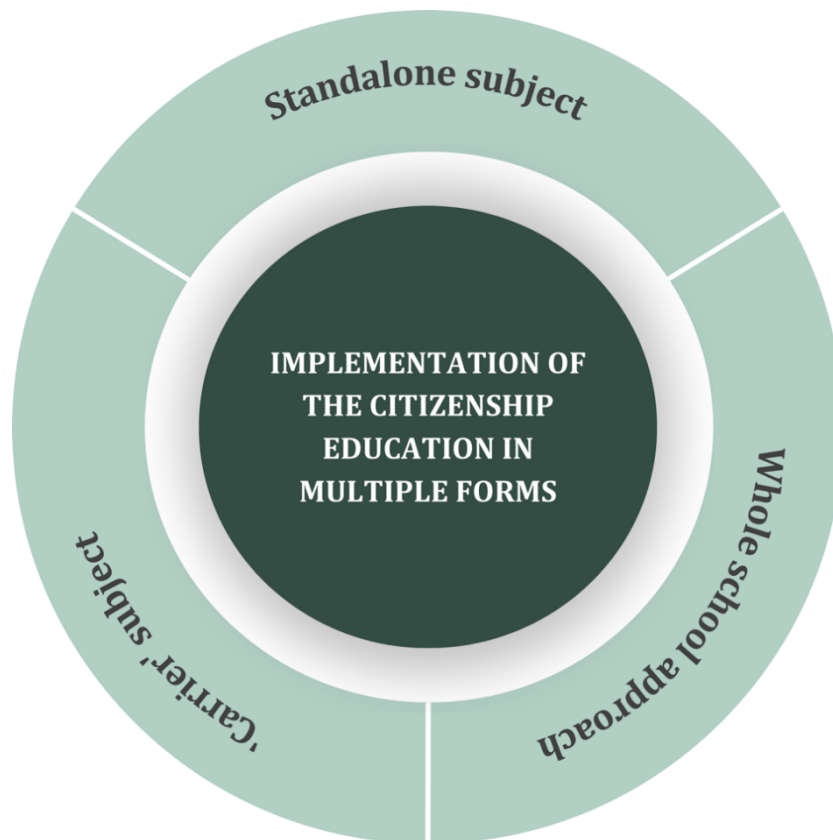
As a **standalone subject**, citizenship education is offered much like mathematics or language classes. This approach focuses primarily on developing citizenship competences, as described in the previous section. It is a clearly labeled subject with its place in the schedule. One advantage of clearly labeling the subject is that students might be more aware of what they are learning (Education Above All, 2012).

Suppose a country has specialized training for teachers in this area. In that case, the subject is taught by experts who possess knowledge of the subject's didactics and teaching methods and are more confident addressing sensitive topics. For the standalone subject, the learning can be monitored more easily as there is space for assessment to reflect the competences, monitor the progress, and better identify the gaps for improvement. A challenge might be finding additional slots in the timetable, which might sometimes be difficult (Education Above All, 2012).

The second approach involves incorporating citizenship education into other subjects, such as social studies, history, language, and religious studies (Tibbitts, 2015). In this case, citizenship education acts as a **'carrier' subject, cross-curricular, or transversal subject** (though there are slight differences in definitions of these terms, they all share the attribute of including the development of citizenship competences within other subjects). Since some competences are challenging to develop in isolation, incorporating citizenship education as a 'carrier' subject allows more accessible connections to real-life situations and other knowledge areas (Council of Europe, 2018c; Education Above All, 2012; Tibbitts, 2015). For example, citizenship education can be integrated into the language class, exploring how authors viewed various political and societal issues. It can also find application in the mathematics class by utilizing demographic data and drawing real-life implications

(Council of Europe, 2018c). This inclusion in other subjects might save some time, as there is no need to search for additional space in the schedule. However, it might also be the case that teachers do not allocate these topics in their subjects, either because they are not familiar with the ways of how to do it or because teachers who are not trained and supported sufficiently in the area of delivering and communicating sensitive topics may be discouraged from touching on specific areas due to insecurity about how to answer some students' questions or how to guide discussions. This concern might be multiplied by the lack of resources, such as reference materials. Moreover, the curricula of other subjects are often overloaded; therefore, it might be challenging to include additional topics. Contrary to the standalone subject, students might not be aware of the subject contents and curriculum they are following (Education Above All, 2012).

The **whole-school approach**, slightly different from the latter two, implements citizenship education through the school environment. This environment should be supportive and safe, respecting the well-being of all students and staff, and created collectively by everyone in the school (Education Above All, 2012). Moreover, the whole-school approach allows students to experience the democratic process and understand the vision of citizenship education (Council of Europe, 2018c). This might be achieved by prioritizing promoting human rights and supporting active engagement among students, teachers, school staff, and parents (Council of Europe, 2007). Lastly, such an environment emphasizes that citizenship education is not only the responsibility of specific teachers but rather a collective effort involving the entire school community and other stakeholders (Tibbitts, 2015).



**Figure 1:** Implementation of citizenship education in multiple forms



The whole-school approach could be strengthened by **parents' or caregivers' involvement** (European Commission/EACEA/Eurydice, 2017). While schools might take inspiration from parents' or caregivers' points of view, they may learn from school cooperation how to better engage in their children's learning journey and provide them with better support. Involvement can also be done in other ways, such as the participation of parents in school governance (Habbeger, 2008).

Another component of the whole-school approach commonly mentioned in the literature is **extracurricular activities**. Through this approach, students can develop their competences through the activities of their interest, such as volunteering, participation in youth clubs, sports and art activities, international networking, and others (Kerr et al., 2004).

### **1.1.2. The name of the subject**

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Education Above All (2012) highlights that one of the things to consider is a suitable subject name. Ideally, the name should motivate students and school staff while also being accepted by most stakeholders. Examples of such terms include citizenship education, peace education, human rights education, humanitarian education, life skills education, values education, or various combinations of these terms. Each of these terms might have its own set of advantages and disadvantages. For instance, the term "citizenship education," as referred to in this work, may be advantageous because it does not carry strong ideological undertones. On the other hand, a term like "peace education" might better represent the vision of creating a harmonious society but could be less sustainable in the long term<sup>1</sup>.

### **1.1.3. Curriculum creation: Creating a widely accepted curriculum**

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There is no single approach to curriculum development. However, there are specific recommendations and good practices. The curriculum creation may naturally vary from country to country, depending on the level of decentralization and autonomy of the schools. The Ministry or the Education Department has more control over the intended curriculum in more centralized systems. In contrast, in decentralized systems, the responsibility for curriculum development shifts more toward the regions or individual schools (Tibbitts, 2015).

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<sup>1</sup> For further discussion of the name of the subject see: Education Above All. (2012). *Education for global citizenship*.

*So, how can the curriculum be created so that it is effective in reaching existing goals, gains acceptance from various stakeholders, including, for example, marginalized groups, and remains viable in the long term?*

Designing a widely accepted curriculum and reaching its long-term viability are two goals that go hand in hand. Once the curriculum gains widespread acceptance, there will likely be reduced necessity for frequent changes (though periodic reviews and adjustments based on evolving educational needs might still be necessary).

Involving multiple stakeholders in the discussion process might lead to achieving its broad acceptance, as it can better shape the curriculum to meet diverse needs and perspectives (Tibbitts, 2015). Apart from the Board of Education, Ministry, curriculum developers, and education authorities at the local level, other stakeholders can be included, such as teachers, students, parents, NGOs, and marginalized groups (Council of Europe, 2019; Tibbitts, 2015). This approach will probably take more time, include some disputes, and be more difficult in terms of creating a consensus; however, once common ground is reached, this accepted vision of what should be taught at schools may contribute to making the curriculum more viable in the long-term (Tibbitts, 2015).

#### ***1.1.4. The importance of quality resources***

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The curriculum may and may not be accompanied by textbooks and other resources, such as teacher guides and assessment tools (Tibbitts, 2015). However, the lack of practical resources for teachers appears to be among the most frequently identified problems. Therefore, backing the subject with sufficient materials and inspiration could make teaching easier and more impactful (Council of Europe, 2019).

One of the tools that may accompany the teaching is textbooks. Nevertheless, whether they add value or inhibit the teaching and learning process depends on how these resources are used. Textbooks may enable consistent dissemination of the same content to a broad student population across a large geographic area, ensuring consistency of the information provided to students. They may reduce teachers' time on class preparation since the key competences and essential review questions can already be incorporated into the textbooks and ensure that students can access all the relevant themes (Education Above All, 2012). On the other hand, textbooks are closer to factual material, and if students are required to memorize the contents of textbooks by heart, it might hinder their learning outcomes. Referring to the competence model described in Chapter I, theoretical knowledge accounts for only a few competences. While textbooks can be valuable in saving teachers' time, they may hinder creativity when it comes to adjusting classes to students' specific needs and interests (Education Above All, 2012).

