



United Nations
Educational, Scientific and
Cultural Organization

Santiago Office
Regional Bureau of Education for
Latin America and the Caribbean

Initial Teacher Education in Citizenship in Latin America

A Comparative Analysis Of Six Countries

Regional Strategy on Teachers OREALC-UNESCO Santiago





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Executive Summary

This document reports on a study of initial teacher education in citizenship education in Latin America undertaken as an initiative of the OREALC-UNESCO Regional Strategy on Teacher Policies. Its purpose is to examine citizenship education in the teacher education curricula of six countries in the region –Argentina, Chile, Colombia, Guatemala, Mexico and Peru – researching the general contents of the programs, their organization, and the topics covered, and analyzing teacher preparation in this crucial dimension of the formative experience provided¹.

Chapter 1 begins by looking at the challenges to democratic citizenship confronting the region, where a significant part of the population professes either not to share or to be ambivalent about a system of democratic beliefs.

In Chapter 2, the report explains the public policies for Initial Teacher Education (ITE) and citizenship education (CE). With respect to the former it is concluded that teacher education has been an area of growing importance for the policies of most of the countries, especially in the last decade, with three primary focus areas: change of ITE location to tertiary education; consistent creation of institutions or guiding and orienting mechanisms for this sector; and creation of curriculum definitions to set a new quality standard for ITE. Four types of institutions – all in tertiary education – (with the exception of Nicaragua for elementary education), are what today prepare the teachers of the educational system in Latin America: Normal Schools, Pedagogical Universities, Teaching Institutes, and Universities. With respect to citizenship education, it is clear that the incorporation of citizenship education in ITE programs varies markedly across those countries studied and that the impact of policies on institutionally defining curriculum activities is weak.

Chapter 3 shows how CE is inserted in ITE programs studied, finding that: i) citizenship education is compulsory and is offered in practically all the specialty areas in which elementary education teachers are prepared – only in Colombia is there a different pattern. In the case of teacher education for secondary school, CE is present in the areas of history and social sciences; ii) The contents of CE are integrated or present in three types of ITE courses: courses specializing in CE, under the heading that in some form or another includes the concepts ‘citizenship education’ (predominantly) or ‘civics’ (fewer cases); courses that combine a focus on CE with another topic such as: Human Rights, Living together and Peace, Law, etc. Courses with a topic focus and/or diverse disciplines, such as Ethics, Sex Education, Political Geography, Environmental Education, that integrate CE topics; iii) the courses in which CE contents are found in the different countries’ cases are fundamentally of a theoretical character, addressing the concepts of society, politics and values: more than 80% of the courses considered in the study (339 courses of ITE – see Table 12) are of this type. In contrast, only 10% of these are of a practical CE nature; iv) the courses are defined as aspiring to apply active methodologies with abundant reference to study cases, role plays, field observations and debates; v) the students’ principal criticism is the lack of depth in CE training.

¹ Additionally, relevant comparative information is included for a group of countries in Central America.

In Chapter 4, the report compares the contents of citizenship courses in ITE on the basis of an analytical matrix (50 categories organized in 6 dimensions or thematic areas), derived from the evaluative frameworks of international studies of civics and citizenship education (CIVED-1999; ICCS-2009). The conclusions of the analysis are that: i) the topics addressed in new teacher education opportunities can be characterized as widely heterogeneous, which indicates an area of teacher education that is neither sufficiently clear nor systematized; ii) the emphasis on citizenship education in ITE is more related to the dimension of Living together (the civil: relating to those who live nearby), than to the political dimension (civics: relating to those who are distant); iii) it is necessary to evaluate what are the most concrete ways to approach citizenship education, from a starting point of what a future teachers will require, in integral form. This would include not only the conceptual contents of citizenship, but also the didactic and practical aspects of teaching those concepts, so that the future teacher would acquire not only the necessary knowledge but also the skills and attitudes needed for effective teaching.

In Chapter 5 the report addresses the findings of a comparative analysis of the thematic contents with respect to citizenship curricula for ITE and student curricula. The country-by-country analysis shows alignment between curricula in the cases of Mexico and Guatemala; and gaps where aspects that are in the student curriculum do not figure in the ITE curriculum in the cases of Argentina, Colombia, Chile and Peru. These gaps are more acute with respect to teacher education at the primary school level than at the secondary level, which reveals that ITE perhaps is still operating with the previous traditional concept of civics education – a subject covered at the end of the school sequence that focused on the Constitution and the laws without responding yet to the deep change that this area has undergone in school curricula and that this report, in its first chapter, characterizes as a triple expansion: thematic, quantitative and formative.

At the close of Chapter 5, as in Chapter 6, the study concludes that having assessed the strengths and weaknesses in this strategic area of teacher education, the primary challenge - one that is not being addressed in four of the six countries - is to prepare primary education teachers in the fundamental topics of belief in representative democracy and formal political participation. This is evidenced by the fact that approximately half of the thematic content of the area distinguished by the analysis matrix as *Citizens and Democratic Participation* is absent from ITE in Argentina, Colombia, and Chile. Furthermore, the entire scope of *Institutions* is absent from the preparation of primary education teachers in Peru. The implications that this training deficit may have for the quality of the formative experience in citizenship for the new generation, as well as for the cultural bases of democratic politics, should be the starting point for deliberation on the status of teacher education and the preparation in citizenship it offers at present and for consideration of what steps should be taken to improve it.

Introduction

We are not born democratic: it is something we learn to be. This fundamental learning for life together depends on school experience, during the eight, ten, or twelve years that school is compulsory in Latin America. The school experience offers as practical learning the principles of freedom and authority; it gives students access to different visions of society, breaking with the unconditionality of the home, and provides the experience of a “we”, wide or restricted, that is the basis of the civic life (Crick 2003; Peña 2007). In the delicate experience of learning, teachers play a decisive role that is underlined by the complexity of requirements that contemporary Latin American society demands of education. In effect, there are currently many instances of school experience in which living together is becoming ever more complex. Furthermore, in the socio-political contexts of the region, it has been consistently shown that during the last decade and a half, less than half the population has held a stable belief in democracy (UNDP, 2002; Seligson A. M., A. E. Smith and E. Zechmeister (Editors) 2013).

From this perspective, it is key to know what opportunities for learning are available to future teachers. The strengthening of the cultural bases of democratic belief and the capacity of the new generation to live together and get along with those around them and those far off, depend significantly on the school experience and, in turn and decisively, on the quality of teachers and their preparation. It is therefore very important to examine what initial teacher education currently achieves in this important area.

This report describes a study on initial teacher education in citizenship education in Latin America as an initiative of the OREALC- UNESCO Regional Strategy on Teacher Policies. The general purpose of the study is to examine the presence of citizenship education in the initial teacher education curricula in six countries in the region, investigating the program contents, their organization, and the topics covered, and analyzing teacher preparation in this crucial dimension of the formative experience that education provides. Additionally, comparative information relevant to some dimensions is provided for countries of Central America.

The countries analyzed were: Argentina, Chile, Colombia, Guatemala, Mexico and Peru. The selection criteria for choosing each national case included the representation of sub-regions, as well as the fact that four of these (Chile, Colombia, Guatemala and Mexico) participated in the International Study of Civics and Citizenship (ICCS-2009), developed by the International Association for the Evaluation of Educational Achievement (IEA). As a result, their school curricula were also included in the comparative study developed by the Sistema Regional de Evaluación y Desarrollo de Competencias Ciudadanas² (SREDECC) in 2010. This facilitated one of the dimensions of the analysis: the comparison of gaps with respect to citizenship education among school curricula and those of initial teacher education.

² *Regional System of Evaluation and Development of Citizenship Competencies.*

For each of the participating countries, we relied on national reports created by specialists: Gustavo Schujman for Argentina, Ana Farías for Chile, Carlos Echavarría for Colombia, Floridalma Meza for Guatemala, María Concepción Chávez, Leticia Gabriela Landeros, and Hilda Aguayo, for Mexico, and Manuel Iguíñiz for Peru. Each of the national reports was prepared with information collected through three processes. First, we analyzed the legal information and documentation referring to public policies on initial teacher education and their role in citizenship education in the educational system. Second, we reviewed the course offerings of initial teacher education programs of a sample of selected teacher education institutions³, to identify the characteristics of course offerings (or themes) of citizenship education. Finally we selected a smaller sample of Teacher Education institutions to examine more deeply what characterized courses on citizenship education, applying in-depth interviews with academics and carrying out meetings with teachers in teacher-education programs or recent teacher-education graduates using a *focus-group* methodology⁴ to examine how they valued their training.

Additionally, information delivered by the six countries has been complemented in some dimensions with a UNESCO report on initial teacher education (*Consulta Subregional sobre formación inicial de docentes en educación para la ciudadanía*⁵, UNESCO 2016), which characterized initial teacher education programs in five countries in Central America: Costa Rica, El Salvador, Honduras, Nicaragua and Panama⁶. This report was created using a different methodology, collecting information through on-line surveys developed especially for this study, along with a face-to-face consultation that took place on April 26 and 27, 2016, in San José, with the participation of representatives from the Ministries of Education, universities, teacher unions, and *Coordinación Educativa y Cultural Centroamericana de Educación y Cultura*⁷ (CECC/SICA). Given the different methodology used, some aspects of the information presented have been incorporated as complementary to the analysis of the six case studies defined.

A preliminary version of this regional study also received observations and contributions in an international seminar-workshop that took place in Santiago, Chile in April 2016. The participants included the consultants from Colombia, Guatemala, Mexico and Peru who had prepared the national reports, along with academics in the area who commented on and enriched this study with their contributions.

In terms of methodology, the systematization and analysis of information of national cases is divided into three steps, which correspond to other comparative viewpoints about the curriculum for initial teacher education (ITE). In the first place, information is systematized on the institutions and education programs in which citizenship education for future teachers is usually found: the questions included are about the type of institutions and programs that have

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- 3** *The selection of the study programs does not follow the same pattern in different countries, which is one of the limitations of this report. In each study case, experts defined the different criteria for selecting the institutions and the training programs that were consulted, and this is directly related to the diversity that teacher-training programs present in the region. While Guatemala reviewed the programs of all the institutions involved in educate future teachers, the remaining study cases worked with a sample of education institutions, thus varying the selection criteria used in each country.*
 - 4** *This method of collecting information also causes differences among the different reports. While some countries selected only those teachers in training, in other cases they incorporated recent graduates in focus groups.*
 - 5** *Sub-Regional Inquiry on Initial Teacher Education in Citizenship.*
 - 6** *The report on Central America was developed in April and May 2016, after the national reports of the six case studies were completed, which are the basis for diagnosis offered in the following pages and which were prepared during 2015.*
 - 7** *The Education and Cultural Central American Coordination Group.*

incorporated citizenship education in their curricula and programs; the position that this formative dimension holds in the curriculum structure; and the type of courses with which these are connected ⁸. Secondly, the contents of the initial teacher education courses were analyzed using the analytical categories set out in other recent international studies on citizenship education (especially, as previously noted, the ICCS 2009) (Cox, 2014). The analytic matrix derived from these studies uses six thematic areas and 50 categories that provide a highly specific form of internationally valued dimensions that identify which areas and categories are dealt with during formative opportunities and what type of citizenship education is incorporated in initial teacher education programs. Finally, as concerns the basis of the classification developed from this matrix, the training programs are compared along with the school curricula for citizenship education in such a way as to identify the relations (for coherence or gaps) that exist between the teacher education and the school curriculum that these teachers should subsequently implement.

This document is organized into six chapters. In the first, we provide a brief characterization of the democratic belief system in Latin America. We describe the recent evolution of the key concepts of citizenship education to provide a framework albeit minimally for the societal requirement on the school system in this area, which can be seen in terms of the criteria and the approach of the educational area to the subject of citizenship. The second chapter provides a description of the official policies implemented in Latin America in relation to citizenship education in initial teacher education. In the third, we characterize the organization of the curriculum syllabi for teacher education programs in the different national case studies and how citizenship education is addressed in each. The fourth chapter presents the results of an analysis of the coursework for initial teacher education programs in which we examine the presence or absence of thematic categories identified in international studies of civics and citizenship education (especially the ICCS-2009 study and its Latin American module), determining in this way what type of knowledge, abilities, and civic attitudes characterize the ITE of each country. In the fifth chapter we compare the contents of the ITE for citizenship with the respective school curricula, examining the existence of gaps or the coherence between the two areas. In the final chapter, we analyze the opportunities, weaknesses and challenges of ITE with regard to citizenship education and propose guidance for public policies in the region.

⁸ *It is important to take into consideration that the proposed curriculum patterns are only an approximation of the trends observed in the countries. Though the institutions and education programs selected tend to be the most important and outstanding in each of the study cases, we are far from being able to appreciate the richness of all the available programs*

This document forms part of the Regional Strategy on Teacher Policies supported by OREALC-UNESCO since the end of 2010. Its purpose is to contribute with analysis categories and a prospective vision for creating policy for the teaching profession in the countries of Latin America and the Caribbean. (UNESCO 2013; UNESCO 2014; UNESCO 2016). This is also the responsibility of the Technical Secretariat of the Regional Strategy on Teachers for Latin America and the Caribbean, that had the outstanding collaboration of specialist Carolina García⁹, responsible for the systematization of the expert report results from the six study cases, the basis of this present document. The Technical Secretariat mentioned was based in the Centro de Estudios de Políticas y Prácticas en Educación (CEPPE) of the Universidad Católica of Chile until May 2016. From that date it has been located in the Centro de Políticas Comparadas en Educación at Universidad Diego Portales (in Santiago, Chile)¹⁰. The Regional Strategy on Teachers for Latin America and the Caribbean is part of a worldwide UNESCO “Teachers for an Education for All”.

⁹ Academics from the Universidad de Santiago de Chile.

¹⁰ The Technical Secretariat consists of Cristián Cox, Project Director, Carlos Eugenio Beca and Marianela Cerri.

Chapter 1

The Social and Political Context in Latin America: The Challenges for Citizenship Education

The political, economic, social and cultural transformations of recent decades have positioned citizenship as a topic of public interest, generating a wide debate on its conceptualization and the characteristics of the educational model that is required for citizenship education.

