

1. Preface

It is widely acknowledged that the role of teachers in promoting democratic learning through active, participatory approaches is crucial. The success of education for democratic citizenship (EDC) and human rights education (HRE) depends significantly on the teaching profession.

This is undoubtedly why ministers of education from the Council of Europe's 47 member states, in their Final Declaration of the Standing Conference of European Ministers of Education (Istanbul, May 2007), cited citizenship competence as one of the five competences to promote democratic culture and social cohesion (the others being: intercultural competence; plurilingual competence; social commitment; a solidarity-based outlook; and multiperspectivity). This manual is a response to this ministerial declaration and therefore benefits from strong political underpinning.

On 3 October 2008, the Council of Europe's Parliamentary Assembly went one step further by adopting Recommendation 1849 (2008) for the promotion of a culture of democracy and human rights through teacher education.¹

The Assembly recommended, *inter alia*, that the:

Committee of Ministers call on governments and the appropriate authorities of member states to turn to good account the experience and the expertise of the Council of Europe in this field, and in particular:

...

5.2. the competences required for promoting the culture of democracy and human rights in classroom should be introduced in the curriculum for the education of teachers of all subjects;.

Within these political frameworks, this new instrument should also be seen in the wider context of the Council of Europe's intergovernmental work on EDC/HRE since 1997 and in response to key goals and objectives of the present phase of the Council of Europe's work on EDC/HRE – Learning and living democracy for all (2006-09) –

to strengthen the capacity for teacher training and development within and across member states both in education and in partnership with those in civil society, particularly communities and NGOs.²

There is quite often a gap in many European countries between official policy and rhetoric on EDC/HRE and practice on the ground in schools.³ A Eurydice survey noted that, despite the fact that citizenship education has become more widespread within school curricula, only a few European countries include it as an element of initial teacher education.⁴

One of the challenges identified recently is the capacity to “[develop] more effective and comprehensive teacher training at both pre- and in-service levels”:

The overall pattern in the Western European region is of limited, sporadic teacher training related to EDC/HRE with the majority of it generalist in initial teacher training and optional in terms of in-service training. This does not match with the crucial role of teachers in developing effective EDC/HRE practices. It raises serious questions about the ability and

1. Text adopted by the Assembly on 3 October 2008 (36th Sitting).

2. Council of Europe, Education for Democratic Citizenship and Human Rights, *Programme of Activities (2006-2009)* “Learning and living democracy for all” DGIV/EDU/CAHCIT (2006) 5, 14 March 2006, 3.

3. Naval, Print and Iriate (2003) *Civic education in Spain: a critical review of policy*, (Online) *Journal of Social Science Education*; and Osler and Starkey (2005). See “References and resources” in Chapter 10.

4. Eurydice, *Citizenship education at school in Europe*, 2005.

effectiveness of teachers to promote the more active, participatory approaches associated with the reforms of citizenship education in many countries.⁵

The present publication brings together the rich array of materials developed by the Council of Europe EDC programme and is, at the same time, a companion to other CoE activities/publications:

- teacher education has been important from the beginning, featuring prominently among the Council of Europe's activities in the education sphere, including in the development and staging of the European Year of Citizenship (2005). As part of the latter, the Council of Europe published a *Tool on teacher training for education for democratic citizenship and human rights education*,⁶ which made recommendations for governments and education authorities in member states to recognise the need for systematic and co-ordinated approaches to teacher training in EDC/HRE. The text characterised and described good practice approaches in pre-service teacher training. It called for additional work to develop and exemplify core competences on citizenship and human rights education for initial teacher education and the project upon which this publication is based represents a response to that call:

it is they (the teachers) who introduce and explain new concepts and values to learners, facilitate the development of new skills and competencies, and create the conditions which allow them to apply these skills and competencies in their everyday life at home, in school, and in the local community.⁷

- the work of the author group can also be seen as providing a companion volume to the publication *Democratic governance of schools*,⁸ which explored whole-school and leadership issues relating to EDC/HRE. Our work on competences is intended to address the needs of the individual teacher at the level of the classroom.

