

ANNEX 1 – GRID FOR T 1.1

CITIZED – T 1.1 REPORTING GRID ON THE GENERAL INVESTIGATION OF A COUNTRY/ORGANISATION’S POLICY IN THE FIELD OF CITIZENSHIP EDUCATION <i>(4-6 pages)</i>	
SECTION 1 – PARTNER INFORMATION	
Name of the partner	<i>polis</i> – the Austrian Centre for Citizenship Education in Schools
Contact person	Patricia Hladschik
Researcher(s)	Patricia Hladschik
Methodology used to conduct the research	<p>Desk research; official documents like CoE charter or CoE recommendations, primary sources like CoE official website, secondary sources like articles, for all see list of literature; basis for the whole text is an article that will be published in March 2021 in the DARE Blue Lines Series:</p> <p style="text-align: center;"><i>The Reference Framework of Competences for Democratic Culture – fostering Citizenship Education and Intercultural Learning as priorities in European educational systems.</i> By Claudia Lenz and Patricia Hladschik.</p>
SECTION 2 – COUNTRY/ORGANISATION	
Name of the organisation examined	Council of Europe
General overview of the organisation policy development in the field of citizenship education	<p>Human rights, rule of law and democracy are the three ground pillars of the work of the Council of Europe (CoE).</p> <p>For many years the CoE’s work for functioning European and national human rights systems, has been accompanied by educational measures. A functioning human rights system, holding states accountable with regard to protecting and upholding the rights of their citizens, needs to be complemented by a horizontal dimension. A widely shared awareness of human rights principles and engagement in human rights issues among citizens and an active civil society will reduce the danger of human rights violations occurring. This is the background for a long-standing focus on human rights education (HRE) in non-formal and formal education.</p> <p>The same rationale applies for the CoE’s work in the field of democracy. A democracy is more than institutions and procedures; learning to be an active citizen requires more than acquiring political knowledge or knowledge <i>about</i> political issues, which is associated with <i>civic education</i>. The approach of the CoE is</p>

expressed in the term **Education for democratic citizenship**, indicating the crucial role of education in the many faceted process of *becoming an active citizen*. The **programme Education for Democratic Citizenship/Human Rights Education (EDC/HRE)** of the CoE, which was established in the 1990s, focused on how schools can become arenas for learning about, through and for democratic citizenship. Under the slogan “**learning and living democracy for all**” the materials and resources produced covered a range of issues, such as democratic school governance (Bäckmann and Trafford, 2007), professional development of teachers (Brett et al., 2009) and school-university partnerships (Hartley and Huddleston, 2010).

Another strand of CoE activities in the field of education is the long-lasting work in the field of **intercultural education and intercultural dialogue**. Through anti-racist campaigns like “**all different – all equal**”, the extensive work on plurilingualism (best known through the Reference Framework for Modern Languages), the focus deconstructing ideas of “the Other” in history teaching (CoE, 2001, 2011) and, last but not least, the White Paper on Intercultural Dialogue (2008), the CoE has championed the deconstruction of prejudice and resentment and the building of a mutual understanding and peaceful culture coexisting across cultural affiliations.

In 2010, the adoption of the Charter for Education for Democratic Citizenship and Human Rights Education by the CoE member states marked a significant step into the direction of a stronger political commitment towards the Council’s comprehensive and systematic approach. This was very much in line with international developments, as the United Nations Declaration on Human Rights Education and Training (2011).

All these strands have informed the policy development of the last years.

Reference Framework of Competences for Democratic Culture (RFCDC)

In 2017, the CoE launched a **Reference Framework of Competences for Democratic Culture (RFCDC)**, which offers a systematic approach to designing the teaching, learning and assessment of competences needed for active participation in complex and diverse democratic societies (CoE, 2017, Vol. 1:11).

The RFCDC is the flagship project of educational policy within the CoE. Supported by the member states from the outset, the development of the RFCDC has been accompanied by high aspirations and ambitions. After decades of international educational policy being dominated by labour market orientation, competitiveness and the prioritization of measurable “hard skills”, the framework has been developed in order to support policy makers and all other stakeholders in European educational systems to systematically focus on preparing learners to be *active citizens*. The ultimate goal of the framework is to ventilate democratic citizenship on the educational policy agenda and give it highest priority within educational systems.

- The centrepiece of the framework is a model of 20 competences learners need to acquire in order to be able to actively and effectively participate in all aspects of democratic processes in a society.
- In addition to the competence model, the framework offers a set of descriptors for each of these competences.
- In order to highlight and spell out these contextual and processual

factors, the RFCDC comprises six different guiding documents related to the main fields and aspects of implementation.