On the one hand, the reestablishment democratic systems in Latin America after the fall of the dictatorships in the 90s, has made it necessary to rethink citizenship education and orient it towards a democratic citizenry to sustain the new political institutions. However, the consolidation and expansion of the democratic model has not translated into a greater appreciation of democracy, because the loyalty and the meanings that citizens show towards it are still ambivalent and uncertain (UNDP 2004; LAPOP, 2013). The UNDP study (2004) on opinions about democracy in Latin America in 2002 showed that only 43% of those consulted had clear democratic orientations or opinions, while 26.5% manifested non-democratic orientations. The remaining 30.5% of those consulted presented ambivalent opinions; though they agreed with the principles of democracy, they believed it valid that authorities should take antidemocratic measures if a situation merited them. Clearer still is that 56% of those interviewed believed that economic development is more important than democracy, and 55% would support an authoritarian government if it could solve the problems of the economy (UNDP, 2004, p.134). The study by Corral for the UNDP (2011) on the status of democracy in Latin America shows that at the regional level, despite 70% of people preferring the democratic system as the best form of government, the level of satisfaction with democracy only approximated 50%. To this should be added the low levels of confidence in basic democratic institutions, such as the Legislature, that only had an average confidence rating of around 40%, while political parties fared worst with an average confidence rating of near 32% (Corral, 2011).

A survey on social cohesion carried out in 2007 in seven Latin American countries¹¹ about beliefs and values relating to democracy showed results consistent with the UNDP study (Schwartzman, 2008). Of this sample, 61% indicated that democracy is a better form of government than any other, an opinion that tends to increase among those surveyed with higher levels of education in all the participating countries. As a complement to the previous studies, Cox et al. (2014) highlighted the typology of democratic attitudes proposed by the Latin American Opinion Project (LAPOP)¹², on combining the data from the “system support” (democratic politics) with those of “political tolerance”. Throughout the period 2004-2012, only between a third and a quarter of the population expressed stable democracy attitudes (high system support and high tolerance), while another quarter expressed support for the democratic system at the same time as low tolerance (a condition that the study marked as ‘authoritarian stability’). A little more than 40% of the rest, without variation throughout the decade of 2000 (45.3% in 2004 and 45.2 % in 2012), expressed low support for the system, combined with high or low tolerance, which in the interpretive categories of the LAPOP study would correspond to ‘unstable democracy’ and ‘democracy at risk’, respectively (Seligson, Smith and Zeichmeister (editors) 2013).

11 The survey was a joint effort between the Centers of CIEPLAN Research studies for Latin America, Santiago, Chile and the Instituto Fernando Henrique Cardoso (IFHC) of Sao Paulo, Brazil, with the support of the UNDP and the European Commission. It consisted of surveying 10,000 inhabitants aged 18 or older, of both sexes, belonging to all socioeconomic levels from the principal cities of Argentina, Brazil, Chile, Colombia, Guatemala, Mexico and Peru (Biehl, Schwartzman, Scully, et.al. 2008).

12 Since 2004, LAPOP has developed the BarometerAmericas surveys to measure the democratic values and behaviors on the continent, using probabilistic samples of adults of voting age. These surveys examine the levels of support for the democratic system on the basis of responses to questions such as about whether the courts guarantee a fair trial, respect for political institutions, the protection of citizens’ basic rights, and support for the political system in general. They also measure the levels of political tolerance in the region on the basis of questions about whether or not it is acceptable to grant different political rights to those who oppose the system of government (Seligson, Smith and Zeichmeister (editors) 2013).

These figures are rather paradoxical when one considers that the countries of Latin America reestablished democracy a quarter of a century ago and currently have a democratic system in form in fact and in law. They have democratic governments and periodic, peaceful electoral processes. Moreover, citizenship education policies have been universally implemented across their educational systems and oriented precisely towards developing a commitment and an awareness of living in a democratic society. Nevertheless, their political systems are confronting a profound crisis in regard to representation and legitimacy because the level of indifference towards the political electoral dimension has deepened (García, 2016). In recent decades, Latin America has continued with trends that the pertinent literature refers to as a new type of citizenship, especially among younger generation. The public has distanced itself from electoral events and spaces for traditional participation, such as political or labor organizations (Crick, 1998; Osler & Starkley, 2001; UNDP, 2015)¹³. However, it has strengthened new spaces for participation, such as protests, street demonstrations, and social networks, transforming them into open, large-scale spaces in which citizens can express their ideas and opinions with regard to matters of public interest, while disconnecting from the political class and political parties (UDP – Feedback, 2011)¹⁴. At the same time, these new instances of exercising citizenship are often expressive of a new type of individualism that is considered a threat to social cohesion and an erosion of the real public space on which the democratic system was founded (Granovetter, 1973; Putnam, 2000; Quintelier, 2010; Bauman, 1999).

To this panorama, we must add the social and cultural challenges driven by globalization. The cultural transferences and the pressures imposed by the western democratic model have contributed to the diversification of societies and have incremented the demands of the regions' minority ethnic groups for effective equality of rights and for spaces for citizen participation from their own cultural forms, profoundly questioning the linking identity of national unity (Suárez, 2005)¹⁵.

Finally, the consolidation of the knowledge society, characterized by exponential growth in information and the accelerated development of technology and the media, especially social networks, has given rise to a society in permanent change, marked by uncertainty (Bauman, 2009; Morin, 2009). This represents an extra challenge to the need for active and participative citizens with the skills required to realize their potential in a scenario which is ever more uncertain and insecure.

In light of all these transformations, the traditional concept of citizenship has also been subject to in-depth questioning, widening the theoretical and political debate about what being a citizen actually means. Latin American societies confront the challenge of forming a democratic citizenry that promotes active and responsible participation in civil, social and political terms. This should be forged in conjunction with the importance of universal rights, commitment to ethics and community that democratic systems, in modern states, must fulfill. This must be based on a commitment to the identity of the communities of belonging, while at the same time respecting the diversity that characterizes such systems (Faulks, 2000). Finally, in order to address the challenges imposed by the modern world, it is necessary to

13 Regarding this new form of citizenship, also consult: De Groot, Goodson & Veugelers, (2014), Dobozy (2007), Mycock & Tonge (2012) and Porter (2013)

14 Regarding the importance that social networks have acquired in terms of citizen participation, see: Campbell (2013), Checkoway & Aldana (2010), Conner, Zaino & Scarola (2012), Hernández, Robles and Martínez (2013), Kaun, (2014), Mihaidilis & Thevenin (2013); Mycock & Tonge (2012), Somma & Bargsted (2015).

15 Regarding the challenges that multiculturalism currently represents for contemporary citizenry, also consult: I. Davies, Evans, & Reid (2005), I. Davies & Issitt (2005), L. Davies (2006), Faulks (2000), Keating (2009), H. Marshall (2009), Stavenhagen (2008).

promote the notion of a global citizenry (UNESCO, 2015) founded on the promotion and respect for human rights and the integration of four citizenship dimensions: civic, political, social, and cultural as the basic principles for achieving effective equality among citizens independent of their ethnic or cultural origin.

Renewing citizenship education

Student citizenship education has been considered as one of the fundamental instances to strengthen democratic commitment (Kerr, 2015; Luisoni, 2006), as conceived under the model of citizenship education for democracy (UNESCO, 2009)¹⁶. Part of today's problem is that the forms of conceiving of and implementing citizenship education have multiplied and there are many different approaches (Heater, 2000). One of the dimensions on which consensus has been achieved at both the academic and political levels is that the citizenship education that is required for today's society means going beyond the traditional model of civic education (Kerr, 1999; 2012) that is connected with the minimalist concept of citizenship. This educational model is characterized by promoting the formation of informed citizens who are recognized as members of a national community through the transmission of knowledge of a national history and the political and legal functioning of its institutions. This favors the development of a "traditional" educational model limited to the formal space of the classroom, centered on methodologies of teacher-centered learning, and with few instances of participation and intervention by students (Clark, 1999; Cox, 2006; Kerr, 1999; Luisoni, 2006). Though traditional pedagogic strategies are not exclusively of this type of civic education, they represent characteristic traits.

Currently citizenship education is conceived from a vision marked as maximalist (Mc Laughlin 1992, Kerr 1999, 2012), which assumes citizenship as an action that demands democratic, responsible, committed participation, within the needs of the community in which it develops. Its purpose is not limited to the formation of informed citizens but seeks to help them to widen and improve their citizen participation. Its focus is oriented to the development of knowledge, skills and attitudes that transform people into citizens who are responsible and committed to the community and implies a didactic-interactive focus centered on student learning and generated through a variety of spaces for participation in the school setting (Clark, 1999; Kerr, 1999; 2012; 2015; Osler & Starkey, 2005; Smith & Graham, 2014).

With respect to the school curriculum, important transformations have occurred in the region. The comparative analysis of curricula for citizenship education from six countries in the region, completed by a team directed by Cox (2014)¹⁷, highlights how the current curricula are constituted on a maximalist paradigm of citizenship education, abandoning traditional civic education. This transformation can be seen in that objectives and contents have been expanded thematically along the whole formative experience of the school sequence. The objectives are not only limited to knowledge but the development of skills and attitudes has been incorporated. Nevertheless, at the same time, it has been shown that this change is characterized by a comparatively minor presence of content related with politics. Among other characteristics, the curricula of the six countries studied emphasize rights over obligations and citizen responsibilities, and

16 This formative model is considered in the following studies: Espínola (2005), Galston (2001), Kymlicka (1995), Pagès and Santiesteban (2007), Isaac, Maslowski, & van der Werf, (2011), Osler & Starkey (2005), Redón (2010).

17 This study considered the curricula of Colombia, Chile, Guatemala, Mexico, Paraguay and the Dominican Republic, countries that form part of the Regional System of Evaluation and Development of Citizenship Competencies (in Spanish Sistema Regional de Evaluación y Desarrollo de Competencias Ciudadanas, SREDECC, 2010) Project and they participated in the Civic and Citizenship Education Study (in Spanish Estudio Internacional sobre educación Cívica y Ciudadana (ICCS, 2009). The study comparatively analyzed the contents of the six curricula using the categories and dimensions proposed in the same Matrix of categories used in this report to compare citizenship education contents in ITE curricula.

completely omit basic principles of political participation, such as the vote, while some key values for today's society, such as diversity and tolerance are approached only from social and cultural perspectives, disassociating them from the political dimension (Cox, et al., 2014).

The study suggested, from the categories of democratic theory and political science, that the distinction between what is civic and what is civil is one of the key elements of citizenship education. The knowledge, skills and attitudes required for civic participation or formal political participation – or the relation with 'others' who are distant, abstract, and with whom one does not interact – are not the same set as those required for civil participation or a relationship of coexisting with 'others who are nearby – or the relation with those with whom one does interact. Citizenship education present in school curricula favors the civil dimension or the concept of living together over the political or civic dimension, related to formal political institutions (Cox et al., 2014, p.35). This means that the region's curricula are prioritizing an education towards living together with "others" nearby with whom we interact, and give much less focus to political education and interacting with 'others' who are more distant through politics, a medium that favors negotiation and seeking agreement to institutionally define the common good, and laws and rules for social order as a whole (Rosanvallon, 2010). In this sense, the curricula show that the opportunities for learning are insufficient for the political socialization needed by the citizens of today's Latin American societies, where the processes of democratization that are occurring require active participation in the institutional spaces defined to promote commitment to and appreciation for the democratic systems that are being constructed.

Together with these weaknesses at the curricular level, there is also evidence that the articulation between the curriculum objectives and pedagogic practice developed in school have been complex, especially for the characteristics of teacher education on the topics related to citizenship education (Tedesco, 1995; Cueto, 2009; Pagès & Santiesteban, 2006).

The importance of teacher education in the development of citizenship education

The interest in citizenship and citizenship education that began in the early 90s prompted the wide development of this topic in academia¹⁸. Though many studies coincided in demonstrating that school education has an effect on political knowledge and commitment and that certain pedagogic strategies are better than others for promoting political understanding¹⁹, definitive conclusions on the causal chain for this have not been reached. Nevertheless, beyond the limitations, the research has helped to identify the school factors that most influence political knowledge and citizen commitment: school experience and opportunities for learning in the classroom.

¹⁸ Among these studies the following can be mentioned: Callahan, Muller & Schiller, (2010); Castillo, Miranda et al. (2015), Dobozy (2007), Isaac, Maslowski, Creemers & van der Werf (2014), Kahne & Sporte (2008) Lin (2015), Manning & Edwards (2014), Persson (2012), Quintelier & Hoodge (2013).

¹⁹ The studies that have focused on pedagogical practice more apt for political understanding are: Castillo, et al. (2015), Galston (2001), Geboers, Geijsel, Admiraal & ten Dam (2013), Kahne, Crow & Lee (2013), Kawashima-Ginsberg & Levine (2014), Knight & Watson (2014), Levy (2013), Lin (2015), Mager & Nowak (2012), Metzger, Oosterhoff, Palmer & Ferri (2014), Shumer, Lam & Laabs (2012), Susinos & Ceballos (2012).

School experience includes the spaces for participation and expression generated within the school, and the atmosphere in which relationships among the school authorities and the students are developed. In this area, research has concluded that there is a positive correlation between citizen commitment and an atmosphere based on democratic rather than authoritative relations among the different members of the educational community (Board members, teachers, administrators, students and families). It has also been shown that young people's willingness to politically participate is positively related to the existence of educational spaces that stimulate active student participation, in classroom decision making as well as in school-level decision making (Callahan, Muller & Schiller, 2010; Dobozy, 2007; Isaac, et al., 2011; Lin, 2015; Ranson, 2012; Castillo, Miranda et.al. 2015).

Learning opportunities in the classroom, for their part, are related to the characteristics of the teaching and learning process developed by the teachers. Research has shown that educate teachers to develop citizenship education is a key element for the quality and efficacy of the educational process (Coleman, 2014; Isaac, et al., 2011; Rönstrom, 2012; Torney, Barber & Kandl, 2005; Tudball & Forsyth, 2009). At the same time, studies have highlighted the positive effect of aligning educational planning and execution with curricular objectives, and of generating a classroom atmosphere that is open to student participation through democratic interactions.

Teachers represent the most decisive and important link in the implementation of citizenship education in the school, given that these capacities depend almost completely on the development of activities that give students experience with real learning opportunities that develop knowledge, skills and attitudes (Cox, 2010, p. 27). Nevertheless, studies have identified that one of the biggest problems with citizenship education is that teachers are not sufficiently prepared to develop this task. Nor have they themselves been able to incorporate the pedagogic focus that citizenship education for democracy requires. This makes them one of the weakest links:

“[...] Specific teacher training to support the development of citizens' competencies in their students is the weakest link in most countries. The efforts that are reported are insufficient where they exist at all. This is one of the greatest areas of opportunities... (...)

(Reimers, 2008, p. 7).