Also, the textbooks may reflect the views of particular authors (Education Above All, 2012). To address this issue, similarly to curriculum creation, involving a broader range of stakeholders in creating textbooks could help cover a broader scope of perspectives.

Stories, photographs, or illustrations can be a powerful tool to pass information to students in an interactive way and strengthen the power of textbooks. At the same time, the textbooks can be accompanied by guides for teachers with specific activities and training on how to use them in the form of seminars, courses, or workshops to better explain their implementation and use in the classroom (Education Above All, 2012).

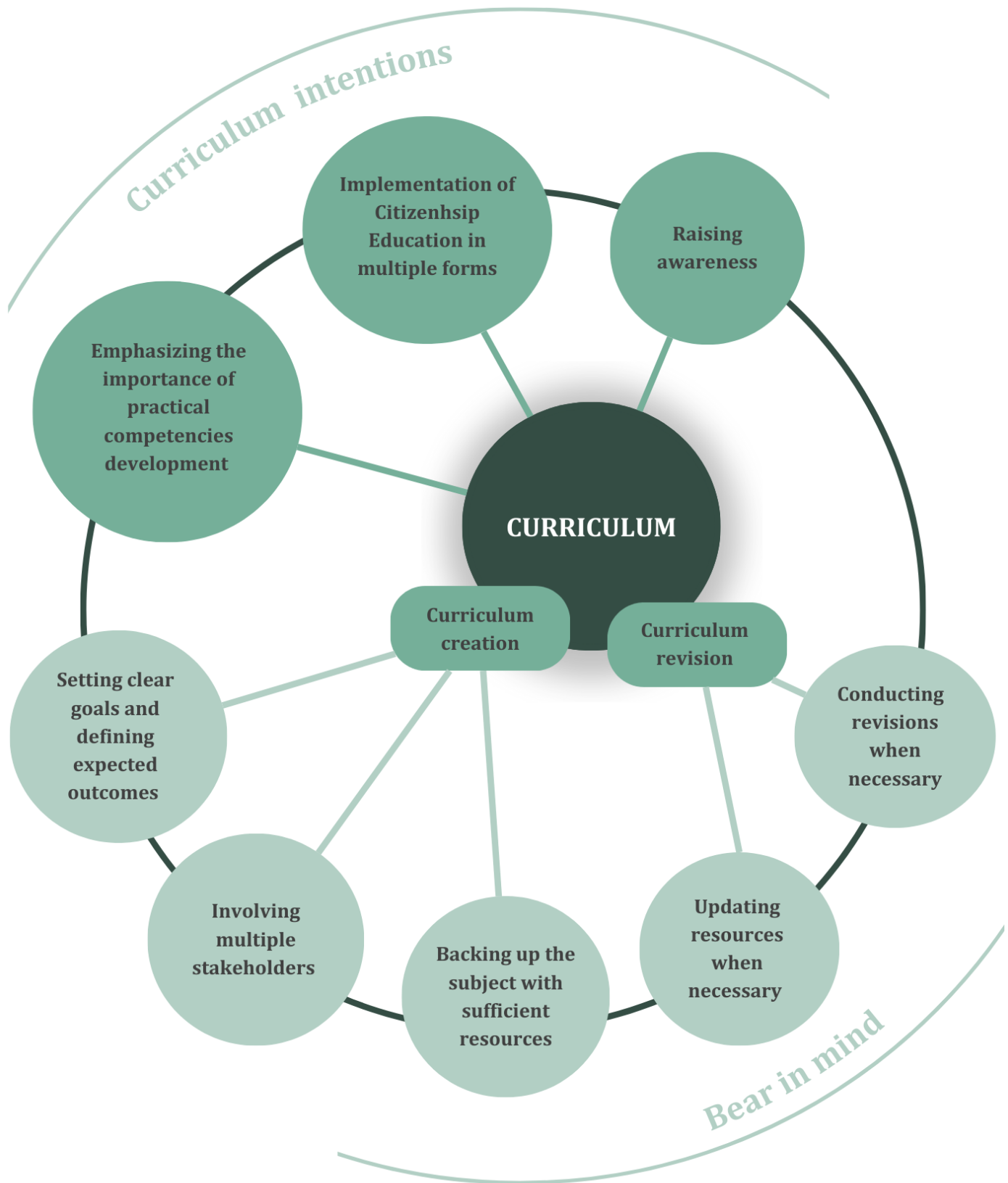
### **1.1.5. Raising awareness**

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The importance of developing citizenship competences is rising; therefore, there is a need for increased awareness of education in this area. The Council of Europe (2019) recommends making citizenship education a priority area, recognizing the actions of various stakeholders such as schools, teachers, or students in the field, and promoting examples of good practices (Council of Europe, 2019; Tibbitts, 2015).

Figure 2 visualizes the important things to remember while creating, implementing, and revising the citizenship education curriculum. In order to move from the theoretical concepts, it might be important to bear in mind the practical aspect of the subject, which might be fostered by its implementation in multiple forms. When creating a curriculum, setting clear objectives, goals, and outcomes developed in cooperation with multiple stakeholders, as well as backing up the subject with quality resources and implementing them properly in a classroom, might be among the main things to keep in mind. The involvement of multiple stakeholders might make the curriculum more viable; however, frequent revision of students' final and intermediate results might help motivate minor adjustments in the curriculum that help us navigate towards predefined goals and desired outcomes. Taking into consideration frequent changes in the topics that may be relevant, revising current resources and adding new ones might also be necessary.

Defining curriculum, teaching areas, and expected outcomes may be the first step toward student competences development. However, how educators implement the curriculum in the classroom, how they work with the resources that are made available to them, and how they assess citizenship education areas to empower learners and identify gaps for improvements is also important. The following section takes a step further into the classroom, discussing the implementation of the curriculum and looking at different pedagogical approaches and assessment principles.



**Figure 2: Curriculum**

## 1.2. PEDAGOGY AND ASSESSMENT: How can we teach Citizenship Education, empower learners and how do we know whether they are making progress?

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As described in the previous section, the student's theoretical knowledge comprises only a small part of the citizenship competences. To teach and develop citizenship competences, solely presenting theoretical knowledge might not be sufficient if students do not have a deep understanding of these concepts or do not know how to apply their knowledge in real life (Council of Europe, 2019; Tibbitts, 2015). For instance, previous research has shown that even though the importance of environmental education is widely recognized, despite its strong presence in the intended curriculum, students are sometimes not equipped with the knowledge on how to take action (UNESCO, 2021).

Acquiring these competences requires engaging the learner's whole being: **intellect, emotions, and experiences**. Therefore, education systems, schools, and educators are encouraged to prioritize students' active involvement in their learning journey and support the development of competences such as critical thinking and autonomy (Council of Europe, 2018a).

Also, even if we speak about teaching theoretical knowledge, the **classroom environment and how the teacher communicates this knowledge to students may implicitly transfer specific values**. For instance, imagine a classroom setup where the teacher conducts lessons solely by writing on the board and dictating factual information. In this scenario, the students act as the receivers, listening to the information forwarded to them by the teacher. However, the teacher might indirectly send the following message to the students: 'I have the knowledge; you will passively learn and follow.' Another example is when students are constantly required to work individually. In such situations, learners may tend to compete with each other rather than learn to cooperate and seek help when needed (Council of Europe, 2018a). Nevertheless, for teachers, engaging students' personalities such that they not only learn the theoretical facts but also develop competences that make them active and responsible citizens might be challenging (Education Above All, 2012).

One of the powerful ways to lock knowledge into pupils' memory is by **learning through participation and experience**, says George Moschos (Council of Europe, 2019). Examples of educational activities that engage students are real-life or simulated experiences through different activities such as games or community engagement. These enable students to develop respect, openness, or empathy competences. Additionally, activities that include making comparisons enable learners to be exposed to diversity while promoting respect and appreciation for different perspectives. Moreover, by allowing for more opportunities for action, students can learn to act, cooperate, and work together to reach specific shared goals.

Another example is providing space for analysis, where students can understand different concepts through discussions and inquiry-based methods. Additionally, activities such as keeping diaries and discussing experiences give opportunities for critical self-reflection. (Council of Europe, 2018c). Specific examples include

**community-based approaches, sports, and art-based practices.** The community-based practices might offer complementary learning paths for education by connecting learners to real-life experiences and their local and global communities. Art, music, foreign exchange programs, and foreign language studies are used to strengthen the ability for self-expression, appreciation of other cultures, and a shared sense of belonging. Sport and art-based activities offer opportunities for citizenship education outside of traditional classrooms. An individual can learn essential values like justice, tolerance, diversity, and human rights through sports. Sports can also be a tool for developing conflict resolution abilities and an appreciation of collaboration, fair play, social cohesion, and mutual understanding (UNESCO, 2014).