- Curriculum development
- Pedagogy
- Whole school approach
- Assessment
- **Teacher education**
- Prevention of radicalization and violent extremism

The inclusion of the last guiding document might seem surprising. The explanation can be found in the political context in which RFCDC has been produced (*see longitudinal dimension*). The document provides a review-based account for research on the root causes for processes leading to violent extremism and on research showing that the development of capacities such as independent and critical thinking, empathy and self-efficacy are key factors in building *resilience* to hateful political ideologies and violent orientations.

This provides a bridge to the content of the other guiding documents. Together, these documents are supposed to support a broad variety of stakeholders in different educational systems in applying and implementing the Framework: in curriculum reforms, school development and the professional development of teachers.

Teacher education

The framework is built on an understanding that all aspects of educational institutions and practices are relevant for the development of competences for democratic culture. This means that CDC is not only a responsibility of specialized teachers, but of all teachers, regardless of the subject they teach. The guiding document on teacher education states:

In their everyday work, teachers strive to provide quality education in their respective subject areas; however, they are also challenged to apply and implement the values underpinning the education system (for example human rights, democracy, cultural diversity, justice and the rule of law). In order to meet these challenges in an effective way, it is important that the knowledge, skills and competences that do not fall within the narrow subject area should not remain neglected. Applying the CDC approach means that these challenges are not left solely to the specific subject study orientation (such as civic education, history, ethics). On the contrary, the CDC approach must be applied as a transversal dimension of educating and training future and practicing teachers in general.

(CoE, 2017, Vol. 3:76)

Given that competences for democratic culture are not only an issue of the content which is taught, but also a question of experiences gained through learning processes within relations between teachers and learners, it is evident that teachers need to be trained and qualified beyond their subject area. Teacher education needs to provide teachers with the knowledge and tools to integrate CDC in their own teaching practice

But, more fundamentally, teachers need to develop a democratic professional ethos:

The role of teacher education institutions is not only to train teachers to be able to make effective use of the CDC Framework in schools and other educational institutions (the “technical” side), but also to equip them with a set of competences necessary for living together as democratic citizens in diverse societies (the “substantial” side). Teachers who themselves act successfully in the everyday life of democratic and culturally diverse societies will best fulfil their role in the classroom.

(CoE, 2017, Vol. 3:77)

The CoE’s policy in the field of education has a **non-binding character**. Member states, even if they supported the RFCDC and influenced the different choices made during the different stages of its development, are not obliged to implement the framework. Moreover, the CoE has neither control nor sanctioning mechanisms to secure, that the framework is used and implemented in line with the philosophy and ethos behind it.

But the Council can use its influence on the educational ministries in the member states in order to exercise some ‘soft pressure’, meaning the constant reminder that something should be done with RFCDC and to create some arenas for information and exchange creating a channel of influence toward the ministries.

At the moment, the Council follows a ‘triangle approach’ with the establishment of

1. the **Education Policy Advisors’ Network (EPAN)**,
2. the project **‘Free to Speak, Safe to Learn – Democratic Schools for All’** and
3. with a set of coordinated measures, tools and activities related to the framework and its implementation as such.

The **European Network of Policy Advisors (EPAN)**, composed by representatives of ministries of education in all CoE member states (or institutions delegated by the ministries to fulfill this role), was launched in 2018. The EPAN network is composed of three working groups: one on curriculum development, one on teaching and learning and one on assessment. The groups meet three to four times a year in order to exchange experiences and discuss various issues related to the implementation of the RFCDC at all levels of the educational system.

Besides the training for teachers, a focus on schools as arenas of education for democratic citizenship is crucial for the implementation of the RFCDC. The CoE has for a long time promoted a whole school approach in EDC/HRE; in 2018, the **campaign *Free to speak – save to learn. Democratic schools for all*** was launched. In 2019, the campaign was transformed into a project aiming to build a long-lasting and pan-European network for schools working continuously and systematically with democracy and inclusion. One of the explicit goals of the project is the promotion of the RFCDC.

