

# Country Report: Civic Education in Austria

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## 1. Basic Concepts and Aims of Civic Education

Civic education (CE) as well as citizenship education can be understood as a sum of key competences that have to be imparted:

- the passing on of knowledge of facts and the insight into political relations.
- the support of the development of political attitudes and opinions.
- the stimulation of intellectual and social skills and an emergence of intellectual competences in the human cohabitation.
- the promotion of the ability for political participation.

The knowledge of facts includes models of democracy and of the real political processes in the context of the constitution of Austria, the organization of parliament, government and justice (and their separation of power as well as their mutual control), the functions of political parties and interest groups (with the special case of the Austrian social partnership/Sozialpartnerschaft), the fundamental rights of the citizens by the federal constitution, and relevant bases of current political issues of Austrian politics etc.

An understanding of legislation processes and political decision-making processes have to be known both in their formal procedure and in their actual plots. This is illustrated by the example of first drafts for bills in governmental departments, of negotiations by interest groups of employers and employees in the pre-parliamentary room, of party arrangements in the preparation for committee meetings which are not open to the public in Austria, of bare mock battles or voting machineries in the sitting of parliament. Possibilities to participate in political decision-making processes must be understood as a real chance to influence the last decision as an output of the political process. The opposite would be inputs which only feign plurality but do not really flow into the decision-making. The independent development of political attitudes and opinions - values etc. could be added - has to be among others interpreted as interest in social and political questions in Austria, as a construction of an Austrian political identity with reference to a democratic common sense of community and state, as acceptance of

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fundamental rules of democracy and as tolerance of dissenting opinions or attitudes. From a European point of view questions for a broader common identity become more significant.

As a goal of CE intellectual and social skills or intellectual competences mean that Austrian citizens should be able to receive, collect, critically take in and judge political information that is normally received in modern communication societies via mass media. The focus is generally on the ability of communication. One's own opinions must be justified and argued about. Political systems, processes and functions have to be described with multiplier effect to other citizens. The area of social competence - as readiness to take responsibility, to develop a ability to judge and to select from predefined and/or independently developed policy options - is crucial too, though. In case of conflicts between divergent options peaceful solutions of the contradiction are to be strived for.

The ability to participate politically means to take part in the political discourse as well as to have the competence to influence politics and political decision-making processes and to be willing to. Citizens' action groups would be a classic example of influencing and controlling politics from outside the system, but membership in political parties and ballots have also to be mentioned. Disenchantment with politics or political apathy and political cynicism are regarded as negative examples. However, a functioning political participation depends on the readiness to cooperate and to form a coalition because insisting on "take it or leave it"-points of view can either lead to inability to make decisions or result in authoritarian (majority-)decisions without considering minority rights.

**Table 1: Core Competencies of Civic Education/Citizenship Education**

<b>Core Competencies</b>	<b>Aspects of Democratic Civic Education/Citizenship Education</b>
<b>Knowledge and Insight</b>	<ul style="list-style-type: none"> <li>● Concepts of Democracy</li> <li>● Concepts of Democratic Citizenship</li> <li>● Functioning of Democracy (incl. Civil Society)</li> <li>● Legislation and Political Decision-Making</li> <li>● Citizens' Rights and Duties</li> <li>● Role of Political Parties and Interest Groups</li> <li>● Options for Participation in Decision-Making</li> <li>● Influence on Policy-Making</li> <li>● Current Political Problems</li> </ul>
<b>Attitudes and Opinions</b>	<ul style="list-style-type: none"> <li>● Interest in Social and Political Affairs</li> <li>● National Identity</li> <li>● with Regard to Democracy</li> <li>● Towards Democratic Citizenship</li> <li>● Political Confidence</li> <li>● Political Efficacy</li> <li>● Self-Discipline</li> <li>● Loyalty</li> <li>● Tolerance and Recognition of own Prejudices</li> <li>● Respect for other Individuals</li> <li>● Value of European Civilization</li> <li>● Values on which Europe is founded (Democracy/Social Justice/Human Rights)</li> </ul>
<b>Intellectual Skills</b>	<ul style="list-style-type: none"> <li>● Collecting and Absorbing Political Information via Various Media</li> <li>● Critical Approach to Information, Policies, Views</li> <li>● Communication Skills (be able to reason, and argue and express own views)</li> <li>● Describe Processes, Institutions, Functions, Aims etc.</li> <li>● Resort to Non-Violent Conflict Resolution</li> <li>● Take Responsibility</li> <li>● Ability to Judge</li> <li>● Make Choices/Take a Position</li> </ul>
<b>Participatory Skills</b>	<ul style="list-style-type: none"> <li>● Influence Policies and Decisions (Petitioning and Lobbying)</li> <li>● Build Coalitions and Co-operate with Partner Organizations</li> <li>● Taking Part in Political Discussions</li> <li>● Participation in Social and Political Processes (Membership of Political Party, Interest Groups, Voting, Writing Letters, Demonstrating etc.)</li> </ul>

