

Educational Tools, Resources and Informal Learning Frameworks that Help to Reduce Prejudice

Mapping Study on behalf of the Rothschild Foundation Europe

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Executive Summary

Facing new challenges due to the increase of ethnic, cultural, religious and linguistic diversity in Western societies, the national educational systems are challenged to develop and implement new learning and teaching concepts. By doing so, educational systems need to fulfil two interconnected tasks: firstly, to ensure equality of opportunity for members of all racial, national or ethnic groups. This refers to the question of integration and targets mainly the members of minority groups. Secondly, education also has to contribute to social cohesion, mutual understanding, and living together in accordance with the values of human rights. The second human-rights-related task raises questions of inter-group understanding, promoting positive inter-group relations including the reduction of young people's prejudice towards members of minority groups. These issues target both members of the majority and members of the minority population and do not only call for an educational response on the national, but also on the local level and in the individual school and classroom.

In this report we focus on the second thematic area. Although there are numerous political statements that stress the importance of education in the struggle against prejudice, the actual design and degree of implementation of such educational tools, resources and informal learning frameworks that help to reduce prejudice is rather unclear. Therefore, the state of the art regarding such tools has to be explored.

The report provides an overview on types of anti-prejudice educational tools in European countries with particular emphasis on activities in Belgium, France, Germany, Italy, Hungary, Poland and the United Kingdom. Activities for students and young people as well as for teachers, youth workers and other multipliers are primarily considered. But significant initiatives and programmes for the general public are also taken into account. Our study leads to the conclusion that all the countries under specific analysis see the need for educational tools against prejudice. The societal awareness of the importance of the struggle against prejudices as well as against its manifestations is generally quite high – especially with regard to tools addressing young people, who can, on the whole, be influenced to a greater extent. In the respective countries, steps have already been taken to face these challenges. The great majority of strategies are of a preventive character. The concrete structural approaches, methods and also the thematic main focus in combating prejudice vary greatly: although the specific thematic areas of Holocaust education, history education, intercultural education, anti-racist education and civic education are covered to some degree by formal or informal education in the respective countries, deficiencies and a potential for improvement were found throughout the countries and thematic areas. Most deficiencies derive from a lack of systematic evaluation, information exchange and cooperation between the people and organisations involved. Practical experience is often not elaborated into accumulated knowledge. In addition, the theoretical background knowledge on prejudice is insufficiently reflected. One important long-term aim should be the intensification of cooperation and networks between responsible

authorities, scientific research institutions and committed NGOs, including migrant organisations.

Results of the mapping study

▶ Summary for Belgium

In summary, most of the respective instruments are implemented by NGOs and associations which are frequently financed by official bodies. The great majority of educational projects or activities are developed as extra-curricular and out-of-school activities. Activities in formal education are not as well-developed.

The Belgian RAXEN NFP¹ and “Espace citoyen”² state that special attention is given to anti-racist education, Holocaust education and human rights/civic citizenship education in the French community. These issues (especially the Holocaust issue) are also taken up in the Flemish community, but always from a diversity or tolerance perspective.³

According to the NFP Belgium, most good practice initiatives can be found in the following categories: Holocaust and civic citizenship education for the French community, diversity issues for the Flemish community. “Espace citoyen” confirms this assessment with regard to the French communities: Altogether, most good practices fit in the categories holocaust education, human rights - and also anti-racist education.

Overall, the teaching of black history and, most of all, colonial and immigration history, is less frequent in the French and Flemish community educational programmes and seems to be a rather neglected area.

There are some deficits with regard to the systematic implementation of official policies and the appropriate use of resources. Teacher training seems also to be insufficient. However, the number and availability of resources seem to be good and, what is more outstanding, many extra-curricula or out of-school long-term initiatives exist. Permanent or at least repeated initiatives tend to have a greater impact compared to sporadic activities.

