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Voice, equality and education: the role of higher education in defining the political participation of young Europeans

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7 Abstract

Much attention has been paid by academics and policy-makers in recent decades 8 to declining levels of voter turnout and engagement with traditional political and 9 social institutions in established democracies. These trends are particularly marked 10 amongst young people. Drawing on data from the European Social Survey, this arti-11 cle examines the role of higher education (HE) both as a source of unequal partici-12 pation and as a means of fostering civic and political engagement amongst young 13 Europeans. It uncovers two significant new findings. First, that being in education 14 matters more than an individual's level of educational attainment for levels of civic 15 and political participation, and second, that HE establishments play a key role as 16 social levellers: being in education neutralises differences between young people 17 from high-income and low-income backgrounds with regards to such participation. 18 The article argues that this places added emphasis on the role of educational institu-19 tions in nurturing democratic engagement. 20

21 Keywords Young people \cdot Inequality \cdot Higher education \cdot Democratic engagement \cdot

22 Civic participation · Political participation

23 Introduction

The political participation of young people has become an important theme for 24 academics and policy-makers in recent decades (Cammaerts et al. 2016; European 25 Commission 2007, 2009; Hay 2007; House of Commons Political and Constitu-26 tional Reform Committee 2014; Sloam 2016; Stoker 2006; Youth Citizenship Com-27 mission 2009). Much attention has been paid to falling levels of voter turnout and a 28 decline in engagement with traditional political and social institutions in established 29 democracies-from political parties, to trade unions, to religious organisations 30 (Fieldhouse et al. 2007; Grasso 2016; Putnam 2000). These trends are particularly 31

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marked among young people. Nevertheless, a number of authors have, more posi-32 tively, pointed to the proliferation of youth participation in a myriad of new forms of 33 engagement since the 2008 financial crisis (Busse et al. 2015; Norris 2011; Pickard 34 and Bessant 2018; Soler-i-Marti 2015). Indeed, if we take a broad look at political 35 participation—focussing on what young people are actually doing rather than what 36 they are not doing—it is possible to conclude that Millennials and Generation Z are 37 at least as politically active as previous generations. In this sense, they continue to 38 have a voice. 39

What is much more open to question, however, is the issue of equality in these 40 new repertoires of participation. What type of young person is most likely to take 41 advantage of this broad spectrum of participation? Voting is generally considered to 42 be a relatively socially equal political act. (This is still the case in many European 43 countries, although much less so in the USA.) The same, however, cannot be said for 44 alternative forms of engagement, such as signing a petition, joining a boycott, par-45 ticipating in a demonstration, or using social media for political purposes (Marien 46 et al. 2010; Mossberger et al. 2007; Stolle and Hooghe 2011). Research (Schlozman 47 et al. 2010; Sloam 2013) suggests that the decline in youth participation in electoral 48 politics and the shift to alternative forms of engagement has contributed to grow-49 ing inequalities of participation between young people with high and low socio-eco-50 nomic status. Since young Europeans are more likely to engage in many of these 51 non-electoral forms of participation than older cohorts, our concern is whether this 52 translates into political participation that is less socially equal for young Europeans. 53 In particular, we are interested in the role higher education (HE) plays in addressing 54 these inequalities. 55

There is a large body of literature (both theoretical and empirical) that has drawn 56 connections between education and democracy (Dewey 1959; Galston 2001; Tor-57 ney-Purta et al. 2001). The link between civic and political participation and educa-58 tional attainment is well established in the literature (Nie et al. 1996). In this regard, 59 educational attainment (alongside age) has a more powerful influence upon citizens' 60 levels of political participation than wealth or class (Berinsky and Lenz 2011; Henn 61 and Foard 2014; Verba et al. 1995). However, education is not only important, in a 62 negative sense, for predicting social inequalities of participation; it has also been 63 praised for its capacity to foster civic and political engagement by increasing the 64 political knowledge and understanding (personal efficacy) and democratic skills of 65 young people, and providing the institutional support structures for their transition 66 into adulthood. Politically literate citizens are more likely to participate in democ-67 racy, and schools and colleges can play a key role in preparing young people for 68 democratic life (Flanagan and Levine 2010; Nissen 2019; Torney-Purta et al. 2001). 69

Many studies have examined falling participation in electoral politics and the emergence of new forms of democratic engagement. However, the real importance of the civic decline thesis may lie in the fact that some groups in society have become less civically (and politically) active, and other groups have become

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more active (Sander and Putnam 2010).¹ This trend has major implications for 74 political socialisation. Citizens in our advanced industrial democracies may be 75 more self-reflexive in their politics (Giddens 1991), and increasingly engage with 76 issues that have meaning for their everyday lives (Bang and Esmark 2009). They 77 may indeed engage politically through social networks across 'hybrid media sys-78 tems' and 'hybrid public spaces' (Castells 2012; Chadwick 2013). But, as Flana-79 gan (2013) demonstrates, institutions remain central for the socialisation of citizens 80 into practices of democracy, 'scaffolding' their transition from youth to adulthood. 81 If traditional institutions of political socialisation, such as political parties and trade 82 unions, are declining in importance, it follows that the remaining institutions (in this 83 case, universities and colleges) play an even more pivotal role. This is particularly 84 so given the massive expansion of HE in recent decades: the average percentage 85 of 25–34-vear-olds with university education in the EU (countries that were mem-86 bers before 2014) increased from around a quarter in 1995, to approximately 40% in 87 2011, to 45% in 2018 (European Commission 2019). 88

This article focuses on the influence of HE on the political participation of young 89 adults (defined here as 18–24-year-olds) in the 15 countries of the 'old' European 90 Union (before Eastern enlargement in 2004 and the UK's withdrawal from the EU 91 in January 2020).² The article examines the impact of education both as a source 92 of unequal participation (between young people *in* and *out* of education) and as an 93 institutional support for students (from different backgrounds)-imparting skills and 94 political understanding and providing opportunities for civic and political engage-95 ment in the key developmental stage of 'emerging adulthood' (Arnett 2004). Draw-96 ing on data from waves 1-8 of the European Social Survey (ESS), which is under-97 taken every 2 years, the article analyses these issues and reveals two significant new 98 findings. First, not only does education matter, but being in education matters more 99 than an individual's level of educational attainment for levels of civic and political 100 participation. HE students (aged 18-24) are not only more politically active than 101 their peers but are also more engaged than the average adult (across all age groups). 102 Second, HE establishments seem to play an important role as social levellers: being 103 in education neutralises differences between young people from high-income and 104 low-income backgrounds with regards to such participation. 105

106 Inequalities of participation

Democracy is widely defined as a form of government in which every citizen's views should count in decisions that affect their lives. The political theorist Robert Dahl (1971, p. 1), for example, wrote that 'a key characteristic of a democracy is

^{2FL03} January 2020) the UK.

¹FL01 ¹ Sander and Putnam (2010) record the doubling of civic engagement amongst college students in the ¹FL02 US between 2001 and 2010, but also a growing participation gap between college students and young ¹FL03 people who do not go on to university.

² The 'EU15' countries are Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, ^{2FL02} Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden, and (until it left at 11 pm GMT on 31

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the continuing responsiveness of the government to the preferences of its citizens, considered as political equals'. Yet in contemporary liberal democracies, the evidence clearly shows that wealthier and better-educated citizens are more likely than less well-off and less well-educated citizens to have high levels of civic and political understanding, to vote in elections, and to give time and money to political campaigns (Grasso 2016; Marien et al. 2010; Sloam 2013).