In Austria a model of CE formally is formally expressed in the principle CE-decree for schools: "Civics education is a prerequisite both for individual development and for the development of society as a whole. In a time characterised by growing complexity in all spheres of life, civics education contributes proactively towards shaping society and translating democracy into practice. A major concern of civics education is to educate students towards a democratically inspired awareness of Austria, towards pan-European thinking and openmindedness supported by an understanding of the existential problems of humankind. Civics education takes its lead from an understanding of democracy which sees no contradiction in recognising, on the one hand, legitimate government and authority and, on the other hand, the postulated identity of those who govern and those who are governed. However, it focuses on the issue of how governance and authority are recognised as rightful by society. A

democratic community will be guided by the unchanging principle that the source of authority and governance can only be the right of those governed or of their appointed bodies to appoint, supervise and recall those who govern. A democratic system of government will be the more successful the more profoundly the concept of democracy is recognised in other spheres of society." (1)

A formal consideration of CE in Austria is also guaranteed by the budget law of 1973 about the promotion of the adult education in Austria. This law makes CE as "political, social and economic education" to an assignment that deserves support in the first place. In 1977 the Austrian Institute for Civic Education was set up for adult education in Mattersburg and co-financed by the federal states, but was closed at the beginning of the nineties. However, since then financial means of the federation and the federal states are annually allocated for adult education projects on CE by the founder organization of this institute, the Austrian Society for Civic Education (Österreichische Gesellschaft für Politische Bildung, ÖGfPB).

CE as it is defined in the Austrian adult education can be sorted into the "middle course concept" and contains the clarification of social and economic connections and contradictions as an area of responsibility. The aims are to understand and influence social changes and their consequences, to resist all kinds of violence, to realize democratic options of shaping as well as to learn to assess and to judge issues like European integration, globalisation, modernization and individualization processes.

In terms contents CE has to find several "middle courses" in order to (continue to) establish itself as a serious education area. This applies to theory and practice as well as to the didactic arrangement forms (2) "Middle courses" also mean the abundance of a linear missionary thought which actually had its right in the context of the re-education programs after the World War II in Germany.

- A middle course is required between CE as a knowledge arrangement but also as a development of abilities and as an unfolding of the readiness for responsible behaviour. CE is based on historically grown moral concepts - in Austria at least peace, liberty and equality, justice etc. are generally recognized values which are to be imparted. CE is not a bare stringing together of technical contents but is supposed offer the chance of picking up crucial problems of society beyond the expansion of political knowledge. CE has also to be orientated towards professional practice: (3) By the reflection and the exchange of experience the contents of CE can be implemented into the social everyday life in which the areas of the Austrian school system and the adult education are in the centre.
- A middle course is required as a reassessment of political institutions between anti-institutionalism and blind faith in institutions. In modern democracies CE does not have the task to transform a political system, but may not only help either to stabilize the existing system and to prevent institutional changes by the promotion of a blind authority faith. In Austria this point is one of special importance because of its particular definition as a consensus democracy as well as of its political culture partly stamped by subservient spirit and state tradition of civil service mentality.
- A middle course is required for more transparency between apparent objectivity and exaggerated subjectivity. Target groups of the CE may certainly not be manipulated or indoctrinated. Social or political topics which are controversial from the view of science must appear as controversial in the field of CE as well. Addressees of the CE programs have to learn to analyse a political situation and their

