

Supervision of education related to the
development of civic values and skills

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*Education without morals is like a ship without a compass, merely wandering nowhere. –
Martin Luther King Jr. (1946)*

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Commentary from SICI President

I am pleased to present this report, which details findings from a collaborative project focusing the supervision (or inspection) of education related to the development of civic values and skills (CVS). This report, a culmination of diligent efforts and insightful research, is a testament to the commitment of The Standing International Conference of Inspectorates (SICI) towards enhancing the quality of education globally.

Our focus on CVS education is not incidental but rather a deliberate choice reflecting our recognition of its vital importance. In a world that is increasingly interconnected and diverse, the nurturing of CVS among young learners is paramount. A solid foundation in CVS fosters a more understanding, inclusive, and participatory society.

The participation of the inspectorates of Scotland, Sweden and the Netherlands in this collaborative project has been invaluable. Each of these countries has brought unique perspectives and methodologies to the table, offering rich insights into the varying approaches towards CVS education. The collective knowledge and experiences of these inspectorates demonstrate the importance of gaining and exchanging information and insight.

This report details each country's approach to delivering CVS education. It explores the mechanisms of how the quality of CVS is inspected, the tools and frameworks employed, and the methods of sharing highly effective practices. It also highlights the legislative frameworks governing CVS across these countries.

A particularly encouraging outcome of this collaboration is areas of learning that each of the three inspectorates has identified. These shared insights present an opportunity for all SICI members and other countries to explore and adopt best practices in their respective regions. Each participating country has also pinpointed individual areas for further exploration within their own inspectorates, indicating a tailored approach to local needs and contexts.

This report is not just a collection of findings; it is a call to action. I firmly believe that the insights gathered here will contribute significantly to our collective efforts towards better inspection and better learning. By disseminating these learnings, we can ensure that the benefits of this project extend beyond the participating countries, influencing and improving CVS education globally.

This project demonstrates SICI's commitment to promoting, supporting and funding collaborative projects across members and to other countries. These member-initiated and developed projects serve as a pivotal platform for knowledge and resource sharing. This, in turn, contributes to an environment of continual learning and improvement.

In line with SICI's aims, this project has contributed significantly to the improvement of inspectorates and the professional competencies of inspectors. It has fostered partnership and cooperation among inspectorates and has actively engaged in the international debate about evaluation and quality improvement in education. Through such initiatives, SICI continues to make a significant impact on driving improvement in education, both locally and internationally.

In conclusion, I commend this report to all SICI members. Let us utilise the insights and learnings from this project to enhance our practices. Together, we can work towards realising SICI's vision of a world where education is continually improved through effective inspection and evaluation.

Janie McManus



Janie McManus

SICI President

Preface

At the end of 2021, the Swedish, Scottish and Dutch inspectorates agreed to design a project with a focus on supervision of education related to CVS. CVS are part of *socialisation*, one of the core functions of education besides *qualification* and *subjectification* (Biesta, 2012). What we mean when we refer to CVS is the skills people need to relate to others in society and to the agreed democratic values. The basis of the development of CVS lie in different types of skills, among which are social and emotional skills.

The topic of CVS is relevant to all our respective organisations in these changing times, with polarisation in politics and the public debate and with the democratic values of societies under pressure. Social safety continues to be extremely important for people to thrive in education and in society at large. Therefore, we submitted this project to SICI and were granted funds to finance the activities of the project, including job shadowing, roundtable discussions and a seminar.

In this project, we wanted to explore which inspection processes were used to gain insight into the impact of educating CVS. We also looked at how inspectorates can use these results to drive improvement in CVS. We wanted to clarify which tools are used to assess the development of these values and skills and exchange case studies and work experiences to gather more insight into best practices.

The three participating countries use different definitions when discussing the education of social, emotional and civic skills:

- Sweden focuses on democratic and moral values
- Scotland prioritises wellbeing
- the Netherlands emphasises citizenship skills.

In this project, we chose to use the all-encompassing term 'civic values and skills'. Part of the project was also to discuss the varying focus and clarify this further. We wanted to create a common understanding between the three countries, not to agree solely on one definition but to be able to discover the breadth of the concepts used and to grasp the focus and operationalisation of the different countries.

The project activities were led by a core group of the three respective inspectorates and carried out by several additional colleagues from these inspectorates.

The Inspectorate of Education of the Netherlands, Education Scotland, and the Swedish Schools Inspectorate provided the support needed to conduct this study. These inspectorates participate in SICI. Also, we gratefully acknowledge the support of SICI who co-funded this project.

The opinions expressed in this study do not necessarily reflect the views or positions of the inspectorates or SICI, and no official endorsement should be inferred.

Utrecht, Glasgow, Stockholm

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Outline project plan

Project outline:

Starting date: 1st of April 2022

Finish: 31st of December 2023

Actively involved inspectorates: Sweden, Scotland, the Netherlands

Working definition of concepts:

Working definitions of the three types of skills are taken from the [OECD report](#) about the study on social and emotional skills (2021).

Emotional skills (intrapersonal)

These are skills that have to do with how someone relates to themselves (e.g. self-control, stress resistance, perseverance).

Social skills (interpersonal)

These are skills that have to do with how someone treats other people known to them (e.g. sociability, assertiveness, cooperation).

Civic skills (societal)

This concerns skills that have to do with how someone relates to unknown others in the democratic society (e.g. tolerance, curiosity, responsibility).