A second key determinant of political engagement is age. Young people in 116 most Western liberal democracies are participating less than previous generations 117 of young people in electoral politics, in preference to alternative kinds of political 118 engagement: from the ballot box, to demonstrations, to consumer action (Kyroglou 119 and Henn 2017; Norris and Inglehart 2019; Stolle et al. 2005). The arenas for their 120 participation have also become more diverse: from political parties, to issue groups, 121 to social movements, to online social networks (Bennett and Segerberg 2013; Della 122 Porta and Tarrow 2005). As electoral forms of political engagement and political 123 structures are viewed as less appropriate for modern life, citizens have increasingly 124 turned their focus from politics to policy-away from engagement with traditional 125 political institutions and processes (such as political parties and elections), and 126 instead towards specific policy concerns. Thus, young people can be characterised 127 as 'standby citizens' who engage from time-to-time with political issues that hold 128 meaning for their everyday lives (Amnå and Ekman 2014). They are attracted to 129 intermittent, non-institutionalised, issue-based, horizontal forms of engagement 130 and repelled by the thought of long-term commitment through formal institutions 131 with broader policy goals and entrenched hierarchies (Bang and Esmark 2009; Henn 132 et al. 2018; Tormey 2015). The school climate strikes, inspired by the Swedish 133 activist Greta Thunberg, provided an optimal example of how a social movement 134 can spread, with immense speed and intensity if it resonates with a younger audi-135 ence (Pickard 2019). 136

Young Europeans have turned towards non-electoral forms of political engage-137 ment. But these forms of engagement are marked by large social inequalities based, 138 for instance, on social class, income and educational career and gualifications 139 (Marien et al. 2010; Norris et al. 2005; Sloam 2013). One explanation for these 140 uneven patterns of participation might be that many non-electoral forms of political 141 participation require a high degree of expertise and social connectedness (Dalton 142 2004). For example, not everyone would have the self-confidence or knowledge of 143 the system to speak to local officials about a failing school or to lobby their member 144 of parliament about a threat to the local environment. It is not only the alternative 145 modes of engagement that are marked by these inequalities, but also emerging are-146 nas of engagement. The 'digital divide' has received much attention in the academic 147 literature (Mossberger et al. 2007), and it is a divide that is particularly noticeable 148 between rich and poor, and between those with high and low levels of educational 149 achievement (Grasso et al. 2017; Schlozman et al. 2010). Socio-economic status is, 150 therefore, central in defining citizens' political participation. And educational attain-151 ment is crucial, in this context, as a marker of socio-economic status. But is educa-152 tion merely a proxy for socio-economic status? Or is there something more to the 153 relationship? The existing literature offers us key insights into the link between edu-154 cation and political engagement. 155



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156 Education and political participation

It has long been argued that education and educational establishments have an 157 important role to play in fostering civic and political participation. Perhaps the most 158 famous contribution to understanding the connection between education and demo-159 cratic engagement was made by the American philosopher and educational reformer 160 John Dewey, especially in his book *Democracy and Education*, first published in 161 1916 (see Steiner 1994). Dewey viewed education as part of his bigger project that 162 included exploring the nature of experience, knowledge, society, ethics and aesthet-163 ics. He argued for the renewal of public, democratic life and placed a great deal of 164 emphasis on the importance of deliberation, participation and communication. For 165 Dewey (1959, p. 7), it is through these processes that citizens learn about democ-166 racy; by viewing themselves as social beings concerned with the common good— 167 'the very process of living together educates'. He argued that a desirable form of 168 society is one in which all members can participate and communicate on equal 169 terms, and where the education system facilitates such participation and promotes 170 intelligent inquiry. 171

For over 50 years, scholars have found that better-educated citizens are more 172 likely to vote in elections and participate in political campaigns (Parry et al. 1992: 173 Verba and Nie 1972; Verba et al. 1995), although some researchers view educational 174 attainment as a proxy for the social status, cognitive abilities and personality traits of 175 citizens (Berinsky and Lenz 2011). Others believe that education improves the rel-176 evant skills of citizens, as well as increasing their interest in political issues and their 177 sense of civic duty (Lewis-Beck et al. 2008; Verba et al. 1995; Wolfinger and Rosen-178 stone 1980). Further recent research suggests, in support of Dewey, that it is not just 179 educational attainment levels that matter, but also the nature of an educational estab-180 lishment, its 'democratic ethos', which has an important bearing on the likelihood of 181 future democratic engagement (Flanagan and Levine 2010; Kerr et al. 2007). It has, 182 thus, been persuasively argued that educational establishments play a crucial cogni-183 tive and social role in the development of political understanding (Flanagan et al. 184 2007). They are sites of political and civic action, and arenas in which individuals 185 develop their own personal political biographies (Flanagan and Levine 2010; Keat-186 ing 2014; Niemi and Junn 1998). In the past, institutions like churches, trade unions 187 and political parties provided opportunities for young people, in their transition to 188 early adulthood, to get engaged in politics and in their communities. Today, how-189 ever, much of that *scaffolding* is gone. In this context, universities and colleges, with 190 their wide reach, play a more important role than ever (Goddard et al. 2016). 191

Although a considerable volume of literature exists on the development of citi-192 zenship education and active citizens across the different school systems of Europe 193 (see, for example, Keating 2014; Schulz et al. 2010), hardly any attention has been 194 paid to the role of HE beyond work on student mobilisation in elections and social 195 movements (Sloam and Henn 2019). This contrasts sharply with the United States, 196 where the presence of 'civic education' programmes in universities and colleges-197 where these are integrated into the curriculum through means such as service-learn-198 ing (Gelmon et al. 2018; Longo et al. 2006)—increases volunteering on campuses 199

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(Prvor et al. 2008), and institutional support for and concrete commitments to the 200 civic mission of HE are all well documented. Colby et al. (2003, p. 19) detail how 201 programmes have been developed in a number of US institutions to 'build bridges to 202 students' own conceptions of appropriate political analysis and action', and to illus-203 trate how political issues relate to public policy and electoral politics. We also know 204 from the US literature that it is not just citizenship education, volunteering and insti-205 tutional support structures that foster student engagement, but also the existence of 206 a participatory culture (civic and political engagement as a cultural norm) that moti-207 vates students to become politically active through a dense collection of social net-208 works and student societies (Beaumont et al. 2006; Jacoby 2009). 209

Of course, not all young people go on to study at universities and colleges, but 210 with such a substantial number now passing through HE establishments, universi-211 ties and colleges have the potential to promote political participation amongst a sig-212 nificant proportion of citizens. They can act as 'mini-polities' (Flanagan et al. 2007), 213 formative arenas for expression and civic engagement, for practice in social relations 214 and in dealing with authority. This places great importance upon their democratic 215 nature and the opportunities they provide for student expression. If educational 216 establishments can help increase students' levels of 'personal efficacy'-their belief 217 that they can understand and influence political issues and events, of having con-218 fidence in their democratic skills-it follows that this is likely to have a positive 219 future impact upon civic and political engagement. This article therefore not only 220 examines the advantages wealth and a good education give young people in terms of 221 their democratic engagement, but also explores whether educational institutions can 222 play a significant role in helping to reduce the disadvantages suffered in this regard 223 by less wealthy students. 224

225 Methods

The existing literature provides strong evidence to support three claims. First, that 226 young people are turning away from electoral forms of politics to new modes of 227 engagement. Second, while being more youth-oriented than voting, these alternative 228 modes of engagement tend to be dominated by the well-educated and the well-off. 229 Third, education and educational establishments can play a key role in shaping civic 230 and political engagement. Based on these claims, this article examines the influence 231 of HE on political participation amongst young Europeans (here, 18–24-year-olds). 232 The first part of the investigation leads us to consider the extent to which levels 233 of educational attainment³ and having experienced HE (either currently enrolled 234

³ The 'High Education' group includes those holding qualifications that are at least the minimum level ³ necessary to gain admission to university-level study in each country (upper tier upper secondary and ³ above). The Low Education group includes all others who did not achieve this level of educational attainment.

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or previously completed) or not,⁴ both matter for civic and political participation 235 amongst young people and older adults (and in comparison with high-income and 236 low-income groups⁵—see Table 1). The second phase of the analysis contrasts the AOI237 political engagement of 18-24-year-olds who have experience of HE with those who 238 do not (see Table 2). The final part of the study uses stepwise regression to consider 239 voung Europeans from low-income and from high-income households, and how 240 their political participation and political engagement may be impacted by their expe-241 riences of HE (Tables 3, 4). 242 AQ2

To investigate these issues, the article uses integrated data from waves $1-8^6$ of the 243 European Social Survey (ESS, 2002–2016) across the fifteen member states of the 244 old EU. The ESS is uniquely helpful in exploring youth participation in democracy 245 across national boundaries. Firstly, it includes samples from all 28 countries of the 246 EU, including the 'EU15' countries that form the focus of our analyses. Secondly, 247 the ESS provides data on a very high number of young (18-24-year-old) respond-248 ents in the EU15 countries concerned (N=16,646). The large size of the ESS ena-249 bles us to explore the political participation and political engagement of various sub-250 groups of 18–24-year-olds (such as by household income, educational attainment 251 and status in education) without each of these falling to statistically insignificant 252 levels. And, thirdly, the waves of the survey (taking place every 2 years) within a 253 limited time frame cater for short-term distortions in the political environment, such 254 as the demonstrations against the Iraq War. Other international surveys either only 255 provide a one-off snapshot of youth participation (Van Deth et al. 2007) or provide 256 data on only small samples of young adults over waves that are too far apart (the 257 World Values Survey and European Values Study) or which focus on a very specific 258 age range (Schulz et al. 2010). 259

Given the increasing turn by young people to non-electoral forms of political participation (described above), it would have been ideal to have analysed a wide range of different types of civic and political participation (see Pattie et al. 2004 and Van Deth et al. 2007 for extensive batteries of political action). With the ESS data, however, we were able to investigate seven forms of "political participation". Of these, three are classed as 'electoral participation' ('Voted [in the] last national election', 'Worked in a political party or action group', 'Contacted a politican or

 $^{{}^{4}}$ This variable is a composite of the highest qualification achieved variable and the main activity varia- 4 This variable is a composite of the highest qualification achieved variable and the main activity varia- 4 ble, and includes categories of 18–24-year-olds who have experience of higher education (HE) and those 4 HL03 who do not. The first group includes those who are either currently enrolled in HE or who have previously completed HE studies, while the second group includes young Europeans who have completed their secondary education but did not then continue into HE.