An example of inside-the-classroom activity that has been shown to be effective in developing citizenship competences is storytelling, which can be a powerful tool for engaging students' empathy. Stories can also represent a way of learning that engages the interest of students, at the same time as delivering relevant knowledge. As described in the previous section, the power of stories can be strengthened by photographs or illustrations showing real-life scenarios. Both can make a valuable addition to textbooks (Education Above All, 2012).

The Citizenship Foundation (2006) identifies six characteristics of effective learning: **Active, Interactive, Relevant, Critical, Collaborative, and Participative.** Together, these principles reflect the importance of learning by doing, teaching relevant content, and encouraging discussion, debate, group work, and cooperation.

- **Active learning** is a student-centered approach that engages learners in collaborative thinking and learning by doing. It can include small group discussions, role play, problem-solving, and project-based tasks, incorporating practical experiences aligned with citizenship education objectives.
- **Interactive learning** through discussion and debate allows students to enhance their understanding of others and express their views.
- **Relevant learning** means that citizenship education addresses current affairs and societal issues. This involves learning about real, relevant topics that impact students' personal and social lives, even if they are controversial and challenging to discuss.
- **Critical learning** aims at fostering critical thinking and the capability of analysis. Topics like media literacy gain importance as the media influence grows; therefore, it is important to encourage learners to think independently, question, and critically evaluate information they encounter during their everyday lives.
- **Collaborative learning** includes group activities that promote interactions with peers and other stakeholders, fostering openness and active listening.
- **Participative learning** requires a whole school approach mindset, where learners actively design and engage in their learning journey. Project-based learning, centered around their interests, allows them to explore, research, and present their findings.

Figure 3 summarizes some of the main principles to bear in mind concerning pedagogy and assessment. The importance of effective assessment is discussed in the following paragraphs.



**Figure 3:** Pedagogy and Assessment

**Assessment** plays a vital role for educators, as it helps them **understand where their students currently stand, track their progress, identify areas for improvement, and establish future learning objectives**. Also, it allows them to identify any specific learning challenges that students might have and help them **adjust the teaching approach** to overcome their difficulties. Moreover, it might influence teachers' and students' perspectives by emphasizing the importance of assessed curriculum areas. Lastly, it allows for **evaluating the effectiveness** of specific interventions, teaching programs, and practices to measure their impact on learning outcomes (Council of Europe, 2018c).

The assessment of citizenship education can also serve as a tool to empower learners to see and understand their progress and motivate them to address areas for improvement. However, assessments might have to meet certain principles, such as transparency and equity (Council of Europe, 2018c).

Understanding the link between teaching, learning, and assessment, it is important to ensure that students' assessment **incorporates all core dimensions of citizenship** (European Commission & Eurydice, 2005). One of the challenges might be the assessment across the various learning contexts, particularly when it is delivered as a ,career 'subject rather than a standalone one (European Commission, 2009); however, the assessment methods should also be able to consider implementation in other subjects and school environment. Nevertheless,

assessing specific competences like tolerance or trust might be more challenging (European Commission/EACEA/Eurydice, 2017).

Research indicates that assessing students' attitudes and skills is less common than assessing theoretical knowledge (Kerr et al., 2009). Traditional forms of assessment include, for example, testing. However, this might be insufficient to capture the full scope of citizenship competences (Council of Europe, 2018c), and traditional testing principles and citizenship education competences might even be contradictory, as students' performances in written tests may not reflect, for example, their contribution to the community (Mark, 2007).

Literature also suggests that the competences and learning outcomes can be better captured if they are assessed in real-life or at least close to real-life settings (European Commission, 2012). Such settings allow assessing competences in interactions (Pepper, 2011) and avoid separating them from their actual contexts, as these competences sometimes cannot be demonstrated in isolation (Scallon, 2007).

Such assessments might include investigations, projects, role plays, group work, interviews, diaries, or portfolios (European Commission, 2012). For instance, long projects can demonstrate various skills such as decision-making, problem-solving, self-reflection, etc. (Barrett, 2016). Portfolios provide a means of monitoring students' performance over a more extended period, giving more assessment opportunities and providing a more complex picture of the student's citizenship competences (European Commission, 2012). Regardless of whether citizenship education is assessed as a standalone or a 'career' subject, using multiple assessment methods is recommended (Council of Europe, 2018c).

Assessment does not have to be solely conducted by teachers; it can also involve peer or student self-assessment. The benefits of the latter two approaches are that learners gain a deeper understanding of the assessment criteria and what is expected from them (Council of Europe, 2018c).

Without employing the teaching methods described in the previous paragraphs, even a well-designed curriculum might not ensure the desired learning outcomes. However, it might be challenging to discuss sensitive topics, engage students' whole being, and assess competences when delivered in different forms, such as the whole-school approach. The following section discusses how we can support teachers as central players in delivering citizenship education in their classrooms and how to prepare them for such a role.



### 1.3. TEACHER EDUCATION AND TRAINING: How can we prepare teachers for taking the role of Citizenship Education facilitators?

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Teachers play an important role as facilitators of citizenship education within schools, as how they design their teaching and implement it in the classroom can influence students' learning outcomes (Brett et al., 2009).

Brett et al. (2009) created guidelines for teachers, aiming at supporting their work of implementing citizenship education in their classrooms and within their schools. These guidelines identify the most important competences teachers should possess and offer recommendations on how they can effectively design their teaching.

Firstly, Brett et al. (2009) state that **teachers should possess a deep knowledge of the subject**, including understanding the purpose and importance of citizenship education and the competences students are expected to acquire. They should also understand the differences, advantages, and disadvantages between the standalone and 'career' subject and the whole-school approach.

The second dimension is the **ability to implement citizenship education within the classroom**. The teacher should be able to design students' learning journey effectively and in accordance with their needs, frequently conducting discussions and revisiting the existing curriculum.

Furthermore, **teachers should be proficient in developing students' competences while teaching citizenship education as a standalone subject and 'career' subject, as well as in the form of the whole-school approach**, including teaching sensitive topics. This competency goes hand in hand with the capability to establish an environment built on trust, openness, and mutual respect, where students feel comfortable discussing various topics and are supported in their active participation in the community.

Lastly, **teachers might need to possess abilities for self-reflection, frequent evaluation, and improvement of their teaching practices**. This dimension emphasizes the importance of ongoing professional development to increase citizenship education's quality and effectiveness (Brett et al., 2009).

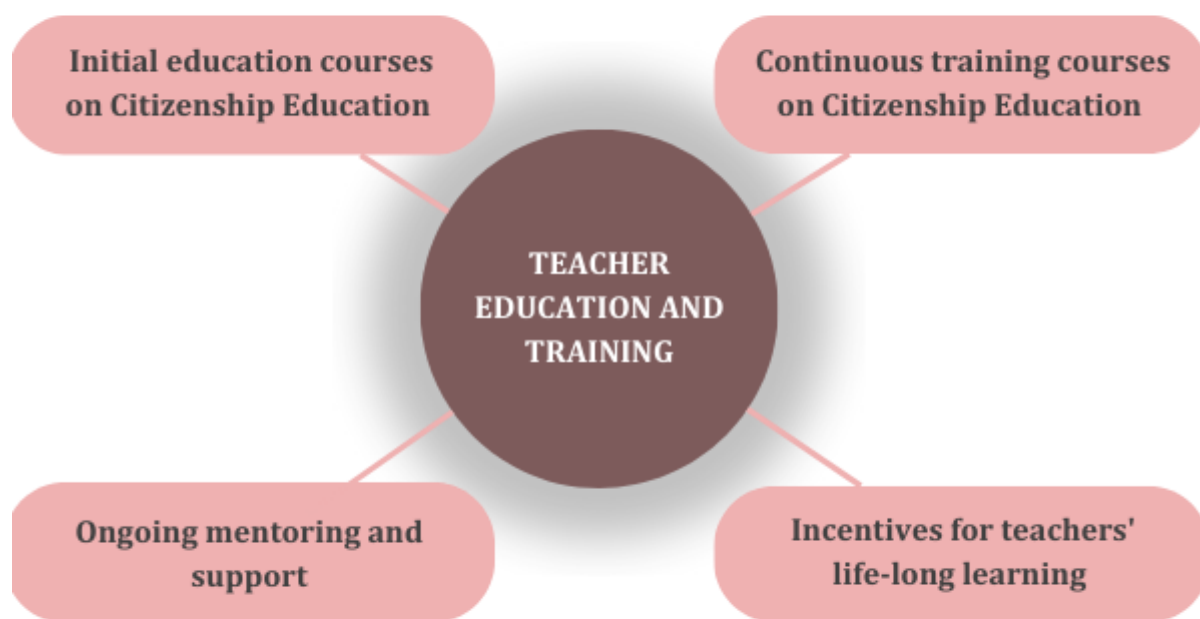
Additionally, some students may come from lower socioeconomic backgrounds or experience challenging life periods, such as separation from or loss of close relatives or other stressful situations. Similarly, teachers may also face difficult life periods (Education Above All, 2012). However, some teachers might be unable to identify such situations and recommend or ask for professional help unless they are provided with appropriate education and training.