Much attention is paid to the students' academic achievements today, but we must not forget another important role for education: to promote values and social skills that are a prerequisite for peaceful co-existence in the modern globalised society.⁹

- a "Scoping study on effective practice in the democratic governance of schools in Europe"¹⁰ found that opportunities for student participation in school governance were more likely to be effective where they are closely linked to teaching in the formal school curriculum:

In order to draw out the learning potential of participation activities, students would appear to need the opportunity to reflect critically upon what they are learning from them as well as to be able to see the "bigger picture" of how issues of democratic governance in the school relate to issues of democratic governance in the world at large. It suggests the development not only of a critically reflective environment generally within the classroom, but also of opportunities within the classroom to reflect upon the standard of democratic practice within the school itself and the language and concepts with which to discuss it.

- the *Tool for quality assurance of education for democratic citizenship in schools*¹¹ is a reference document/tool that applies the principles and processes of quality assurance to EDC/HRE:

to be successful, the school must embody the same principles as the EDC curriculum.

5. Birzea, C. et al., *All European study on education for democratic citizenship policies*, Council of Europe Publishing, Strasbourg, 2004.

6. Huddleston, T. (ed.), *Tool on teacher training for education for democratic citizenship and human rights education*, Council of Europe, Strasbourg, 2005.

7. Ibid., p. 15.

8. Backman, E. and Trafford, B., *Democratic governance of schools*, Council of Europe Publishing, Strasbourg, 2007.

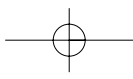
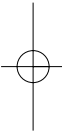
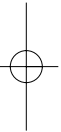
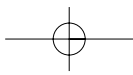
9. Ibid., p. 43.

10. Huddleston, T., *From student voice to shared responsibility: effective practice in democratic school governance in European schools*, Network of European Foundations and Council of Europe, 22 May 2007, p. 28.

11. Birzea, C. et al., *Tool for quality assurance of education for democratic citizenship in schools*, Council of Europe Publishing, Council of Europe, 2005.

Finally, this manual has benefited from a series of consultations. In March 2008, the Pestalozzi training programme for teacher educators and multipliers in the field of education was instrumental in supporting the process of developing these teacher competences. This publication was revised following consultations with the Pestalozzi network of teacher trainers representing 14 European countries and has started to be trialled in various national training contexts through the programme in the spring and summer of 2008.

The EDC co-ordinators, who met in April 2008 in Vienna, also provided advice as did the regional networks in South-East Europe, in June 2008 in Zagreb, and the Baltic/Black Sea Network.



2. Introduction

2.1. Aims of the manual and target group

The specific aim of this manual is to define and exemplify core teacher competences in EDC/HRE, and to address the need of the individual teacher at the level of the classroom.

Teacher educators from Croatia, Estonia, England, France, Germany and Portugal worked as a team with the aim of identifying and defining key EDC/HRE competences. They then sought to develop exemplification to demonstrate how the competences might be translated into diverse settings (potentially across the 47 member states of the Council of Europe) for teacher educators and classroom practitioners as they think about addressing and developing EDC/HRE issues, skills, values and active citizenship projects in their classrooms.

This tool is meant to be used by teachers and teacher educators to inform pre- and in-service teacher training. The competences are not only designed for EDC/HRE specialists, they aim to be relevant to all teachers within both the primary and secondary phases of education.

The competences outlined in this document are not compulsory. They are intended to help teachers and training providers and not to scare them. Competences are not to be feared (or to be used as a stick by authorities). The spirit in which these competences have been designed is one of teacher empowerment. The aim is to support and enhance teaching and learning methods in EDC/HRE and not to judge. The ideas and guidance outlined here might be used fully or partially as teacher training material. We anticipate flexibility and adaptation in their usage in different national contexts, as we acknowledge that countries incorporate EDC/HRE into their national education systems in many different ways.

2.2. Definitions

Definitions of EDC/HRE are open to interpretation

Overall, effective education for democratic citizenship contributes towards developing value-oriented knowledge, action-based skills and change-centred competences that empower young people and strengthen social justice.