⁵FL01 ⁵ 'Low-income' refers to the bottom quartile (the bottom three categories on a 12-point scale) of income

 ^{5FL02} in each country. 'High-income' refers to the top quartile (on the same scale) of income in each country.
 ^{5FL03} Focussing our analyses only on these particular highest and lowest income groups leads to low N for some sub-samples in the tables and in the analyses.

_{6FL01} ⁶ At the time of examining the data, only waves 1–8 were available for cumulative analysis.

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	A: Not engaged with HE (all ages) N=124,306	B: In/ com- pleted HE (all ages) N = 55,710	C: Whether engaged with HE gap	D: High Income (all ages) N=71,805	E: Low Income (all ages) N=35,591	F: Income gap	G: High education qualifs (all ages) N = 127,620	H: Low education qualifs (all ages) <i>N</i> =75,265	I: Qua- lifs gap	J: 18–24 year olds <i>N</i> = 18,052	K: Aged 25 plus <i>N</i> =179,872	L: Age gap	M: All ages N=197,924
Voted [in the] last national election	76.9	83.1	-6.2	81.0	71.3	9.7	81.6	73.9	7.7	60.3	80.3	-20	72.6
Worked in a politi- cal party or action group	3.1	6.2	-3.1	4.4	3.2	1.2	5.0	2.5	2.5	3.2	4.1	-1.1	4
Contacted a politician or gov- ernment official	12.2	20.5	-8.3	16.1	9.11	79	17.8	9.6	8.2	8.4	15.5	-7.1	14.7
Worked in another organisa- tion or associa- tion	13.1	25.4	-12.3	18.5	12.5	6.0	21.7	9.3	12.4	15.5	17.1	-1.6	16.9
Signed a petition	23.6	41.9	-18.3	30.7	23.1	7.6	36.1	18.7	17.4	29.3	29.6	-0.3	29.4
Taken part in a law- ful public demon-	7.5	15.9	-8.4	10.3	8.7	1.6	12.1	6.7	5.4	15.0	9.4	5.6	10

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17.5 31.2 -13.7 23.1 17.6 5.2 27.9 15.7 16.1 22.7 -6.6 2 4.7 5.5 -0.8^{*} 5.1 4.6 0.5^{*} 5.2 4.9 0.1^{*} 3.2 -0.8^{*} 5.1 4.6 0.5^{*} 5.2 4.5 0.1^{*} 5.0 4.9 0.1^{*} 3.2 -0.6^{*} 3.5 3.4 0.4^{*} 3.6 3.4 0.2^{*} 2.7 0.2^{*} 3.5 0.4^{*} 3.6 0.4^{*} 3.6 2.4 0.2^{*} 2.7 0.2^{*} 2.8 2.7 0.1^{*} 2.8 -0.2^{*} 2.8 -0.2^{*} 2.7 3.2 0.4^{*} 2.8 2.6 2.8 -0.2^{*} -0.2^{*} 3.7 0.1^{*} 2.8 2.6 0.2^{*} 2.9 -0.2^{*} -0.2^{*} 2.7 0.5^{*}		A: Not engaged with HE (all ages) N = 124,306	B: In/ com- pleted HE (all ages) N=55,710	C: Whether engaged with HE gap	D: High Income (all ages) N=71,805	E: Low Income (all ages) N=35,591	F: Income gap	G: High education qualifs (all ages) N = 127,620	H: Low education qualifs (all ages) N=75,265	I: Qua- lifs gap	J: 18–24 ycar olds <i>N</i> = 18,052	K: Aged 25 plus N=179,872	L: Age gap	M: All ages N=197,924
4.7 5.5 -0.8° 5.1 4.6 0.5° 5.2 4.5 0.7° 5.0 4.9 0.1° 3.2 3.8 -0.6° 3.5 3.1 0.4° 3.6 3.2 0.4° 3.6 0.2° 2.7 2.9 -0.2° 3.5 3.1 0.4° 3.6 3.4 0.2° 2.7 2.9 -0.2° 2.8 2.7 0.1° 2.8 2.6 2.8 -0.2° 2.7 0.1° 2.8 2.7 0.1° 2.8 2.6 2.8 -0.2° 2.7 0.1° 2.8 2.6 0.2° 2.6 2.8 -0.2° 2.7 0.1° 2.8 0.6° 2.8 2.9 -0.2° 2.7 0.3° 3.1 2.5 0.6° 2.9 -0.1° 2.7 0.3° 3.1 2.5 0.6° 2.9 -0.1° <td>Boycotted certain products</td> <td>17.5</td> <td>31.2</td> <td>-13.7</td> <td>23.1</td> <td>17.9</td> <td>5.2</td> <td>27.9</td> <td>12.2</td> <td>15.7</td> <td>16.1</td> <td>22.7</td> <td>-6.6</td> <td>21.9</td>	Boycotted certain products	17.5	31.2	-13.7	23.1	17.9	5.2	27.9	12.2	15.7	16.1	22.7	-6.6	21.9
3.2 3.8 -0.6^{*} 3.5 3.1 0.4^{*} 3.6 3.4 0.2^{*} 2.7 2.9 -0.2^{*} 2.8 2.7 0.1^{*} 2.8 2.6 2.8 -0.2^{*} 2.7 2.9 -0.2^{*} 2.8 2.7 0.1^{*} 2.8 2.6 2.8 -0.2^{*} 2.7 3.2 0.1^{*} 2.8 2.6 0.2^{*} 2.6 2.8 -0.2^{*} 2.7 0.1^{*} 2.8 2.6 0.2^{*} 2.6 2.8 -0.2^{*} 2.7 0.1^{*} 2.8 2.6 0.2^{*} 2.6 2.8 -0.2^{*} 2.7 3.2 0.5^{*} 2.6 0.3^{*} 3.1 2.5 0.6^{*} 2.9 -0.1^{*}	cial) 0 (0 \$t)	4.7	5.5	-0.8*	5.1	4.6	0.5*	5.2	4.5	0.7*	5.0	4.9	0.1*	5.0
2.7 2.9 - 0.2* 2.8 2.7 0.1* 2.8 2.6 0.2* 2.6 2.8 - 0.2* 1 2.7 3.2 - 0.5* 2.9 2.6 0.3* 3.1 2.5 0.6* 2.8 2.9 - 0.1*	(poli- ans) 0 (0 tt)		3.8	-0.6*	3.5	3.1	0.4*	3.6	3.2	0.4*	3.6	3.4	0.2*	3.4
2.7 3.2 -0.5 * 2.9 2.6 0.3 * 3.1 2.5 0.6 * 2.8 2.9 -0.1 *	test (1	2.7	2.9	-0.2*	2.8	2.7	0.1*	2.8	2.6	0.2*	2.6	2.8	-0.2*	2.8
	tal er- ding st)	2.7	3.2	-0.5*	2.9	2.6	0.3*	3.1	2.5	0.6*	5.8	2.9	-0.1*	2.8
	All d: ted (w	ata are weigh vww.europear	tted. The ESS isocialsurvey.c	user guide org/docs/me	e states that t ethodology/E	unweighted N SS_weighting	is an unre-	eliable measu 1f)	ire; therefore,	percent	ages for all	categories are	e reporte	d but N is not
<i>NB2</i> All data are weighted. The ESS user guide states that unweighted <i>N</i> is an unreliable measure; therefore, percentages for all categories are reported but <i>N</i> is not reported (www.europeansocialsurvey.org/docs/methodology/ESS_weighting_data_1.pdf)	The a	<i>NB3</i> The analyses use the	he recommend	ded combin	nation of PSP	WGHT and P	WEIGHT	as per the ES	SS guidelines	(www.el	uropeansoci	alsurvey.org/d	ocs/meth	NB3 The analyses use the recommended combination of PSPWGHT and PWEIGHT as per the ESS guidelines (www.europeansocialsurvey.org/docs/methodology/ESS

NB4 Standard errors are only viable for the two "Trust" variables as well as "Political interest" and "Political understanding" which use means. Significant differences are reported as *(p < .001)¥

weighting_data_1.pdf)

Voice, equality and education: the role of higher education...