In the first place, initial teacher education in the region is characterized by its diversity. The OREALC/UNESCO (2013) study on the status of teaching policies in Latin America identified four types of teacher education institutions. First are the universities, state-run or private higher-education institutions, that through their Faculties of Education or other means, train primary and secondary school teachers. Next there are Pedagogic Universities, generally of a state-run nature, that have been set up in some countries as a way to advance towards the up-grading of teacher education to higher education institutions, and as a way of strengthening the initial and ongoing professional education of teachers. A third type of institution consists of the Teaching Institutes (Institutos Pedagógicos Superiores)²⁰, tertiary level institutions that are not universities, oriented in some countries to teacher education for the complete school system, while in others these institutes prepare only preschool and elementary school teachers. Some of these have their origins in Normal Schools, and usually report to the Ministry of Education or to state or provincial governments at the academic

20 These institutions are also called Superior Normal Institutes (*Institutos Normales Superiores* or *Institutos Superiores de Educación*).

and/or administrative levels. Finally there are the Normal Schools of secondary education whose principal function is to prepare teachers for primary education, although in some cases they are also in charge of preschool education. These mostly report both academically and administratively to the Ministry of Education²¹.

In second place, the majority of the teachers that are in charge of citizenship education do not have specialist initial training in this subject matter. They tend to have specialties such as history or social sciences and thus lack the necessary conceptual and didactic tools. In fact, research shows that teachers do not feel prepared to assume this educational task because their formative experiences, especially in their initial teacher education, have not equipped them with the tools necessary to teach the curriculum for citizenship education. This situation has been observed in the developed world as well as in the regional context of this study (Oulton et al., 2004; Schweisfurth, 2006; Rönstrom, 2012; Torney Purta et al., 2005; Alviar et al., 2008; Cerda, et al., 2004; Mardones et.al. 2014). This could help explain the distance between the demands of the curriculum and the teaching strategies used in the classroom.

The study of Louzano and Moriconi (2014) for OREALC-UNESCO's Regional Strategy on Teachers suggested that the characteristics of the institutional configuration of ITE in the region is problematic for responding to demands that are made on contemporary teaching:

[“...the great quantity, diversity, and heterogeneity of programs, the substantial increase in distance learning as an alternative for expansion, the low incidence of full-time programs, and the limited preparation of those who enter these programs make it difficult to implement programs similar to those in developed countries (...) that are considered to be excellent”
(Louzano, Moriconi, 2014: p.41.)

“..The agenda of initial teacher education in the region must advance from formal aspects towards more substantive aspects of the programs. It is not sufficient to move them from secondary to tertiary level or, in those countries where teacher education occurs at this level, to demand that all teachers have the training that has been established by law. It is necessary to review and intervene in what happens within this new institutional locus – teacher education at the tertiary level – to stimulate the improvement in teacher education programs.”]

Louzano, Moriconi, 2014: p.41.

The following description and analysis offer background information and an interpretation of existing teacher education in teaching citizenship. They identify the strengths and the difficulties that need to be resolved from the perspective of an education policy that values the importance of the school experience as a cultural basis for a democratic citizenry according to contemporary ideals and challenges.

21 In recent years, Normal Schools in the few remaining countries where teacher education had these characteristics have evolved into tertiary level institutions.

Chapter 2

Initial Teacher Education and Citizenship Education:

The relationship between
Policies and Institutions and
their Curricula

This chapter attempts to answer three questions to provide a political, institutional and curricular context to the issue of what content is included in initial teacher education on citizenship education. Firstly: How have the countries' educational policies evolved with respect to initial teacher education in general? Secondly: How are the institutions responsible for initial teacher education organized and managed? Finally: What do the policies suggest – when they exist at all – about teacher preparation for citizenship education?

Educational policies referring to ITE

National reports show that education policies have focused on and responded to the subject of initial teacher education. This can be concluded firstly because, during the course of the last two decades, a series of measures have been implemented in the six countries studied that are designed to strengthen and improve the quality of initial teacher education. Table 1 lists the principal measures applied.

TABLE 1

Policies Designed to Strengthen and Improve Initial Teacher Education

COUNTRY	MEASURES
ARGENTINA	<ul style="list-style-type: none"> - Creation of the Instituto Nacional de Formación Docente (National Institute of Teacher Education) (2007). - Lineamientos Curriculares Nacionales (National Curriculum Alignment: Regulatory framework for curriculum design and practice for initial teacher education). - Postgraduate and training courses for teachers offered to make up for weaknesses in initial teacher education.
CHILE	<ul style="list-style-type: none"> - Project to Strengthen Initial Teacher Education (1997) - Framework for Good Teaching (2002) - MECESUP Projects (2004): Improvement in tertiary education oriented specifically towards teaching - Mandatory Accreditation of Teacher Preparation Programs (2006) - Program to Promote Quality in Initial teacher education, Inicia (2008) - Scholarship for Teachers (2010) - Performance bonuses for improving the initial teacher education processes (2011) - Minimal Standards for the Teaching Profession (2011 - 2012) - PACE Program to support students and provide full access to tertiary education (2015). - Ley Sistema de Desarrollo Profesional Docente (Teacher Professional Development System Law) (2016)
COLOMBIA	<ul style="list-style-type: none"> - General Education Law (1994) defined ITEs and educator profile - General rules for the development of teacher education and professional improvement (1996). - Teaching professionalization statute and establishment of the objectives and requisites for the pedagogy program (2002) - Formulation of the specific characteristics of quality professional training in education (2010) - Report "Colombian system of teacher education and policy guidelines" SCFELP (2013).

COUNTRY	MEASURES
GUATEMALA	<ul style="list-style-type: none"> - Transfer of Teacher Education for Primary School Teachers to level of tertiary or university level education (2012). Normal Schools will award Bachelors in Letters and Science with a Major in Education to pursue pedagogy studies at university.
MEXICO	<ul style="list-style-type: none"> - Program to Transform and Academically Strengthen Normal Schools (1996) - Program for Institutional Improvement of Public Normal Schools, PROMIN, and State Plan to Strengthen Normal School Education, PEFEN (2002) - Creation of the General Board of Tertiary Education for Educational Professionals (DGESPE) to promote improvement in the Normal School system (2005) - Curriculum Reform (1997 - 2012).
PERU	<ul style="list-style-type: none"> - New University level public sector education program (2007). - National Basic Curriculum design for Initial Teacher Education (2010 – 2011) - Good Teacher Framework (2012).

Source: National reports by Echavarría (2015), Colombia; Schujman (2015), Argentina; Farías (2015) Chile; Meza (2015), Guatemala; Chávez, Landeros and Aguayo (2015), Mexico; Iguiñiz (2015), Peru.

Among the measures oriented to improving initial teacher education, three trends can be identified. The first seeks to define the institutional frameworks for developing education for future teachers. The measures implemented are to consolidate initial teacher education in tertiary level institutions, whether by strengthening Normal schools by transforming them into tertiary level teaching institutions that can be entered on completion of secondary education or by defining the university character of teacher education.

The second trend corresponds to measures designed to ensure the quality of teacher education processes at the national level, through the creation of systems of chancellor or guidance institutions or the establishment of standards and frameworks for good teaching that determine the desired teacher profile, as well as through systems of quality evaluation and accreditation of processes in initial teacher education.

Finally a third trend refers to efforts to define, irrespective of the centralized or decentralized nature of the education processes, curricular guidelines that orient initial teacher education to ensure the availability of teachers with the necessary profile to achieve the educational goals.

Citizenship education, for its part, has had an important role in the definition of educational policies implemented during the last 20 years, not only in the processes of educational reform, but also in the definition of the dimensions considered in State laws and Constitutions. This importance can be seen in the four levels of educational policy in which citizenship education is incorporated:

- in the processes for defining the educational reforms to be implemented;
- in the definitions of the General Education Laws, from which educational reform processes are consolidated;
- in the educational development plans for the future, though with distinct levels of depth;
- in the new proposals for school syllabi implemented in recent years.

The incorporation of citizenship education in the legal and regulatory bodies has as a common element its democratic orientation. In the six countries studied, citizenship education is key for processes of democratization, equality, and social justice. Citizenship education consists of promoting a commitment to democracy as a form of government and as a way of life. For this reason, it promotes an educational model oriented towards forming active citizens who participate in a responsible manner in their communities, contributing to the development of democratic coexistence; people who are fully conscious of their rights and obligations, and who are committed to promoting and defending human rights, care for the environment, and sustainable development. Additionally, countries like Colombia, Guatemala and Peru consider that citizenship education must be oriented towards a “Culture of Peace” in a clear response to civil conflict and the prolonged presence of armed violence in these societies. Similarly, the legal documents and policies of Mexico, Guatemala and Peru add that citizenship education should be founded on multiculturalism, promoting respect and valuing the ethnic, linguistic and cultural diversity of their societies.

TABLE 2

The Importance of Citizenship Education in Legal Texts and Policies.

COUNTRY	LEGAL DOCUMENTS, CURRICULA AND PUBLIC POLICIES INTO WHICH THEY HAVE BEEN INCORPORATED
ARGENTINA	<ul style="list-style-type: none"> - Curricular documents: Common Basic Contents and Core Priority Learning establish the area of Ethics and Citizenship Education.
CHILE	<ul style="list-style-type: none"> - Constitutional Education Law (1990) and General Education Law (2009) - Comisión Nacional de Formación Ciudadana (National Commission on Citizenship Education) (2004) - Curricular documents: Curriculum Framework(1996-1998), Curriculum Adjustment (2009) and Curriculum Bases (2012) - Guiding Standards for Teaching Degree Programs (2011- 2012) - National Plan for Citizenship Education (2015)
COLOMBIA	<ul style="list-style-type: none"> - Constitution of Colombia (1991) - General Education Law (1994) - Program of Citizenship Competencies (2011) - Curriculum documents
GUATEMALA	<ul style="list-style-type: none"> - National Education Law (1991) - Peace Accords (1997) - Design of Educational Reform (1998) - Dialog and National Consensus for Educational Reform (2001) - National Base Curriculum (2003 - 2007) - Strategy for Education in values and citizenship education (2004 - 2008)
MEXICO	<ul style="list-style-type: none"> - Constitution of the United Mexican States (1917) - National Agreement for the Modernization of Basic Education (1992) - Curriculum Documents (1999) - National Plan for Teacher Education (2012)
PERU	<ul style="list-style-type: none"> - National Agreement Forum (2002) - General Education Law (2003) - National Education Project (2005) - National Curriculum Design for Basic Education (2008) - Teacher Guidelines. Area of Citizenship and Civic Education and Learning Routes (2010)

Source: National reports by Echavarría (2015), Colombia; Schujman (2015), Argentina; Farías (2015) Chile; Meza (2015), Guatemala; Chávez, Landeros and Aguayo (2015), Mexico; Iguiñiz (2015), Peru.

ITE institutions and management in the countries studied

With respect to the institutional structure of ITE in Latin America, the first thing that can be highlighted is the character of 'tertiary education'. The traditional prevalence of Normal Schools at secondary school level for educating teachers to serve in primary schools is now the exception across the region: the six countries studied have determined that initial teacher education should be provided at tertiary level institutions, be they universities or not²².

Beyond this tertiary character, there is a diversity of institutional structures, as shown in Table 3. There are systems that train future teachers, both for primary and secondary education, exclusively in universities, both public and private, as is the case in Chile²³, Colombia and Guatemala²⁴. A different institutional arrangement is offered in the cases of Peru and Argentina²⁵, where they prepare their primary and secondary teachers in different institutions. Primary and secondary school teachers are trained in tertiary institutions, but these are not only of a university character. In addition to public and private universities, teachers are trained in Teaching Institutes. Nevertheless, it is important to note that primary school teacher education at university institutions in Argentina is quite marginal. Finally, a third situation is seen in Mexico, where future teachers for both primary and secondary school are trained in Normal Schools, tertiary institutions of a non-university character, which can be either public or private. Teacher education in university institutions is limited to the Universidad Pedagógica Nacional, a public university dedicated exclusively to teacher education²⁶.

22 *In Mexico, Normal Schools continue to be a fundamental institution for educating primary school teachers, which are tertiary level institutions that can be entered once secondary education is completed.*

23 *In Chile the university character of teacher education was reestablished in 2014. Between 1981 and 2013, teacher education could also be imparted at Professional Institutes. In fact, these institutions are currently training their last cohorts.*

24 *In Guatemala, primary teacher education acquired a university character as of 2012. Normal Schools became tertiary institutions with the exception of the Normal Schools for pre-school education. Nevertheless, they do not provide teaching degrees but rather award a Bachelor's degree in Science and Letters with a Major in Education, which enables students to subsequently enter university to conclude their studies in a special plan that lasts three years.*

25 *In Argentina, the Normal Schools have been transformed into tertiary level Teaching Institutes, though some of them have retained the concept of the Normal School.*

26 *In Mexico Initial Teacher Education in universities is concentrated in the Universidad Pedagógica Nacional, which focuses on education licensed teachers and providing postgraduate and professional development training. The other universities do not provide initial teacher education, though there are professionals who have graduated from other institutions and do teach at high school level.*

TABLE 3

Types of Teacher Education Institutions in the Six Case Studies.

TYPE OF INSTITUTION	TEACHING LEVEL	ARGENTINA	CHILE	COLOMBIA	GUATEMALA	MEXICO	PERU
Normal Schools (tertiary level)	Primary Ed.					X	
	Secondary Ed.					X	
Teaching Institutes	Primary Ed.	X					X
	Secondary Ed.	X					X
Universities (state and private)	Primary Ed.	X	X	X	X	X	X
	Secondary Ed.	X	X	X	X	X	X

Source: National reports by Echavarría (2015), Colombia; Schujman (2015), Argentina; Farías (2015) Chile; Meza (2015), Guatemala; Chávez, Landeros and Aguayo (2015), Mexico; Iguiñiz (2015), Peru..

The study on the state of initial teacher education in Central America²⁷ confirms the regional trends identified. As shown in Table 4, the most common type of institution in Central American countries is tertiary Institutions. The only exception is Nicaragua, where secondary teacher education occurs in universities but primary teacher education continues to take place in Secondary Normal Schools. In Costa Rica, as in Chile and Colombia, initial education is provided only in universities, while in El Salvador and Panama²⁸ both primary and secondary teacher education takes place in Teaching Institutes and Universities, private and public. In Honduras, primary and secondary teacher education is also differentiated. Initial education for primary teachers occurs at tertiary Normal Schools and universities, while secondary teachers are trained only at universities.