Teacher education can take on multiple forms; however, the core ones are **initial education and continuous education and training**. Furthermore, the quality of teaching could be fostered by the **ongoing support of teachers and incentives for participation in courses, seminars and other forms of life-long learning** (Figure 4).

For the initial education of the primary level teachers, it might be important to develop competences on how to include citizenship education in the form of a whole-school approach. The teachers of the specialized subjects should be trained on how to implement citizenship education as a part of their subjects. Continuous education should equip teachers with new knowledge and allow them to adjust their teaching based on the new trends and needs of education, such as courses, seminars, and workshops (Huddleston, 2007).

Another form of teacher training involves international teachers' programs, where they can benefit, for example, from exchanging different pedagogical methods. Exposure to a multicultural environment can be a valuable experience, effectively enhancing the ability to teach citizenship education (UNESCO, 2014).

Each country independently develops its education goals and designs the provision of teachers' education. However, teachers' education needs to align with these goals. For instance, countries can define a clear framework for the competences teachers are expected to acquire at different stages of their initial education or career (Council of Europe, 2014). This alignment ensures that teachers are adequately prepared to meet the specific educational objectives set by their respective countries.



**Figure 4:** Teacher education and training

To strengthen support for teachers and enhance continuous training opportunities, one of the first steps might be evaluating the availability of such programs in the country. Consequently, it allows for identifying gaps in these programs and areas for improvement, aligning them with the specific needs of schools and teachers. Recognizing the importance of continuous education, it might be practical to set up specific incentives to encourage teachers to attend such seminars and workshops (Huddleston, 2007). These training opportunities are typically provided

by NGOs, intergovernmental organizations, higher education institutions, private companies, student associations, or even the Ministry of Education.

Another form of ongoing mentoring might be the provision of various resources and guides on teaching specific topics and developing certain competences among students. These can be in the form of institutions or websites that give access to various supporting materials. Lastly, teachers need ongoing support from various stakeholders such as government, institutions, organizations, and within the schools from specialized tutors and mentors (Huddleston, 2005). They should receive this support at the beginning of their journey as teachers and throughout their careers. Moreover, we need to amplify the voice of teachers further and recreate the teaching profession to make it more respected and foster recognition of its importance (UNESCO, 2021).

Lastly, even though a strong emphasis is put on the development of skills of teachers, as already described in previous sections, citizenship education falls not only in the responsibility of the educators but also school principals, non-school staff, parents, or caregivers. These other stakeholders should also possess the competences necessary for supporting the students.

Effectively preparing teachers for implementing the intended curriculum might be one of the key points when aiming for specific learning outcomes. However, even when we think that the curriculum is created according to our education goals and that it is effectively implemented in classrooms, we might still want proof that we are moving in the right direction. The last section of this chapter discusses the evaluation of the citizenship education policies and ways of progress monitoring at the country level.

## 1.4. MONITORING OF POLICY EFFECTIVENESS: How do we know if we are moving towards Citizenship Education goals?

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Apart from assessing students' performance, it is equally important to understand the implementation of existing policies within the education system and their effectiveness in schools (Tibbitts, 2015). We want to be able to **pinpoint areas for improvement, monitor progress, and identify potential gaps between policies and their implementation**. To effectively track progress, it might be necessary to develop or adopt a suitable monitoring tool or a set of indicators (Council of Europe, 2019).

Firstly, we want to evaluate education provided at the **school level**. However, creating such an evaluation tool might be challenging since citizenship education covers various topics. Nevertheless, tools such as the external school evaluation should be capable of taking into account the different dimensions we want to evaluate (European Commission/EACEA/Eurydice, 2017).

Secondly, we want to understand and evaluate the **country's overall performance** in reaching citizenship education goals. However, a challenge arises in monitoring the implementation of the curriculum when citizenship education is integrated as a ,career 'subject. On the other hand, when citizenship education is taught as a standalone subject, it can become challenging to understand whether students are merely memorizing concepts or truly understanding them (Tibbitts, 2015).

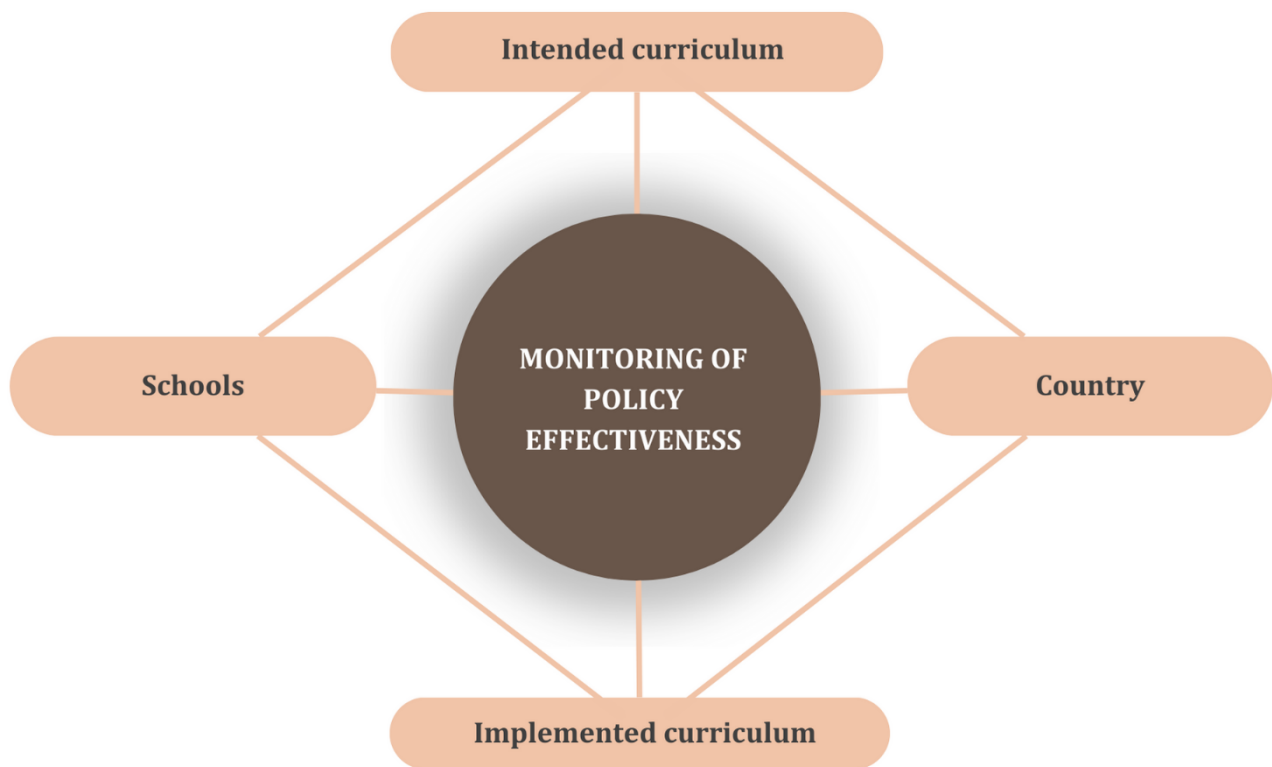
One of the ways of monitoring the intermediate results of citizenship education might be evaluating the number of opportunities for teacher training, including the availability of citizenship education courses throughout the initial education, the number of continuous education courses, and the number of resources, including instructional materials, textbooks, and assessment tools (Tibbitts, 2015). However, this might be far from reflecting the actual competences students acquire.

**Another way of monitoring might be analyzing the results of international standardized evaluations such as the International Civic and Citizenship Education Study (ICCS)**. ICCS is a survey conducted by the International Association for the Evaluation of Educational Achievement (IEA) and aims to assess some areas of citizenship education among students from various countries. The assessed competences include the knowledge and understanding of citizenship education and students' attitudes and engagement in the field (Schulz et al., 2023).

The monitoring tools, such as ICCS, may give a good overview of some of the citizenship competences and serve as a valuable tool for cross-country comparisons. However, there are specific competences that it can not cover. Also, if a single tool is considered a indicator of the quality of citizenship education, there is a risk that the implemented curriculum may be narrowed to focus solely on the competences assessed by that tool (Mons, 2009).