¹ RAXEN (RACism and XEnophobia Network) consists of so-called National Focal Points (NFPs). In Belegum it is the Centre for Equal Opportunities and Opposition to Racism (CEOOR); <http://www.diversiteit.be>

² “Espace citoyen” is an organisation promoting human rights education in the French community (<http://www.espace-citoyen.be>)

³ “Looking for explanations, it probably has something to do with the Flemish educational system being closer to the Dutch/ Anglo-Saxon tradition, while the French community education is inspired by the French educational policies. In this regard, it is interesting to understand the difference between the two concepts of ‘histoire et mémoire’ (history and memory). These concepts are seen as two different aspects which need attention in the French community’s curriculum, while in the Flemish community’s system one would only talk about ‘history’ education.” (Statement of the NFP Belgium)

► Summary for France

In France, the large majority of educational projects or activities are developed in school. These projects are mainly initiated or implemented by civic associations and have the authorisation of the Ministry. Nevertheless, the Ministry itself and the Rectorates as regional offices of the Ministry initiate many projects or activities. Anti-prejudice education seems to be a joint project of authorities at all levels and civic associations. Migrants play an active and important role in the framework of these associations.

According to the French NFP⁴, in total, most good practice initiatives can be found in the categories of anti-racist education, Holocaust education and intercultural education. And, regardless of the actual form of the activities, most educational tools fit in the categories of anti-racist education and Holocaust education. There are also some programmes or activities regarding human rights and civic education. And overall, anti-prejudice topics seem to be rather neglected areas in history education.

Although the availability of resources and teacher training programmes are quite good and numerous in-school and also some out-of-school initiatives exist, there are some relevant deficits:

- The majority of initiatives focus merely on certain groups of young people who seem to be at risk of ethnic discrimination without addressing all pupils, parents and school staff.
- There is a lack of long-term in-school and out-of-school initiatives.
- Excursions and field trips in the realm of Holocaust studies could be enhanced.
- By means of systematic information and knowledge transfer at primary, secondary and high-school level, prejudice are supposed to be overcome. The emotive component seems to be neglected.
- The greatest deficient seems to be systematic evaluations of educational tools.

► Summary for Germany

⁴ Centre d'Etudes des Discriminations, du Racisme et de l'Antisémitisme (CEDRA) is an independent association especially founded for participating at the RAXEN network. This association is a partnership of six organizations: the French National Advisory Commission on Human Rights (CNCDH), the Centre for Political Research at Sciences Po (CEVIPOF), the National Institute for Demographic studies (INED), the Centre for Sociological Analysis and intervention (CADIS), the Regional Monitoring for City Integration (ORIV) and the Picard Space for Integration (EPI).

There is a large number of measures within the education system in all federal states which aim at contributing to the struggle against prejudice. In addition, numerous government-backed and non-governmental organisations, initiatives and associations exist in the area of education, which deal with the topics of xenophobia, racism and anti-Semitism. They also attempt to contribute to combating those phenomena by various types of good practice.

Thematically, in formal and informal education, diverse approaches to confronting the Holocaust can be found. The impressive scope of their dissemination must be regarded in the light of Germany's history. The Holocaust in formal education is often conducted from a historical perspective and taught in great detail. The demand for new approaches with regard to the situation of teaching the Holocaust in multi-ethnic classrooms and the need of relating Holocaust education to contemporary societal problems such as diverse forms of anti-Semitism is rather met by innovative extra-curricula approaches. The prevention and redressing of right-wing extremism is also a prominent issue, especially in the eastern federal states of Germany. In addition, many (and among them, some large-scale) projects for the general promotion of tolerance and diversity can be found.

On the whole, activities tend to be project-oriented. As the degree of mandatory requirements and the monitoring of its implementations – in formal education as well as with regard to teacher education - are relatively low, most initiatives reach those who are already sensitive to the respective topics. However, the public awareness of the need for educational tools against prejudice is quite high. The numerous extra-curricular initiatives can be seen as an indicator for a widespread general willingness for active involvement in the struggle against prejudice. However, such initiatives can only supplement, not substitute concrete regulations which, as in formal education, have an impact on everyone.

In sum, there are many deficient thematic areas in the formal education in Hungary. The integration of minority issues, such as the history and culture of Roma, but also of other minorities, into the curriculum is a sensitive and crucial issue. Until now, most projects only aim at the improvement of the minorities' educational attainments. By doing so, negative stereotypes and low expectations of minorities are supposed to be indirectly countered.

In the scope of courses and teacher training, Holocaust education is in the centre of the educational efforts. Extra-curricular in-school activities seem to be rare, but with an upward trend. By forming more cooperation and communication networks between NGO and the public authorities, more in-school activities could be implemented and the experiences of NGO-projects could be used.