- Emotional and social skills are necessary to acquire civic skills
- Citizenship consists of three elements:
 - Knowledge
 - Skills
 - Attitude

Title of the project: Supervision of education related to the development of civic values and skills

Goal: Improved supervision practices of education related to civic values and skills by sharing experiences throughout inspectorates.

Main outcomes, outputs and activities:

Outcomes:

1. Increased insight in inspectorates' supervision of results and outcomes of education related to CVS.
2. A shared understanding of how inspectorates can use inspection results to drive improvement in CVS.

Outputs:

- 1.1 Inspectorates have shared and discussed their inspection process related to CVS, including definitions used.
- 1.2 Inspectorates have exchanged experiences on supervision of CVS related to results and outcomes.
- 2.1 Inspectorates have exchanged ideas on how to use inspection results to drive improvement in (education related to) CVS.
- 2.2 A few inspectors participated in job shadowing visits conducted in the three participating countries.
- 2.3 A representative from the Inspectorate of Education of the Netherlands participated in a SICI workshop/webinar on the project outcomes related to supervision of CVS.

Activities:

- 1.1.1 To hold a round table discussion with the participating inspectorates' representatives on assessment of CVS and the current inspection processes (including instruments and tools used).
- 1.1.2 To exchange and translate documents which were found relevant to support the discussions.
- 1.2.1 To hold a round-table discussion on results and outcomes of inspections related to civic values and skills.
- 1.2.2 To hold a round-table discussion with the participating inspectorates' representatives on relevant case studies for each country.
- 2.1.1 To hold a seminar with the three participating countries on how to use inspection results to drive improvement in (education related to) CVS.
- 2.2.1 To conduct job shadowing visits with selected representatives from each country.
- 2.3.1 To conduct a workshop at a SICI conference (or webinar) on the project outcomes related to supervision of civic values and skills.

Timeline:

Phase 1: April 2022 to June 2022

Finalising the project proposal and project plan and submission to SICI.

Phase 2: June 2022 – October 2023

Preparation and information gathering. Round table discussions to exchange experiences and discuss supervision methodologies. Seminar on how to use inspection results to drive improvement in (education in) CVS. Job shadowing and exchange visits between countries.

Phase 3: November 2023 – March 2024

Data analysis, report writing. SICI workshop/webinar on findings. Internal webinars or workshops to share findings. Distribution of final report on project findings.

Part 1: Assessment of civic values and skills and current inspection processes

Introduction

The inspectorates of Norway, Scotland, Sweden and the Netherlands have previously conducted a study on the topic of CVS. This previous study - funded by SICI - studied and reported on the assessment of social outcomes in various countries (Dijkstra & de la Motte, 2014). This [report](#) was an initial gathering of information and included a discussion on how the assessment of social outcomes of education could be carried out. Since then, many developments within countries, legislation and inspectorates have resulted in changes in the way CVS is taught and inspected. We therefore initiated a new study to reassess the inspection approaches.

In this part of the project, we have focused on how CVS are included in the curriculum in the three countries and how this is being assessed at a school and/or governing board level. We have explored what our current inspection processes include and what the basis is for this approach, legislatively or otherwise. We gathered this information through round tables and job shadowing visits.

Differences in definition and focus

CVS encompasses many different elements. This is one of the reasons many find it hard to grasp the full meaning of the concept. The three participating countries do not use the same definition of CVS but operationalise CVS in their own specific ways to fit within their educational context.

Sweden

In Sweden, CVS education revolves around civic values and norms, with particular focus on human rights, democracy issues and gender equality. During legal inspections and quality audits, CVS is not inspected as a specific field. Instead, inspectors focus on certain elements of it. For example, they check on aspects of gender equality in how a school has structured education, student safety or the expected denominational elements and whether education provided is scientifically based. During the last year, the inspectorate has had a particular focus on anti-democratic elements and schools with problems relating to radicalisation and extremism. For example, the inspectorate looks at a specific set of conditions stipulated in law referred to as the 'democracy conditions'. Based on these conditions, school owners can be assessed as unsuitable in the event that pupils risk to be exposed to influence aimed at opposing fundamental democratic values, freedoms and rights.

The Netherlands

In the Netherlands, CVS education focuses on active citizenship and social cohesion. CVS is part of the inspection framework for every inspection visit. Inspectors check whether the CVS education is being implemented in a targeted, coherent and recognisable manner. The inspectorate also examines in what way the curriculum is adjusted and suitable for the characteristics of the pupil population.

Scotland

Scotland takes a holistic approach when it comes to CVS education. CVS is not an individual area of inspection. Several of the quality indicators in the inspection framework are related to CVS and these are evaluated from a holistic perspective. All civic skills involved are not considered as separate components but instead are linked to other aspects of education. The term CVS is interpreted in a very broad sense: it covers mental health, wellbeing, social skills, personal development (getting to know yourself and your skills and interests), contributing to the wider community, building relationships with others, volunteering, opportunities for learners to have their voices heard, etc. Scotland prioritises equity, inclusion, mental health and offering all young learners a broad curriculum.

Current ways of assessing and inspecting CVS

Sweden

The Swedish inspectorate carries out a variety of different inspections. The two main branches of inspection are inspections focusing on quality aspects of education (quality audits) and inspections looking at whether schools and school owners comply with legal requirements (legal inspections). The inspectorate carries out regular inspections (based on a risk evaluation), targeted inspections (focused on a particular area, mostly on the basis of signals of misconduct) and thematic inspections (centered around a specific theme). The full [Swedish Education Act](#) can be found online.