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	A: In/ com- pleted HE N= 10,159 [#]	B: Not engaged with HE $N=6487^{\#}$	C: Whether engaged with HE gap	D: In/ completed HE (low income) $N=302^{\#}$	E: Not engaged with HE (low income) $N = 145^{\#}$	F: Low income gap— engaged/ not engaged with HE	G: In/ com- pleted HE (high income) $N = 1800^{\#}$	H: Not engaged with HE (high income) $N = 1077^{\#}$	I: High income gap— engaged/ not engaged with HE	J: In/ com- pleted HE (high qualifs) $N = 7593^{\#}$	K: Not engaged with HE (high qualifs) $N = 4313^{\#}$	L: High Qualifics gap— engaged/ not engaged with HE	M: 18–24's N= 16,646 [#]
Voted [in the] last national election	65.8	55.2	10.6	6:99	20.8	46.1	66.4	57.5	6.8	68.8	61.8	7.0	40.6
Worked in a political party or action group	3.9	2.3	1.6	6.1	0.0	6.1	3.5	2.8	0.7	4.1	2.5	1.6	3.2
Contacted a politi- cian or govern- ment official	9.3	6.8	2:5	10.0	4.5	5:5	84	6.0	2.4	10.1	7.9	2.2	8.4
Worked in 19.2 another organi- sation or associa- tion	19.2	10.6	8.6	15.6	5.1	10.5	16.0	S.	8.5 S.9	19.3	12.8	6.5	15.5
Signed a petition	34.7	21.5	13.2	40.7	10.2	30.5	29.9	19.4	10.5	37.5	25.5	12.0	29.2

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(continued)
Table 2

ice, equality and education	on: the role of higher	education			
M: 18–24's N= 16,646 [#]	15.0	16.0	5.0	3.6	2.2
L: High Qualifics gap— engaged/ not engaged with HE	8.7	6.1	0.6*	0.5*	0.2*
K: Not engaged with HE (high qualifs) $N=4313^{\#}$	10.9	14.3	4.8	3.4	2.2
J: In/ com- pleted HE (high qualifs) $N=7593^{\#}$	19.6	20.4	5.4	3.9	2.4
I: High income gap— engaged/ not engaged with HE	11.7	9.9	0.6*	0.3*	6.3*
H: Not engaged with HE (high income) $N = 1077^{\#}$	8.6	8.8	4.7	3.5	2.0
G: In/ com- pleted HE (high income) $N = 1800^{\#}$	20.4	15.4	5.3	3.8	2.3
F: Low income gap— engaged/ not engaged with HE	20.1	28.1	0.6*	0.6*	0.3*
E: Not engaged with HE (low income) $N = 145^{\#}$	7.6	LT.	4.7	3.3	2.1
D: $In/$ completed HE (low income) $N=302^{\#}$	27.7	35.2	5.3	3.9	2.4
C: Whether engaged with HE gap	10.1	7.8	0.6*	•9.0	0.3*
B: Not engaged with HE $N=6487^{\#}$	9.3	11.6	4.7		2.1
A: In/ com- B: Not pleted HE engaged $N=10,159^{\#}$ with HE N=6487	19.4	19.4	5.3	3.9	2.4
	Taken part in a lawful public demon- stration		Trust (social) 0–10 (0 least)	Trust (politi- cians) 0-10 (0 least)	Political interest 1–4 (1 Least)

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E: NotF: LowG: In/H: Notengagedincomecom-engagedwith HEgap—pletedwith HE(lowengaged/HE (high(highincome)notincome)income)income) $N = 145^{\#}$ engaged $N = 1800^{\#}$ $N = 1077^{\#}$ with HEwith HEwith HEwith HE	2.6 0.2 * 2.8 2.6) with the exception of the two "Trust" va	: unweighted N is an unreliable measure; ESS_weighting_data_1.pdf)	PWGHT and PWEIGHT as per the ESS g	ables as well as "Political interest" and "Po	tual figures for European countries	
A: In/ com- pleted HE engaged Whether completed $N=10,159^{\#}$ with HE engaged HE (low $N=6487^{\#}$ with HE income) gap $N=302^{\#}$	Political 2.8 2.6 0.2* 2.8 under- standing 1–5 (1 Least)	<i>NB1</i> All table values are weighted percentages (up to 100%) with the exception of the two "Trust" variables as well as "Political interest" and "Political understanding" where mean ratings are included	NB2 All data are weighted. The ESS user guide states that unweighted N is an unreliable measure; therefore, percentages for all categories are reported but N is not reported (www.europeansocialsurvey.org/docs/methodology/ESS_weighting_data_1.pdf)	NB3 The analyses use the recommended combination of PSPWGHT and PWEIGHT as per the ESS guidelines (www.europeansocialsurvey.org/docs/methodology/ESS_ weighting_data_1.pdf)	NB4 Standard errors are only viable for the two "Trust" variables as well as "Political interest" and "Political understanding" which use means. Significant differences are reported as $*(p < .001)$	[#] N reflects sample composition and does not represent the actual figures for European countries	