The thematic deficiencies can only partly be complemented by means of out-of-school activities. This has to be seen in the context that out-of-school projects are completely voluntary and cannot reach everyone. Only already interested people tend to take part in such activities. Nonetheless, public events that aim at encouraging civic participation and awareness-raising campaigns are important for improving people's willingness to take the initiative and to act in a socially responsible way.

It has become obvious that in Hungary the development and implementation of educational tools has not to take only public authorities and students into account, but also teachers, the student's families and the general public. The awareness for the need for educational tools against prejudice has to be strengthened at all levels of society.⁶

⁵ Statements by the NFP Hungary (Institute for Legal Studies of the Hungarian Academy of Sciences and Institute of Ethnic and National Minority Studies) partly refer to internal reports and documents on education that are not publicly available.

⁶ On the importance of the societal struggle against extremism, anti-Semitism and anti-Roma sentiments cf. Ligeti/Nyeste 2006 or ECRI's remarks on the general climate of opinion (2004).

► Summary for Italy

In sum, one can state that regulations and suggestions on educational tools against prejudice are included in the official school policies; they are however not systematically implemented in all fields (cf., for example, intercultural education). These activities are supplemented by numerous extra-curricular in-school activities as well as by out-of-school initiatives. However, evaluations of their effectiveness and actual outcome are rare. Thematically a variety of areas is covered. There are many offers for further training programmes for teachers and other people actively involved in the struggle against prejudice; among those are programmes that foster the professional exchange of international experts.

► Summary for Poland

Overall, most educational tools against prejudice refer to the Holocaust. The Polish NFP⁷ also identifies many good practice initiatives in the field of Holocaust education. Other successful tools can be found in intercultural education.

Holocaust education is implemented by both official bodies and NGOs. Other thematic areas such as anti-racist, history, intercultural and civic education are mainly covered by NGOs. Activities in these areas are often designed as out-of-school projects or extra-curricular initiatives.

The topic of migration/migrants should be intensified in formal and non-formal history education. Polish teachers' awareness regarding the need to educate students in these topics, but also in topics in the scope of anti-racist education, intercultural education and civic education should be enhanced.

⁷ Helsinki Foundation for Human Rights (HFHR); <http://www.humanrightshouse.org>

► Summary for the United Kingdom

In the United Kingdom, there is a top-down approach with implementation on the local or school level, especially with regard to the race equality policy. Educational tools against prejudice are mainly curriculum-oriented and take place in-school for the most part. Besides racial equality, citizenship education including elements on diversity and intercultural education are officially focused on in education policy. However, the implementation could be improved. Mechanisms for monitoring this implementation do already exist.

Holocaust education seems to be a topic under current public discussion. It is essential to enhance the awareness of the general public in general - and of teachers in particular - for the importance of Holocaust education. Moreover, specific approaches to teach the Holocaust in multi-ethnic classes should be developed.⁸

The integration of aspects of minority cultures, especially with regard to Black history, is, compared to other European countries, advanced. Public awareness for the need for such elements in education is quite high.

The availability of resources and teaching materials is generally satisfactory; there are numerous resources and teaching materials in the field of diversity, citizenship, the Holocaust, and also Black history including top-quality materials. Most of them are available online.

Outside formal education, extra-curricular activities and also out-of-school initiatives seem to be a useful, but not systematically applied complementation to the in-school activities.

⁸ Also approaches in the struggle against Islamophobia should be further developed and implemented.

1. Findings and conclusions

The following chapter will first summarise the most important general findings on educational tools in the struggle against prejudice. Subsequently, cross-national remarks on the specific thematic areas of Holocaust education, history education, intercultural education, anti-racist education and civic education will be made. References to successful initiatives as well as recommendations will be included.

a) General findings

All the countries under specific analysis reflect the need for educational tools against prejudices. The societal awareness of the importance of the struggle against prejudices as well as against its manifestations is generally quite high – especially with regard to young people, who can, on the whole, be influenced to a greater extent. In the respective countries, steps have already been taken to face these challenges. However, the concrete structural approaches, methods and also the thematic main focus in combating prejudice vary greatly. Whereas the official authorities of some countries primarily focus on reducing structural discrimination, for instance in Hungary by means of promoting equal opportunities for access to education and enhancing the educational achievement of migrant students, others aim at reducing prejudice by influencing inter-group relations and focus on individual prejudices.