According to UNESCO (2014), it might be necessary to develop a more comprehensive indicator incorporating data from various sources to effectively measure progress in citizenship education and make comparisons at local or international levels.

The process of creating the intended curriculum includes the establishment of general frameworks, learning areas, curriculum, and learner outcomes. However, while the policies may be known and well-defined, it is important to remember how they are reflected and translated into actual practice. Developing tools like those described above may enable a comprehensive understanding of how the curriculum is being implemented and whether it aligns with the goals and objectives outlined in policies (Tibbitts, 2015).



**Figure 5:** Monitoring of policy effectiveness

This chapter serves as a general outline of things to consider when creating, implementing, and monitoring citizenship education curricula. The next chapter zooms in on the design of citizenship education in Portugal, discussing the main documents of reference and policies employed to reach Portuguese education goals in the area of education for citizenship.

# CHAPTER 2: HOW DOES PORTUGAL DESIGN ITS CITIZENSHIP EDUCATION

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In Portugal, the emphasis on citizenship education is continuously increasing, which is reflected in numerous policies and initiatives. After the informal meeting of the Education Ministers of the EU countries and the European Commissioner for Education, Culture, Youth and Sport, Tibor Navracsics, in 2015, followed by the creation of the **Declaration on promoting citizenship and the shared values of freedom, tolerance, and non-discrimination through education** (hereinafter the *Declaration*), the European countries increased the emphasis on the importance of citizenship education. The first area that Portugal refocused on were *social, civic, and intercultural competences and promoting international cooperation*. Moreover, Portugal slightly adjusted the teaching and learning content, student assessment, and teacher initial and continuous education (European Commission/EACEA/Eurydice, 2016).

As a reaction to relatively high retention rates in 2015 and inequality among the performance of students from lower socio-demographic backgrounds, there was a need for a solution that would reinforce more inclusive and democratic schools. In 2016, Portugal implemented **The National Program for Educational Success**, and later, in 2017, **The Students' Profile by the End of Compulsory Schooling** (Looney et al., 2022). By implementing these two policies, the objective of *supporting education and training for disadvantaged children and young people*, as outlined in the *Declaration*, has been addressed.

**The Student Profile at the End of the Compulsory Education** has been complemented by **The Plan for Essential Learning**, which serves as a main curricular document of reference for all curricular units and all compulsory education levels. In 2017, **The National Strategy for Citizenship Education** was launched.

Lastly, an unexpected outbreak of the COVID-19 pandemic initially caused a significant disruption in education systems worldwide, creating a temporary need for a switch to online learning. While negatively impacting the development of specific competences among students, specifically social competences, it raised awareness of the significance of digital competences and digital transformation. As a result, the final area outlined in the *Declaration*, *reinforcement of critical thinking and media literacy*, has been addressed.

## 2.1. MAIN DOCUMENTS OF REFERENCE

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### 2.1.1. *Student's Profile by the End of Compulsory Schooling*

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***Student's Profile by the End of Compulsory Schooling*** (from the Portuguese original: *Perfil Dos Alunos À Saída Da Escolaridade Obrigatória*, hereinafter only PASEO) is a document of reference for the organization of the whole education system. The main motivation for its creation was to state the purpose of compulsory education in Portugal, to claim that education in Portugal is for all, and at the same time further reduce retention rates. Above all, it emphasizes the importance of developing students who are active, responsible, and autonomous citizens and aims to strengthen creativity, digital literacy skills, and creative thinking.

PASEO is divided into four parts: ***Principles, Vision, Values, and Competences***, which create a core for the organization of the education system, the curricula, and the implementation of the pedagogical-didactic procedures. A more detailed description of what the Principles, Vision, Values, and Competences encompass is described in Appendix I.

It might be important to state that the document is more of a general framework and does not aim for standardization. Considering Portuguese education goals, PASEO is aligned with various international reference documents from the European Union (EU), The Organization for Economic Co-operation and Development (OECD), and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

### 2.1.2. *The Plan for Essential Learning*

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***The Plan for Essential Learning***<sup>2</sup> (from the Portuguese original: *Aprendizagens Essenciais*, hereinafter only AE) consists of the main curricular documents of reference developed by the Ministry of Education that describe the topics, objectives, and different activities aiming at reaching these objectives at the end of each curricular unit, at each grade level.

Some subjects include objectives that are stated in a more detailed way, whereas some include only a general outline. Nevertheless, each topic is linked to PASEO's competence areas. By connecting the topics to the competence areas and the competence areas with the desired student abilities outlined in PASEO, the two reference documents (AE and PASEO) collectively form an interconnected guide for all stakeholders, with a

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<sup>2</sup> For more details see [dge.mec.pt/aprendizagens-essenciais-0](https://dge.mec.pt/aprendizagens-essenciais-0)

particular focus on teachers. For some subjects, the documents include specific aims and objectives for each grade. One specific curricular unit that does not have clear objectives and activities described in its AE document of reference is Citizenship and Development (from the Portuguese original: *Cidadania e Desenvolvimento*).

### **2.1.3. National Strategy for Citizenship Education**

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In 2017, Portugal implemented its **National Strategy for Citizenship Education** (from the Portuguese original: *Estratégia de Educação para a Cidadania das Escolas*, hereinafter only the National Strategy). The National Strategy aims specifically at developing active and responsible citizens who contribute to a fairer and more cohesive society of students at all levels of compulsory education.

The document is organized as follows: First, it introduces assumptions, starting points, and expected outcomes from Citizenship and Development. It introduces areas of the subjects and describes their implementation at the class and school level.

Furthermore, it consults the teacher training, the profile of the School Coordinator, and the Citizenship and Development teacher, and lastly, emphasizes the importance of cooperation with various stakeholders. Specific contents of the National Strategy are described in the following sections.

The three documents mentioned above form the basis of citizenship education in Portugal. The curricular documents of AE, which describe the areas and topics to be included in the classroom, also define which competences PASEO students are expected to develop at each stage of their learning. The National Strategy complements the curriculum for citizenship education covered in AE. Moreover, it also describes how some of the competences included in PASEO can be developed, for example, by employing the whole-school approach. The contents of these documents are discussed in depth in the following sections.



## 2.1. CURRICULUM AND IMPLEMENTATION

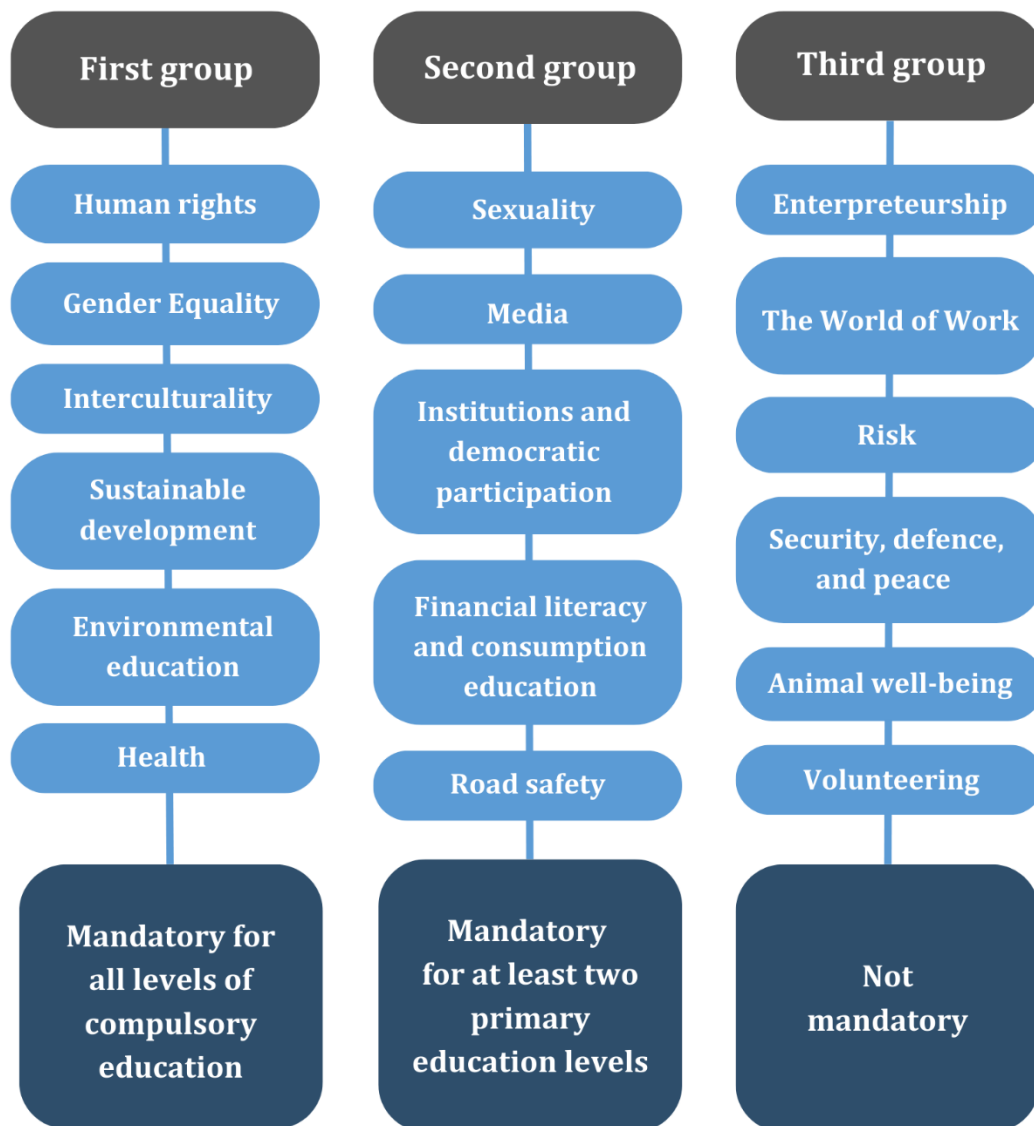
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As mentioned previously, the **Citizenship and Development** curricular unit does not have a clearly defined curriculum in the Plan for Essential Learning. The document of reference is the same for all levels of primary and secondary education and summarizes solely the main objectives, topics, and general organization of the curricular unit. This gives teachers a certain level of autonomy in organizing how they deliver citizenship education. The school's strategy can be created based on the culture and preferences of the school, teachers, and students.