own interests, as well as to look for opportunities to influence the present political situation according to their interests.<sup>(4)</sup> However, it is absolutely necessary to prevent a pseudo-objectivity which is characteristic for education in totalitarian systems. In these systems it is impossible for teachers to maintain an independent standpoint because each discussion and criticism of the teaching contents will be stopped on the pretext of confining oneself to so-called "facts". A current and at the same time a controversial example in Austria was the formation of a new Federal Government when the participation of the Liberal Party (Freiheitliche Partei Österreichs/FPÖ) as a coalition partner of the Austrian People's Party (Österreichische Volkspartei/ÖVP) was responsible for a polarization of the political discussion after the parliamentary elections in 1999. On the one hand the FPÖ is accused of right-wing populism with extremist approaches, and on the other hand a right-wing and conservative government majority is confronted with comparatively left-wing orientated opposition parties - the Social-Democratic Party of Austria (Sozialdemokratische Partei Österreichs/SPÖ) and the Green Party (Die Grünen) - in the Houses of Parliament.

The described minimal pre-conditions for CE can be found as a basis in the "Beutelsbacher Agreement" (Beutelsbacher Konsens) which is accepted unchanged as a central pattern of thought in the German-speaking area and was a result of a specialist conference of the German state headquarters for CE in Baden-Wuerttemberg 1976.<sup>(5)</sup> The main problem of CE is to summarize concrete contents and topics that fit in the broad demand of the notion of "CE as a middle course" and that are supported by a basic social acceptance. The Austrian past has shown that it can be very difficult to introduce specific programs for the transfer of contents because the smallest common denominator of all social groups as a basic agreement does of course not suffice despite the necessity of a concept "of the middle courses". However, the "middle course concept" corresponds with the mentioned tradition of political culture in Austria as a consensus democracy unlike the conflict orientated democracy. Here the difference is less orientated to institutional framework conditions - like a system of proportional representation instead of a majority vote system and a coalition government instead of one party government - but refer to the consensus-oriented attitudes and basic values.

## 2. History and Main Issues of CE in Austria

Deficits of CE in Austria<sup>(6)</sup> result on the one hand from the assumption that Austria 1938 was exclusively a victim of National Socialist aggression, an assumption that gained acceptance instead of a "perpetrator theory" in 1945. From this assumption followed the existence of an Austrian continuity which has only been interrupted from 1938 to 1945 and - in contrast to the later Federal Republic of Germany <sup>(7)</sup>- the missing necessity for a comprehensive policy of political rehabilitation and re-socialization. CE as an instrument of the re-socialization policy played an important role in Germany while in Austria no call for action was seen. Unlike in Germany, in Austria the allied occupying powers did not intend any specific education tasks for the second republic. For example the Allies did not decide which contents of democracy learning in Austrian schools and in the adult education had to be taught which historic and social scientific standards should be set for Civic Education at Austrian universities in addition to a pure comparative government analysis.

On the other hand the weakness of CE results from a profound

fragmentation of the (actually highly developed) Austrian civil society within the years before and after 1945. The political and ideological rival camps (e.g. national/nationalistic, Christian conservative, Christian social, socialist, communist etc. groups) had taken over functions which in other communities are performed by the civil society itself and/or by the state. Before 1914 a political socialization was developed the most important agents of which were not "the family" or "the school" but socialist or Roman Catholic or German National families as well as socialist or Roman Catholic or German National peer groups, youth organizations, culture associations etc.

After 1945 the political parties took over their old functions of socialization again so that the political system particularly provided public funds for CE activities performed by the parties but not for other programs. In 1973 party academies were set up and relatively extensive resources for CE were at their disposal. CE as SPÖ-, ÖVP-, FPÖ- or later Green-education found social and political acceptance as well as financial support in a higher extent. The party academies - the Renner Institute of the SPÖ (Dr. Karl Renner-Institut), the Political Academy of the People's Party (Politische Akademie der ÖVP), the "Liberal" Academy of the FPÖ (Freiheitliche Akademie) and since the eighties the Political Academy of the Green Party (Grüne Bildungswerkstatt) - were in the mentioned continuity of a CE which essentially sees itself as an addition of CE by different parties. As CE in Austria this logically results in a not coordinated sum of CE activities performed by single parties. It has to be stated unchanged that joint initiatives for CE on the part of the parties are rare and that it is often instinctively attempted to assign all persons involved in CE (teaching and studying) or organizations to a party.