²⁷ As mentioned in the Introduction, this study was conducted in five countries in Central America: Costa Rica, El Salvador, Honduras, Nicaragua and Panama. Data was gathered in two stages: an on-line survey on initial education and global citizenship, with a total of 214 responses, and in-person consultations through a workshop with representatives from the ministries of education, universities, teachers' unions and the CECC/SICA (OREALC/UNESCO, 2016).

²⁸ In Panama, Teaching Institutes are called Teacher Education Centers.

TABLE 4

Teacher Education Institutions in Central American Countries

TYPE OF INSTITUTION	TEACHER LEVEL	COSTA RICA	EL SALVADOR	HONDURAS	NICARAGUA	PANAMA
Superior Normal Schools	Primary Ed.			X		
	Secondary Ed.					
Secondary Normal Schools	Primary Ed.				X	
Teaching Institutes	Primary Ed.		X			X
	Secondary Ed.		X			X
Universities (state and private)	Primary Ed.	X	X	X		X
	Secondary Ed.	X	X	X	X	X

Source: Table prepared based on information provided by the Subregional consultation on Initial teacher education in citizenship education by OREALC/UNESCO (2016).

Regardless of the institutional structure, different national government bodies are responsible for the control, management and administration of ITE. In Latin America, two trends can be identified in relation to the state bodies responsible for ITE. In some cases, such as Peru, Guatemala and Colombia, the Ministries of Education are responsible for directly administrating, controlling and/or issuing policies and guidelines for structuring programs. In other cases, the Ministries of Education have created bodies that are almost exclusively or preferentially specialized in administrating, controlling and managing ITE, even though they report to the ministry. This is the case in Argentina, which created the National Institute for Teacher Education (INFD) in 2007; in Mexico, which created the General Directorate of Higher Education for Teaching Professionals (DGSE) in 1998; and in Chile, where the *Centro de Perfeccionamiento, Experimentación e Investigaciones Pedagógicas*²⁹ (CPEIP), created in 1967, took on a specialized role in ITE in 2008.

In terms of the ITE management model (Table 5), three types of management organizations can be identified: decentralized, centralized and mixed. The decentralized model, which is used for initial education in Chile and Colombia, is characterized by the autonomy that educational Institutions, including public Institutions, have to determine the curriculum plans and programs for the different teaching specialties taught. Even though in both countries, albeit with different depth, efforts have been made to define control policies and establish guidelines that serve as guidance and provide a framework for Institutions and their programs, these initial teacher education models are characterized as autonomous and heterogeneous.

²⁹ Center for Teacher Professional Development.

TABLE 5

Management Model for Initial Teacher Education in the Six Case Studies

	ARGENTINA	CHILE	COLOMBIA	GUATEMALA	MEXICO	PERU
ITE management model	Mixed	Decentralized	Decentralized	Mixed	Centralized	Mixed
	Autonomy of Public and private universities	Autonomy of Public and private universities	Autonomy of Public and private universities	Autonomy of private Institutions	National Curriculum Plans (mandatory for Normal Schools)	Autonomy of Universities
	National guidelines for Teaching Institutes	Guidelines are only frames of reference.	Suggested objectives and requirements General Regulations for ITE.	Ministerial program taught at Universidad San Carlos de Guatemala (state)	National Teaching University: own curriculum plans	Basic National Curricula Design mandatory for Teaching Institutes

Source: National reports by Echavarría (2015), Colombia; Schujman (2015), Argentina; Farías (2015) Chile; Meza (2015), Guatemala; Chávez, Landeros and Aguayo (2015), Mexico; Iguiñiz (2015), Peru.

In Colombia, the General Regulations for Teacher Education and Professional Development were enacted in 1996. They set forth formal requirements for structuring teaching degree programs, but without establishing clear curricular guidelines. These regulations have been supplemented with other documents designed to define guidelines on the requirements, characteristics and objectives that initial teacher education programs must meet. Some examples include the Teaching Professionalization Statutes (2002), which set the objectives and requirements for teaching programs, and the formulation of Specific Characteristics of Quality Professional Training in Education (2010). However, they only provide guidance because education programs, curriculum plans and graduate profiles are all decided autonomously by each institution.

The case of Chile is particularly hard to classify. It is a highly decentralized system that has shown a clear increase over the last decade in central guidance and control mechanisms, most of which are applied voluntarily (until late 2015). For example, the government established voluntary national testing for graduates of education programs in 2008; and defined Guiding Standards for Teaching Degree Programs in Primary Education (2011) and Secondary Education (2012), but politicians did not reach an agreement to pass laws that would make both these standards and the evaluation mandatory. In 2006, however, a law was passed requiring mandatory accreditation for education degree programs, which marked the beginning of a political attempt to control and intervene in ITE in order to create a strategic link in the education field's agenda of quality and equity. (Cox, Meckes, Bascopé, 2014). Finally, in January 2016 a law established minimum scores for entering education degree programs, stricter accreditation criteria and mandatory national exams regarding standards. (Teacher Professional Development System Law, 2016)

The Mexican model, in turn, is the model that most closely approaches what could be called a centralized model for initial teacher education. First, because the country's Normal Schools, both public and private, must implement the National Curriculum Plan³⁰, prepared by the General Directorate of Higher Education for Teaching Professionals (DGESPE).

The mixed model, meanwhile, is a combination of official centralized guidelines and decentralization in the form of autonomy for Institutions. This model is used in Argentina, Guatemala and Peru, but with peculiarities in each case. In Guatemala and Peru, centralized policies are only applied in certain types of Institutions. In Peru, only Teaching Institutes are required to use state-issued program proposals, defined in the Basic National Curricula Design (DCBN in Spanish) for each of the teaching specialties taught nationally, while universities, whether public or private, have autonomy to define their curriculum plans and programs. In the case of Guatemala, official plans and programs are only mandatory for the Primary Teacher Program at Universidad de San Carlos de Guatemala, the country's only public institution. The other degree programs at that university and all private universities have full autonomy to define their curriculum plans and programs.

Lastly, the mixed management model used in Argentina has the peculiarity of providing mandatory guidelines for the Teaching Institutes located throughout the country's 24 provinces, but only regarding general aspects of programs, such as the number of hours, the percentage that can be decided freely by the institution and the knowledge areas into which each course must fall (general education, specific education or professional practicums). However, they do not establish specific courses or guidance for programs and, therefore, in Argentina ITE is also known for being very heterogeneous, which is exacerbated by the fact that universities, whether public or private, are autonomous.

The study on teacher education in Central America shows that the countries in this sub region generally use decentralized management models. In Costa Rica, Honduras, Nicaragua and Panama, educational Institutions have autonomy to define the degree programs and curriculum plans and programs that they offer. While some regulation exists, it refers to institutional and/or administrative aspects. Only in Nicaragua can one see guidance regarding curricular and program proposals, since the guidelines establish the following areas for education programs: Teaching, Arts Education; Psychology, Interculturality, Educational Technology and Values Education, among others.

El Salvador, in turn, is the only country in the sub region with a mixed model that approaches centralized measures. The Higher Education Law from 1997 establishes that the Ministry of Education is responsible for determining study programs for early education, primary and secondary teaching degree programs. This ministerial function is detailed in the "Rules and curricular guidance for initial teacher education" (1998), prepared by Universidad Centroamericana José Simeón Cañas (UCA), and the "Instructions for enhancing teaching degree programs", prepared by the National Directorate for Higher Education (DNES) in 2000. Although universities need ministerial authorization to offer teaching degree programs, they have a certain degree of autonomy in implementing the requirements.

³⁰ *The National Curriculum Plan from 2012 is the version currently in effect.*

TABLE 6

Management Model for Initial Teacher Education in the Central American Countries

COUNTRY	COSTA RICA	EL SALVADOR	HONDURAS	NICARAGUA	PANAMA
ITE management model	Decentralized	Centralized	Decentralized	Decentralized	Decentralized
	Autonomy of Educational Institutions	Degrees of autonomy of Educational Institutions	Autonomy of Educational Institutions	Autonomy of Educational Institutions	Autonomy of Educational Institutions
	Regulation of institutional operations	Mandatory programs established by the Ministry of Education	Requirements for accessing ITE	Guidance on education areas and graduation requirements	

Source: Table prepared based on information provided by the Subregional consultation on Initial teacher education in citizenship education by OREALC/UNESCO (2016).

Definitions of ITE and Citizenship Education Policies

Regarding the definition of policies on the presence of citizenship education in teacher education (the third question in this chapter), no clear pattern can be observed among the countries: there is a wide variety of approaches that vary not only from country to country but also by type of Institution, especially in systems with decentralized or mixed management models.

In terms of official policies on the incorporation of citizenship education in ITE, two types of definitions can be identified. First, there are systems where, despite the considerable importance placed on citizenship education in the educational reform process and the definition of educational objectives and purposes, state and ITE guidance on the topic is very general or practically nonexistent. This occurs in the case of Colombia and Guatemala where, despite the importance given to citizenship education as the path to developing democratic societies based on a culture for peace, practically no legal references exist on the need to incorporate this dimension into ITE programs. In Colombia, the General Education Law states that teachers must have the highest scientific and ethical qualities as a basic requirement for teaching democratic and civic values, but neither this document nor any other related to teacher education makes mention of the policies, instruments or regulations that regulate teacher education in matters directly related to citizenship education. The education requirements imposed by the Citizenship Competencies Program do little to make up for this lack of guidance since they provide a detailed proposal of the progression of lessons for primary and secondary students but do not allude to the teacher profile required or provide guidance for teacher education that must be implemented.

The case is similar in Guatemala. Even though the Education Reform Design (1998) on which the current education system is based sets forth that educators must be “*facilitators of citizenship education with a political vision for building democracy in pluralistic, pluricultural and multiethnic conditions*”, no law currently in force establishes how to incorporate citizenship education into initial teacher education in order to achieve this objective. Moreover, the Primary Teacher Program established by the Guatemalan Ministry of Education does not even include the courses related to citizenship education that Normal Schools do teach across all specialties of teacher education.

The second situation identified in official policies for incorporating citizenship education into ITE corresponds to efforts to define a professional area related to citizenship education, either within proposed curriculum plans or graduate profiles for teachers. This is the path taken by Argentina, Chile, Peru and Mexico.

Official curriculum plans in Peru and Mexico have defined education areas related to citizenship education. Mexico’s National Curriculum Plan is divided into five education areas, one of which is “Elective Topics”, which suggests incorporating citizenship topics. The Basic National Curricula Design (DCBN) established in Peru for secondary social science teachers defines Citizenship and Democracy as one of its education areas. In addition, the graduate profiles for primary teachers and secondary social science teachers have a clear focus on a culture of peace and respect for human rights.

The Chilean case is somewhat similar to that of Peru, since citizenship education has been indirectly incorporated into initial teacher education programs by establishing a sub-area called Citizenship Education in the Guiding Standards that define the graduate profile for History, Geography and Social Science teachers, at both the primary and secondary level. This sub-area describes some of the criteria that will be used to evaluate the education process.

Lastly, in Argentina the area of citizenship education has not been defined in education programs, graduate profiles or specialties that can be pursued by secondary teachers. Even though the Common Basic Contents of the School Curriculum establish the area of Ethics and Citizenship Education, creating the need to prepare specialty teachers that are responsible for this area in the school system, this specialty has been implemented quite irregularly and has only been incorporated in some provinces among very heterogeneous programs. In order to make up for these deficiencies in initial teacher education, the INFD has implemented a teacher specialization program in Education and Human Rights for practicing teachers. However, the link to ethics and citizenship education is indirect and is only accessible to a limited number of teachers.

Table 7 summarizes each country’s situation.

TABLE 7

Definitions on Citizenship Education and its Presence in ITE, in Documents on Curricular Policies in the Six Countries

COUNTRY	ARGENTINA	CHILE	COLOMBIA	GUATEMALA	MEXICO	PERU
Citizenship Education in ITE	Major in the area of Ethics and Citizenship Education: multiple programs Higher Level Teaching Specialization in Education and Human Rights	Sub-area of Citizenship Education (Guiding Standards for primary teachers and secondary teachers specializing in History, Geography and Social Sciences)	Reference to CE in guidelines of General Education Law but not addressed in any current law.	Definition of educators as facilitators of citizenship education for democracy (Education Reform Design) Need for training, but without any official programs	National Curriculum Plan incorporates topics of citizenship education within the area of Elective Topics	Area of Citizenship and Democracy: Social Science Teachers (secondary) Graduate profile: Culture of peace and respect for human rights (primary and social science teachers).

Source: National reports by Echavarría (2015), Colombia; Schujman (2015), Argentina; Farías (2015) Chile; Meza (2015), Guatemala; Chávez, Landeros and Aguayo (2015), Mexico; Iguiñiz (2015), Peru.

None of the Central American countries has a clear policy regarding how citizenship education must be integrated into ITE. Some guidance can be identified, but it is far from providing clear guidelines for incorporation. Nicaragua's program proposals do not directly refer to citizenship education but they define two education areas that could be related: interculturality and values education. Costa Rica and Panama establish that initial teacher education must be based on democratic principles but do not specify what these principles should be or explicitly or directly link them to citizenship education. In Honduras, the only allusion potentially related to citizenship education is a provision in the country's Teacher Statute Regulations prohibiting foreign teachers from teaching the subjects of Political Constitution and national history.

TABLE 8

Definitions on Citizenship Education and its Presence in ITE, in Documents on Curricular Policies in the Central American Countries

COUNTRY	COSTA RICA	EL SALVADOR	HONDURAS	NICARAGUA	PANAMA
Citizenship Education in ITE	There is no policy on integration ITE must be based on democratic principles	There is no policy on integration	There is no policy on integration Foreign teachers may not teach citizenship-related topics	There is no policy on integration Related teacher education areas: interculturality and values education	There is no policy on integration ITE must be based on democratic principles Civic, ethical and democratic principles; community and national culture idiosyncrasy: basic for ITE

Source: Table prepared based on information provided by the Subregional consultation on Initial teacher education in citizenship education by OREALC/UNESCO (2016).