The Council of Europe underlines the essential importance of EDC/HRE for preparing and empowering people for living and acting in democratic society. It underlines the core objective of EDC/HRE as encouraging and supporting learners to become active, informed and responsible citizens. Such citizens are characterised by being:

- aware of their rights and responsibilities as citizens;
- informed about the social and political world;
- concerned about the welfare of others;
- articulate in their opinions and arguments;
- capable of having an influence on the world;
- active in their communities;
- responsible in how they act as citizens.¹²

Teachers will need to be very clear about how and why they are developing their own rationale for EDC/HRE within different national contexts:

12. Birzea, C. et al., 2005, op. cit., p. 25.

A number of linked themes, concepts, and dimensions are common to EDC/HRE. They include the themes of: the preservation of something, such as democratic society and its associated rights; the notion of participation in society; the preparation or capacity building of young people for active and informed participation; a focus on inclusion or integration into society; a concentration on contemporary society; the encouragement of partnerships; and the promotion of an international perspective ...

Key concepts that underpin EDC/HRE, include democracy, rights, responsibilities, tolerance, respect, equality, diversity and community. These concepts, as with EDC/HRE itself, may also be contested and problematic in different contexts.

EDC/HRE also involves the dimensions of knowledge and understanding, skills, attitudes and values. These dimensions are brought together through teaching and learning approaches, which have the primary goal of shaping and changing the attitudes and behaviour of young people through their adult lives.¹³

Many definitions of the term "competence" are available

The context for the project also included previous thinking about the role and nature of teacher competences. As part of the Lisbon Strategy, the European Commission developed Common European Principles for Teacher Competences and Qualifications.¹⁴ Increasing numbers of new competences are being required of teachers and these are not exclusively individual or definitive and static. New competences have evolved as the outcome of the new social and community needs identified in school settings (such as conflict management, cultural responsiveness, intercultural sensitivity and communication, global and multiple perspectives and counselling).

First developed in the management field, the terms "competence", "competences", "competency" and "competencies" are often used interchangeably. We cannot articulate here a comprehensive definition of "competence". The term has a large variety of meanings, and it can be captured by the terms "ability", "aptitude", "capability", "effectiveness" and "skill". Competence can be attributed to individuals, social groups or institutions "when they possess or acquire the conditions for achieving specific developmental goals and meeting important demands presented by the external environment"¹⁵

The OECD defined competency as:

more than just knowledge and skills. It involves the ability to meet complex demands, by drawing on and mobilising psycho-social resources (including skills and attitudes) in a particular context.¹⁶

UNESCO's E-Forum on Approaches by Competencies held in 2006 aimed at providing a plural, open and constructive space for the inter-regional sharing of experiences of curriculum change and development based on the approaches by competencies. This three-week endeavour was based on a document developing the concept of "situated competencies":

From now on, beyond simply drawing up lists or repositories of de-contextualized competencies, priority must be given to describing the competent action of a person in situation with a view to developing a situated approach to competence.¹⁷

13. Kerr, D., "Citizenship: local, national and international", in Gearon, L. (ed.), *Learning to teach citizenship in the secondary school*, 2003, pp. 7-8.

14. European Commission, Directorate General of Education and Culture, *Common European Principles for Teacher Competences and Qualifications*, presented at the European Testing Conference on Common European Principles for teacher competences and qualifications. 20-21 June 2005, Brussels.

15. Weinert, Franz E., *Concepts of competence*, Max Planck Institute for Psychological Research, Munich, 1999.

16. OECD, "The definition and selection of key competencies", DeSeCo publications, 2005, www.oecd.org/dataoecd/47/61/35070367.pdf.

17. ORE (Observatoire des Reformes en Education), *Revisiting the concept of competence as an organizing principle for programs of study: from competence to competent action*, Montreal, 2006.

Here, by core competences, we envisage a multifaceted view of competences involving broad capabilities that interact in synergy towards the objective of teaching EDC/HRE.

Generally, we may define competences as an approach involving aspects such as:

- knowledge (knowing what);
- attitudes and behaviours (being aware of how we act, in context and why);
- dispositions (being open to change, feeling motivation);
- procedural skills (knowing how to do);
- cognitive skills (treating information, critical thinking and critical analysis);
- experiential skills (to know how to react and adapt on the basis of previous knowledge, social skills).