In the seventies a historical structural condition was a dilemma of the CE in Austria, however, this is no more (completely) true today. Firstly, it was the SPÖ in government as well as it were ÖVP and FPÖ as opposition parties at that time who had established party academies together in the seventies. By this fact the impression increased that CE is in the first place operated by parties for party purposes. Secondly, the time of government led by chancellor Bruno Kreisky of the SPÖ (1970-1983) was characterized by a comprehensive terminology of reform to integrate the left wing of his party (which was mainly influenced by the European revolution events in 1968) on the one hand, and marked an ideological polarization which made the conservative media, business organizations and other interest groups mistrusting on the other.

Therefore the debate around CE took place against a backdrop of the suspicion that the SPÖ which ruled alone by its over 50 percent majority in parliament wanted to use the issue of CE for ideological purposes. Meanwhile this has changed: The influence of the SPÖ in relation to school and education laws was limited since 1962 by the necessary two-thirds majority for education acts. Today alone ruling parties in government have become nearly impossible in Austria just as in all democracies being based on the proportional representation. So today coalition governments are the normal case of the political system. After the SPÖ had provided the Secretary of Education for 25 years there was a change in the party membership of the office-holders in 1995 (Rudolf Scholten/SPÖ was followed by Erhard Busek/ÖVP and then by Elisabeth Gehrler/ÖVP). Discussions and criticism inside the SPÖ about giving up a key department showed that the reproach of an ideologization of education policy was not completely unauthorized, and they marked a change in trend at the same time.

In 1999/2000 the SPÖ/ÖVP coalition government was taken over by a coalition of the ÖVP and the FPÖ. The discussions connected to this political change have led to a "politicisation" of the society and also increased the population's demand for CE so that the political system could be forced to react. Simultaneously the mentality of rival camps has largely disappeared and the idea that CE could be the bare addition of party academies does not find any support in the public awareness.

### **3. Curricula: Structure, Program and Content of the University Course/Master of Advanced Studies for Civic Education as a Case Study**

In Austria a systematic initial and vocational training with an academic degree is exclusively offered by the University Course/Master of Advanced Studies for Civic Education (MAS) by the Institute for Interdisciplinary Research and Further Education (Institut für interdisziplinäre Forschung und Fortbildung/IFF). The program - which was derived from a smaller university course only for teachers (8)- intends to qualify teachers to put into practice CE as a principle of teaching which is declared in the fundamental decree mentioned above. The aim is as well to qualify them for teaching all subjects of CE. Other occupational groups should be qualified similarly in order to acquire theoretical and practical abilities for realizing issues of CE or central problems from politics and society in greater contexts and to impart them through their professional activity.

The interdisciplinarity of the course is of central importance. The curriculum of broad diversified seminars does not see itself as a stringing together of technical contents alone. It rather offers the chance to go beyond the expansion of political knowledge and to pick up central problems of the present society. It allows to find possibilities for reflection and for an exchange of views and experiences with colleagues in order to realize CE in the everyday school practice or in the every day life of professional action.