Conclusion

In wrapping up the questions about educational policies over the last two decades and how both initial teacher education and the topic of citizenship have been approached, the following conclusions can be drawn. With respect to what policies have accomplished, teacher education has been an area of growing importance for the policies of most countries, especially in the last decade. It is possible to discern three trends: a shift in location of ITE to the higher education system; consistent creation of guiding Institutions or mechanisms for the field; and the creation of curricular definitions that attempt to create something like a new quality standard for ITE. The field of ITE is organized and managed differently in different countries and, in Central America in particular, mainly uses a decentralized model, followed by a mixed model, which combines features of both centralized and decentralized systems. Mexico is the only country that uses a centralized organization model. Three types of Institutions—all tertiary with the exception of Nicaragua for primary teachers—educate teachers for the Latin American school system: Tertiary Normal Schools, Teaching Institutes and Universities. Finally (third question), it is evident that the incorporation of citizenship education in ITE programs varies greatly by country and the impact of policies on this level of definition of curricula by the Institutions is weak and quite variable: this is clearly not an avenue chosen by policies to strengthen the link between ITE and citizenship education.

Chapter 3

Curricular Patterns of the Presence of Citizenship Education in Initial Teacher Education

This chapter structures the data on the countries in the study regarding how citizenship education (CE) appears in the curriculum programs of teacher education Institutions. It seeks to answer questions regarding the type of courses in which CE content is offered, whether or not they are mandatory, their presence in all or some teaching specialties, as well as the theoretical, didactic or practical focus of the courses.

The first major evidence that enables an analysis of a rich sample of study programs³¹ - although it varies in its representativeness by country - is that all the countries in this study, with the exception of Colombia, offer CE in all specialties for primary teacher education. By contrast, when it comes to secondary school teachers, CE appears in the six case studies in degree programs or specialties in Social Sciences and/or History. Furthermore, in Guatemala and Mexico, two secondary education specialties are offered that are linked directly to citizen education: a teaching degree in Social Sciences and Citizen Education and a bachelor's degree in secondary education specialized in Civic and Ethics Education, respectively. Finally, there are other specialties in addition to these, such as a teaching degree in Legal, Political and Social Sciences in Argentina; primary specialties of an intercultural and/or bilingual nature focused on indigenous communities present in the education proposals in Guatemala and Mexico; and Early Childhood or Pre-primary education in Colombia, Guatemala and Peru.

These are detailed in Table 9.

31 *The basis of the description and analysis of this section are formed by the study programs of samples of educational Institutions in each of the countries. The case of Mexico includes curriculum plans and programs, graduate profiles and course and workshop offerings on citizenship of 4 Institutions responsible for educating primary and secondary teachers; in Chile and Colombia programs taught in universities selected for the study are considered. For Chile, education programs from a total of 36 universities were reviewed (15 public and 21 private), of which only 15 incorporate citizenship education in general primary teaching, while 25 include it in History and Geography degree programs for secondary teachers. For Colombia, the program proposals of 13 universities (10 public and 3 private) were reviewed, all of which have incorporated citizenship education into their education programs. In Peru, the programs of 9 universities (7 public and 2 private) were reviewed, as well as the way in which the Basic National Curricula Design had been implemented in 2 Teaching Institutes. Argentina and Guatemala have the greatest diversity in education programs, given the heterogeneous nature of initial teacher education. In Guatemala, the study worked with the education proposals offered by normal schools and with the Education Program for Primary Teachers coordinated by the Ministry of Education and taught at Universidad Estatal de San Carlos de Guatemala (USAC). The study also reviewed the programs of 10 universities, USAC's own programs and 9 private Institutions, of which only 2 have incorporated citizenship education into their curricula. In Argentina, the study reviewed the jurisdictional programs of 4 provinces (Santa Fe, Córdoba, Chubut and the City of Buenos Aires), 4 teaching institutes and 3 public universities.*

TABLE 9

Specialties (or education degree programs) that include citizenship education in the six national case studies

COUNTRY	SPECIALTIES
ARGENTINA	Primary Teacher (General Education): all specialties Secondary Education in History Secondary and Higher Education in Legal Sciences Legal, Political and Social Sciences
CHILE	General Primary Teacher (General Education): all specialties History, Geography and Social Sciences Teacher
COLOMBIA	Bachelor's in Early Childhood Education Primary Education with an emphasis on Social Sciences Social Sciences History
GUATEMALA	Early Childhood and Pre-primary Education Primary Education (all specialties) Intercultural and Bilingual Primary Education Secondary teacher: Social Sciences and Citizenship Education; History and Social Sciences
MEXICO	Bachelor's in Primary Education (all specialties) Bachelor's in Primary Intercultural Bilingual Education Bachelor's in Special Education Bachelor's in Physical Education Bachelor's in Secondary Education (all specialties), with an emphasis on the specialty of civics and ethics education
PERU	Pre-primary and primary education (all specialties) Secondary Education Teachers (all specialties), with an emphasis on the specialty of Social Sciences

Source: Table prepared based on information contained in national reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguiñiz (2015) for Peru.

Types of courses offering citizenship education in ITE in the Region

How do ITE curricula structure CE learning opportunities for their students? What type of courses and educational work are used?

Table 11 lists the courses for the different countries in which CE content is taught³². Interestingly, this content is included in three ways: first, in specialized courses in ‘civic education’ or ‘citizenship education,’ dedicated only to this topic with names that combine these terms in different ways, as can be observed in the first section of the table; second, courses that combine the citizenship topic with an additional topical focus, proposed in the course name; and lastly, a third method of integrating CE learning opportunities into the ITE curriculum corresponds to courses with diverse focuses (see third section of Table 10) that include a unit or a core lesson about citizenship. Three methods of including CE in the ITE curriculum, which correspond to three types of courses, can be visualized in a gradient that ranges from maximum focus (or specialization) in CE to a medium focus to a minor focus.

³² It is important to highlight that the diversity of depth with which each report addressed the review has resulted in varying quantities and qualities of data available to make this classification. However, the analysis has been prepared first based on the name of the courses identified, and subsequently the classification was broadened to consider the course descriptions, either based on a review of the study program descriptions, or the graduate profiles, and information obtained through student interviews and focus groups.

TABLE 10

Three Types of Courses with Citizenship Education Content in ITE in the Region.

Type of course (or method of presenting CE content)	SIX NATIONAL CASE STUDIES						CENTRAL AMERICAN COUNTRIES	
	ARGENTINA	CHILE	COLOMBIA	GUATEMALA	MEXICO	PERU	COSTA RICA	PANAMA
(1) Specialized course in CE								
Civics								X
Civics and Citizenship		X						
Civic Education		X				X	X	
Citizenship and Civics						X		
Citizenship and Civic Life		X						
Civic and Citizenship Education		X						
Citizenship Education		X	X		X			
Citizenship Education for Teachers				X				
Citizenship Education with Specialization in Organization and Participation				X				
Citizen Education		X						
Education for Citizen Life		X						
Teaching Citizenship Education		X						
Citizenship Education Workshop		X						
(2) Courses with dual-topic focus, one of which is CE								
Human Rights	X	X	X			X	X	
State Organization	X	X			X		X	
Democracy	X	X	X			X	X	
Political Constitution			X			X	X	
Legality					X		X	
Law						X	X	X

Political and/or Social Participation		X	X	X			X	
Organization/Social Movements			X				X	
Diversity/Inclusiveness	X	X		X	X			
Multiculturalism/ Interculturality		X	X	X		X		X
Identity			X				X	X
Living together and Peace			X	X	X	X		X
Conflict Resolution			X				X	
Economic/Sustainable/ Human Development		X					X	
Environmental Issues				X				
Problems of Today's World			X					
(3) Courses with diverse topic focuses in which one or more units incorporate CE topics								
Ethics	X	X	X	X	X	X	X	
Sexual Education	X							X
Moral Development in Adolescents					X			X
At-Risk Children					X			X
Special Education Needs					X		X	X
National and/or World History	X	X	X	X			X	
Political and/or Economic Geography / Space and Territory			X	X				
Political Science: theories, foundations, political doctrines	X	X	X	X				
Economics: theories, models, economic doctrines	X	X	X	X			X	X
Philosophy of Education					X		X	X
Anthropology			X	X			X	X
Sociology / Culture and Society			X	X				X
Gender Issues			X				X	
Environmental Education			X			X		X
Educational System		X	X	X		X		X
Intercultural Education				X	X	X		X

Source: National reports by Echavarría (2015), Colombia; Schujman (2015), Argentina; Farías (2015) Chile; Meza (2015), Guatemala; Chávez, Landeros and Aguayo (2015), Mexico; Iguiñiz (2015), Peru; Orealc/Unesco (2016), Costa Rica and Panama.

In terms of the scope of citizenship education incorporated into ITE curricula, one can identify two approaches among study countries. First, programs that use one or two independent courses, of either the first or second course type described in Table 10. This is what occurs in Chile, Argentina and some Peruvian programs. The second approach is used by those programs that organize course blocks to cover the different dimensions of citizenship education, whether for one of the related specialties or for all specialties offered for primary and/or secondary education. This can be seen in Mexico, Guatemala, Colombia and some programs in Peru, where citizenship education is addressed through several courses that are often interrelated.

In Peru and Guatemala, which lack a centralized education plan, one can identify Institutions that have chosen to provide citizenship education across the board to all specialties. In Guatemala, Normal Schools teach seven program-wide courses in all specialties and currently in the bachelor's program. Two of these courses are directly linked ("Social Sciences and Citizenship Education" and "Teaching Social Sciences and Citizenship Education") while five are of the third course type (3) (in Table 10) ("Interculturality and teaching of diversity", "Teaching social and natural environment", "Teaching sustainable development and productivity", and "Social Sciences 4 and 5"). In Peru, five universities have defined curricular blocks consisting of courses that are either directly related or linked to citizenship education. Among these programs, it is interesting to mention the proposal by Universidad Nacional Mayor de San Marcos, which has a comprehensive education program focused on citizenship education, consisting of four program-wide courses given to all primary and secondary specialties: "Social Education and Citizenship Education", "Education and Sustainable Development", "Educational Projects and Sustainable Development" and "National Reality".

Lastly, in Mexico, the centralized and mandatory nature of its curriculum plan uses a block of school-wide courses for primary education consisting of two specialized courses, "Civic and Ethics Education" and "Citizenship Education", and a type three course (in Table 10) called "Philosophy of Education", which numbers citizenship education among its objectives. For secondary education, the courses within this program-wide block are related to the education system and from this dimension include objectives of citizenship education: "Philosophical, legal and organizational foundations of the Mexican Educational System", "Problems and Policies in Primary Education" and "Schools and Social Context".

In Central America, Costa Rica also offers an education proposal that offers a block of courses related to citizenship education given as part of the degree program in Education in Social Sciences and Civic Education at Universidad Nacional de Costa Rica. This block is comprised of eight mandatory courses, seven of which are specialized (Social theory for social studies and civic education; Introduction to pedagogy for social studies and civic education; Classroom research for social studies and civic education; Pedagogic mediation for social studies and civic education; Production workshop for social studies and civic education; Civic Education I and II), and one of which is of the third type detailed in Table 10 (Education for Diversity).

Regarding the mandatory or elective nature of CE courses, in the countries analyzed they tend to be mandatory: all students in the specialties in which they are taught must take them as core requirements to be able to obtain their degrees and credentials. The only exceptions are the optional courses offered by some Normal Schools in Mexico, but which in reality supplement the mandatory classes that can be taken in order to delve deeper into a subject; and the elective courses offered by some Colombian programs within the research education area since student teachers may only choose one of them.

Concerning the length of and time spent on each course, classes in the region tend to last a semester and have between 4 and 6 pedagogical hours each week. The only exceptions are some yearly courses in Argentina, and some two-month courses in the Guatemalan education proposal.

With respect to the amount of time spent on citizenship education, the faculty members interviewed estimated that this factor is one of the main weaknesses of citizenship education in initial teacher education programs. First, because they consider that the time each week allocated to these courses is not sufficient to properly integrate theory and practice from multidisciplinary perspectives. Second, because they believe these courses are at a clear disadvantage, in terms of time allocated, as compared to other educational areas within the programs.

CE Theory, Teaching and Practice

One question of critical importance to ask regarding the presence of CE in ITE is whether the courses described here are focused only on making new teachers good citizens or, along with that, teachers that are capable of effectively teaching citizen skills to their students. Based on this question, the analysis that follows distinguishes four education areas or dimensions of CE courses (or with CE-associated content): theory, teaching, practical and research. The theory area covers courses that address citizenship education concepts. The teaching area is the dimension focused on the teaching and learning of disciplinary topics particular to each specialty. The practical area, in turn, incorporates all courses, workshops and experiences related to professional practicums (i.e. those educational opportunities that seek to prepare teaching students for professional practice and tend to take place in schools). Finally, the research area is related to those courses and experiences that are designed to develop research abilities and skills based on concrete problems, challenges and dilemmas that must be addressed at both a community and school level.

As illustrated in Table 11, the programs address citizenship education from a predominantly theoretical perspective. Data regarding the courses analyzed by country show that over 80% of the courses related either directly or indirectly to citizenship education communicate fundamentally conceptual content. This figure exceeds 95% in Chile and Peru. Regarding courses related to teaching and practicums, in Chile and Colombia they account for 2.5 % and 1.5%, respectively. The remaining 8% in Colombia represents courses in the research area that have been incorporated into the country's programs. In Guatemala and Mexico, although the proportion of courses from the teaching area is larger, it is still marginal, accounting for 6% and 10% of the courses reviewed, respectively. With respect to countries that have focused only on some of the education areas, theoretical education continues to dominate. In Argentina, practical courses represent less than 15% of the courses offered, while in Peru, teaching courses total only 4%.

TABLE 11

Percent Distribution of Citizenship Education Courses by Education Area in the Six Case Studies

COUNTRY	ARGENTINA		CHILE		COLOMBIA		GUATEMALA		MEXICO		PERU	
	Nº	%	Nº	%	Nº	%	Nº	%	Nº	%	Nº	%
Theory	13	86,7%	70	95,8%	99	86,9%	50	84,7%	24	82,8%	47	95,9%
Teaching	0	0%	2	2,8%	3	2,6%	4	6,8%	3	10,3%	2	4,1%
Practical	2	13,3%	1	1,4%	2	1,8%	5	8,5%	2	6,9%	0	0%
Research	0	0%	0	0%	10	8,7%	0	0%	0	0%	0	0%
Total	15	100%	73	100%	114	100%	59	100%	29	100%	49	100%

Source: Table prepared based on information contained in national reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguñiz (2015) for Peru.

The conceptual focus (or focus on declarative knowledge) of the great majority of the courses is oriented toward the formation of future teachers as citizens; the scarce representation of courses centered around teaching and practicums in CE unmistakably demonstrates an important deficit with respect to the purpose of educating on *the teaching* of CE. Let's revisit this important point.