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n.s $069(2)^{**}$ n.s 109^{***} n.s $064(2)^{**}$ 065^{**} $081(1)^{***}$ n.s 067 n.s 109^{***} $0.64(2)^{***}$ 065^{**} $081(1)^{***}$ n.s 067 n.s 109^{***} $0.64(2)^{***}$ $R^2 = .004$ $R^2 = .013$ R^2 $R^2 = .012$ $R^2 = .012$ $R^2 = .025$ $R^2 = .004$ $R^2 = .013$ R^2 $R^2 = .012$ $R^2 = .025$ $R^2 = .025$ $n.s$ $n.s$ $070(2)^{**}$ $n.s$ $105(1)^{*}$ $n.s$ $n.s$ $0.64(2)^{**}$ $n.s$ $075(1)^{**}$ $n.s$ $n.s$ $105(1)^{*}$ $n.s$ $n.s$ $0.64(2)^{**}$ $n.s$ $075(3)^{**}$ $n.s$ $074(3)^{*}$ $n.s$ $0.76(2)^{**}$ $0.64(2)^{**}$ $n.s$ $072(2)^{**}$ $n.s$ $075(2)^{**}$ $0.61(3)^{*}$ $0.64(2)^{**}$ $n.s$ $072(2)^{**}$ $n.s$ $072(2)^{**}$ $0.76(2)^{**}$ $0.64(2)^{**}$ $n.s$ $072(2)^{**}$ $n.s$ $072(2)^{**}$ <	ns $069(2)**$ ns $064(2)**$ $065**$ $069(2)**$ ns $064(2)**$ $065**$ $081(1)***$ ns $064(2)**$ $065**$ $081(1)**$ ns 5 $065**$ $081(1)**$ ns 5 $065**$ $081(1)**$ ns 5 $R^2 = .004$ $R^2 = .013$ $R^2 = .012$ $R^2 = .012$ $R^2 = .004$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025$ ns $n.s$ 5 5 5 5 ns $075(1)**$ ns $n.s$ 5 5 $068(1)**$ $063**$ $075(1)**$ $n.s$ 5 5 ns $n.s$ 5 5 5 5 5 ns $n.s$ 5 5 5 5 5 ns $n.s$ 5 5 5 5 5 ns 5 5 5 <th>ele N=</th> <th></th> <th>Working for a party or action group N = 6469</th> <th></th> <th>Working for non-party political organisation N = 6468</th> <th>Signing a petition N=6460</th> <th>Participation in lawful public dem- onstration N = 6467</th> <th></th> <th>Trust (social) 0-10 (0 least) <i>N</i>= 6469</th> <th>Trust (politi- cal) $0-10 (0$ least) N=6469</th> <th></th> <th>Personal efficacy N=3748</th>	ele N=		Working for a party or action group N = 6469		Working for non-party political organisation N = 6468	Signing a petition N=6460	Participation in lawful public dem- onstration N = 6467		Trust (social) 0-10 (0 least) <i>N</i> = 6469	Trust (politi- cal) $0-10 (0$ least) N=6469		Personal efficacy N=3748
n.s 069 (2)** n.s n.s .109*** n.s 064 (2)** 065** 081 (1)*** n.s n.s .109*** n.s 064 (2)** 065** 081 (1)*** n.s 067 n.s .109*** .064 (2)** $R^2 = .004$ $R^2 = .013$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025$ $n.s$ $n.s$ $070 (2)**$ $n.s$ $n.s$.105 (1)* $n.s$ $n.s$ $068 (1)**$ $n.s$ $070 (2)**$ $n.s$ $n.s$ $054 (3)*$ $n.s$ $0.64 (2)**$ $n.s$ $075 (1)**$ $n.s$ $072 (2)**$ $0.61 (3)*$ $0.64 (2)**$ $n.s$ $072 (3)**$ $n.s$ $072 (2)**$ $0.076 (2)**$ $0.64 (2)**$ $n.s$ $072 (2)**$ $n.s$ $072 (2)**$ $0.076 (2)**$ $0.64 (2)**$ $n.s$ $072 (2)**$ $n.s$ $072 (2)**$ $0.076 (2)**$ $0.64 (2)**$ $n.s$ $072 (2)**$ $n.s$ <	n.s $069(2)^{**}$ n.s 004^{***} n.s $.064(2)^{***}$ 065^{***} $081(1)^{***}$ n.s 094^{***} n.s 137^{***} 065^{***} $081(1)^{***}$ n.s 067 n.s 137^{***} $R^2 = .004$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025^{***}$ $R^2 = .004$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025^{***}$ $n.s$ $n.s$ $076(2)^{***}$ $n.s$ $n.s$ $n.s$ $068(1)^{**}$ $075(1)^{**}$ $n.s$ $n.s$ $054(3)^{**}$ $n.s$ $n.s$ 063^{**} $n.s$ $n.s$ $054(3)^{**}$ $n.s$ $n.s$ $075(1)^{**}$ $n.s$ $074(3)^{**}$ $n.s$ $054(3)^{**}$ $n.s$ $n.s$ $064(2)^{**}$ $n.s$ $072(2)^{**}$ $061(3)^{**}$ $n.s$ $072(2)^{**}$ $R^2 = .016$ $R^2 = .020^{*}$ $R^2 = .020^{*}$												
n.s $069 (2)^{**}$ n.s 109^{***} n.s $.064 (2)^{***}$ 065^{***} $081 (1)^{****}$ n.s $064 (2)^{***}$ $061 (1)^{***}$ $5 (1)^{****}$ $5 (1)^{****}$ 065^{***} $081 (1)^{****}$ s 067 $n.s$ 137 $R^2 = .004$ $R^2 = .013$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .012$ $R^2 = .025$ R^* $n.s$ $070 (2)^{**}$ $n.s$ $105 (1)^{*}$ $n.s$ $35 (1)^{***}$ $068 (1)^{**}$ $073 (1)^{**}$ $n.s$ $5 (105 (1)^{*}$ $n.s$ $5 (105 (1)^{**}$ s s $073 (1)^{**}$ $n.s$ $5 (105 (1)^{**}$ $n.s$ $5 (105 (1)^{**}$ $5 (105 (1)^{**}$ $**$ $n.s$ s s $s (105 (1)^{**}$ $s (105 (1)^{**}$ $s (105 (1)^{**}$ $**$ $n.s$ $s (105 (1)^{**}$ $s (105 (1)^{**}$ $s (105 (2)^{**}$ $s (105 (2)^{**}$ $**$ $n.s$ $s (105 ($	ns 069 (2)** ns ns .109*** ns .064 (2)** 5** 065** 081 (1)*** n.s 067 n.s .137 0.04 $R^2 = .004$ $R^2 = .013$ $R^2 = .013$ $R^2 = .012$ $R^2 = .012$ $R^2 = .025$.004 $R^2 = .004$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025$.011/** 070 (2)** n.s .105 (1)* n.s 137 .011/** 063** 075 (1)** n.s .105 (1)* n.s s .011/** 063** n.s n.s s 054 (3)* s .011/** 063** n.s n.s 054 (3)* s s .011/** 064 (2)** n.s 054 (3)* s s s .011/** 063 (4)* n.s 072 (2)** s 57 (1)*** .012 .013 $R^2 = .016$ $R^2 = .016$ $R^2 = .023$ s	Model 1-Gender	and Ethnicit	ty not included									
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	5^{**} 065^{**} 081 (1)*** n.s 137 (1)*** 0.04 $R^2 = .004$ $R^2 = .013$ $R^2 = .013$ $R^2 = .012$ $R^2 = .025$ 0.04 $R^2 = .004$ $R^2 = .013$ $R^2 = .012$ $R^2 = .012$ $R^2 = .025$ 0.04 $R^2 = .004$ $R^2 = .013$ $R^2 = .013$ $R^2 = .012$ $R^2 = .024$ $R^2 = .025$ $8(1)^{***}$ 063^{***} $n.s$ $n.s$ $075(1)^{**}$ $n.s$ $n.s$ $n.s$ $8(1)^{***}$ 063^{***} $n.s$ $n.s$ $074(3)^{*}$ $n.s$ $n.s$ 0.11^{***} 063^{***} $n.s$ $075(1)^{***}$ $n.s$ $076(3)^{***}$ $n.s$ 0.13^{***} $n.s$ $072(2)^{***}$ $n.s$ $076(2)^{***}$ $0.61(3)^{**}$ 0.08 $R^2 = .018$ $R^2 = .016$ $R^2 = .001$ $R^2 = .016$ $R^2 = $		215 (2)***	056*	n.s	n.s	069 (2)**	n.s	n.s	$.109^{***}$	n.s	.064 (2)**	n.s
$R^2 = .004$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025$ $R^2 = .025$ n $n.s$ $070(2)$ ** $n.s$ $n.s$ $105(1)$ * $R^2 = .025$ $R^2 = .025$ n $n.s$ $075(1)$ ** $n.s$ $n.s$ $105(1)$ * $R^2 = .025$ $R^2 = .025$ n $n.s$ $075(1)$ ** $n.s$ $n.s$ $054(3)$ * $1.35(1)$ **** n $n.s$ $075(1)$ ** $n.s$ $n.s$ $054(3)$ * $1.35(1)$ **** n $n.s$ $075(1)$ ** $n.s$ $n.s$ $054(3)$ * $1.35(1)$ **** n $n.s$ $075(1)$ ** $n.s$ $n.s$ $054(3)$ * $1.35(1)$ **** n $n.s$ $075(1)$ ** $n.s$ $n.s$ $054(3)$ * $1.35(1)$ **** n $n.s$ $n.s$ $075(3)$ ** $n.s$ $072(2)$ ** $0.01(3)$ * n $n.s$ $072(2)$ ** $n.s$ $072(2)$ ** $n.076(2)$ ** $0.01(3)$ * n $n.s$ $064(2)$ ** $n.s$ $072(2)$ **	$ \begin{array}{c ccccccccccccccccccccccccccccccccccc$	Educational	$217(1)^{***}$	n.s	065**	065**	081 (1)***		067	n.s	n.s	137	.051*
R^2 =.004 R^2 =.004 R^2 =.013 R^2 = R^2 =.005 R^2 =.012 R^2 =.025 R^2 =.025 * n.s 070(2)** n.s n.s 105(1)* n.s n.s 068(1)** 063** 075(1)** n.s n.s 054(3)* 1.35(1)*** ** n.s 075(1)** n.s n.s 054(3)* 1.35(1)*** ** n.s 075(3)** n.s 072(2)** 0.66(2)** ** n.s 072(3)** n.s 072(2)** 0.61(3)* ** n.s 072(2)** n.s 076(2)** 0.61(3)* ** n.s 072(2)** n.s 072(2)** 0.61(3)* ** n.s 064(2)** n.s 072(2)** 0.61(3)* *** n.s 064(2)** n.s 072(2)** 0.61(3)* *** 0.64(2)** n.s 072(2)** 0.61(3)* 0.61(3)*	.004 $R^2 = .004$ $R^2 = .013$ $R^2 = .013$ $R^2 = .005$ $R^2 = .012$ $R^2 = .025$ $8 (1)^{**}$ $070 (2)^{**}$ $n.s$ $n.s$ $.105 (1)^{*}$ $n.s$ $n.s$ $8 (1)^{**}$ 063^{**} $075 (1)^{***}$ $n.s$ $n.s$ $.105 (1)^{*}$ $n.s$ $8 (1)^{**}$ 063^{**} $075 (1)^{***}$ $n.s$ $074 (3)^{*}$ $.135 (1)^{***}$ $8 (1)^{**}$ 063^{**} $075 (3)^{**}$ $n.s$ $078 (1)^{**}$ $054 (3)^{**}$ $.135 (1)^{***}$ $n.s$ $075 (3)^{**}$ $n.s$ $078 (1)^{**}$ $n.s$ $076 (2)^{**}$ $.061 (3)^{**}$ 0.8 $R^2 = .004$ $R^2 = .018$ $R^2 = .010$ $R^2 = .016$ $R^2 = .061$ $R^2 = .029$	attain- ment										$(1)^{***}$	
$ \begin{array}{l cccccccccccccccccccccccccccccccccccc$	$ \begin{array}{c ccccccccccccccccccccccccccccccccccc$	R^{2}	=.104	$R^2 = .003$	$R^2 = .004$	$R^2 = .004$	$R^2 = .013$	$R^2 =$	$R^2 = .005$	$R^2 = .012$	$R^2 =$	$R^2 = .025$	$R^2 = .003$
$ \begin{array}{c ccccccccccccccccccccccccccccccccccc$	$ \begin{array}{c ccccccccccccccccccccccccccccccccccc$	Model 2—All nan	ned variables	s included									
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	<i>NB</i> "n.s." indicates non-significant relationships	R^{2}		$R^2 = .008$	$R^2 = .008$	$R^2 = .004$	$R^2 = .018$	$R^2 =$	$R^2 = .010$	$R^2 = .016$	$R^2 = .061$	$R^2 = .029$	$R^2 = .061$