In the area of CVS, legal inspections are carried out on the basis of laws and regulations which among other things stipulate that the school must ensure the safety of students, respect human rights and respect the norms and values of Swedish society. Although CVS is not currently inspected as a separate field, the inspectorate has a strong focus on gender equality as well as democracy issues and anti-democratic elements in schools and among school owners. When anti-democratic elements are found in schools or among school owners, the inspectorate has the mandate to impose sanctions or, in the event of serious misconduct, even revoke the permit to operate a school.

The [Swedish national curriculum](#) encompasses several aspects of education in CVS and all schools are obliged by law to provide education according to the national curriculum. The inspectorate can look at whether schools adhere to the national curriculum and the aspects of CVS that are provided by it. The overarching principle is that all teachers should teach the content of the national curriculum, and all students will acquire the knowledge and skills provided by the national curriculum when attending school. Schools are responsible for ensuring that education is led by teachers; following up on student attendance and opening investigations when students fail to attend school. Inspectors can in turn investigate whether schools fulfill these requirements, as failure to fulfil these responsibilities could compromise students education according to the national curriculum.

Sweden makes use of an annual school questionnaire. It is filled in by all students in 5th grade and 8th grade in primary school, as well as in the 2nd year of secondary school. It is also completed by parents and teachers. The questionnaire covers several different topics, such as student safety, abusive treatment and gender equality and support. The information received in the questionnaire, alongside other indicators such as study results, constitutes the basis for each school's risk index. The inspectorate gives each school a score according to the level of risk identified and maps all schools in Sweden according to their risk index. The schools with the highest number of identified risks are selected for regular legal inspection.

The Netherlands

In the Netherlands, CVS is a component that inspectors are obliged to address during every inspection they carry out. It is considered to be important for schools to comply with the law when it comes to CVS education.

In 2021, a new law (for primary, secondary and special education) concerning CVS was introduced. It consists of two parts:

1. Education promotes active citizenship and social cohesion in a targeted and coherent manner, whereby education focuses in any case on:

- a) teaching respect for and knowledge of the basic values of the democratic constitutional state, as enshrined in the Constitution, and the universally applicable fundamental human rights and freedoms, and acting on these basic values at school;*
- b) developing the social and societal competencies that enable the student to be part of and contribute to the pluralistic, democratic Dutch society and;*
- c) teaching knowledge about and respect for differences in religion, belief, political opinion, origin, gender, disability or sexual orientation, as well as the value of equal cases being treated equally.*

2. The schools' governing authority ensures a school culture that is in accordance with the values referred to in the first paragraph, part a, and creates an environment in which students are encouraged to actively practice dealing with and acting on these values and furthermore ensures for an environment in which students and staff feel safe and accepted, regardless of the differences mentioned in the first paragraph, under c.

CVS is part of the [inspection framework](#) and is currently an area of focus for the Dutch inspectorate. CVS is linked to several standards in the inspection framework: curriculum, safety and security, atmosphere at the school, social and civic skills, and quality assurance. An expert group has developed specific guidelines for inspectors and analysts for inspecting CVS. Inspectors make use of different sources of evidence to assess the quality of CVS education. They analyse the school plan and the curriculum, observe lessons and have conversations about CVS both at school board level and at a school level. It is mandatory for schools to track pupils' social safety every year and to share the results with the inspectorate. If the results indicate that pupils do not feel safe, schools need to show that they act on this. Apart from being part of the regular inspections, CVS was the subject of a [thematic inspection](#) to gather more information on the topic in 2019. The Dutch inspectorate has an expert group that deals with the continuous development of inspecting CVS and with complex cases related to CVS. If inspectors assess the quality of CVS as inadequate, remedial action orders with a legal basis will follow.

Scotland

Education on CVS

In Scotland, the importance of CVS is widely acknowledged. There is no debate about whether or not it should be taught, but rather about how education in CVS should be shaped. The Scottish curriculum, Curriculum for Excellence, places learners at the heart of education. At its centre are four fundamental capacities. These capacities reflect and recognise the lifelong nature of education and learning. They recognise the need for all pupils to know themselves as individuals and to develop their relationships with others, in families and in communities. They also recognise the knowledge, skills and attributes that pupils need to acquire to thrive in our interconnected, digital and rapidly changing world. Last but not least, the Scottish curriculum supports pupils to be democratic citizens and active contributors to the world. There may be no specific legislation for CVS. However, CVS is implicit and integrated into Scottish education and other interrelated policy areas. For example, the development of CVS link directly to the four capacities outlined in Curriculum for Excellence, particularly 'responsible citizens' and 'effective contributors'.

However, there appears to be less emphasis on measurability of the development of CVS. There is an emphasis on the social aspect: pupils have access to a wide range of achievement opportunities through an extensive and varied curriculum. There is a focus on minimising the impact of poverty and other circumstances that might negatively impact on pupils' educational development (social approach). The theory behind this is that a broad and rich curriculum does not only improve CVS, but can also improve other academic results.