In the last two years, a set of **practice-oriented tools** was developed in order to support the implementation of the RFCDC:

- The **RFCDC Teacher Self-Reflection Tool**. Under the motto “The self-reflected democratic practitioner – A journey to democratic teacher ethos and a democratic culture in school” the teacher reflection tool addresses all practitioners at all levels (in-service and pre-service; acquainted or not acquainted with RFCDC) and can be used on an individual basis, as well as a basis for group or peer reflection. The tool focuses on the teacher's own democratic skills and helps to integrate self-reflection and self-observation into everyday pedagogical work. Due to the practice-oriented approach, which initially provides for work with fictitious scenarios and then integrates scenes that teachers have experienced themselves, the tool can become a constant companion in educational practice.
- The **RFCDC Portfolio** that can be used for teaching, learning and assessing competences for democratic culture. It provides learners with the opportunity to reflect on their competences, to collect data and documents which support and stimulate their reflections, and to think about how they will further develop their competences in the future. The Portfolio also provides evidence about how a learner's proficiency in the use of those competences is developing, which may be used for formative or summative assessment purposes. There are two versions of the Portfolio under development, one for Younger Learners (children up to approximately the age of 10-11 years) and a second Standard version (for learners from approximately 10-11 years upwards). Each version is accompanied by a Guide for Teachers. All Portfolio documents and the feedback questionnaire will be made available in English, but the Portfolio can be used by students in their own languages. The final version of the Portfolio documents will be made available by the end of 2020.
- **Descriptors for Young Learners:** The main set of descriptors was based on a piloting process involving learners aged 10 years and older. In order to support teachers working for the development of competences for democratic culture with children below the age of 10, a separate set of descriptors has been developed and tested. These descriptors have not been scaled by level of proficiency, due to the specificity of the dynamics and variability in the development of competences at this early age. Some of these descriptors correspond to descriptors that are also valid for learners above 10 years of age, some are reformulations of descriptors for older learners but taking into account the age of the children, while others are new descriptors that are appropriate for children below 10.

Working Group on Training

The Steering Committee for Education Policy and Practice (CDPPE) in March 2020 installed a **Working Group on Training** with the mandate to support the strategy on implementing the Reference Framework of Competences for Democratic Culture (RFCDC) in the biennium 2020-2021 by developing “the Council of Europe's RFCDC blended and other training learning tools, with mo-

dularised content, the aim being to mainstream and institutionalise RFCDC Training in States Parties to the European Cultural Convention”. (CoE, 2020c)

Digital Citizenship Education (DCE) Project

It is the declared aim of the Council of Europe to incorporate the RFCDC as both a conceptual basis and a supporting pillar in important educational projects. One of the first projects in which this succeeded is the **Digital Citizenship Education (DCE) Project**. In order to respond adequately to the increasing digitization, the CoE decided to strive for mainstreaming democratic competencies in this area as well. The DCE Project was developed by the Expert group on Digital Citizenship Education in the years 2016-2018 with the aim to develop policy guidelines to further support national authorities in developing digital citizenship education policies. The DCE Project builds on the achievements of the Council of Europe’s long standing programme on Education for Democratic Citizenship and Human Rights Education (EDC/HRE), and the initial results of the project on Competences for Democratic Culture, as well as cooperation activities in other sectors (Internet Governance and Children’s Rights). It was approved by the Steering Committee for Educational Policy and Practice (CDPPE) at its 2015 plenary meeting and launched in March 2016 as part of the 2016-2017 programme.

The most important results until now:

- The comprehensive **Digital citizenship education handbook - Being Child in the Age of Technology (CoE, 2020a)**, which builds on the RFCDC and complements the Internet literacy handbook as part of a coherent approach to educating citizens for the society in the future.
- The DCE Handbook is accompanied by the **Digital Citizenship Education Trainers Pack**, which supports the roll-out of the project in all member states. (CoE, 2020b)

Longitudinal dimension of the policy

(please specify whether and how citizenship education debate and policy implementation evolved in order to catch the trends and to analyse the evolution of the policies. This would allow to understand whether citizenship education has been subject to change and why or whether there has been an increase or a decrease of attention

One could say that the Framework, in its goal to strengthen the dimension of education for active citizenship, was part of an overall development towards an increasing awareness of the relevance of education to build stable and sustainable democracies. This is also indicated by parallel initiatives in the Organisation for Economic Co-operation and Development, OECD (Programme for International Student Assessment [PISA] global competence and 21st century skills) and the United Nations (UN Sustainable development goal 4.7, with a focus on global citizenship).

However, a major break-through for the Reference Framework of Competences for Democratic Culture (RFCDC) project came in 2015, when Europe was hit by several Islamist terror attacks. As a reaction to this, the CoE adopted the **action plan “The fight against violent extremism and radicalization leading to terrorism”**. One of the major messages of the action plan was that democracy needs to be strengthened, not weakened, when it is under attack. Instead of surveillance and securitization, the action plan advocates strengthening the democratic resilience of the citizens – through education among other things.