The great majority of strategies are of a preventive character. However, there are also some ad hoc measures implemented as a reaction to current incidents (such as xenophobic statements) with a sanction character (cf., for instance, the local level strategies of some teachers in schools near Lyon in France), or refer to groups with existing strong prejudices in attitudes (cf. drop-out programmes for those wishing to leave the right-wing milieu in Germany). France also focuses only on people who are perceived to be at risk of prejudice. On the whole, preventive measures – scheduled preferably at an early stage of life – are more efficient in influencing people in the long-term.

In all the countries under analysis, more or less concrete regulations or at least remarks on forms of educational tools against prejudice could be found in the **official education policies**. Comparatively explicit formulations could be found in the UK, Germany, Italy and Poland. Many regulations are of a more recent date. This refers especially to Hungary and Poland where educational tools against prejudice have just recently received increased attention.

In all countries, **extra-curricular initiatives and out-of-school initiatives** could be found. In some countries such as Belgium the out-of-school initiatives are dominant, whereas in other countries – especially in France – in-school activities prevail.

The proportion of extra-curricular in-school activities to out-of-school educational tools seems to depend on the degree of existing cooperation between NGOs and the educational authorities at the governmental and local level. In France, for instance, associations develop and conduct in-school initiatives in close cooperation with the authorities.

The number of out-of-school initiatives also depends on the level of civic activism in the respective national contexts. In Hungary, this level is not very high yet, compared with other countries like Germany or France.

One has to keep in mind that out-of-school activities can just complement, but not substitute formal education. This has to be seen in the context that out-of-school projects are completely voluntary and cannot reach everyone. Only those who have already shown interest tend to take part in such activities. As another advantage of formal education, educational tools against prejudice can reach children at an earlier age. Younger children are at an earlier stage of moral development and can more easily be influenced. Out-of-school projects usually tend to reach juveniles. Nonetheless, out-of-school initiatives like public events that aim at increasing participation as well as public awareness-raising campaigns are important tools in improving people's willingness to take the initiative and to act in a socially responsible manner.

By building more **cooperation and communication networks between NGOs and the public authorities**, initiatives could be better coordinated and deficiencies more easily found. Furthermore, experiences could more easily be transferred. Including people with a migration background into the development and realisation of educational tools is also essential. In France, this is realised through the associations.

The exchange of information is also a crucial point for teachers and other people actively working in the field against prejudice. The **awareness of all teachers** of the need for information exchange and teacher training (for instance, for developing innovative teaching methods) has to be enhanced. In this context, the new approaches of specialised multipliers (teachers and youth leaders) who disseminate their knowledge to others seem to be generally promising (cf., for instance, the respective programmes in Germany and the UK).

Support material for teachers and general resources on most relevant topics (slightly less for history education) are available and accessible for interested parties; however, in some countries, the quality of materials is not assured. Shortcomings refer specifically to concrete guidelines and recommendation on how to implement and transfer the information to students and others. Hints for didactic approaches for the practical application, for instance in classrooms, need to be further developed.

For the **concrete design of activities** it is important to keep in mind that prejudice consists not only of cognitive components. Many activities strongly focus on knowledge transfer and neglect the emotive side of prejudice. The possibility of improving group-relations and reducing prejudice by, for instance, **encounter programmes or**

intercultural events with a strong entertainment orientation which appeal to the emotive component of prejudice seems not to be fully utilized.

Another aspect to keep in mind is the dissemination effect of activities. By combining concrete local projects with awareness-raising campaigns and media coverage, a greater number of people can be reached.

Overall, **quality assurance** with regard to resources, teacher training and formal and informal initiatives is essential and must be enhanced⁹:

On the one hand, the assurance of quality can be done by systematic monitoring systems. None of the analysed countries conducts monitoring sufficiently. In the UK, good preconditions for successful monitoring do already exist, and on the whole, monitoring seems to be – compared to other European countries - at an advanced stage. Generally, the introduction or improvement of concrete monitoring systems would also increase the awareness of the need for educational tools in the struggle against prejudice.