The point above about the imbalance of theoretical courses is not synonymous with the absence of active methodologies that rely on projects, case studies, investigative activities and similar as specified below. It only means that these methods are available to educate teachers as citizens more than *educators* of these capacities.

Stated Course Methodologies

In general, based on both the analysis of the curriculum plans and faculty interviews, one can infer that the preferred methodologies are active, focused on the tasks of the student teachers and removed from traditional methodologies based on a master class by a university professor. Furthermore, these active methodologies attempt to be contextualized (i.e. to develop citizenship education in close relationship to experiences that student teachers face on a daily basis, both in their own community life and within the educational Institutions where they do their practicums).

The following Table structures the methodologies stated in the curriculum syllabi of the different types of courses in citizenship (or that address parts of the topic) and as highlighted by faculty and area educators during interviews.

TABLE 12Methodological Approaches of Courses in
Citizenship Education

COUNTRY	METHODOLOGICAL APPROACH	METHODOLOGICAL STRATEGIES	ACTIVITIES
ARGENTINA	<ul style="list-style-type: none"> Active, contextualized, critical and reflexive methodologies. Address theory in relation to experience 	<ul style="list-style-type: none"> Work on theoretical content from case analysis: concrete, contextualized situations from the school experience (conflict resolution; co-existence issues) Socialized reflections on teaching proposals to address certain content Critical reflection on the appropriateness of rules, measures and teaching strategies. 	<ul style="list-style-type: none"> Discussion clubs Group and individual reflections Reflexive and pluri-perspective analysis. Role playing
CHILE	<ul style="list-style-type: none"> Active, investigative and contextualized methodologies. Balance between theory and experience 	<ul style="list-style-type: none"> Theoretical education: development of concepts and content Project methodology: Design of intervention teaching projects: observation, diagnosis, design from theory to practical intervention. Resolution of community problems 	<ul style="list-style-type: none"> Seminars Investigative activities On-site observation Reflection on practicums Citizenship participation activities: volunteering, outreach
COLOMBIA	<ul style="list-style-type: none"> Active and contextualized methodologies. Balance between theory and experience 	<ul style="list-style-type: none"> Conceptual education from strategies focused on theory: Case study and analysis Development of pedagogical projects to address contextual problems. Research action 	<ul style="list-style-type: none"> Master classes Debates Analysis of testimonies Forums on ethical dilemmas. Design and implementation of action projects
GUATEMALA	<ul style="list-style-type: none"> Active, innovative, investigative and collaborative methodologies (constructivist) Balance between theory and experience 	<ul style="list-style-type: none"> Research Action: combination of theoretical research (bibliographic analysis) and field work (concrete actions for the classroom). Resolution of socioeconomic problems using project methodology: sensitize and contextualize; experiment and reflect; act and evaluate. Student political participation: student governments, coaching, outreach activities, community action projects. 	<ul style="list-style-type: none"> Sensitization workshops Debates Conferences Social action projects in the school and community Teaching practicums Educational support actions.
MEXICO	<ul style="list-style-type: none"> Active, participatory and reflexive methodologies. Balance between theory and experience 	<ul style="list-style-type: none"> Seminars – Workshops : Theoretical seminar (reflection to build an analytical outlook to select and analyze information); Practical workshop (to apply theory to concrete situations, preparing action proposals to solve problems) 	<ul style="list-style-type: none"> Bibliographic analysis Essays Information registries Deliberation and debate Role playing
PERU	<ul style="list-style-type: none"> Active, contextualized, reflexive and dialog-based methodologies. Balance between theory and experience 	<ul style="list-style-type: none"> Problem solving based on project methodology: Case studies. Active participation in conjunction with community organizations and local government Development of meta-cognitive skills: reflexive and self-directed learning Participation in student government 	<ul style="list-style-type: none"> Team, bibliographic and field research. Debates Group and individual reflections. Design and implementation of projects.

Source: Table prepared based on information contained in national reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Farías (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguñiz (2015) for Peru.

The significant convergence of definitions is worth highlighting: the curricula from all national case studies state that active methodologies are desirable. Although each country, and each education program, places emphasis on different areas, on an aggregate level active methodologies are characterized first by positioning themselves from a critical focus that promotes in future teachers the capacity to question power structures that form the basis for the democratic system, social organization, the school system and pedagogical relationships, in order to orient their own doings toward social transformation and the construction of increasingly democratic, just and fair societies.

Second, they promote reflection from student teachers, with respect to the problems and conflicts they must face both in society and at school, and on the teacher's actions to improve their practice and design contextualized teaching strategies.

Third, they are related to research, promoting in the students the development of skills to address and solve problems based on theoretical and practical research that enables them to diagnose, analyze and design concrete action proposals.

Lastly, they are characterized by promoting collaborative and dialog-based work, helping student teachers recognize that social problems require active exercise of citizenship, but in relation to the other members of the community, and seeking agreements and consensus through dialog.

The Student Vision

The study of CE in ITE in the six countries included interviews and focus groups with education students. From these activities valuable evidence emerged to evaluate the strengths and weaknesses of the education to which the students effectively had access. The evidence clearly converges on indicating that one of the main deficiencies of their experiences in citizenship education is an excess of theoretical knowledge³³, and a lack of real, concrete opportunities to put it into practice. Moreover, they suggest that the situation is much more critical in relation to teaching, since they felt they did not possess sufficient tools to correctly put the teaching requirements into practice, especially given the educational contexts. The students believe that the curriculum plan is more oriented toward forming them as citizens than preparing them, didactically, to educate citizens in the classroom.

"In the City curriculum plan, there is a subject called Ethics, Citizenship and Human Rights, where future teachers are themselves educated on theoretical thinking about how ethics, citizenship and human rights are put into play and there is little time to work on teaching or, in other words, how to put the questions posed by the subject matter into practice in the classroom. Everyone has to think how the concepts of ethics, citizenship and others have been built, but after that there is the part about how to take this to the classroom, which perhaps is not finished" (Students in Argentina).

33 It is important to clarify that this opinion is not contradictory to the abundant presence of active methodologies, as reflected in Table 13: they are applied to conceptual content and appropriated by the students to educate them as citizens, not as teachers of such concepts that are capable of applying them to the teaching-education of their future students.

The fundamental criticism, then, is the relative absence of teaching on citizenship education (as reflected in the figures in Table 11; the absence of ‘teaching knowledge on the content’ (Shulman, 1987).

Conclusion

An examination of how CE is inserted into teaching education in the countries being studied enables us to arrive at the following conclusions:

- CE is mandatory and offered in practically all specialties for primary teachers—only Colombia diverges from this pattern. In the case of secondary teacher education, CE is present in all degree programs in the areas of history and social sciences.
- CE content is expressed or present in three types of ITE courses: courses specialized in CE with names that involve the concepts of ‘citizenship education’ (predominantly) and ‘civic education’ (fewer cases); courses that combine their CE focus with another topic focus such as Human Rights, Living together and Peace, Law, etc.; courses with diverse topic and/or disciplinary focuses—Ethics, Sexual Education, Political Geography, Environmental Education—that incorporate CE topics.
- The courses where CE content is found in the different national cases are fundamentally theoretical in nature. In other words, they address concepts of society, politics and values: more than 80% of the courses considered in the study (339 ITE courses—see Table 11) fall into this category. In contrast, only around 10% of CE courses involve teaching or are practical in nature.
- These courses aim to use active methodologies, mostly case studies, role playing, field observations and debate.
- The students’ main complaint involves the lack of education to teach CE, which is coherent with the distribution of the courses into the categories ‘theory’, ‘teaching’, ‘practical’ (Table 11)

Chapter 4

Opportunities to Educate Future Teachers in Citizenship Education:

Comparative Analysis
of Program and Course
Content

The preceding chapter contains a comparative analysis of the presence of citizenship education in the curriculum plan of the education degree programs of the countries being analyzed. In this chapter, the analysis will focus on course content, both conceptual and procedural (skills) and attitudes.

The curricular comparison uses an analytical instrument that systematically enquires about the presence of content that literature on citizenship education recognizes as core concepts. Thus, one should ask:

How can one make a comparative analysis of curricular definitions of citizenship education?

This question has been addressed by a long tradition of research on international evaluative studies, inaugurated by Judith Torney-Purta in the 1970s as part of measurements of citizenship learning in the school context by the *International Association for the Evaluation of Educational Achievement (IEA)* (Torney, Oppenheim and Farnen, 1975). International evaluative studies on 'civics' (1999) and later on 'civics and citizenship' cumulatively and consistently developed the evaluation frameworks for increasingly precise and rich topical categorization of the key dimensions of contemporary citizenship and a definition by the IEA of what the school experience should communicate about this subject matter (2009 and 2016 (Torney-Purta, Schulle and Amadeo, 1999; Schulz, Fraillon, Ainley, Losito and Kerr, 2008; Schulz, Ainley, Friedman, Lietz, 2011; Schulz, Ainley, Fraillon, et.al. 2016). In this framework, as part of the *International Civic and Citizenship Study-2009* (ICCS 2009), which included a special module for participating Latin American countries, Cox (2010) analyzed the curricula of six participating countries in the region, adding new categories to the instruments generated by the ICCS itself and creating a matrix of fifty categories to compare school curricula in civic and citizenship education³⁴.

The categories of the matrix determined as explained above are organized into six areas that, as a whole, provide a broad and systematic vision of what must be communicated in the school experience for important, quality citizenship education in today's world.

- The first area or dimension, *Civic values and principles*, contains 12 categories on the guidance that forms the basis of values for living together in democracy.
- The second area, *Citizens and democratic participation*, includes 11 categories focused on a citizen's roles and relationships with the political order: rights and responsibilities of citizens, characteristic actions of citizens (voting, representation, deliberation), and different types of participation.
- The third area, *Institutions*, contains 12 categories referring to the fundamental Institutions of a democratic political system and the relevant civil Institutions, and the category, of another order, referring to the set of 'risks for democracy'.

³⁴ In the CIVED study by the IEA in 1999, from Latin America only Chile and Mexico participated; in the ICCS study also by the IEA in 2009, the following 6 countries participated: Colombia, Chile, Guatemala, Mexico, Paraguay and the Dominican Republic.

- The fourth area, *Identity, plurality and diversity*, consists of 8 categories centered around the cultural and symbolic basis for us and them on a national level, of groups within domestic society and in international terms (Latin American identity and cosmopolitanism).
- The fifth area, *Living together and peace*, includes 3 categories referring to the area of living together and the values of dialog and peaceful conflict resolution, combining as key concepts social coexistence and the functioning of the State.
- Lastly, the sixth area, *Macro-context*, gathers for the analysis three macro fundamentals to understand the functioning and challenges faced by contemporary citizens such as the economy, environmental relations and the phenomenon of globalization.

Together, these six subject areas are specified in the matrix of categories in the following table.

TABLE 13

Matrix of Categories of Analysis of Objectives and Contents of Citizenship Education in the School Curricula of Latin America.

<p>I. CIVIC VALUES AND PRINCIPLES</p> <ol style="list-style-type: none"> 1. Freedom 2. Equity 3. Social Cohesion 4. The Common Good 5. Human Rights 6. Social Justice 7. Solidarity 8. Equality 9. Diversity 10. Tolerance 11. Pluralism 12. Democracy 	<p>III. INSTITUCIONES</p> <ol style="list-style-type: none"> 24. The State 25. Rule of law 26. Branches of the democratic State (Executive, Legislative, Justice – Courts) 27. Government – Public Administration; public institutions and services in the community 28. National (federal) and regional government (states) 29. Constitution, law, norm, legality, culture of legality 30. Judicial system, penal system, police 31. Armed Forces 32. Political organizations in democratic society: political parties 33. Elections, electoral system, electoral participation 34. Professional or civil society organizations, social movements; trade unions; NGOs 35. Risks for democracy: Authoritarianism; clientelism; populism; nepotism; press monopoly; control of justice; organized crime
<p>II. CITIZENS AND DEMOCRATIC PARTICIPATION</p> <ol style="list-style-type: none"> 13. Citizens' rights 14. Responsibilities and obligations of the citizen 15. Voting (right, duty, responsibility) 16. Representation—forms of representation 17. Deliberation 18. Negotiation and reaching of agreements 19. Participation and decision-making: the majority and respect of minorities 20. Critical reflection competencies for an active citizenry 21. Participation in school governance and/or collective projects of social action 22. Participation in political activities (debates, demonstrations, protests, parties) 23. Accountability 	<p>IV. IDENTITY, PLURALITY AND DIVERSITY</p> <ol style="list-style-type: none"> 36. National identity 37. Group identities (ethnic, regional, occupational, etc.) 38. Multiculturalism; stereotypes and prejudices of race and gender 39. Discrimination, exclusion 40. Patriotism 41. Nationalism 42. Latin American identity 43. Cosmopolitanism
<p>V. LIVING TOGETHER AND PEACE</p> <ol style="list-style-type: none"> 44. Illegitimacy of the use of force; conditions of legitimate use of force by the State 45. Living together: Value, objective, characteristics 46. Peaceful and negotiated settlement of conflicts 47. Competencies of Living together 	<p>VI. MACRO-CONTEXT</p> <ol style="list-style-type: none"> 48. The economy; work 49. Sustainable development; environment 50. Globalization

Source: Cox (2010), based on: Schulz, Fraillon, Ainley, Losito and Kerr 2008; SREDECC Project Expert Group, Latin American Regional Test of Citizenship Competencies.

The approach to learning opportunities offered by ITE programs in Latin America is meant to identify the knowledge, skills and attitudes regarding civic and citizenship education that are promoted in the education of future teachers. These opportunities are conceived of as the set of courses and/or experiences defined in the curricula of teacher education programs in order to ensure that future teachers develop the skills necessary to implement quality educational processes in their schools (Schmidt, Cogan & Houang, 2011).

The analysis offered in this chapter focuses on the objectives and contents of the courses, which does not make them equivalent to learning experiences. It is known that the distance between the required curriculum and that which is implemented and achieved is broad and complex and far exceeds the framework of the analysis that follows. However, analyzing curricular requirements is a first step towards being able to identify the characteristics of the learning opportunities and types of skills that are promoted in the region.

The paragraphs that follow present the results of the application of the analytical matrix on 'civic and citizenship education' to the courses offered in the programs of the six case studies as well as the cases of Costa Rica and Panama, which could be included through the report on ITE in Central America referred to in previous sections³⁵. For each country, the contents, skills and attitudes of civic and citizenship education that the ITE programs of study addressed have been identified and classified based on the six topic areas of the matrix and determining which are the categories with which said training opportunities are related.