Citizenship education is implemented in classrooms and the form of the whole-school approach. However, the standalone subject is not mandatory. At the class level, Citizenship and Development is recommended to be implemented as a **horizontal subject for the first cycle of primary education, as an autonomous Citizenship and Development curricular unit for the second and third cycles of primary education, and as a part of other subjects and teaching components throughout secondary education.**

At the school level, **citizenship education should be included in the school culture**, expressed by the school rules, daily practices, and procedures. Each school is responsible for its implementation, creates its citizenship education strategy and measurement indicators, and monitors its progress. The school's strategy should describe domains, themes, and learning objectives tailored to each cycle and year of schooling. It should also address the organizational structure, student projects in the community, partnerships with community entities, assessment of student learning, and evaluation of the school's citizenship education strategy.

Furthermore, the *National Strategy for Citizenship Education* describes the expected outcomes of the Citizenship and Development subject and specifies multiple areas (from original Portuguese: Domínios). These areas are divided into three groups. **The first group** (human rights, gender equality, interculturality, education for sustainable development, environmental education, and health) is **mandatory for all levels of compulsory education. The second group** (sexuality, media, institutions, and democratic participation, financial literacy and consumer education, and road safety) is **mandatory for at least two primary education levels** (first, second, or third cycle). Lastly, the **third group** (entrepreneurship, the world of work, risk, security, defense and peace, animal well-being, volunteering) **is not mandatory, and it is up to each school to decide whether to include any of those topics in their curriculum** (Figure 6).



**Figure 6:** Citizenship education areas in Portugal<sup>3</sup>

In order to simplify teachers' work, Portugal has a specific platform explicitly dedicated to citizenship education, with loads of different resources such as reference documents for the specific domains, videos, and examples of good practices<sup>4</sup>. Moreover, teachers can find information about seminars, events, and additional training opportunities. Some domains of citizenship education also have reference documents created by field experts, including topics, objectives, and their adequacy for different education levels. Currently, the reference documents exist for around two-thirds of the domains.

<sup>3</sup> For detailed description of domains see <https://cidadania.dge.mec.pt/dominios>

<sup>4</sup> The Citizenship Education platform: [cidadania.dge.mec.pt](https://cidadania.dge.mec.pt)

Apart from the reference manuals, several books offer various activities as an inspiration for teachers. Each school has a designated **School Coordinator of Citizenship Education**, who is responsible for implementing the National Strategy within the school. The coordinator should know how to implement and teach citizenship education; therefore, he or she can also be considered a resource. The coordinator's responsibilities include supervision of the citizenship education implementation at school, communicating with the National Team for Citizenship Education, and monitoring the continuous education needs of teachers in their school. The coordinator is often also the teacher of the *Citizenship and Development* curricular unit.

## 2.2. PEDAGOGY AND ASSESSMENT

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PASEO highlights the importance of developing practical competences, such as **critical and creative thinking, reasoning, and problem-solving, by bringing reality to the core of learning**. At the end of compulsory education, students are expected to be autonomous, responsible, aware of the world around them, and value respect for human dignity. Moreover, PASEO includes descriptors for each competence area, which define the desired learning outcomes.

Moreover, PASEO includes practical implications for teachers to transfer the intended to the implemented curriculum successfully. This includes, for example, connecting content with real-life situations, teaching through participation and cooperation, and encouraging students' free initiative (Students' Profile by the End of Compulsory Schooling, 2017).

Furthermore, the National Strategy pinpoints that specific competences can only be acquired through practical experience rather than rhetorical procedures and lists practices aligned with citizenship education goals (National Strategy for Citizenship Education, 2017).

## 2.3. TEACHER EDUCATION AND TRAINING

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The National Strategy describes that a citizenship education teacher should have previously received training in citizenship education and possess a range of skills required for the role. For this reason, higher education institutes are encouraged to include more courses focusing on citizenship education teaching (National Strategy for Citizenship Education, 2017).

**The continuous education courses are provided by School Association Training Centres** (from Portuguese original: *Centros de formação de associação de escolas*) **and other entities**. The National Team for Citizenship

Education monitors the continuous training requirements for citizenship education and proposes the following year's focus areas (National Strategy for Citizenship Education, 2017). Creating a training plan falls under School Association Training Centres (Decree-Law No 22/2014, 11 February). Furthermore, the National Strategy emphasizes that the non-teaching staff should also have citizenship education training, supporting the whole-school approach vision (National Strategy for Citizenship Education, 2017).

The accreditation of these programs is granted by the Continuing Education Scientific-pedagogical Council (CCPFC). In order to fulfill the requirements of career development, teachers have to pass courses with a specific duration, between 25 and 50 hours, depending on their professional scale (Decree-Law No 22/2014, 11 February).

Another form of continuous support for teachers is psychology and guidance services, which aim to provide psycho-pedagogical support (Decree-law No 190/91).

## 2.4. SCHOOL EVALUATION

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There are two types of school evaluation in Portugal: **internal and external**.

The school itself does the internal evaluation (or self-evaluation) and results in a report that includes teachers' professional development needs, students' results, and reflection on the areas for improvement. The external evaluation falls under the responsibility of the Inspectorate of Education and Science (from Portuguese original: *Inspecção-Geral da Educação e Ciência*, hereinafter only IGEC) and includes for example class observations (Law No 31/2002, 20 December).

The domains of external evaluation include various subtopics that can be linked to citizenship education, for example, the vision of the school and relevance of the curricular options in connection to PASEO, encouragement of students' participation in school processes, school environment, focus on the development of students autonomy, responsibility, and students community participation. Furthermore, it focuses on the diversity of teaching practices, assessment practices, inclusive teaching, and volunteering initiatives. Individual evaluation domains are assessed from 1 (excellent) to 5 (insufficient). For the whole framework, see the reference frame of external school evaluation by IGEC<sup>5</sup>.

This chapter outlines the citizenship education implementation in Portugal, looking more closely at different areas such as curriculum creation and teacher training. The next chapter connects the latter two chapters, discussing commonalities and possible areas for future improvement.

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<sup>5</sup> [igec.mec.pt](http://igec.mec.pt)

# CHAPTER 3: COMMONALITIES AND WHERE THE FUTURE JOURNEY COULD GO

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Portugal has its own **National Strategy for Citizenship Education and a set of clearly defined objectives regarding competences students are expected to acquire through compulsory education.** The following four sections discuss commonalities between the international recommendations and Portuguese policies and strategies. In addition, a few areas for future improvement and implications for further study are defined. The summary table of this chapter can be found in Appendix II.