NB2 The analyses use the recommended combination of PSPWGHT and PWEIGHT as per the ESS guidelines (www.europeans weighting_data_1.pdf)

All values are Beta Coefficients and statistically significant *** $p \leq .001$; ** $p \leq .01$; * $p \leq .05$. Values in brackets are the predictor order

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n.s n.s 065^{***} 066^{***} $.040(3)^{***}$ n.s n.s $.177(1)^{***}$ $.142(1)^{***}$ n.s $R^2 = .026$ $R^2 = .007$ $R^2 = .004$ $R^2 = .004$ $R^2 = .013$ $R^2 = .003$ $R^2 = .028$ $R^2 = .034$ $R^2 = .035$ $R^2 = .026$	Gender	n.s	.063 (1)***	n.s	n.s	n.s	n.s	065 (2)***	054 (2)**	110 (2)***	109 (1)***	184 (1)***
	Ethnicity	n.s $R^2 = .026$	n.s $R^2 = .007$	065^{***} $R^2 = .004$	066^{***} $R^2 = .004$	$.040 (3)^{***}$ $R^2 = .013$	n.s $R^2 = .003$	n.s $R^2 = .028$	$.177 (1)^{***}$ $R^2 = .034$	$.142 (1)^{***}$ $R^2 = .035$	n.s $R^2 = .026$	n.s $R^2 = .038$

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government official'). In addition, one can be considered an institutionalised, non-267 electoral form of engagement ('Worked in another organisation or association' for a 268 political cause). Finally, three that can be broadly categorised as issue-based forms 269 of participation ('Signed a petition', 'Boycotted certain products', and 'Taken part 270 in a lawful public demonstration'). The recent literature, which refers to 'standby 271 citizens', 'engaged citizens' and 'critical citizens' (Amnå and Ekman 2014: Dalton 272 2009; Norris 2011) suggests that it is important to explore the underlying issues of 273 political interest, political understanding (personal efficacy), and social and political 274 trust. With this in mind, we have selected four indicators of "political engagement". 275 For the first of these, we recorded the percentage of (young) citizens who were 'very 276 interested' or 'quite interested' in politics. Secondly, we calculated personal efficacy 277 as the percentage of young Europeans who seldom or never found 'politics too com-278 plicated to understand'. Finally, we studied levels of social trust ('Most people can 279 be trusted or that you can't be too careful in dealing with people') and political trust 280 ('how much you personally trust [...] politicians'), both on an 11-point scale of 0 to 281 10, where 0 was no trust and 10 was complete trust. 282

283 Results

284 Patterns of political participation and engagement

The data provide key insights into patterns of political participation and engagement amongst citizens across Europe. Table 1 confirms that whether or not people have opted to remain in education after reaching the age of 18 is the key predictor of political participation and political engagement. However, other factors such as educational attainment, age, and household income each have a noticeable impact.

European citizens aged 18 years or over who have formally engaged with HE 290 (higher education), either as existing or previous students (column B), score con-291 siderably more highly on each of the political participation and political engage-292 ment items than the general adult population (M), or indeed any of the income, age 293 or educational qualification groups. The data indicate that 83.1% of those who had 294 experienced HE had voted. Four tenths had signed a petition (41.9%), nearly a third 295 had joined a boycott (31.2%), while about a quarter had either worked for a political 296 organisation or association other than a political party (25.4%) or had engaged in 297 contact activities with politicians or government officials (20.5%). They also scored 298 more highly than any of the other groups in terms of either participation in a lawful 299 public demonstration (15.9%) or in a political party or action group (6.2%). Further-300 more, their mean political engagement scores for trust (social, 5.5 out of 11; politi-301 cal 3.8 out of 11), political interest (2.9 out of 4) and political understanding (3.2 302 out of 5) are also higher than for the other groups listed in Table 1, and these mean 303

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differences are statistically significant.⁷ Column C considers the differences between people who have engaged with HE and those who have not. The data confirm that experience of HE has a consistently positive impact on all of the seven political participation items as well as all levels of political engagement—indicating that exposure to HE appears to have a transformative effect on European adults in terms of nurturing their democratic engagement.

Education is also important in terms of level of qualifications gained. Europeans 310 aged 18 and above who had gained a level of qualifications necessary to enrol for 311 HE study at some point in their lives (column G), were much more likely to partici-312 pate in all seven political activities than those who had left school with lower level 313 qualifications (H). Their scores for the four political engagement items (social and 314 political trust, political interest and political understanding) were also considerably 315 higher, statistically significantly so. Column I records the scale of the political par-316 ticipation and political engagement gaps between these two groups. 317

Those from high-income backgrounds (column D) are more active than low-318 income groups (E) in terms of the various modes of political participation consid-319 ered and also display statistically significantly higher levels of political engagement 320 (social and political trust, political interest and personal efficacy). Nonetheless, these 321 income variations (F) are less marked than are those differences observed for the 322 attended/not attended HE variable (C) and the educational qualifications variable (I). 323 The exception is voting, where the income-voting gap (F) is 9.7%, which is higher 324 for the HE-voting gap (C) and the qualifications-voting gap (I). 325

What is also apparent from these data is that young (18–24-year-old) adults (col-326 umn J) are typically less active in different electoral and non-electoral/issue-based 327 forms of *participation* than are their older contemporaries (K). The only exceptions 328 are that they are only *marginally* less likely to have signed a petition, and they have 329 a noticeably greater likelihood to have joined lawful demonstrations in the past. Fur-330 thermore, the age differences with respect to political engagement are statistically 331 significant. However, while younger citizens display less political interest and lower 332 levels of political understanding than their older counterparts, they have greater lev-333 els of social and political trust. 334

The importance of an individual having engaged with HE (either as a current stu-335 dent or as a previous student) is particularly obvious when we focus on young adults 336 aged 18–24. Table 2 explores in more detail the impact of this variable on youth 337 political participation and political engagement. Here, we can see that young Euro-338 peans having engaged with HE (column A) are much more active across all (elec-339 toral-institutional and non-institutional) forms of participation than their peers who 340 have successfully completed their secondary school education but are no longer in 341 education (B). Furthermore, engaging with HE seems to have a statistically signifi-342 cant and positive impact in terms of their levels of political engagement-political 343 and social trust as well as political interest and personal efficacy. These results offer 344

⁷ Mean scores rather than percentages are reported for these four "political engagement" variables. ⁷ FL02 Social trust and political trust are both 11 item variables, while there are four categories for political ⁷ Interest and five for political understanding (personal efficacy). See footnote 10 for coding details.

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a clear indication that being in HE matters in terms of positively structuring young
people's political participation and political engagement, a finding which is consistent with other recent research (Henn and Foard 2014).