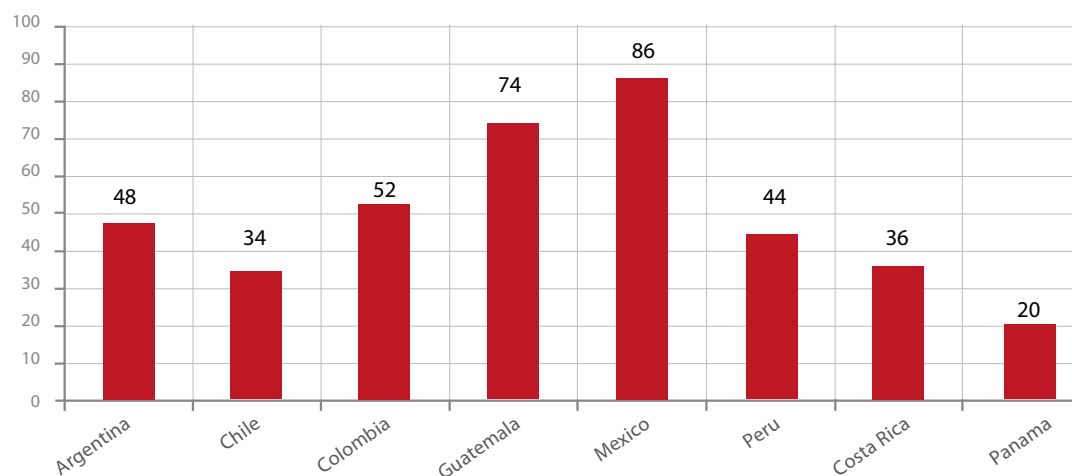
Map of topical coverage of the 'civic and citizenship' content of ITE programs

Conducting a general analysis of the six national cases included in the study shows that the learning opportunities for developing knowledge, skills and attitudes are unequal. While the education programs of the institutions analyzed in Guatemala and Mexico address over 70% of the fifty topical categories proposed in the matrix and Argentina, Colombia and Peru include opportunities to address around 50% of the categories, the opportunities in Chile only included 34%. The presence of the categories is also very limited in Costa Rica and Panama, addressing 36% and 20% of them, respectively.

³⁵ *In the case of the Central American countries, the available information only allows for a detailed analysis of the learning opportunities for training proposals in Costa Rica and Panama because they are the only cases in the study in which the surveys and interviews conducted were complemented by the review of curricula for the specialties in which the various training institutions have incorporated citizenship education*

FIGURE 1

Percentage of Categories of Citizenship Education Incorporated into ITE



Civic principles and values

In the area of civic principles and values, opportunities for developing knowledge, skills and attitudes are addressed to different degrees in the different countries. For example, the programmatic proposals of the institutions studied in Guatemala and Mexico address practically all of the categories, while the programs in the remaining six countries only include between two and five categories. Above and beyond these differences, the three principles that are addressed transversally in the eight countries considered in this comparison (with the exception of Panama) are Human Rights, Diversity and Democracy considered as the basic principles of democratic and peaceful social coexistence.

At the level of knowledge, Human Rights are addressed in terms of concepts related to their definition, their foundations, the legal bodies in which they are consecrated and the mechanisms and institutions responsible for their defense. Democracy is addressed as a model of political organization and way of life, emphasizing the challenges of living democracy in the school context. Diversity is analyzed in terms of the relationship to cultural diversity that characterizes Latin American societies, particularly those in which there is a significant presence of indigenous cultures. In addition, these three principles are connected to the challenges involved with addressing them in school in order to develop democratic education for diversity and human rights.

Table 14 outlines the values highlighted in the teacher professional development programs and courses analyzed for each country.

TABLE 14

Civic Principles and Values in Initial Teacher Education Programs

COUNTRY	PERCENTAGE	CATEGORIES
ARGENTINA	33,3%	Human rights, solidarity, pluralism, democracy
CHILE	33,3%	Human rights, social justice, diversity, democracy
COLOMBIA	41,6%	Human rights, justice, diversity, tolerance, pluralism, democracy
GUATEMALA	91,6%	Freedom, equity, common good, human rights, social justice, solidarity, equality, diversity, tolerance, pluralism, democracy
MEXICO	100%	Freedom, equity, social cohesion, common good, human rights, social justice, solidarity, equality, diversity, tolerance, pluralism, democracy
PERU	41,6%	Equity, human rights, solidarity, diversity, democracy
COSTA RICA	41,6%	Common good, human rights, social justice, diversity, democracy
PANAMA	16,6%	Equality, diversity

Source: Country reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguñiz (2015) for Peru; and Orealc/Unesco (2016) for Costa Rica and Panama.

Opportunities for developing knowledge are also linked to a second group of principles: equity, social justice and pluralism, which are addressed in the teacher education proposals in the institutions analyzed in Guatemala, Mexico, Peru and Costa Rica and based on the relationships that can be established between them and diversity. The issue of gender equity is of special importance in education programs. In regard to the other principles, such as freedom, common good, equality, solidarity, tolerance and social cohesion, while some are addressed in programs developed in the countries under study, these are specific cases that do not represent a trend in opportunities at the regional level.

At the level of skills, learning opportunities are only present in the institutions analyzed in Argentina, Chile, Colombia, Mexico and Panama and they are addressed from two perspectives: skills related to the exercise of citizenship as such and skills related to teaching. In regard to principles and values, the citizenship skills developed in the region mainly focus on the critical analysis of situations and problems in the local, social and national context linked to the challenges of developing democratic societies, promoting respect for and defense of human rights and overcoming the social and cultural inequalities that characterize today's society. Teaching skills are oriented towards the development of abilities for linking citizen education content to the aspects unique to the social sciences and interdisciplinary approaches to the teaching of democratic principles. In addition, they develop skills for designing and implementing teaching strategies that promote the formation of democratic values in a contextualized manner.

In regard to attitudes, as is the case in regard to skills, opportunities for developing citizen and pedagogical attitudes can be identified. The citizenship attitudes that are promoted are related to the vocation and respect for democracy, human rights, diversity, pluralism, appreciation for democratic societies and peaceful 'life together' and reflective attitudes regarding the social challenges and problems that should be addressed based on the condition of citizens of student teachers. For their part, pedagogical attitudes are oriented towards developing teaching that is committed to social transformation in order to build more inclusive, just and equitable societies that are characterized by solidarity and thus contribute to the strengthening of democratic systems.

Citizens and democratic participation

The second area identified in the analytical matrix, citizens and democratic participation, is one of the areas that is most frequently addressed by the education programs offered by the institutions included in the study. Their goals include emphasizing the need for future teachers to understand and reflect on the scope of education of citizens in terms of the type of citizens that society wishes to create and the role of the school in this work, particularly in order to contribute to the creation of societies that are increasingly democratic, just and equitable. As such, one can understand that there is an offering of real opportunities to develop knowledge, skills and attitudes in relation to the dimensions of citizenship involved in this area.

TABLE 15

Citizens and Democratic Participation in Initial Teacher Education Programs

COUNTRY	PERCENTAGE	CATEGORIES
ARGENTINA	54,5%	Citizens' rights; Responsibilities and obligations of the citizen Participation and decision-making: Critical reflection skills for active citizenship; Participation in school governance and/or collective projects of social action Participation in political actions.
CHILE	36,4%	Citizens' rights; Participation and decision-making: Participation in school governance and/or collective projects of social action Participation in political actions
COLOMBIA	45,5%	Citizens' rights; Responsibilities and obligations of the citizen Participation and decision-making: Participation in school governance and/or collective projects of social action Participation in political actions
GUATEMALA	72,7%	Citizens' rights; Responsibilities and obligations of the citizen Voting; Deliberation; Representation; Participation and decision-making: Participation in school governance and/or collective projects of social action Participation in political actions
MEXICO	72,7%	Citizens' rights; Responsibilities and obligations of the citizen Representation-forms of representation; Participation and decision-making: Majority and respect for minorities; Critical reflection skills for active citizenship; Participation in school governance and/or collective projects of social action Participation in political actions; Accountability
PERU	54,5%	Citizens' rights; Responsibilities and obligations of the citizen Deliberation; Participation and decision-making: Participation in school governance and/or collective projects of social action Participation in political actions
COSTA RICA	45,5%	Citizens' rights; Critical reflection skills for active citizenship; Participation and decision-making: Participation in school governance and/or collective projects of social action Participation in political actions
PANAMA	18,1%	Critical reflection skills for active citizenship; Participation in school governance and/or collective projects of social action

Source: Country reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguñiz (2015) for Peru; and Orealc/Unesco (2016) for Costa Rica and Panama.

Although the programs developed in the institutions studied from Chile, Colombia, Costa Rica and Panama address less than 50% of the categories, the programs from the other case studies offer opportunities for learning on the majority of the categories, exceeding 70% in Guatemala and Mexico. Despite these differences, it has been possible to determine that this topical dimension is developed at the level of knowledge, as well as the level of skills and attitudes in relation to the rights and responsibilities of citizens and diverse forms of citizen participation with a focus on the opportunities for participation that schools themselves offer.

One of the categories that receives the most attention in the ITE programs of the institutions studied for both primary and secondary education is citizens' rights. These rights are addressed in relation to human rights and their legal, constitutional and judicial consecration, linking them to the civil, social and economic realms. Special attention is paid to the rights of children, which are addressed broadly, particularly in regard to the school's responsibility to promote and respect them. Similarly, in countries like Guatemala and Mexico, which have significant indigenous populations, this aspect includes the treatment of topics linked to the rights of indigenous peoples.

Citizens' duties and responsibilities are also broadly addressed except in Chile, Costa Rica and Panama, as the institutions analyzed in those nations do not explicitly include them in the programmatic proposals. This aspect of citizenship is presented in relation to the duties imposed by social life and particularly duties and responsibilities within the school for both teachers and students.

Finally, the exercise of citizenship and citizen participation have been included from an historical and conceptual perspective and the various forms and conditions for citizen participation in political, civil and social terms. However, the greatest emphasis is related to spaces of community, social and political participation offered by schools, especially through decision-making and the implementation of actions designed to solve problems and challenges faced at the community level.

For the remainder of the categories in this area, which are mainly related to aspects of political participation (voting, representation, deliberation and negotiation), the learning opportunities are much more limited and are found only in some of the programs developed in Guatemala, Mexico and Peru. However, one can state that these dimensions, which are fundamental to the development of active and responsible democratic citizenship and in order to understand the scope of citizen participation for the stability of the political system, do not present a clear and systematized incorporation into teacher education programs within Latin America.

In regard to the development of skills and attitudes, as is the case for civic principles and values, this can be divided into two areas: citizenship skills and teaching skills. Concerning to the former, one can see that the teacher education programs in the region are focused on promoting the active participation of future teachers through the development of skills that allow them to analyze community challenges and problems faced at the school and social levels and to design and implement citizen action projects oriented towards seeking solutions to the problems analyzed. In regard to teaching skills, the development of abilities is focused on identifying and analyzing the challenges that citizenship education poses for the work of teaching and designing and implementing educational processes from didactic approaches that promote the education of active, participatory and democratic citizens.

At the level of attitudes, citizen skills are related to the promotion of teachers who are committed to their role as citizens who value democratic participation and actively participate in all of the spaces that their communities offer (political, civil, social, student, etc.). They are especially related to the search for solutions to community problems through teamwork and participation in community organizations. In regard to teaching skills, the attitudes that are promoted are related to assuming the political nature of their teaching role and their orientation towards social transformation and the education of responsible citizens who participate and are aware of their rights and duties.

Institutions

The area related to political institutional structure is one of the citizenship education areas that is addressed in an irregular fashion in the institutions included in the study. While the majority of the countries address over 50% of the categories, and go as high as 100% in Mexico's ITE, opportunities for learning are unequal. In the cases studied from Peru and Costa Rica, only 20% of the categories are addressed, while in Panama this area is completely absent. In regard to knowledge, all of the case studies offer opportunities for learning, but the development of skills and attitudes is only promoted in institutions in Argentina, Guatemala and Colombia. One could therefore say that this is an area that is mainly addressed in theoretical terms and specialties linked to the education of secondary school teachers.

In regard to knowledge, the only category that is addressed in all of the programs offered by the institutions studied at the regional level, with the exception of Costa Rica and Panama, is *Constitution, law, regulation, legality*, culture of legality addressed on the basis of their characteristics and the legal, political and judicial organization established. In addition, the importance of legality for the respect and promotion of rights and for the functioning of the democratic system is emphasized. The same is true in regulatory systems from which living together within the space of the school is to be organized.

The categories linked to the organization of the State and government are addressed in the majority of the cases under study, particularly education for secondary level, in regard to their conceptualization, historical evolution, legal and political characteristics and unique aspects related to other forms of government, particularly authoritarian ones. The approach offered is fundamentally theoretical and, while some programs promote the analysis of the challenges and risks that democratic organization faces, these are specific points and are not widespread within the training offered in the region.

The other categories, which are linked to the institutionalization of citizen participation, are not well-developed and are included in only a few countries and by a few programs of study. The one that presents the most development is related to social organizations addressed from the perspective of citizen organizations and social movements. Political organizations and spaces for electoral participation are only included in the programs of study for Normal Schools in Mexico and some Colombian and Costa Rican programs as spaces for citizen participation.

The development of skills and attitudes is limited to the programs studied in Argentina, Colombia and Guatemala and is focused particularly on citizenship skills. In other words, learning opportunities are not provided to enable teachers to develop the skills to present this material in schools.

The skills that are promoted are oriented towards understanding and analyzing the legal, judicial and political framework set out in the Constitution and its relationship to specific situations within the national reality. Attitudes, for their part, focus on recognizing the importance of legality for the development of the democratic system and respecting the institutional structure, reflecting on the socio-political challenges faced at the social level and the importance of the legal framework for solving them, critical reflection on the justice or injustice of the laws and the commitment to the strengthening of the democratic system through education.