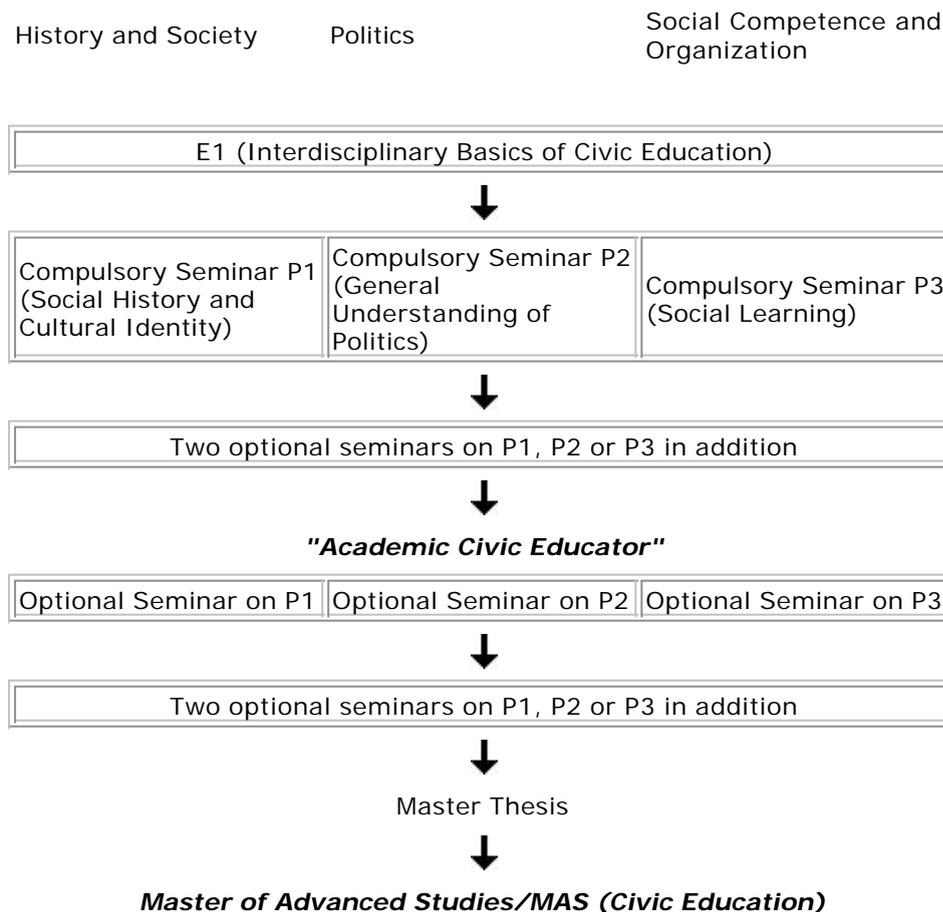
The *University Course/Master of Advanced Studies for Civic Education* is established at the IFF which is held by the universities of Innsbruck, Klagenfurt, Vienna and Graz. The main emphasis of the IFF lies on the research in areas of social problem, on scientific further training and on teaching at universities. The courses for CE are carried out with support of the Austrian Federal Ministry of Education, Science and Culture (*Bundesministerium für Bildung, Wissenschaft und Kultur/BMBWK*). A steering committee consisting of university professors carries the responsibility regarding the content and a scientific coordinator is put at its side. The organization is carried out at the University of Innsbruck where exists a close co-operation with the Institute for Political Science.

Participants of the course are teachers of all types of school and subjects and other interested persons which fulfil functions of CE in their professional life (this particularly includes the work in educational institutions, social or socio-political task areas, as well as activities in the public management and/or in political areas at all levels).

Teaching events are carried out in all of Austria in the form of one-week block seminars and are completed by workshops. Usually participants have to write a paper like a project documentation after the seminar. A certified participation in the interdisciplinary basis block, three compulsory seminars, as well as in two optional seminars entitle for a first diploma as an "Academic Civic Educator" ("Akademischer Politischer Bildner"). In

addition a certification of another five optional seminars (at least one each from the areas of "History and Society", "Politics" as well as "Social Competence and Organization") and a certified master thesis are necessary to finish the MAS program and obtain the international academic degree of a Master of Advanced Studies for Civic Education (see table 2).

**Table 2: University Course/Master of Advanced Studies for Civic Education - Overview**



### 3.1 Didactics, Methodology, and Course Areas

The *University Course/Master of Advanced Studies for Civic Education* consists of three course areas: history and society, politics as well as social competence and the development of organizations.

The aim of the area of history and society is to illustrate correlations between historical and/or societal developments. A reflection of personal life history is combined with structural views and sets up a basis for the consciousness of CE and for a historically oriented sociological thinking. Topics that determine both, personal histories as well as the Austrian society are e.g. Social History and Cultural Identity (P1), the relationship between language and power (W1), influences by religion and the churches (see W4), different forms of nationalism and extremism and especially fascism (see W5), and correlations between economic policy, working life and the social system (see W9 and W10).