Inspecting CVS

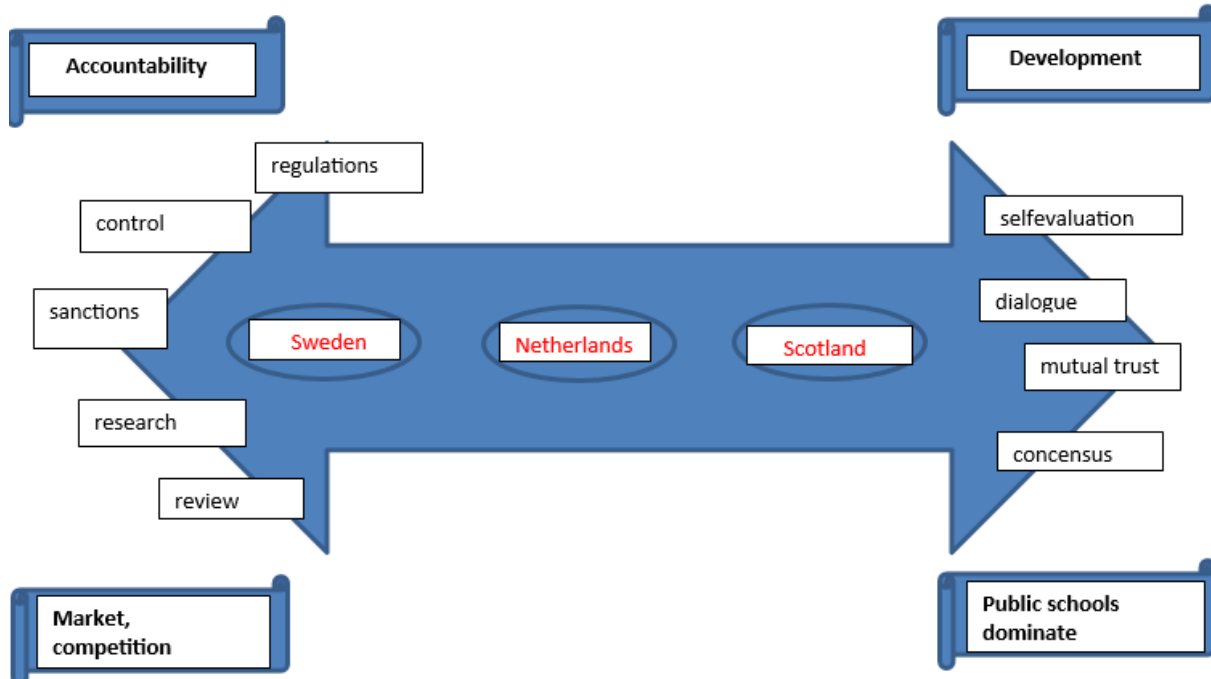
The Scottish inspectorate looks at education from a holistic perspective. It inspects schools and other educational settings, such as community learning and development, where a wide range of partners involved in the delivery of education are involved.

While inspecting CVS, the Scottish inspectorate uses different types of quantitative and qualitative information sources, such as pre-inspection questionnaires to a range of stakeholders on the quality of the educational experience provided by the school. Inspectors also conduct conversations with stakeholders, classroom observations, and review other information and documents as necessary. All schools complete a self-evaluation, which is used to inform the inspection programme. The Scottish inspectorate makes use of associate assessors, who are senior leaders from a relevant educational setting such as schools who join inspection teams. Lastly, the Scottish inspectorate uses the framework '[How good is our school?](#)' or other relevant 'How good is our ...' frameworks to compare with and make evaluations or judgements on the quality of CVS education, including reference to the development of CVS.

CVS is a recurring topic in the Scottish framework. It is covered in several domains and is not inspected as a separate component of the curriculum. One of these domains is religious and moral education, which strongly links to CVS. Scotland strongly believes in involving young people in the learning and evaluation process and encourages active participation. Scotland has developed a set of 'Experiences and Outcomes'. These are a set of clear and precise statements which detail

children’s expected learning and progression in each curriculum area. Benchmarks have been developed to provide clarity on the national standards expected within each curriculum area at each level. CVS Their purpose is to make clear what learners need to know to develop and progress through the levels. They also support consistency in teachers’ and other practitioners’ professional judgements.

Plotting inspectorates’ approaches



In general, the three inspectorates have a different inspection approach. This also applies to inspecting CVS. As you can see in the graphic, the Scottish inspectorate tends to work on the basis of mutual trust and consensus. It emphasises the importance of dialogue and the use of self-evaluation by school and wider educational settings. Apart from assessing the quality, the Scottish inspectorate also fulfills a role in building capacity in the education system. In Scotland, most schools are municipality-owned. In comparison to Sweden and the Netherlands, there are far fewer private schools.

The Swedish inspectorate has a strong focus on compliance with the law; the inspectorate can impose sanctions when a school or school owner is not complying. Sweden has a free school market for privately owned schools; any legal person is free to apply to establish a school and receive government funding for running the school. The funding is tied to the students attending the school; for each student the municipality provides the school owner with a determined financial sum. This in turn creates competition between schools to attract students. There are no regulations as to how the funding received is to be spent and the school owners are free to make financial profits when running schools. Privately owned schools nevertheless need to comply with all laws and regulations applying to schools, which is the main reason for the emphasis on control and compliance by the Swedish inspectorate.

The Dutch inspectorate is situated somewhat in between, navigating between dialogue and compliance checks. In the Dutch education system, the governing boards are independent, but most schools are receiving lumpsum funding from the government. This funding must be spent on education and making a profit is not allowed.

Part 2: Results and outcomes of inspections related to civic values and skills

Introduction

In this part of the project, we focused on the result and outcomes of our inspections related to CVS. Through the round table discussions, we gained initial insight into what results are achieved through inspections, as well as how to share and communicate these results. The job shadowing visits where we visited schools and had conversations with inspectors provided an opportunity to gain a deeper understanding of what we heard during round-table discussions. We learned more about how schools provide CVS education and what their experiences have been related to inspections on this topic. We explored how inspection evidence can inform or support continuous improvement.