## 3.1. CURRICULUM

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In Portugal, citizenship education is granted in all three forms commonly mentioned in the literature. As a standalone subject, citizenship education can be taught to students throughout the second and third cycle of primary education; however, the autonomous subject is non-mandatory. In its other form, as a ,carrier 'subject, teachers are required to include its domains in their subjects such as mathematics, language, or science. The National Strategy repeatedly emphasizes the importance of creating a school environment that aligns with citizenship education goals and developing students' competences through the whole-school approach. Revisiting the pros and cons of different types of implementation, if the school does not decide to make the subject mandatory throughout the second and third cycle, then students might be less aware of which competences of citizenship education they are developing, and their assessment might be more difficult and less accurate,

Nevertheless, the development of students' competences falls not only under the responsibility of individual teachers, and a practical approach might be defining it as the school's mission by promoting citizenship education values and principles in daily practices, rules, and school procedures. This is also clearly emphasized in the National Strategy.

Apart from the three ways of delivery described above, schools might **provide students with real-life to close to real-life experiences in the form of extracurricular activities as a part of non-formal education.** Nevertheless, the provision of extracurricular activities differs among schools. A detailed landscape study could be done in the future to get a clearer picture of the activities that schools provide and how they contribute to developing citizenship competences.

The provision of various resources supports the teaching process, the main ones being the reference documents collaboratively developed by the Ministry of Education in cooperation with various public entities and civil society stakeholders. These documents provide descriptions of the intended outcomes and subject matter within different domains of citizenship education. The selection of the subject contents falls under careful consideration and discussion between various stakeholders. For this reason, the whole process takes time, and at the current moment, the reference documents are available for around two-thirds of the domains. In addition to the reference document, the website dedicated to citizenship education provides a wealth of resources available to teachers and the general public, such as videos, webinars, examples of good practices, and others that schools can use to make the teaching process more impactful.

In addition, the requirements for schools to create their citizenship education plan could be considered as one of the ways to ensure that the curriculum is created based on the needs of the students. The importance of the development of **contacts with different stakeholders, such as higher education institutes, research centers, NGOs, or private companies, is also emphasized in the National Strategy. Moreover, creating a detailed plan may promote raising awareness among schools on the importance of the topic.**

The emphasis on the **development of practical competences, not solely theoretical knowledge, is highlighted in PASEO.** The practical competences learners are required to attain are, for example, creative and critical thinking, reasoning, and problem-solving.

In summary, Portuguese policies concerning citizenship education curriculum appear to align with most of the recommendations commonly found in the international documents mentioned in Chapter 1 while considering Portuguese education goals. The curricula of individual schools should follow certain principles described in the National Strategy; however, schools are required to make adjustments based on their student's needs. A more detailed study of plans of individual schools could provide more precise insights into how schools are following, and intending to implement the National Strategy.

## **3.2. PEDAGOGY AND ASSESSMENT**

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Discussing the commonalities and differences between pedagogy and assessment recommended models and the actual practice is more difficult. In order to make this comparison, we would need to look directly into the classrooms since, contrary to the previous section concerning the curriculum, we are primarily interested in how citizenship education is implemented in classrooms.

Nevertheless, some principles of pedagogy and assessment are clearly stated in the National Strategy and PASEO, such as **the importance of placing learners at the center and engaging their entire being.** To ease goal setting and assessment, areas in PASEO include operational descriptors. An operation descriptor clearly states a desired

outcome of students' learning, such as „Students develop creative ideas and projects, which are meaningful within the context they relate to, making use of imagination, inventiveness, agility and flexibility and are able to take risks by imagining beyond existing knowledge so as to foster creativity and innovation. “. Apart from goal setting and assessment, some descriptors might inspire in-class activities such as debates, investigative projects, or opportunities for self-assessment.

The intended curriculum on a country level emphasizes the importance of effective pedagogy and assessment. Teachers are provided guidelines, tips, and resources to make teaching more impactful. However, as mentioned before, less is known regarding how they implement these in classrooms, what assessment tools they use, and to what extent students develop desired competences. In contrast with the detailed evaluation of intended curriculums at the school level described in the previous section, qualitative interviews with students, educators, school citizenship coordinators, and other stakeholders might provide a clearer picture of its implementation.

### **3.3. TEACHER EDUCATION AND TRAINING**

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In Portugal, **teachers are provided with continual mentoring and support from a range of stakeholders in various ways**, such as the provision of ongoing education courses, the organization of citizenship education events, networking activities, psychological counseling, and the provision of resources teachers can use as an inspiration and support of their teaching. A specific type of ongoing support is the provision of continuous education opportunities in the form of seminars or workshops that are provided by the School Association Training Centres (from Portuguese original: *Centro de Formação de Associação de Escolas*, hereinafter only CFAE) or other formation entities. Among others, a variety of courses are dedicated to citizenship education area. The National Coordinating Team ensures the courses' relevance, which identifies the necessities and requirements of schools for the continuous education courses and proposes the priority areas to be focused on the following year. Portuguese statistics show notably increasing interest in these courses from 2016/2017 (DGAE, n.d.).

**Teachers are incentivized to take continuous education courses in the form of the number of hours required to attend and pass**, depending on their professional position, to progress in their profession. However, this incentive might not ensure that teachers are provided with continuous education in the area of citizenship education didactics since the offer of the courses is not limited only to the citizenship education area, and in the end, teachers might decide to focus on other fields.

Lastly, teachers can seek support from the School Coordinator, who can also be considered a type of "resource. "

In summary, teachers interested in gaining more training and knowledge in the area appear to have plenty of opportunities and information on how to participate in them. What might shed more light on the level of teachers' preparation at the beginning of their teaching career could be an evaluation of the courses at the Portuguese

universities, whether they are mandatory or not, and how their contents are aligned with citizenship education teaching. Moreover, specific university programs dedicated to the area could be created in the future.

### **3.4. MONITORING OF POLICY EFFECTIVENESS**

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A significant portion of the responsibility for overseeing citizenship education at the national level is given to the National Team for Citizenship Education. This body monitors the state of citizenship education, administers the National Platform for Citizenship Education, and handles communication with schools and civil society organizations.

One of the methods employed for monitoring involves the mandatory submission of each school's Citizenship Education Strategy. These documents, among others, serve as a tool for National Coordinators to assess the incorporation of specific areas within school curricula and the strategies schools plan to employ in assessing students' competences. Moreover, these strategies could be tools for schools' self-reflection, self-evaluation, and progress monitoring.

Moreover, school external evaluation by IGEC serves as a tool for uncovering possible shortcomings and areas for improvement. The school evaluation framework consists of various areas that can be connected to citizenship education implementation in the classroom as well as in the school culture, for example, the vision of the school, following the PASEO guidelines, encouragement of students' active participation in school processes, and community and school environment. Moreover, it focuses on the pedagogy and assessment areas by evaluating efforts toward developing students' autonomy and responsibility, diversity of teaching, and assessment practices.

Nevertheless, there is still limited knowledge regarding citizenship education outcomes and the competences that students acquire. As mentioned in the previous section, to evaluate the implemented curriculum, a comprehensive landscape study, including qualitative interviews with students, teachers, and other school stakeholders, could help shed more light on the effectiveness of the current policies.

Some countries have already adopted a country-wide assessment, such as the International Civic and Citizenship Education Study by IEA. Participation in such a study could help provide a different perspective on the competences students acquire, even though the knowledge such surveys assess might be limited and do not cover the whole scope of the citizenship competences.

One potential source of information on the current state of citizenship education in certain areas could be the results from the PISA (Programme for International Student Assessment). In the 2018 PISA assessment, Portugal achieved first place in students' openness towards immigrants, sixth place in awareness of global issues, and slightly lower rankings regarding students' respect for people from other cultures and their interest in learning



about other countries. Portugal also demonstrated above-average levels of self-efficacy among students regarding global issues (OECD, 2020).

It can be argued that Portugal raises awareness of the importance of citizenship education through various means, such as establishing its National Strategy, a website dedicated to citizenship education offering a wealth of resources, and a diverse array of continuing education courses in this field. Another valuable tool for fostering awareness in this domain could be the requirement for each school to develop its own strategy. Formulating a detailed plan could serve not only as an initial step toward successful implementation but also as a tool for realizing the area's importance.

There are multiple indicators and monitoring tools that can provide information on the current situation and compass for the next steps for improvement. However, there might be additional ways in how the current policies' effectiveness could be monitored to understand more dimensions of citizenship education due to its complex nature. One thing to remember is that the current policies' effect is usually not reflected in students' competences immediately. Even though landscape studies, surveys, and interviews might provide a clearer overview of the situation, these outcomes might not be the results of the current policies. Even so, we can hypothesize the timeframe of the impact of policies and confirm or disprove it using adequate monitoring tools.

# CONCLUSION

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In summary, Portuguese policies and practices, in comparison to the international guidelines and examples of best practices, appear to share many commonalities. The citizenship education subject is implemented in multiple forms, including standalone and 'career' subjects, and a great emphasis is put on the importance of its implementation in the form of the whole school approach, stepping aside from putting the responsibility solely on individual teachers and emphasizing citizenship competences development among students as a whole school mission.