Topics of the area of politics are a discussion on and an analysis of the

basic principles of democracy and of politics - in the sense of the political process - as well as the knowledge about politics (the institutional framework) and policy areas. The General Understanding of Politics (P2) is in the centre. From this point of view not only the traditional content of political science and CE - like international relations and European politics (see W2 and W11), human and principle rights (see W3) or Comparative Politics (W17) - are discussed but also other societal problems with political implications. Besides others this includes the issues of environment (see W13) and media (see W16). A special focus naturally lies on the political system of the Republic of Austria (W6).

The area of social competence and organizational development should be understood as part of the course concept in a way that CE with political relevance in our system of initial and vocational training is done through the presentation of the content but also by specific experiences of work and life of the individuals that are regularly gained in educational institutions under the influence of their structures. This circumstance is taken into account by specific possibilities open for all participants to develop their social competence in the course of their studies. The participants learn to create school lessons or other professional practices to co-operate with colleagues in a way that they can flexibly use organizational forms of learning adequate to the tasks and aims of CE and that they can play a part in the organizational development of schools and other educational institutions. To this end three seminars (P3, W18, W19), are regularly offered. In addition seminars about current issues in the context of social competence and CE are on offer (e.g. W20 on integration).

**Table 3: University Course/Master of Advanced Studies for Civic Education - Compulsory and Optional Seminars by Areas**

<b>History and Society</b>	<b>Politics</b>	<b>Social Competence and Organization</b>
E1 (Interdisciplinary Basics of Civic Education)		
<b>Compulsory Seminar P1 (Social History and Cultural Identity)</b>	<b>Compulsory Seminar P2 (General Understanding of Politics)</b>	<b>Compulsory Seminar P3 (Social Learning)</b>
W1 Language and Power W4 Religious Sociology W5 Nationalism, Extremism, and Fascism W7 First Republic in Austria W9 Working Life W10 Economics and Social Relations W12 Natural Sciences in Society W15 Youth Culture	W2 International Politics W3 Human Rights W6 Austrian Political System W11 Europe W13 Economy and Environment W16 Media and Communication W17 Comparative Politics Z2 Political Parties Z4 New Media and Democracy	W8 Computing W14 Health W18 Didactics W19 Development of Organizations W20 Integration F1 Action Research F2 Conflict Research F4 School Development Z5 Civic Education and Values

## 4. Institutional Framework and Organization of CE in Austria

A distinction is necessary between CE in the system of adult education and in the compulsory school system which have to cope with different challenges. CE is a defining moment for the conception of what the institutions for adult education in Austria stand for (adult education centers like Volkshochschulen and Volksbildungswerke but also for education centers of religious communities and public libraries). Nevertheless clients of these institutions are not mainly interested in CE. (9) Statistics prove that the offer of the adult educational institutions only adds a little percentage in the area of CE (after a phase of the upswing in the seventies) and the number of participants quantitatively almost seems negligible. This applies to professional further education practice immediately obtained but also in comparison with other education offers. A paradox is that the little supply and the little demand could represent an issue and challenge by se for the CE. An increasing importance and demand of (national but also regional) offers for CE could be observed in the last few years.

The *University Academy for Civic Education in Tyrol* has set a positive example. It pursues the target to offer a nonpartisan further education in the area of CE for representatives, employees in political organizations, functionaries and members of (institutionalized) interest groups as well as for civil servants or other employees of the public administration system. It also offers a possibility for politicians both to enlarge their factual knowledge about politics and to analyze central problems in order to profit in the context of this professional work analogous to the curricular approaches of the MAS-program as described. The seminar series of the *University Academy for Civic Education in Tyrol* contains two modules: "Policy in Austria "and "Political Competition." After a common introductory block seminar about legal bases of the political system every module contains four seminars. Main contents are among others power and control and balances of parliament, government and jurisdiction; parties and elections; Austria in the European Union and in the international system, as well as democracy models and so on. For the political competition module there are additional offers about the system of the mass media respectively for a media training and background information about the art of campaigning and lobbying.