Given the large social inequalities in many issue-based, non-electoral forms of 348 political participation (and in electoral participation in several countries), it is also 349 important to consider the extent to which being in education matters for young peo-350 ple from low-income backgrounds. The sample sizes for these groups are relatively 351 small because household income is not tested in all waves or in all EU15 coun-352 tries in the ESS data, and we are only focussing on the upper- and lower-quartile 353 income groups. As a consequence, the following results should be treated with some 354 degree of caution. Nevertheless, the findings are dramatic. Young low-income HE 355 students (past and present, column D) are significantly more politically active and 356 engaged than their low-income peers who have completed their secondary school-357 ing but not progressed to HE (column E). This is the especially the case for voting 358 (66.9%-20.8%) but also for the other items including contact with politicians or gov-359 ernment officials (10%–4.5%), working for a party (6.1–0), ⁸ working with non-party 360 organisations (15.6%–5.1%), signing petitions (40.7%–10.2%), taking part in dem-361 onstrations (27.7% - 7.6%) and boycotting products for political ends (35.2% - 7.1%). 362 There are statistically significant differences between the two groups in terms of 363 political engagement, with low-income students scoring considerably more highly 364 than low-income non-students in terms of social and political trust, levels of interest 365 in politics and political understanding. 366

Intriguingly, progressing to HE appears to have a more significant impact on 367 young people from low-income backgrounds than it does on high-income students 368 in terms of several aspects of political participation and political engagement. As we 369 might expect, the data indicates that young high-income HE college students (col-370 umn G) were more likely to have taken part in various forms of political action than 371 were high-income youth who had left education after completing secondary school 372 (column H). This is the case for all of the seven modes of political participation con-373 sidered in Table 2. Furthermore, all of the political engagement differences are sta-374 tistically significant. However, the political participation and political engagement 375 gaps for low-income students and low-income non-students (column F) are in most 376 cases considerably higher than for the high-income students/non-students (column 377 I). 378

Interestingly, the relationship between income and political participation reported 379 for HE students (and past students) is the reverse of what is present in Table 1 for 380 the general adult population. For European citizens of all ages, high-income adults 381 have greater levels of political participation and political engagement (on all items) 382 than low-income citizens. However, the opposite is the case when considering the 383 findings in Table 2 for young people aged 18-24. The first point to make is that 384 in terms of the four political engagement variables, Table 2 offers no evidence of 385 any appreciable difference between the low-income student group (column D) and 386

⁸ However, numbers are very small, so caution should be exercised when interpreting the figures on ⁸ FL02 party activism, given the rarity of this form of political participation across the EU15.

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their high-income contemporaries (column G). However, low-income HE students (column D) are generally *more* politically active than high-income HE students (G). The only exception is for the 'working with non-party organisations' item, although here the difference is marginal (low-income 15.6%: high-income 16%). This indicates that experiencing HE has a higher positive impact on the political participation of low-income youth than it does on high-income youth—it reverses the income gap observed for the general European adult population.

We can explore the transformative power of being in HE on European 394 18-24-year-olds from different income groups by considering the gaps in political 395 participation and in political engagement between students and non-students from 396 low-income backgrounds (column F), and comparing those with the differences 397 between students and non-students with high-income circumstances (column I). 398 The findings indicate that the participation gap between students and non-students 399 is actually greater for low-income youth than it is for high-income youth for all of 400 the seven participation items. This suggests that for all forms of political participa-401 tion considered in Table 2, progressing to HE after secondary schooling has a much 402 *larger* positive impact on young people from low-income backgrounds than it does 403 on their peers from high-income backgrounds. This pattern is not reproduced for the 404 political engagement items. The only political engagement gap is for the political 405 trust variable, with the difference in the mean trust score between low-income stu-406 dents and non-students (see column F) marginally higher (mean = 0.6) than for the 407 high-income student/non-student groups (column I, mean = 0.3). 408

The data in Table 2 also allow us to consider the extent to which remaining in 409 education after secondary school impacts on the patterns of political participation 410 and political engagement for those young people holding high level qualifications. 411 The findings suggest that these highly qualified students will be slightly more likely 412 to participate in different forms of political activity if they choose to enter HE (col-413 umn J) compared to similarly qualified youth who have left education (column K). 414 Furthermore, remaining in education has a statistically significant effect on politi-415 cal engagement; highly qualified young people progressing to HE are considerably 416 more likely to report high levels of social and politic trust, political interest and per-417 sonal efficacy than are other highly qualified youth who do not enter HE. The scale 418 of the political participation and political engagement gaps between highly qualified 419 young people who have engaged with HE compared with those who have not, is 420 summarised in column L. 421

422 The impact of progressing to higher education

The analyses so far indicate that engaging with HE (as an existing or former student) has a stronger and more transformative impact on the patterns of political participation for low-income European youth than it does for young students from high-income backgrounds. Using stepwise regression analyses, we are able to examine this effect further by testing for the impact of engaging with HE on the seven selected political participation variables as well as the four political engagement variables of social trust, political trust, political interest and personal efficacy (political



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understanding).⁹ In doing so, we control for levels of educational attainment and
household income. Existing studies suggest that gender (Furlong and Cartmel 2012;
Norris and Inglehart 2009) and ethnicity (Heath et al. 2011) may also impact on
political participation and political engagement, and therefore we also control for
these two demographic characteristics.¹⁰

In Table 3, we consider European youth who left education after completing their 435 secondary school studies and who do not progress on to HE. With the exception of 436 the two items, "working for a party or action group", and "participation in lawful 437 public demonstration", Model 1 indicates that educational attainment has a statisti-438 cally significant predictive relationship on the majority of the political participation 439 variables. Those with higher educational qualifications are more likely than their 440 less qualified counterparts to take part in those five political actions. The pattern 441 differs somewhat when it comes to the four political engagement variables; here, 442 statistically significant differences are evident only for political interest and personal 443 efficacy, with those holding higher level qualifications more likely to display lower 444 levels political interest but higher political understanding/personal efficacy than the 445 group of less qualified youth. 446

Income has less of a structuring predictive impact than does educational attainment. However, those from the highest income band who have not engaged with HE are more predisposed to vote, to work for a party or action group, to sign a petition and to report higher social trust and interest in politics than is the case for non-students from a low-income background.

Model 2 in Table 3 presents the more powerful full model for reported politi-452 cal participation and political engagement, now including gender and ethnicity. 453 The data suggest that for these particular young people, both gender and eth-454 nicity have a statistically significant predictive impact on many of the political 455 participation and political engagement variables. Even taking into account the 456 effects of these two demographic variables, the analyses reveal that household 457 income and especially educational attainment continue to remain statistically sig-458 nificant predictors of several aspects of political engagement and political par-459 ticipation. The only differences are that introducing gender and ethnicity into 460 the model have the following effects. Educational attainment no longer exerts a 461

 ⁹ The nature of the ESS data is not conducive to facilitating direct comparisons across the two regression
 ⁹ The nature of the ESS data is not conducive to facilitating direct comparisons across the two regression
 ⁹ analyses reported in Tables 3 and 4. The analyses therefore represent the predictive relationships between
 ⁹ Huang and the variables for each individual group. The comparisons of the relationships between these groups therefore only provide indirect differences between them.

¹⁰ The coding for these variables is as follows: Income = 1 Low Income, 2 High Income; Educational 10FL01 10FL02 attainment=1 Low Education, 2 High Education; Gender=1 Male, 2 Female; Ethnicity=1 Minor-10FL03 ity ethnic group, 2 Majority ethnic group; Voted [in the] last national election = 1 Yes, 2 No; Worked 10FL04 in a political party or action group = 1 Yes, 2 No; Worked in another organisation or association (for 10FL.05 a political cause)=1 Yes, 2 No; Contacted a politician or government official=1 Yes, 2 No; Signed a 10FL06 10FL07 petition=1 Yes, 2 No; Taken part in a lawful public demonstration=1 Yes, 2 No; Boycotted certain 10FL08 products = 1 Yes, 2 No: Trust (social) = 0 Cannot be trusted to 10 Can be trusted; Trust (politicians) = 0 10FL09

DiffL010
 Cannot be trusted to 10 Can be trusted; Political interest=1 Not at all interested to 4 Very interested;
 Political understanding/ Personal efficacy (Politics is too complicated to understand)=1 Frequently to 5 Never.

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462 statistically significant impact on the boycotting variable. Additionally, a new 463 predictive impact is introduced in that those with higher qualifications have less 464 political trust than other youth, while the effects on levels of political interest and 465 personal efficacy are reversed from Model 1. The only changed relationship for 466 income is that high-income groups are now statistically significantly more likely 467 to express an interest in politics than are youth from comparatively lower income 468 backgrounds.