Action is needed to prevent violent radicalisation and increase the capacity of our societies to reject all forms of extremism. Formal and informal education, youth activities and training of key actors (including in the media,

<p><i>to the topic)</i></p>	<p>political fields and social sectors) have a crucial role in this respect.</p> <p style="text-align: right;">(CoE, 2015)</p> <p>Under the heading “Living Together as Equals in Culturally Diverse and Democratic Societies: Setting Out Competences Required for Democratic Culture and Intercultural Dialogue” the action plan announces that the work on the competence framework will be prioritized, intensified and accelerated.</p> <p>From 2015 onwards, the RFCDC had the status of a flagship project within the educational work of the CoE. This gave the subsequent development work a different pace and led to an intensified involvement of different experts, stakeholders and practitioners in the development work.</p>
<p>Dialectical dimension</p> <p><i>(please specify any relevant debates concerning the development of citizenship education policy: public opinion’s reaction, debates in Parliament; reactions of local communities; etc...)</i></p>	<p>The work of EPAN since 2019 has shown that different countries approach the RFCDC from very different starting points. Some countries, like the Nordic countries, regard the Framework as being in line with but not necessarily better than existing approaches and practices. These countries may see the RFCDC as a useful tool to build on and complement existing structures.</p> <p>In several CoE member states where curriculum reforms imply a transformation to competence-based curricula, the framework can serve as an inspiration or even blueprint for curriculum design. Countries like Andorra, Ukraine and Moldova have included the RFCDC entirely in national curricula. Often large-scale teacher training programmes are accompanying the reform in order to equip teachers with the competences needed to educate in line with the RFCDC. This, for example, is the case in Serbia. In other countries, a RFCDC component has been integrated in already existing educational programmes. Here, NGOs can be included in the implementation of the Framework, building a bridge between formal and non-formal education. An example for this practice is Greece.</p>
<p>Relevant actors involved in the policies field analysed</p> <p><i>(please list the relevant actors involved in each policy: for examples, those actors who promoted the policy, those who implemented it, etc..)</i></p>	<ul style="list-style-type: none"> • Council of Europe, Directorate General II – Democracy (Directorate of Democratic Participation/Education Department) • EPAN Network • Steering Committee for Education Policy and Practice (CDPPE) • Expert Groups, e.g. expert group on digital citizenship education, expert group on RFCDC, working group on training etc.

<p>Names/titles of relevant policies development within the organisation</p> <p><i>(please specify the level of implementation)</i></p>	<p>1. Reference Framework of Competences for Democratic Culture <input type="checkbox"/> International <input type="checkbox"/> National <input type="checkbox"/> Regional <input type="checkbox"/> Local <input type="checkbox"/> NGO(s)' initiatives <input type="checkbox"/> Bottom-up</p> <p>2. EPAN Network <input type="checkbox"/> International <input type="checkbox"/> National <input type="checkbox"/> Regional <input type="checkbox"/> Local <input type="checkbox"/> NGO(s)' initiatives <input type="checkbox"/> Bottom-up</p> <p>3. Working group on training <input type="checkbox"/> International <input type="checkbox"/> National <input type="checkbox"/> Regional <input type="checkbox"/> Local <input type="checkbox"/> NGO(s)' initiatives <input type="checkbox"/> Bottom-up</p> <p><i>Any others:</i></p>
<p>KEY WORDS</p> <p><i>(please identify some key words that reflect the policies' topic area)</i></p>	<p>Democratic culture, intercultural learning, human rights education, competencies, teacher training, whole school approach</p>
<p>Suggestions for case studies</p> <p><i>(please list some case studies that you believe may be analysed in the next phases of the project)</i></p>	<p>1. Title: Working Group on Training Keywords: Democratic culture, intercultural learning, human rights education, competencies, teacher training, whole school approach, controversial issues, self reflection</p> <p>2. Title:..... Keywords:</p> <p>3. Title:..... Keywords:</p> <p><i>Any others:</i></p>
<p>Expected degree of difficulty in analysing each case study <i>(please indicate the degree of difficulty in analysing each policy and explain why: challenges, lack of bibliography; lack of assessment data, etc.)</i></p>	<p>Case study 1: <input type="checkbox"/> high <input checked="" type="checkbox"/> average <input type="checkbox"/> low</p> <p><i>Why? The Working Group on Training is in the process of developing the training, depending on when we want the case study to be ready, there will be more or less valid results. I am part of the Working Group, so maybe biased.</i></p> <p>Case study 2: <input type="checkbox"/> high <input type="checkbox"/> average <input type="checkbox"/> low</p> <p><i>Why?</i></p> <p>Case study 3: <input type="checkbox"/> high <input type="checkbox"/> average <input type="checkbox"/> low</p> <p><i>Why?</i></p>