On the other hand, systematic in-depth evaluations are an indispensable quality factor. Long-term activities and follow-up projects can be based on such significant evaluations and highly profit from the results. At the present stage, evaluations tend to be insufficient. Although some relevant evaluation programmes could be found in Germany, the UK and also a few in Hungary, most evaluations are incomplete and do not focus on the measurement of effects such as changes in attitudes. In the other countries under analysis, the majority of initiatives and other educational tools are not evaluated at all.

Continuous support for the realisation of such evaluation-based long-term initiatives should be provided. This should be also seen in the context that according to attitude change theory, permanent activities tend to have a greater effect compared to sporadic engagement such as the mobilisation of people in the struggle against prejudice at special events like commemoration days.

b) Specific findings in the scope of Holocaust education

Holocaust education seems to be institutionalised to a high degree; this means that there are many official regulations in the scope of formal education. In many European countries, it is a compulsory subject or it is integrated into other subjects such as history. And all the countries under specific examination are members of the Task Force for International Cooperation on Holocaust Education, Remembrance and Research (ITF).

However, the hours allocated to the topic vary significantly (indicators for that can be found in the school textbooks or the curricula). As far as implementation is concerned, there are also variations. Some teachers tend to avoid the topic due to a fear of confrontations between Jewish and Muslim students in the classrooms (cf., for instance, the tendencies of some teachers not to teach the Holocaust in France and in the UK).

⁹ One good example for the development of top-quality material is the pilot project by ODHIR and the Anne Frank House in Amsterdam in cooperation with experts from a total of seven countries. By working closely with national experts, materials on anti-Semitism specific to the context of the respective pilot countries were produced, tested and revised.

Others seem to deem the topic not to be crucial. These teachers should be made more aware of the topic. In this context, it can also be discussed that, in some countries, teacher training on the topic is not part of the initial teacher training and therefore just available for those who are already interested in and, at least partly sensitised for the topic. The importance of mandatory teacher training for all teachers (all subjects and all educational levels) is obvious. In addition, the quality of such training units has to be monitored and evaluated. Exchanges of experts – also on an international level - can provide useful impacts. Training programmes should be open for new methods, and also for new thematic aspects.

Nowadays, one important challenge seems to be in finding appropriate ways of teaching the Holocaust in multicultural classes where different perspectives and cultural backgrounds have to be taken into consideration. There are few projects that test the handling of this challenge. They should be enhanced and examined more closely. In formal education, references and parallels to other incidents of genocide in more recent contemporary history can be useful. However, restricting the teaching only to more recent incidents and ignoring the Holocaust should not be an alternative.

Most educational tools in formal education primarily target the cognitive component of prejudice (cf. the theoretical background in part one of this report). By knowledge transfer, inadequate assumed knowledge and attitudes are supposed to be revised. However, it is also important to take the emotive component into consideration. This is partly done by visits to authentic sites, and, even more effectively, by meetings contemporary witnesses. People who have survived the Holocaust and report about their personal experiences have a higher authenticity and reliability. This is important as a lack of credibility of the source leads to doubts on the given information. Preconditions for credibility are especially good when people can put themselves into the survivors' situation.¹⁰

This can be generated by taking local historical events and local people into account. For children, it is of special interest how people of the same age experienced the Holocaust. But, it is important to adjust the specific given information to the respective age group of the children. Generally, children should not be confronted with information on genocide too early.

Due to the fact that the experiences of contemporary witnesses are crucial for Holocaust education, these testimonies have to be documented in written and/or audiovisual form and preserved for later generations. One positive example is the central state archive in Rome with its audiovisual collection of over 400 testimonies.

At the local level, projects on dealing with, and documenting the history of local communities during World War II seem to be promising. Not only historians and local experts, but also students and the local inhabitants can be involved in such projects, for instance, by interviewing contemporary witnesses. The result can be made publicly available (local exhibitions) and, with some media coverage, can have a long-term effect.¹¹

¹⁰ For instance, the Belgian project "Back to the roots of stolen lives" is a good example for a high emotive impact and credibility of the source.