Results and outcomes of inspections

Sweden

The Swedish inspectorate has different ways to report on results and outcomes of inspections, including those related to CVS. All inspections are followed by a report where the areas inspected are assessed and evaluated. Legal inspections focus on compliance, which entails that the inspectorate assesses whether schools and school owners comply with laws and regulations. In the event of a breach, the inspectorate can impose different types of sanctions depending on the severity and extent of the breach. In quality audits, schools are assessed on a three-grade scale based on the level of quality found. When the quality in a certain field is found to be low or in need of improvement, the inspectorate writes recommendations in the report. Legal inspections are always followed up in the event of a sanction. Quality audits are followed up once after the initial inspection in order to evaluate whether the school owner followed the inspectorate's recommendations.

At the end of inspection, a protocol is drawn up, including factual transcriptions of conversations and findings. The protocol constitutes the basis for the final report, where the findings are assessed according to the inspection framework, laws and regulations.

Some examples of how results and outcomes are being communicated externally:

- Legal inspection reports and quality audit reports: All reports are available publicly and published on the inspectorate's homepage.
- Thematic inspections: For thematic inspections, certain schools are selected for inspections and the same fields are inspected for all selected schools. Each school inspected receives a separate report assessing the findings of the inspection, which is also available publicly.
- National reports on thematic inspections: When all schools have been inspected in a thematic inspection, a national report is drafted summarising the overall findings and conclusions.
- The Swedish Schools Inspectorate's annual report: The annual report describes the inspections that have been conducted during the year, results and outcomes of inspections, experiences gained and the inspectorate's conclusions.

Below is a summary from the [national report](#) on the thematic inspection on schools' handling of controversial issues, where issues of CVS were specifically addressed. The summary illustrates an example of how results and outcomes of a thematic inspection are communicated and disseminated.

"The school's handling of controversial issues in teaching"

A focus on social studies and biology in grades 8 and 9

Summary

The school's task is to provide pupils with the knowledge and values they need for active and democratic citizenship. The Swedish Education Act states that education must convey and promote

respect for human rights and fundamental democratic values. In 2010, the Council of Europe adopted a charter intended to strengthen how schools address pupils' knowledge and awareness of democracy, and thus their resilience to extremism and behaviour that involves risk. This review has largely been based on the Council of Europe's recommendations, which show how the commitment to democracy can be shaped in schools through controversial issues, included in teaching.

What becomes controversial in teaching varies with the circumstances and the experiences that pupils have. Studies and the Swedish Schools Inspectorate's earlier reviews show several potential challenges in working with issues that can be sensitive and controversial. There is a risk that teachers will avoid controversial issues in the classroom, among other things, for fear of conflict and that they lack the tools to teach such subjects. This might imply that different issues that come into question in teaching are given biased coverage and that pupils, therefore, do not encounter different perceptions and perspectives. The inadequate work carried out by schools in instilling fundamental values along with insufficient support for teachers regarding the handling of controversial issues can be exacerbating factors. In the report, we show areas of development in the work with issues that may be controversial in teaching, we also highlight the success factors identified in the review."

The Netherlands

The Dutch inspectorate has various ways of collecting and publishing data on results and outcomes of our inspections related to CVS education, both internally and externally. Schools and governing boards are assessed and judged on a three-point scale for each of the standards of the inspection framework.

External includes:

- Report of inspections at board level
- Report of inspections at school level
- Thematic inspection reports, for example on CVS
- [State of Education Annual report](#)

Internal includes:

- Data analysis reports on number of cvs education judged as inadequate and remedial action orders given
- Research and guidelines from the expert group on Social Quality

Under the new law, schools are also obliged to monitor the results of citizenship education. However, at the time of writing, this is still under development. Although the inspectorate can give remedial action orders when CVS education is not (sufficiently) in place, the inspectorate refrains from giving remedial action orders on the monitoring of these results at school and board level. The inspectorate deems it necessary to give more time for the education stakeholders to get this in place. However, in the near future the inspectorate will start judging on this part as well.

Education in citizenship

Developing education in citizenship is a challenge for many schools

The Inspectorate notes that there remains much work to be done in developing education in citizenship in both primary and secondary education and MBO. Around half of schools in primary education, (secondary) special education and secondary education say they have little or no knowledge of the (recently amended) legislation on citizenship. Their governing boards also indicate that it is unclear what exactly is expected from schools in the field of civic education. Many schools in primary education have no concrete learning objectives to improve education in citizenship. The curriculum also needs to be improved, including the breadth and quality of the curriculum (Inspectorate of Education, 2017). This is a long-standing situation and the Inspectorate has been aware of this for some time already (Inspectorate of Education, 2020c). For example, schools have been saying for some time that they see promoting citizenship as an important task (Inspectorate of Education, 2022b), but there remains much work to be done with regard to developing the right kind of education. In many schools, the emphasis is on the social elements of promoting citizenship, such as good relations with other people, while societal elements, such as learning to handle diversity and promoting democratic values, feature less prominently. Finally, if we have no data on what pupils and students have learned, we cannot know in what areas need attention. Understanding the citizenship skills of pupils and students is an essential part of ensuring good quality.

Quality assurance in civic education • A large majority of schools and educational programmes and half of governing boards indicate that they have adopted a vision document for citizenship. Educational programmes in MBO are more likely to say they have concrete goals for citizenship (more than 80 percent) than schools in (secondary) special education (60 percent) and schools in primary and secondary education (both 40 percent). One third of governing boards across all sectors indicate that they set have specific goals. Less than half of schools and educational programmes across all sectors say that their governing board encourages them to set ambitious goals with respect to citizenship. Most schools and educational programmes say they discuss the results of education in citizenship with the governing board at least once a year; a quarter never do so. According to the schools and educational programmes, one third of governing boards review and evaluate the results achieved. Because these findings are self-reported, it is not known what form this evaluation takes or what the results are.