Schools are provided with various guidelines for implementing citizenship education included in the main documents of reference, such as Profile of Students by the End of Compulsory Schooling, Plan for Essential Learning, and National Strategy for Citizenship Education. These collectively form an interconnected guide on how citizenship education is expected to be implemented in schools. Specific topics are mandatory, whereas others fall under the consideration of schools based on their vision and the needs of students. Moreover, some domains of citizenship education are already accompanied by respective reference documents and other resources that aim to support the mission of citizenship education. Nevertheless, each school must create its own strategy for citizenship education, defining its goals, desired outcomes, and criteria for assessment.

Teachers are provided with ongoing support through higher education courses, continuous education courses, and other workshops, seminars, and networking events where teachers can exchange their ideas and experiences. Moreover, each school has a designated School Coordinator for Citizenship Education who acts as a contact point with the National Team and as a source of information and support for teachers.

Monitoring progress at the country level is granted in multiple forms. Firstly, the National Team for Citizenship Education oversees the situation in schools and the needs of teachers. Secondly, an external evaluation of schools considers various areas of citizenship, including, for example, the whole school implementation and the pedagogical and assessment tools.

Since each school is responsible for creating its own strategy, it might be interesting to evaluate how schools gather the information from main documents of reference and how they craft their mission of citizenship education implementation in their schools. This could be done by looking into these documents in more detail.

What might be more difficult to monitor is how the intended curriculum is implemented in schools. For example, an overview of the current situation could be gained by conducting a landscape study of qualitative interviews with students, teachers, and other school stakeholders.

Due to the complex nature of the education for citizenship, more evaluation strategies might shed more light on the current situation. One such evaluation might be, for example, the adoption of an international survey such as the International Civic and Citizenship Education Study.

Teachers, as main facilitators of citizenship education, require that their support is ongoing and long-term. With the rapidly changing relevance of topics, teachers might benefit from a wider variety of courses, including more courses provided by the higher education institutes throughout their initial education to the creation of more incentives to attend continuous education that is specifically focused on citizenship education, since even though a certain number of continuous education courses attendance hours is mandatory, teachers might choose to focus on different areas.

Lastly, it is important to continuously increase the awareness of the importance of this field in various forms and frequently track the progress that is being made while keeping in mind that the effectiveness of the steps and measures that are implemented now might still take a long time to reflect in the society. Notwithstanding, it is always important to remember that even though the current policies and practices might be well designed, there is always space for reflection, reevaluation, and improvement.

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## **Legislation:**

Decree-Law No 22/2014, 11 February

Decree-law No 190/91

Law No 31/2002, 20 December

# APENDICES

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## APPENDIX I: THE MAIN COMPONENTS OF PASEO

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**Principles** describe the main concepts of compulsory education, such as Humanistic-based profile, Knowledge, Learning, Inclusion, Coherence and Flexibility, Adaptability and Audacity, Sustainability, and Stability. These are further discussed in PASEO.

**Vision** outlines the desired qualities of a student as a citizen upon completing compulsory education. At the center of this vision is a citizen who possesses critical thinking skills, autonomy, adaptability, an understanding of local and global challenges, is responsible, committed to life-long learning, holds respect for democratic principles, has an appreciation for diversity, and rejects discrimination and social exclusion.

**Values** that young people are encouraged to put into practice include self-respect and respect for others. They are encouraged to aim for excellence in their work, demonstrate empathy and solidarity towards others, be willing to learn, foster reflective and critical thinking, and embrace creativity. It is emphasized that they should respect human and cultural diversity and human rights principles, actively engage as citizens, and develop personal autonomy based on human rights, democratic values, equality, mutual respect, and the pursuit of the common good.

**Competences** are viewed as a combination of knowledge, skills, and attitudes. The competence areas defined in the Profile are Languages and Texts, Information and Communication, Reasoning and problem-solving, Critical and creative thinking, Interpersonal relations, Personal development and autonomy, Well-being, health and environment, Aesthetic and Artistic Sensitivity/Awareness, Scientific, Technological knowledge, and Body awareness and mastery. The Profile further describes and analyses each competence in more detail and specifies the abilities that the student should acquire.

## APPENDIX II: COMMONALITIES BETWEEN INTERNATIONAL RECOMMENDATIONS AND PORTUGUESE POLICIES AND PRACTICES

AREA	Description	Portuguese approach
CURRICULUM	Setting clear goals and defining expected outcomes of citizenship education	The PASEO document defines competencies students are expected to achieve at the end of compulsory education. The National Strategy for Citizenship Education further defines citizenship education subjects' topics and expected learning outcomes.
CURRICULUM	Choosing a name for the subject that is highly motivating to students and teachers and accepted by the majority of stakeholders	Requires further study.
CURRICULUM	Incorporation of citizenship education in curriculum in multiple ways – as a standalone and , career ‘ subject	Citizenship education is implemented as a standalone subject called Citizenship and Development and as a ,carrier 'subject. The standalone subject is not mandatory.
CURRICULUM	Implementing Citizenship Education in the school culture (whole-school approach)	The National Strategy emphasizes the importance of not limiting citizenship education solely to the curricular units but also promoting citizenship education values and principles in daily practices, rules, and school procedures.



CURRICULUM	Offering a variety of extracurricular activities that foster citizenship education	Requires further study.
CURRICULUM	Involving multiple stakeholders in the process of curriculum creation	The General Directorate of Education creates the reference documents in collaboration with several public entities and civil society. Schools must develop contacts with different stakeholders, such as higher education institutes, research centers, NGOs, and private companies, when creating their Strategy.
CURRICULUM	Including competencies and topics that extend beyond teaching and learning solely theoretical concepts	The importance of going beyond the theoretical knowledge when teaching citizenship education is pinpointed in PASEO. It emphasizes the necessity to focus on practical skills such as creative and critical thinking, reasoning, and problem-solving.
CURRICULUM	Backing up the citizenship education component with sufficient resources	Teachers are provided with resources they can use in their classrooms. The main ones are reference documents and the citizenship education website.
CURRICULUM	Conducting curriculum revisions when necessary	Schools have a certain autonomy in creating their intended curriculum; therefore, they are responsible for conducting necessary revisions based on students' needs.

PEDAGOGY	<p>Prioritizing learners' active involvement in the learning process and including strategies such as interactive, participative, and collaborative learning</p>	<p>PASEO and National Strategy highlight the importance of putting learners in the center and engaging students' whole being. It includes operational descriptors that could be used as an inspiration for in-class activities such as debates and investigation projects.</p>
ASSESSMENT	<p>Adopting assessment which takes into account multiple dimensions of the citizenship</p>	<p>Each school creates its own Strategy, among which it defines its assessment criteria. Evaluation of schools' assessment criteria requires further study.</p>
TEACHERS*	<p>Providing teachers with quality initial education that includes training on citizenship education teaching</p>	<p>Requires further study.</p>
TEACHERS*	<p>Provision of continuous education courses on citizenship education teaching</p>	<p>The continuous education courses for teachers provided by School Association Training Centres include specific courses related to citizenship education teaching.</p>
TEACHERS*	<p>Providing teachers with ongoing mentoring and support from various stakeholders</p>	<p>The ongoing mentoring and support from various stakeholders is provided through continuous education courses, organization of citizenship education networking events, and providing teachers with resources they can use to inspire their teaching. Teachers are also provided with counseling support.</p>
TEACHERS*	<p>Employing incentives for teachers' continuous education</p>	<p>Teachers are required to attend and pass certain hours of continuous education courses, depending on their professional position. However, these are not limited to the citizenship education courses.</p>

MONITORING	Develop adequate monitoring tools for schools' intended curricula	Each school creates its own Strategy, defining areas and topics they intend to include in their curriculum. Evaluation of schools' intended curricula requires further study.
MONITORING	Develop adequate monitoring tools for implemented curriculum on a country level	The National Coordination Team monitors citizenship education at the country level. Evaluation of the implemented curriculum, including students' competencies, requires a landscape study.
MONITORING	Develop adequate school evaluation tool on a country level that takes into account the wide variety of topics covered by citizenship education	The external school evaluation, among others, considers certain citizenship areas such as volunteering initiatives, community engagement, and teaching practices.
MONITORING	Designing a comprehensive indicator of Citizenship Education progress on a national level that preferably incorporates data from various sources	The external school evaluation results, observations of the National Team for Citizenship Education, and international large-scale assessments such as PISA can indicate progress in certain areas of citizenship education.
CURRICULUM	Continuously increasing awareness and emphasizing the importance of citizenship education	Creating the National Strategy for Citizenship Education, the National Team for Citizenship Education, and the Citizenship Education website could be considered ways of raising awareness in this area.

*\*Teacher education and training*