2.3. What are the benefits of EDC/HRE?

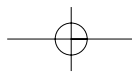
- EDC/HRE offers young people and adults a chance to engage with contemporary issues that interest them;
- EDC/HRE incorporates many active forms of learning and opportunities for young people and adults to discuss and debate controversial issues;
- teaching EDC/HRE is enjoyable. Classrooms and learning environments beyond the classroom buzz with ideas, opinions and passion;
- what is more important than people locally, nationally and globally co-existing in peace and co-operation? EDC/HRE is a form of “futures” education (young people thinking actively about how they can make the world a better place);
- EDC/HRE provides natural and “real” opportunities for both young people (as well as teachers and other adults) to “make a difference” and lobby for change;
- EDC/HRE is rooted in notions of community involvement – young people and teachers can engage in dialogue with partners beyond the school gate;
- EDC/HRE creates space within the curriculum to enable young people to find out more about issues such as the law, human rights, and political and environmental issues that might otherwise not find a place in their lessons;
- EDC/HRE provides opportunities to take a positive stand against negative forces in society (for example, racism, media stereotypes and misconceptions about global migration);
- EDC/HRE enables all teachers (whatever their subject background) to connect their teaching to topical issues – it helps to make learning significant and relevant;
- EDC/HRE can empower teachers at a time when, through different pressures, they might feel disempowered through edicts imposed from above.

2.4. Response to challenges to implementing EDC/HRE

The development team working on this project were under no illusions. EDC/HRE is difficult to introduce as a new feature of educational curricula. Most European countries have tried to approach it via other existing subjects, for example history or social science.

It is not necessary for this tool to reach dogmatic judgments on the respective merits of different curriculum models for EDC/HRE, although it should be noted that cross-curricular approaches often tend to be stronger on paper than is evident in classroom realities, when citizenship education can be implicit, fragmentary or illusory.¹⁸ Results have generally fallen short of expectations, and these

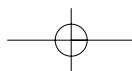
18. For example, see Bolivar, *Non scholae sed vitae discimus: limites y problemas de la transversalidad [Limits and problems of the cross-curricular approach]* *Revista de Educacion*, 309, pp. 23-65, Enero-Abril 1995.



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attempts are gradually being abandoned in favour of a more focused approach: for example, discrete citizenship education with a defined curriculum, more genuine interdisciplinarity, project-based teaching, active citizenship projects, enrichment days/weeks focused on particular EDC/HRE topics, or indeed a rich combination of these approaches.

Whilst teachers are subject specialists – for example, historians, geographers and scientists – they are also much more. All teachers need to be able to consider the basis of their subjects, approach them critically, connect with other areas and domains such as citizenship, and explore their social utility, relevance and relationship with contemporary culture, promoting tolerance, equality issues, diversity as a collective asset and respect for and development of human rights.



3. Overview of the competences and the overall document

3.1. Brief description of how and why the competences are grouped in four clusters

Following consultation with different stakeholders – such as the Council of Europe Pestalozzi teacher trainer network for EDC/HRE, which represents 14 different countries, EDC/HRE co-ordinators, and experts working in the field – we identified a total of 15 competences, the acquisition and possession of which might empower teachers to teach EDC/HRE confidently and effectively.

These 15 competences were grouped into four clusters (A, B, C and D) corresponding to questions and issues teachers and teacher educators are bound to meet in their practice of EDC/HRE. We will summarise here these four clusters, and give an overview of the 15 competences, before going into more detail.

Name of cluster	Related questions
EDC/HRE knowledge and understanding	What can we do?
Teaching and learning activities that develop EDC/HRE in the classroom and school: planning, class management, teaching and assessment	How can we do it?
Teaching and learning activities that develop EDC/HRE through partnerships and community involvement: EDC/HRE in action	With whom can we do it?
Implementing and evaluating participatory EDC/HRE approaches	How can we do it better?

Table 1: The four clusters and their colour codes

The clusters were identified with a pragmatic concern. They correspond to questions that teachers and teacher educators (trainers) will ask themselves when implementing EDC/HRE in their professional setting:

Cluster A: “What can we do to prepare for EDC/HRE implementation?”
Cluster B: “How can we implement EDC/HRE in my school?”
Cluster C: “With whom can we develop young people’s active citizenship?”
Cluster D: “How can we improve what we are doing/what professional development?”

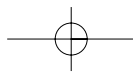
Table 2: Cluster designation and related questions

3.2. How to find what you are looking for: structure of the document and colour codes

Each cluster was given a colour code as a visual aid to facilitate reading and finding information quickly. The same colour code is used throughout the document (see Tables 1 and 2).