Limited oversight and moderate satisfaction with civic education

• About 60 percent of schools in primary and secondary education and about 40 percent of schools in (secondary) special education say they do not make use of an instrument to evaluate citizenship skills. One tenth of schools in primary education, special secondary education and secondary education indicate that they use an instrument to evaluate both social and societal competences. The remainder mainly measure perceptions of safety and/or social competences. The picture in MBO differs from other sectors: 65 percent say they evaluate citizenship skills; a quarter do not use an instrument. Educational programmes in MBO indicate that to do this, they use components from the method, tests they have developed themselves, assignments, presentations, reports and portfolios. Educational programmes and governing boards in MBO report the highest satisfaction with the results of education in citizenship; this applies to half of educational programmes and one third of governing boards. In primary and secondary education, 10 percent of governing boards indicate that they are very satisfied.

(Excerpt from State of Education Annual Report 2022; IvhO, 2022)

Scotland

As mentioned before, CVS is not inspected separately but is embedded in various areas of external evaluation. Inspections also have a strong focus on identifying and sharing good practice:

- recognise, celebrate and promote what is working well in a school/educational setting
- promote professional dialogue and encourage professional learning with partners
- support teachers in their own self-evaluation process
- support collaboration across schools/centers/establishments

The Curriculum for Excellence benchmarks have been developed to provide clarity on the national standards expected within each curriculum area at each level. The purpose of the benchmarks is to make clear what learners need to know and be able to do to progress through the levels, and to support consistency in teachers' and other practitioners' professional judgements.

Overall, inspectors provide public accountability and assurance on the quality of education across a range of settings, which include schools. They promote improvement, build capacity in education and inform the development of educational policy and practice. There is a focus on promoting equity amongst learners, and taking account of the extent to which the impact of poverty is minimised, including through monitoring the poverty related attainment gap. They explore whether children, young people, adult learners and communities have sufficient choice; whether they have their voices heard and valued; whether education is inclusive; and whether learners receive a suitable and broad curriculum and are making the best possible progress in their learning. Schools and other educational settings are assessed on a six-point scale for each of the quality indicators identified as a focus for inspection.

The Scottish inspectorate identifies and shares highly effective practices in a variety of ways:

- Conferences and events, such as an annual Scottish Learning Festival
- Webinars and blogs
- Social media platforms
- National improvement hub, which include links to illustrated case studies:

St. Ninian's High School Sketch note

1 Climate of AMBITION
with no limit on what may be achieved

2 Growing IMPROVEMENT
The pace of change is EFFECTIVELY JUDGED to keep abreast of national and local priorities

3 Sector-Leading Professional learning
OPPORTUNITIES TO SHADOW - to prepare for positions of responsibility - and recognise how staff's skills enhance school leadership

4 ROBUST UNDERSTANDING of progress and attainment
Senior leaders are very skilful in ANALYSING DATA and proactively driving high expectations

5 WIDE RANGE OF ACHIEVEMENT OPPORTUNITIES TO SUPPORT WELLBEING
Young people are encouraged to ensure a breadth of participation, both in and out of school

Young people's outcomes in attainment and achievement are outstanding AND SUSTAINED OVER TIME

ST. NINIAN'S HIGH SCHOOL

Education Scotland
Foghlam Alba

East Renfrewshire COUNCIL

Highly effective practice identified through inspection

<https://education.gov.scot/search?searchTerm=sketchnotes&orderAlias=relevance>

1 Climate of AMBITION
with no limit on what may be achieved

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ST. NINIAN'S HIGH SCHOOL

Education Scotland
Foghlam Alba

East Renfrewshire COUNCIL

Highly effective practice identified through inspection

More sketch notes and illustrated case studies can be accessed by clicking [here](#).

Part 3: Driving improvement in (education related to) civic values and skills through inspections

Introduction

The final part of the project was to discuss and think together creatively on how the respective inspectorates can continue to drive improvement in CVS (education) through inspections. We were particularly interested in how we can learn from each other, how external keynote speakers from each country can contribute to our thinking and what inspirational ideas we can develop together. Outlined below is a summary of the input and our learning from each keynote speaker.

Learning from keynote speakers

Wiel Veugelers – Emeritus Professor of Education, University of Humanistic Studies

After introducing the concept of citizenship and the changes over time, Mr Veugelers gave food for thought on the particular role of the government and inspectorate in relation to CVS education. He reflected on the socialisation function of education and the trend of governments to want to interfere more. This indicates that governments may find education and its functions in the broader society important.