### 4.1 Civic Education in the Austrian School system

For the status of the CE in the Austrian school system has to be stated: (10)

1. In Austrian schools CE has existed since 1978 as a teaching principle. For CE this status means its (possible) consideration as regards content in all types of schools and subjects. Nevertheless CE has to compete with another 13 principles as ,e.g., environmental education, traffic education and media education. That is why the realization of the principle is different in the school practice. In addition, teaching principles are not specified in new curricula any more. A general approach is, however, indispensable to offer through CE a theoretical perspective likewise for political prospects (like a broader understanding of politics), educational prospects (like a comprehensive general education), and school prospects (like an internal educational reform/internal democracy in

schools) (11)

2. As a subject CE exists at the pre-vocational school (Polytechnische Schule), vocational school (Berufsschule) and - with differently named combinations (for example with economic education or with law) - at secondary professional and technical schools (Berufsbildenden Mittleren und Höhere Schulen/BMHS). In secondary academic schools (junior and senior high schools; Allgemeinbildende Höhere Schulen/AHS) for the 11th and 12th grade a subject called "History and Civic Education" was introduced at the beginning of the school year 2001/2002, before merely the possibility of an optional class or a non-committal exercise existed in the AHS upper grades.

The introduction of the subject in 2001/2002 was of central importance as an optional class depends on the commitment of the instructing teachers and the participating pupils and cannot be completely equivalent to a compulsory class. Considering the fact that a "politicization" of the Austrian society has to be suspected and taking into account the background of current political developments, the existence of the subject is important but must not replace the principle neither in AHS nor in BMHS. It would be dangerous to restrict the various and interdisciplinary contents of CE to a few lessons per week. In this case the consequence could be that CE is reduced to a superficial institutionalism and both the consideration of greater correlations and the competence for a realization of contents in the social everyday life are lost. Complex topics like the democratic awareness of Austrian citizens cannot be treated in a few teaching units per week but have to be realized as general projects which must refer to several subjects.

## 5. Initial and Vocational Training for Teachers of CE

The question is with which qualification CE should be taught to pupils as well as to adults. At Austrian universities there are no special regular studies which systematically prepare for a teaching post for CE at higher schools. A standardized education that should qualify teachers for putting into action the teaching principle of CE is also largely missing. Merely the postgraduate University Course/Master of Advanced Studies for Civic Education of the IFF is an exception in the area of further education.

It has to be stated critically that there is a lack of common initiatives by school administration and universities apart from the IFF courses mentioned above (e.g. there are no regular studies for teachers, comparatively no participation of political scientists in the preparation of teaching curricula for CE, no co-operation when writing textbooks etc.). CE is threatened to become an area of an accidental better or worse stringing together of coincidental contents which are conveyed with didactics taken accomplished by chance. The next years will show to what extent the introduction of the subject in AHS can obtain general improvements in parallel.

The demands for an intensification of CE in the initial and vocational training for teachers as well as for the strengthening of the subject in the school area are not a current development but have been expressed since the introduction of the teaching principle in 1978. Besides, after every government since 1978 has formally declared beliefs of the respective Federal Government and/or the Secretary of Education (who was/is simultaneously responsible for the area of the adult education, which was assigned to another department than CE of the respective

standing orders of the department, though) the regional and federal pupil representations required particularly the introduction of a subject for CE in the AHS area.

## 6. Perspectives for the Future

Apathy and not the danger of partiality is the primary problem of CE in Austria. (12) Non-political teachers who are only administrators of a curriculum are more detrimental to CE than teachers who in individual cases work too much on the basis of subjective opinions due to over-commitment. The introduction of CE as a teaching principle and as a subject was extremely important, but in some cases its existence is willingly used as an alibi for later inactivity. Therefore for a substantial progress an expansion of the subject besides the teaching principle in the school area as well as strengthening CE in the adult education area are absolutely necessary. Apart from regular studies for CE at Austrian universities a module system of courses about society, politics and state has to be introduced. This module system must contain possibilities to combine courses from different programs in a useful way. Finally only good promises are shown for a constant discourse between persons who are part of the school community (e.g. pupil, teacher and parents), theoretical researchers and/or empirical workers (e.g. scientists and adult education trainers) as well as critics and "sceptics".

To sum up it can be said that even activists for CE are not sufficiently oriented on aims. A main dilemma consists in the problem, however, that CE is not competitive but requires a basic political willingness. Otherwise subjects in schools and issues for adult education which promise a "practical yield" find a stronger and short-term mobilizing "lobby". (13) The decision in which quantity and with which quality CE should take place must not be influenced by market mechanisms that are not defined exactly according to the model of an "invisible hand" (after the economist Adam Smith) as a regulation function of free competition. There is a demand for a political decision.