<p>Any other relevant comments/details or information</p>	
<p>References <i>(if available, list the references used to conduct the analysis)</i></p>	<ul style="list-style-type: none"> • Bäckmann, E. and Trafford, B. (2007) <i>Democratic Governance of Schools</i>. Council of Europe Publishers. Available at: https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016804952d0 (Accessed 7 December 2020). • Bergan, S. (2014) <i>About the Project Competences for Democratic Culture and Intercultural Dialogue</i>. Available at: www.coe.int/en/web/education/about-the-project-competences-for-democratic-culture-and-intercultural-dialogue (Accessed 7 December 2020). • Brett, P., Mompoin-Gaillard, P. and Salema, M. H. (2009) <i>How All Teachers Can Support Citizenship and Human Rights Education: A Framework for the Development of Competences</i>. Strasbourg: Council of Europe Publishers. Available at: https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016802f726a (Accessed 7 December 2020). • CoE (2001) <i>Recommendation Rec (2001)15 of the Committee of Ministers to Member States on History Teaching in Twenty-First-Century Europe</i>. Available at: https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=0900001680909e91 (Accessed 7 December 2020) • CoE. (2008) <i>White Paper on Intercultural Dialogue "Living Together as Equals in Dignity"</i>. Strasbourg: Committee of Ministers, Council of Europe. Available at: www.coe.int/t/dg4/intercultural/source/white%20paper_final_revised_en.pdf (Accessed 7 December 2020). • CoE. (2010) <i>Charter on Education for Democratic Citizenship and Human Rights Education Recommendation CM/Rec(2010)7</i>. Available at: https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016803034e3 (Accessed 7 December 2020). • CoE (2011) <i>Recommendation CM/Rec (2011)6 of the Committee of Ministers to member states on intercultural dialogue and the image of the other in history teaching</i>. Available at: https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805cc8e1 (Accessed 7 December 2020) • CoE. (2015) <i>The Fight against Violent Extremism and Radicalisation Leading to Terrorism-Action Plan</i>. 125th Session of the Committee of Ministers, Brussels, 19 May. Available at: https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016805c3576 (Accessed 7 December 2020). • CoE. (2016) <i>Competences for Democratic Culture: Living Together as Equals in Culturally Diverse Democratic Societies</i>. Available at: https://rm.coe.int/16806ccc07 (Accessed 7 December 2020). • CoE. (2017) <i>Reference Framework Competences for Democratic Culture (Vol. 1.-3.)</i>. Available at: https://rm.coe.int/prems-008318-gbr-2508-reference-framework-of-competences-vol-1-8573-co/16807bc66c (Vol. 1) (Accessed 7 December 2020). https://rm.coe.int/prems-008418-gbr-2508-reference-framework-of-competences-vol-2-8573-co/16807bc66d (Vol. 2) (Accessed 7 December 2020). https://rm.coe.int/prems-008518-gbr-2508-reference-framework-of-competences-vol-3-8575-co/16807bc66e (Vol. 3) (Accessed 7 December 2020). • CoE. (2020a) <i>Digital Citizenship Education Handbook</i>. Being a Child in the Age of Technology. Available at: https://www.coe.int/en/web/digital-citizenship-education/-/being-child-in-the-age-of-technology-digital-citizenship-education-handbook (Accessed 7 December 2020) • CoE. (2020b) <i>Digital Citizenship Education Trainer's Pack</i>. Available at: https://rm.coe.int/digital-citizenship-education-trainers-pack/16809efd12 (Accessed 7 December 2020) • CoE. (2020c) <i>Terms of Reference RFCDC Working Group on Training 2020- 2022</i>. Steering Committee for Education Policy and Practice (CDPPE), 13th Plenary session. Strasbourg, 18 (as from 9 am) – 20 March 2020, Item 4.1.a., • Hartley, M. and Huddleston, T. (2010) <i>School: Community – University Partnerships for a Sustainable Democracy: Education for Democratic Citizenship in Europe and the United States of America Council of Europe</i>. Strasbourg: Council of Europe Publishers. Available at: https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016802f7271 (Accessed 7 December 2020). •
<p>OTHER DETAILS</p>	
<p>Filed by <i>(name, institution, and email)</i></p>	<p>Patricia Hladschik, patricia.hladschik@politik-lernen.at, polis – the Austrian Centre for Citizenship Education in Schools</p>

**Challenges faced in
conducting the
analysis**
(if any)