Table 4 focuses on those young people who have opted to continue beyond 469 secondary school and into HE. Continuing education seems to have an important 470 impact on those with different levels of educational attainment with respect to three 471 of the political participation variables—those with higher educational attainment 472 remain significantly more likely to vote, to work for a party or action group and also 473 to sign petitions on reaching HE. This same group is *more* likely to be interested in 474 politics and to have higher personal efficacy, statistically significantly so. The intro-475 duction of gender and ethnicity does not impact on these relationships in any appre-476 ciable ways. 477

Intriguingly, the findings in Model 1 indicate that low-income students are actu-478 ally more likely than their high-income counterparts to sign a petition, join a boy-479 cott and take part in a demonstration. In contrast, Model 1 of Table 3 (that includes 480 only young people who had left education), reveals no such predictive relationships. 481 Of additional importance, although Table 3 indicates that low-income youth leav-482 ing education after secondary school vote, sign petitions and work for parties and 483 political action groups at considerably lower rates than high-income school leav-484 ers, Table 4 indicates that these three political participation gaps—as well as their 485 depressed levels of social trust-disappear if low-income youths engage with HE. 486 Furthermore, new impacts are evident; unlike low-income school leavers, low-487 income students have significantly higher levels of political interest and political 488 trust than do high-income students. Taken together, these results suggest that HE 489 has more of a transformational impact for low-income students in terms of several 490 of the political participation and political engagement variables than is the case for 491 students from high-income backgrounds. 492

Model 2 indicates that gender and ethnicity have a statistically strong bearing on 493 many aspects of students' political participation and political engagement. However, 494 even controlling for these two effects, there is no evidence of any diminishing effect 495 of income. Low-income HE students remain considerably more likely than their 496 high-income counterparts to take part in boycotting, demonstrating and petitioning 497 for political purposes. Such political activity is not evident within the low-income 498 non-HE youth group (Table 3). This suggests that joining HE is associated with an 499 upsurge in these political activities by low-income youth when compared with high-500 income students. Furthermore, negating the findings in Table 3, these young stu-501 dents from low-income households are no longer less likely to vote or to work for 502 a party or action group, and no longer more distrustful of politicians, than are high-503 income students. Indeed, they actually express higher levels of political interest and 504 political trust than high-income students. In combination, these results suggest that 505 HE has the outcome of *reversing* the effect of household income on five of the seven 506 forms of political participation and on two of the four political engagement variables 507



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as identified across the wider adult European population (Table 1) and for non-HE young people (Table 3).

510 Discussion and conclusion

This research adds empirical weight to the theoretical arguments considered earlier 511 in the article linking education and democracy. Utilising the European Social Survey 512 (ESS), the research findings are significant in drawing attention to the importance of 513 HE, over and above social class, as a key determinant of civic and political par-514 ticipation by young people. This calls into question a simple linking of educational 515 attainment and social status. Simply being in HE boosts young people's civic and 516 political participation, thereby helping to neutralise the differences between high-517 income and low-income groups. The findings therefore run counter to the arguments 518 of those who have put forward the case that education does not have a direct causal 519 effect on political participation, being only a proxy for other factors, such as cogni-520 tive ability and family socio-economic status (Berinsky and Lenz 2011; Campbell 521 2009: Kam and Palmer 2008). 522

The results from this study indicate that HE is particularly important in scaffold-523 ing youth transition into adulthood through political socialisation, providing signifi-524 cant opportunities for participation for young people, inculcating them into a culture 525 of participation through social networks. Young people in (or having completed) 526 HE are very engaged in each of the various forms of civic and political participa-527 tion as compared to the general population, including voting. Present and former 528 HE students are also considerably more active than young people who do not pro-529 gress to higher education. However, the findings also show that there are large social 530 inequalities of participation. For example, only a minority (20.8%) of young people 531 from low-income groups who do not go into HE turnout to vote in national elec-532 tions, and they have low levels of participation across the board. HE establishments 533 seem to play an important role as social levellers. That is to say, experiencing higher 534 education counteracts differences between young people from high-income and low-535 income backgrounds,¹¹ leading to a huge difference in levels of civic and political 536 participation between low-income young people in HE and low-income young peo-537 ple not in HE. 538

These findings point to the pivotal role of higher educational establishments in providing political socialisation for citizens in their transition to adulthood. Research suggests that during this transition period, young people are particularly open to new ideas, and that patterns of participation (or non-participation) established in these years are likely to last for life (Franklin 2004). Moreover, as noted above, institutions

¹¹FL01 ¹¹ One could make the point that college students—unlike those young people with secondary qualifica-

^{11FL02} tions who are not in education—are different in that they are clearly *on the pathway* to higher educational ^{11FL03} attainment, and thus are more motivated, efficacious individuals. This may well be true but is unlikely to

^{11FL04} account for such a large gap between young people from poorer backgrounds inside and outside HE (as our analysis demonstrates).

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can play a vital role in fostering civic and political engagement by increasing the 544 knowledge and skills of the less privileged to enable them to participate. In par-545 ticular, universities and HE colleges can help neutralise social disadvantage and 546 foster democratic engagement (Flanagan and Levine 2010; Jennings and Stoker 547 2004). Flanagan et al. (2012, p. 29) highlight the 'institutional lacuna' that exists 548 in established democracies; in other words, the gap that has opened up as a result 549 of the decline of political parties, trade unions and other traditional organisations of 550 political socialisation, particularly for young people who do not go on to HE. This 551 also helps to explain why educational achievement is so much more important than 552 household income in determining youth civic and political engagement. 553

Dewey's arguments about the close links between education and democracy are 554 therefore more relevant than ever. What type of participation should universities 555 and colleges try to promote? Since young people are particularly attracted to non-556 electoral forms of participation, the evidence suggests they are likely to be more 557 successful in promoting these forms of activity. On the other hand, if low levels of 558 youth electoral participation ought to be regarded as a significant concern (which 559 we think they should-not least because it leaves the way open for parties to neglect 560 issues of particular importance to young people), then HE establishments have a 561 part to play in encouraging formal participation, such as voting, too. Although the 562 public policy agenda is quite advanced in school systems-we have seen great pro-563 gress in the development of citizenship education in Europe over the past two dec-564 ades-there is little improvement in this regard in universities and colleges. 565

Personal efficacy plays a key role in actualizing young people's politics. Here, the 566 political literacy, democratic skills, and self-confidence of young citizens are of fun-567 damental importance. In this respect, education and schooling is an essential prel-568 ude to participation (Pasek et al. 2008). Politically literate citizens are more likely 569 to participate in democracy, and schools and universities play an important role in 570 preparing young people for democratic life (Flanagan and Levine 2010; Levinson 571 2010). In order for citizenship education to be delivered effectively, the culture of 572 educational establishments-whether schools, colleges or universities-needs to 573 reflect a democratic ethos in which students are actively involved in decision-mak-574 ing processes. HE institutions can and should (and many already do) allow students 575 to participate in making decisions that affect them. By doing so, not only can such 576 organisations enable students to develop decision-making skills, but also by partici-577 pating in the life of the institution they can learn individual responsibility and gain 578 valuable experience of working with others with alternative perspectives, skills and 579 experiences, which is essential for democratic engagement. Moreover, our claim that 580 being in HE has an independent (positive) effect on civic and political engagement 581 through social networks and a culture of participation underpinned by a supportive 582 institutional culture, is consistent with other research. For example, the Citizenship 583 Education Longitudinal Study in England (Keating et al. 2010) and the International 584 Association for the Evaluation of Educational Achievement comparative studies 585 (Schulz et al. 2010) emphasise the importance of a school's 'democratic ethos'. 586

In summary, we draw two main conclusions from our analysis of the ESS data. First, HE institutions play a vital role in scaffolding the transition of young people into adulthood by providing them with opportunities to engage in forms of civic

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and political activity and immersing them in a strong participatory culture. And sec-590 ond, HE establishments can act as social levellers, as they are particularly effective 591 in providing a platform for civic and political engagement for young people from 592 deprived backgrounds. In our view, this places added emphasis on the role of HE in 593 nurturing such engagement. We strongly believe that more research is needed—of a 594 qualitative and longitudinal nature-to explore the mechanisms through which uni-595 versities generate civic and political engagement amongst their students, and how 596 this might be replicated in other social institutions. 597

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600 Compliance with ethical standards

601 **Conflict of interest** The authors report no declarations of interest and confirm that this paper is not under 602 consideration for publication elsewhere.

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