Mr Veugelers underscored the importance of a whole-school approach to CVS. It should be integrated through all subjects and preferably be a separate school subject as well. He underlines a few important factors in relation to teaching CVS:

- Dialogical culture
- School culture
- Linking school and society
- Diversity of students and teachers

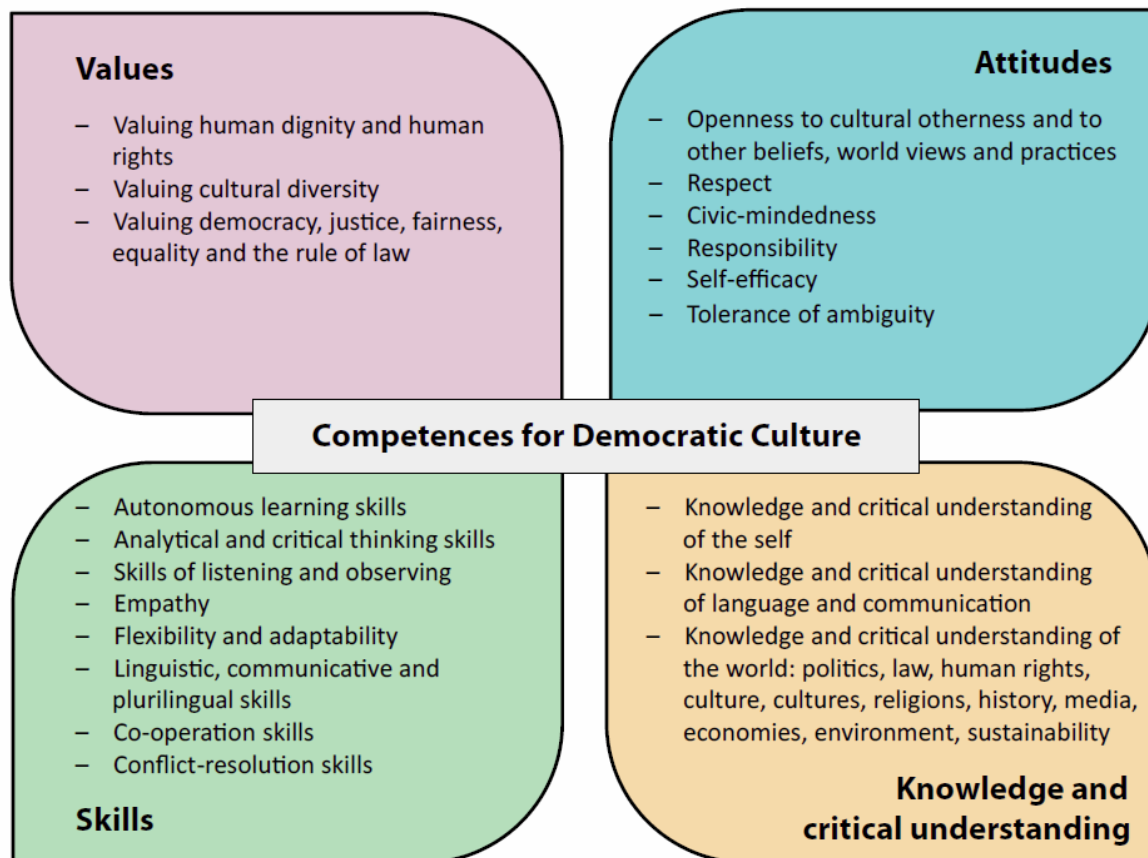
Mr Veugelers challenged the role of the inspectorate: it needs to find a balance between a critical friend (stimulating) and being an assessor (controlling). This is a difficult challenge. He also encouraged the inspectorate to focus on an approach to inspect at a school and teacher level, and not so much on the results of individual students. It should be about what the school is doing. Currently, the Dutch inspectorate checks whether there is (1) enough attention to democratic values, (2) different perspectives, and (3) non-democratic ideas. Mr Veugelers suggested that the Dutch government is steering too weakly at the moment. Partly, this is caused by the freedom of education, which is a great good and a great challenge at the same time. He would prefer the government to make CVS a separate subject, especially in lower education, as well as combine inclusion in different subjects. Furthermore, he would prefer for the government to say more about the expected outcomes of CVS.

Hugo Wester, Director of Education, National Agency for Education Sweden

Mr Wester highlighted a few models to look at what CVS would need to entail, for example, Biesta's aims of education and the Council of Europe Reference Framework of competences for democratic culture (see below). The latter can be used as a self-assessment tool and the competencies are developed to be teachable, learnable and assessable.

Mr Wester highlighted that a seminar in the Nordic countries had been held and that a discussion on assessing pupil's skills and values took place. The conclusion was not to assess values individually, as it goes against human rights. Registration of individual opinions is not allowed due to privacy reasons. However, it is important to promote CVS on a daily basis and register at an organisation's level. Teachers and schools can ask themselves: How, when and in what way am I teaching about promoting active citizenship? Learning about, for and through democracy, should be the focus.

Mr Wester challenged us to rework the models to fit the respective country contexts.



Reference Framework of Competences for Democratic Culture

Alan Sherry - Order of the British Empire (OBE), Fellow of the Royal Society of Arts (FRSA) and Chair of the Community Learning and Development (CLD) Standards Council

Mr. Sherry underlined the importance of lifelong learning, also with regards to CVS. His interpretation of CVS relates to the 21st century skills as well as meta skills, such as self-management, social intelligence and innovation. The challenge is that the shelf life of knowledge and skills is becoming shorter in a rapidly changing world. Collaboration and cooperation with partners is key to learning success. CVS education needs to take place in different places, maximising the effect. We therefore need to look at a holistic learning environment. It would require working together with different stakeholders, which would result in reinforcement. Greater emphasis on the totality of the learning community experience is needed.

Alan also underlines that ensuring learners voices are heard through participation and co-creation is crucial; in creating learning programmes, in delivering these, as well as in defining success. He also underlines the importance of recognising and accrediting smaller aspects/areas of learning, which could be available and delivered in a fairly short amount of time. The learning should be relevant to learners, and success in achieving these should be celebrated. A smaller aspect/area of learning (the so-called micro credentials) is deepening learning with a focus on one element, helping to ensure learners retain new knowledge and skills. Giving a voice to practitioners as well as learners is key to the success of this approach.