## Annotations

(1) See the *Grundsatzlerlass Politische Bildung* by the *Bundesministerium für Unterricht und kulturelle Angelegenheiten (BMUK)* - today *Bundesministerium für Bildung, Wissenschaft und Kultur (BMBWK)* - in 1978, GZ 33.464/6-19a/78, published again in 1994, GZ 33.466/103-V/4a/94.

(2) See Wolfgang Sander, *Theorie und Praxis der politischen Bildung: Geschichte - didaktische Konzeptionen - aktuelle Tendenzen und Probleme*, in Wolfgang Sander (Ed.), *Handbuch politische Bildung*, Schwalbach/Taunus 1997, p. 5-45.

(3) In a broader context not only reduced on the area of education see Wolfgang Sander, *Beruf und Politik: Von der Nützlichkeit politischer Bildung*, Schwalbach/Taunus 1996.

(4) See Hans Georg-Wehling in Siegfried Schiele/Herbert Schneider (Ed.), *Das Konsensproblem in der politischen Bildung*, Stuttgart 1977, p. 171.

(5) For an reflection as well as for a current critical view see the contributions of Walter Gagel and others in Siegfried Schiele/Herbert Schneider (Ed.), *Reicht der Beutelsbacher Konsens?*, Schwalbach/Taunus 1996.

(6) As an overview and some further thesis see the introduction in Peter Filzmaier/Daniela Ingruber, *Politische Bildung in Österreich: Erfahrungen und Perspektiven eines Evaluationsprozesses*, Wien/Innsbruck/München 2001. Peter Filzmaier/Franz Jenewein/Anton Pelinka, *Angst vor der Politischen Bildung? Programme an Universitäten und in der Erwachsenenbildung*, in Peter Filzmaier et al. (Ed.), *Politisches Alltagsverständnis: Demokratie, Geschlechterverhältnisse, Arbeitswelt, Medien und Bildung*, Wien/Innsbruck 1999. pp. 275-296. Herbert Dachs, *Der sieche Prometheus. Österreichs Politische Bildung in den Mühlen der Ebene*, in *Österreichische Zeitschrift für Politikwissenschaft (ÖZP)*, 1/1996, pp. 5-18.

(7) See Walter Gagel, *Geschichte der politischen Bildung in der Bundesrepublik Deutschland 1945-1989*, Opladen 1994.

(8) For an evaluation of the former university course see Gertraud Diem-Wille, *Zwölf Jahre Hochschullehrgang Politische Bildung für LehrerInnen am IFF*, in *ÖZP*, 4/1991, pp. 19-32.

(9) See Wolfgang Kellner, *Politik der Lebensführung: Überlegungen zu einem integrativen Ansatz politischer Bildung in der allgemeinen Erwachsenenbildung*, in Hans Knaller (Ed.), *Gegenkonzepte*, Innsbruck 1998, p. 56. For an interesting comparative view to the Federal Republic of Germany see Bundeszentrale für Politische Bildung (Ed.), *Politische Erwachsenenbildung: Ein Handbuch zu Grundlagen und Praxisfeldern*, Bonn/Berlin 1999.

(10) For an overview of the history of CE at Austrian schools and of the development of its institutional basis in the department and as a principle as well as a subject see Andrea Wolf (Ed.), *Der lange Anfang: 20 Jahre Politische Bildung in den Schulen*, Wien 1998, p. 13-74 and pp. 162.

(11) For further explanations on these various perspectives see Wolfgang Sander, *Politische Bildung als fächerübergreifende Aufgabe der Schule*, in Sander 1997, pp. 230-240. See also Wolfgang Sander, *Vom Fach zum Bildungsbereich. Ein Plädoyer für Grenzüberschreitungen in der Politischen Bildung*, in Wolfgang Sander (Ed.), *Konzepte der Politikdidaktik: Aktueller Stand, neue Ansätze und Perspektiven*, Hannover 1993.

(12) See Dachs 1996.

(13) Dachs 1996, p. 17.

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