The authors were keen to make this as practical a tool as possible, accessible to teachers themselves, and also to teacher educators in diverse settings. For each cluster and each competence we adopted a similar (but flexible) format:

- for each cluster (Chapters 3, 4, 5 and 6): the reader will find a brief outline of the theoretical foundation with reference to the research, evidence and background for our recommendations;
- for each competence (Chapters 3.1 to 3.4, 4.1 to 4.4, 5.1 to 5.4 and 6.1 to 6.4): the reader will find:

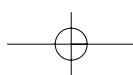


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- a brief definition of the competency;
- examples of ways in which teachers and teacher educators might provide evidence of meeting different competences through their practice;
- a progressive chart helping teachers and trainers to identify “where they were at” in relation to their knowledge and understanding of meeting this competence and, therefore, “what their next steps” might be.

In addition to this model of competences, the reader will find other resources in the appendices:

- materials for other stakeholders: while the present document is targeted at teachers and teacher educators, we recognise that implementation of EDC/HRE implies the active participation of a variety of stakeholders such as policy makers, school heads, head teachers and actors in the higher education system, to name but a few. The reader will find here some suggestions on how these stakeholders can use the model of competences we propose, to become proficient facilitators of EDC/HRE. Progressive charts, similar to the charts found in the chapters on competences, are provided to help these stakeholders identify “where they are at” in relation to their meeting the competences and – therefore – “what their next steps” might be;
- self-evaluation tools: a self-evaluation process is suggested to enable teachers and teacher educators to chart their progress systematically in developing their own or their students’ knowledge, understanding and planning of EDC/HRE.



3.3. Overview of the 15 competences

Cluster A EDC/HRE knowledge and understanding	Cluster B Planning, classroom management, teaching and assessment	Cluster C EDC/HRE in action – Partnerships and community involvement	Cluster D Implementing and evaluating participatory approaches
Competence No. 1 The aims and purposes of EDC/HRE; value-oriented knowledge, action-based skills, and change-centred competences	Competence No. 5 The planning of approaches to incorporate EDC/HRE knowledge, skills, dispositions, attitudes and values, in which active learning and student engagement play a major part	Competence No. 10 The learning environment that enables students to analyse topical political, ethical, social and cultural issues or events in a critical way, using information from different sources, including the media, statistics and ICT-based resources	Competence No. 13 The evaluation of the extent to which students have a say in things that affect them and the provision of opportunities for students to participate in decision making
Competence No. 2 The key international frameworks and principles that relate to EDC/HRE, and key concepts of EDC/HRE	Competence No. 6 The incorporation of EDC/HRE principles and practices within specialist subjects (cross- curricular EDC/HRE) to enhance knowledge, skills and participation and contribute to the empowerment of young citizens in a democracy	Competence No. 11 The collaborative work with appropriate partners (such as families, civil society organisations, and community and political representatives) to plan and implement a range of opportunities for students to engage with democratic citizenship issues in their communities	Competence No. 14 The modelling of positive EDC/HRE values, attitudes and dispositions that are expected from young people; and a democratic style of teaching, involving students in the planning and ownership of educational activities
Competence No. 3 The content of EDC/HRE curricula, encompassing the political and legal; social and cultural; economic; and European and global dimensions	Competence No. 7 The establishment of clear ground rules and a sustained climate of trust, openness and mutual respect. Classroom and behaviour management recognise EDC/HRE principles in order to ensure positive school ethos	Competence No. 12 The strategies to challenge all forms of prejudice and discrimination, and promotion of anti-racism.	Competence No. 15 The opportunity and will to review, monitor and evaluate teaching methods and students' learning and use of this assessment to inform future planning and professional development
Competence No. 4 The contexts of EDC/HRE implementation: cross-curricular approaches; whole-school culture; and community involvement.	Competence No. 8 A range of teaching strategies and methodologies – including quality whole-class questioning – to develop student discussion skills, in particular of sensitive, controversial issues		
	Competence No. 9 The use of a range of approaches to assessment (including student self and peer assessment) in order to inform and celebrate students' progress and achievements in EDC/HRE		

Table 3: Overview of the competences to enhance EDC/HRE