Inspirational take-aways on driving improvement

Outlined below is a set of suggestions and ideas we derived from our discussions. It includes lessons learnt from the respective inspectorates. We have divided these into three levels: policy makers; inspectorates; and schools. Where it refers to schools, it also includes governing boards.

Policy makers should:

- Create/adjust the law concerning CVS education
- Ensure and embed CVS in education and quality assurance

- Ensure participation of stakeholders, particularly learners, in all phases of developing education approaches and ways of monitoring

Inspectorates should:

- Share good practice examples between schools and wider education settings
- Focus on education experiences in schools and wider community and educational settings; CVS is all-encompassing
- Ensure that inspection of CVS is targeted to the challenges and societal trends that the pupil population is encountering
- Create a focus area on (elements of) CVS; to help gather evidence of impact and inform improvement by sharing good practice on elements of CVS gradually
- Use expert analyses to inform inspections (pre analysis provides contextual information)
- Inspect at governing board level, because they are ultimately responsible for ensuring adequate quality of CVS education
- Train inspectors in order to create internal consistency and reliability on CVS inspections, as well as being aware of and discussing potential personal biases of inspectors

Schools (and school boards) should:

- Ensure active student participation and voice
- Ensure a targeted and coherent approach to offering education in CVS
- Acknowledge and increasingly value out-of-school experiences as contributing to overall CVS outcomes
- Link school and society/community
- Ensure diversity of teachers/educators and students
- Use self-evaluations with a focus on CVS

Conclusion and remaining dilemmas

A final wrap-up session took place where we presented our joint findings and key takeaways of the project. This session concluded the project.

Assessment of civic values and skills and the current inspection processes

We conclude that the different structures of the education system in the three countries leads to a different approach in inspecting CVS.

Likewise, the relationship between government and school ownership is different in each country. Scotland has no free market in the same way as Sweden for example, and as a result there is very little competition for pupils between schools. This in part is due to the legislation giving municipalities/local authorities the duty to provide education similar to the school owners in other countries. In the Netherlands, school owners are more often independent and Sweden has a large number of privately owned schools, resulting in a different relationship between government and school ownership. In Sweden, the free-market approach is added on to this, resulting in more and stricter rules and regulations, to keep some control over the schools.

Both Scotland and Sweden have national curriculum frameworks that encompass CVS. However, in the Netherlands, schools are free to choose how to teach CVS, as long as it is meeting the national objectives as well as abides to the legislation. The role of the Scottish inspectorate is wider than the role of the Swedish and Dutch inspectorate and also involves supporting improvement. This allows the Scottish inspectorate to share highly effective practices identified during inspection and reviews of schools and other educational settings.

The Dutch and Swedish inspectorates carry out thematic inspections with a focus on CVS as well as incorporating CVS into regular inspection activities. As referenced, the Scottish inspectorate focuses on a more holistic approach.

Due to the recognised differences in approach to assessing and inspecting CVS, the three countries have learned a lot from each other. We are inspired by how we could potentially approach things differently. The three inspectorates conclude that all countries experience issues in how to best assess the quality of CVS education in schools and other educational settings and how they can make improved use of inspection evidence to inform and support improvement. We recognise that it is important to keep the conversation going and continue to learn from one another.

Results and outcomes of inspections related to civic values and skills

Together, the countries have a wide range of methods to share their inspection results and outcomes related to the field of CVS. All inspectorates use various ways in communicating on results and outcomes of inspections related to CVS, ranging from school level reports to thematic reports and from sketch notes on best practices to annual reports.

All inspectorates follow up their inspections through phone or email contact, further visits or interim reports as required. Sanctions or fines are used as methods by the Dutch and Swedish inspectorates when schools or governing boards are not meeting the requirements. The Scottish inspectorate does not use sanctions in the same way. However, it has a focus on identifying and sharing highly effective practices in schools and other educational settings. The field of CVS is in different ways political in the various countries and educational contexts. Therefore, any focus on CVS education and communication about results and outcomes needs to be thought through and planned carefully.

The varying approaches across the three countries on legislation for CVS, the curriculum delivery, inspection and review, and sharing highly effective practice is problematic and helpful at the same time. We recognise the importance of considering context and relevance when we look to apply our learning from the project in our own context.

Driving improvement in (education related to) civic values and skills through inspections

Our main conclusion is that all inspectorates have gained new insights due to involvement in this project in how to inspect on CVS and specifically how to get more out of sharing results and outcomes. This will help to drive further improvement in the delivery of CVS education and in ways

of inspecting CVS. We are aware that we need to think this through further and adjust it to our respective contexts. Therefore, we conclude that this is a starting point for further discussion. The roundtable discussions, sharing key takeaways from each country and contributions from the keynote speakers have been very valuable in leading us to consider and think more creatively.

Remaining dilemmas for further discussion

During the project, a few topics recurred for which we have not identified a sole consensus yet. CVS education is a challenging topic for many of the reasons outlined in this report. In particular, we recognise that continued dialogue will help us share approaches and develop our thinking further.

A few dilemmas that require continuous dialogue within and between inspectorates:

- Finding the right balance between autonomy of schools versus regulations by the government
- Monitoring CVS results and outcomes in schools and other educational settings
- The amount of in-depth focus on CVS during inspections
- The role of the inspectorate; finding the right balance between improvement efforts versus strict supervision
- The way to include and recognise the efforts wider society plays in the CVS education.

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