¹¹ Cf., for instance, the German-Polish initiative "Weiße Flecken" (white spots).

c) Specific findings in the scope of history education

In all of the countries under analysis, some deficiencies in history education with regard to the struggle against prejudice could be found. However, in the United Kingdom history education seems to be advanced (especially concerning Black history). Overall, too little attention is given to multi-ethnic aspects of history in the respective countries. For instance, in the UK, the teaching of Black history is often confined to topics about slavery and post-war immigration. The effect is to undervalue the overall contribution of black and minority ethnic groups to the UK's past and ignore their cultural, scientific and many other achievements. The topics of minorities and migration have to be more systematically implemented into history lessons. Teachers need to have sufficient subject knowledge, for instance, on different perspectives of migration history. Otherwise, topics in history are brought up in a simplistic and unproblematic way, leading to routine and superficial learning and uninterested students. Also controversial views and debates should be included.

So far, non-formal history education is often rather included in an event-oriented, sporadic way (cf. for instance, UK: Black History Month). Despite the aforementioned disadvantages of sporadic activities, these events include the possibility of combining history education with intercultural education in an entertaining and attractive way. For instance, intercultural festivals or cultural diversity days can raise awareness and understanding between different cultures and provide some information on other cultures at the same time. Such events can be seen as creative, non-offensive ways of informal learning. Therefore, they are a useful supplement to formal history education.

d) Specific findings in the scope of intercultural education

Promising concepts could be found in the scope of intercultural education in all countries, although the number of realised projects varies.

In formal education, the topic receives increased attention. For instance, the representation of the cultures and histories of the minorities in the school curricular and initiatives against prejudice between students in the increasingly ethnically heterogeneous classes seem to be a topic of recent public debate. However, the manner of implementation is highly dependent on the initiative of the individual teachers.

With regard to out-of-school projects, encounter and youth exchange programmes. Such programmes can be highly efficient when the necessary theoretical preconditions such as those presented in the Contact-Hypothesis are largely fulfilled (among others, participants have to be brought together as equals (in the specific situation) and should strive for mutual aims). They demonstrate a successful appeal to the emotive side of prejudice (cf., for instance, summer camps for Roma and non-Roma students in Hungary or youth exchange programmes in Poland).

Another successful and innovative approach is to point out similarities between different migrant groups or religious groups, such as a history of migrations and facing prejudice from the majority (cf., for instance, the Belgian project “Provided that we talk to each other”).

It is also promising to develop innovative didactical approaches including multimedia resources. One example for visually attractive and playful material is the Hungarian DVD “Virtual House of Roma Culture”.

e) Specific findings in the scope of anti-racist education

Similar to intercultural education, anti-racist education tends to mobilise pupils around key events like national awareness days. However, the transferability and long-term effect of event-related forms of mobilisation is debatable.

But, some successful long-term initiatives could be found, such as the comprehensive German initiative “School without Racism — School with Courage” or the youth work initiative “Show Racism the Red Card” which successfully uses footballers as anti-racist role models. The success of the latter UK project can be explained with the suitability and attractiveness for a broad range of age groups. It can be also assumed that the impact of the intended messages is high, due to the credibility and prestige of the communicators.

f) Specific findings in the scope of citizenship education

Civic education is integrated into the official policies of each country under analysis – at least to a certain degree. Formal civic education in most countries does not only include knowledge transfer on social responsibility and civic rights, but also intends to influence the attitudes of students with a lasting effect. Nonetheless, civic education can be best learned through practical application and active involvement.¹² Therefore, practical initiatives on citizen participation in local matters are to be encouraged and the conditions of self-management of local action are supposed to be improved. This can be done in the scope of in-school as well as out-of school activities.

In sum, all thematic areas that this report is interested in seem to be covered to some degree in the respective countries. However, deficiencies and a potential for improvement were often found throughout the countries and thematic areas. These deficiencies derive mainly from a lack of systematic evaluation, information

¹² A successful example for youth work in this context is the Hungarian “Foundation for Democratic Youth”.

exchange and cooperation between the people and organisations involved. Practical experience is often not elaborated into accumulated knowledge. The theoretical background knowledge on prejudice is insufficiently considered. The comprehensive theoretical knowledge on change of prejudice also needs to be systematically reflected. One important long-term aim should be the intensification of cooperation and networks between responsible authorities, scientific research institutions and committed NGOs, including migrant organisations.

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