TABLE 16

Institutions in Initial Teacher Education Programs

COUNTRY	PERCENTAGE	CATEGORIES
ARGENTINA	50%	State; Rule of law; Branches of democratic government; Government –Public administration; Constitution, law, regulation, legality, culture of legality; Judicial system, penal system, police
CHILE	58,3%	State; Rule of law; Branches of democratic government; Government –Public administration; Constitution, law, regulation, legality, culture of legality; Elections, electoral system, electoral participation; Professional or civil society organizations, social movements; unions
COLOMBIA	50%	State; Rule of law; Branches of democratic government Government –Public administration; Constitution, law, regulation, legality, culture of legality; Professional or civil society organizations, social movements; unions; NGOs
GUATEMALA	50%	State; Rule of law; Branches of democratic government; Government –Public administration; Constitution, law, regulation, legality, culture of legality; Judicial system, criminal justice system, police
MEXICO	91,6%	State; Rule of law; Branches of democratic government; Government –Public administration; National government; Constitution, law, regulation, legality, culture of legality; Judicial system, criminal justice system, police Political organizations in democratic society; Elections, electoral system, electoral participation; Professional or civil society organizations, social movements; unions; NGOs Risks for democracy
PERU	25%	Constitution, law, regulation, legality, culture of legality; Judicial system, criminal justice system, police Professional or civil society organizations, social movements; trade unions; NGOs
COSTA RICA	16,6%	Political organizations in democratic society; Elections, electoral system, electoral participation
PANAMA	0%	

Source: Table prepared based on information contained in national reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguíñiz (2015) for Peru; Orealc/Unesco (2016) for Costa Rica and Panama.

Identity, plurality and diversity

Identity, plurality and diversity is another area that is addressed unequally in the region. Some countries only offer learning opportunities at the level of knowledge and pay scant attention to these topics. These include institutions in Argentina, which only include the topic of discrimination and exclusion; Chilean institutions, which only consider challenges related to group identities and multiculturalism in contemporary society; and institutions in Panama, which only highlight multiculturalism with a focus on diversity and inclusion as they pertain to students with special educational needs. Others, namely the institutions from Colombia, Guatemala, Mexico, Peru and Costa Rica, offer opportunities to

TABLE 17

Identity, Plurality and Diversity in Initial Teacher Education Programs

COUNTRY	PERCENTAGE	CATEGORIES
ARGENTINA	12,5%	Discrimination, exclusion
CHILE	25%	Group identities; Multiculturalism
COLOMBIA	37,5%	National identity; Group identities (ethnic, regional, occupational, etc.); Multiculturalism
GUATEMALA	75%	National identity; Group identities; Multiculturalism; stereotypes and prejudices regarding race and gender; Discrimination, exclusion; Nationalism; Latin American identity
MEXICO	75%	National identity; Group identities; Multiculturalism; stereotypes and prejudices regarding race and gender; Discrimination, exclusion; Nationalism; Cosmopolitanism
PERU	62,5%	National identity; Group identities; Multiculturalism; stereotypes and prejudices regarding race and gender; Discrimination, exclusion; Latin American identity
COSTA RICA	50%	National identity; Group identities; Multiculturalism; stereotypes and prejudices regarding race and gender; Cosmopolitanism
PANAMA	12,5%	Multiculturalism; stereotypes and prejudices regarding race and gender;

Source: Country reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguñiz (2015) for Peru; and Orealc/Unesco (2016) for Costa Rica and Panama.

develop knowledge and attitudes and focus a great deal on this topic as it pertains to the diverse nature of their societies in regard to socio-economic issues and mainly in ethnic, linguistic and cultural terms as a result of the significant presence of indigenous peoples.

In regard to knowledge, the categories most frequently included are national and group identity, emphasizing the contributions of the various cultural communities to the formation of national identity, and the cultural diversity that characterizes society based on multiculturalism, socio-economic differences and stereotypes and prejudices associated with this plurality. In the institutions studied in Guatemala and Peru, special attention is paid to the historical and cultural characteristics of indigenous groups. These entities develop a large number of courses focused on aspects of their world views and cultural and linguistic traditions. In Guatemala and Mexico, discrimination and exclusion are also discussed in regard to racial and gender discrimination. Finally, Latin American identity receives special mention, and is promoted in the education programs studied in Colombia, Guatemala and Peru, along with cosmopolitanism, which is included in Mexico's National Plan. This last case is the only one that includes the analysis of the citizenship challenges posed by migrations and globalization.

Mexico is also the only system that offers concrete opportunities to develop skills related to teaching competencies, promoting the ability to apply contextualized teaching strategies that encourage students to develop a sense of community at the local, national and global levels, thus allowing the diversity of cultural manifestations that coexist within school to be addressed.

Opportunities for the development of attitudes are presented in the programs analyzed in Colombia, Guatemala, Mexico and Peru in relation to citizenship and teaching skills. Citizen attitudes correspond to appreciating and respecting diversity and cultural plurality and developing awareness about national, Latin American and global identity. Educational attitudes, for their part, refer to the promotion of learning experiences that allow for the development of national identity, emphasizing various cultural contributions and the format of dialogue among the various cultures that coexist in the space of the school.

Living together and Peace

Living together is one of the areas addressed most regularly by the teacher education institutions analyzed in the region. While the Chilean programs studied do not explicitly include it and only conflict resolution is included in Costa Rica, the teacher education programs in the other countries address three of the four categories in this dimension related to living together and conflict resolution. The only category absent from the ITE programs analyzed is illegitimate use of force by the State.

However, the learning opportunities offered in several countries only provide spaces for developing knowledge and attitudes. Only the educational programs offered in Guatemala, Mexico, Peru and Costa Rica offer skills.

TABLE 18

Living together and peace in Initial Teacher Education programs

COUNTRY	PERCENTAGE	CATEGORIES
ARGENTINA	75%	Living together; Peaceful and negotiated conflict resolution; Competencies of living together
CHILE	0%	Not addressed
COLOMBIA	75%	Living together; Peaceful and negotiated conflict resolution; Competencies of living together
GUATEMALA	75%	Living together; Peaceful and negotiated conflict resolution; Competencies of living together
MEXICO	75%	Living together; Peaceful and negotiated conflict resolution; Competencies of living together
PERU	75%	Living together; Peaceful and negotiated conflict resolution; Competencies of living together
COSTA RICA	25%	Peaceful and negotiated conflict resolution;
PANAMA	75%	Living together; Peaceful and negotiated conflict resolution; Competencies of living together

Source: Country reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguiñiz (2015) for Peru; and Orealc/Unesco (2016) for Costa Rica and Panama.

The knowledge that is promoted through the categories of living together and skills for living together are contextualized within the needs that exist at the social and school level. The importance of the values that underpin peaceful living together, solidarity and democracy are of special importance, as are the skills that both students and teachers should have so that they can contribute to their development. In addition, special attention is paid to recognizing the potential of school coexistence for preparing future citizens and the role of the teacher as promoter and mediator in regard to harmonious living together at school.

The category of conflict resolution also presents an important development in the educational programs analyzed, particularly in regard to the strategies that allow teachers to promote peaceful resolution of conflicts that develop at school through strategies for dialogue, cooperation and community efforts to seek out consensus and agreements.

In regard to skills, there are concrete learning opportunities in the programs studied in Guatemala, Mexico, Peru and Costa Rica, which are oriented towards the mastery of teaching skills related to the resolution of school conflicts and the design of learning environments and teaching strategies that favor harmonious Living together within the school.

Finally, programs in Argentina, Colombia, Guatemala, Mexico, Peru and Costa Rica provide opportunities to develop attitudes, orienting citizenship skills towards the service of the educational work of teachers based on pedagogical leadership in peaceful conflict resolution, the promotion of the formation of the values needed for democratic coexistence, and the recognition of situations in school life that can be used for civic education through the promotion of democratic coexistence in school.

Macro-context

The characteristics of today's world are addressed unevenly around the region. The three areas that comprise it- *economics and labor, sustainable development and environment, and globalization*- are only considered in some countries, and with varying degrees of emphasis. This illustrates why the three dimensions are addressed in some programs, such as those studied in Argentina, while in others initial teacher education programs cover only one of them. In addition, while the development of citizenship knowledge is promoted in every case in the study, in at least one of the categories the spaces for the development of skills and attitudes are limited, which means that the areas that comprise this sphere, though related to key issues in citizen life, are mainly addressed from a theoretical perspective rather than a practical one.

Of the three categories in this sphere, the ITE programs pay the most attention to economics and labor and sustainable development and the environment. The former is addressed by five countries (Argentina, Chile, Colombia, Guatemala, and Panama). At the level of knowledge, there is a focus on the theoretical dimensions of economics identified with economic doctrines, systems and models, and on practical aspects, connecting economics to productivity, economic and human development, social inequalities and the economic challenges posed by globalization.

In addition, the *category economics and labor* presents educational opportunities to develop skills and attitudes related to this sphere. Abilities are addressed from a citizenship perspective that promotes the analysis of the socio-economic context and from a teaching perspective oriented towards the application of teaching principles for teaching and learning from productivity and development and to relate the social and the economic. In regard to attitudes, awareness of the challenges posed by economic problems and the social inequality related to them is encouraged.

The category *sustainable development and the environment* is also addressed by the educational systems studied from five countries: Argentina, Guatemala, Mexico, Peru and Panama. The topic is explored in regard to citizenship knowledge and attitudes, but there are no explicit opportunities for the development of related skills. At the level of knowledge, this topic includes issues related to the exploitation of natural resources and pollution as well as policies and measures aimed at protecting and conserving the environment. For their part, the attitudes are related to the promotion of this knowledge, focusing on awareness of environmental challenges and attitudes of respect and encouraging environmental care.

TABLE 19

Macro-Context in Initial Teacher Education Programs

COUNTRY	PERCENTAGE	CATEGORIES
ARGENTINA	100%	Economics, labor; Sustainable development: environment Globalization
CHILE	33,3%	Economics, labor;
COLOMBIA	33,3%	Economics and labor
GUATEMALA	66,6%	Economics and labor; Sustainable development: environment
MEXICO	66,6%	Sustainable development: environment; Globalization
PERU	33,3%	Sustainable development: environment
COSTA RICA	33,3%	Globalization
PANAMA	66,6%	Economics, labor; Sustainable development: environment

Source: Table prepared based on information contained in national reports by Echavarría (2015) for Colombia; Schujman (2015) for Argentina; Fariás (2015) for Chile; Meza (2015) for Guatemala; Chávez, Landeros and Aguayo (2015) for Mexico; Iguiñiz (2015) for Peru; Orealc/Unesco (2016) for Costa Rica and Panama.

Finally, *globalization* is a topic that is only addressed in the educational programs looked at in Argentina, Mexico and Costa Rica. The coverage is limited to the development of knowledge of the challenges that globalization poses for the economy and exercise of citizenship.

The civic and the civil in initial teacher education systems

Table 20 revisits a key distinction in the literature and international assessments of citizenship education regarding knowledge and skills for civic or formal political participation on the one hand, and civil or living together on the other (Schulz, Ainley, Fraillon, et.al. 2011). This is important for issues of cohesion and social connections with others nearby and others at a distance (Granovetter 1978; Putnam, 2000, 2007; Green, Jaanmat, 2011), as well as the understanding of the cultural foundations of democratic politics.

The curricula were examined from this perspective in regard to their treatment of basic topics for formal or civic political participation, and five previously studied categories were selected: *political organizations in society, government branches, representation- forms of representation, elections- electoral system and voting*. Similarly, participation in civil life or living together with others nearby or in civil or community organizations was examined, with four categories being selected. Three are in the area of living together and peace (*living together skills, living together and conflict resolution*) and the category of *professional or civil society organizations* (the topic recently addressed in Institutions) was added. The presence of these two areas in the curricula is outlined in Table 20 in terms of percentages.

A transversal analysis of the national cases of Argentina, Chile, Colombia, Guatemala, Mexico and Peru shows that the categories that are most frequently left out of ITE programs are related to the political dimensions of citizenship in the areas of citizen participation and institutions.

Table No. 20 allows one to appreciate that overall the ITE programs examined emphasize categories related to civil participation over those related to civic participation with the exception of Chile, where the latter has more of a presence, and Mexico, where the two are more balanced. As has been noted in the various opportunities for analysis, the formal political participation areas are not addressed comprehensively in initial professional development programs compared to the categories related to civil participation which, with the exception of Chile, are broadly incorporated into teacher preparation at the primary and secondary levels.

The greatest emphasis in interpersonal civility relations or relationships with 'others nearby' and the more limited presence of training opportunities to relate to the political institutional structure or 'distant others' is the most important issue to explore and question and discuss in teacher professional development in the region. Given the crisis of legitimacy that Latin American political systems are experiencing, it is necessary to question the degree to which teachers are being trained to educate future students in a proactive and responsible relationship with the institutions that are fundamental to representative democracy.

TABLE 20

Civic and Civil Aspects in Initial Teacher Education Programs

CIVIC PARTICIPATION	ARGENTINA		CHILE		COLOMBIA		GUATEMALA		MEXICO		PERU	
	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.
Political organizations in democratic society;	-	-	-	-	-	X	-	-	X	X	-	-
Branches of democratic government	-	X	-	X	-	-	-	X	-	X	-	-
Elections, electoral system, electoral participation	-	-	-	X	-	-	-	-	X	X	-	-
Voting (right, duty, responsibility)	-	-	-	-	-	-	-	X	-	-	-	-
Representation – forms of representation	-	-	-	-	X	-	-	X	-	X	-	-
CIVIL PARTICIPATION	ARGENTINA		CHILE		COLOMBIA		GUATEMALA		MEXICO		PERU	
	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.	Prim.	Sec.
Competencies of Living together	-	X	-	-	X	X	X	X	X	X	X	X
Living together: Value, objective, characteristics	-	X	-	-	X	X	X	X	X	X	X	X
Peaceful and negotiated settlement of conflicts	-	X	-	-	X	X	X	X	X	X	X	X
Organizaciones gremiales o de la sociedad civil	-	-	-	X	-	X	-	-	X	X	X	X

Conclusion

In summary, the analysis of the opportunities that initial teacher education programs offer for the development of citizen and civic knowledge, skills and attitudes shows that there are programmatic proposals in the region that include many of the dimensions that the central current in comparative studies on citizenship education recognizes as basic requirements of citizen education for democracy. However, these opportunities present interesting areas for improvement.

First, educational opportunities are characterized by a significant heterogeneity, which speaks to an area of teacher education that is not sufficiently clear or systematized. With the exception of the Mexican case, which has a national plan that is applied to all normal schools, and beyond the differences in their implementation, all of the other Latin American nations are characterized by the decentralized nature of their teacher education institutional structure. Many of the opportunities analyzed are only implemented by one institution, which means that the percentage of student teachers who have access to them is limited. The fact that a teacher education institution develops certain learning opportunities in Argentina, Chile or Colombia does not mean that all teachers in that area of specialization have access to the same knowledge, skills and attitudes.

Second, the analysis also shows that these differences are much more profound in relation to specific areas and categories. At the regional level, the areas of emphasis of citizen education are much more closely related to the living together dimension (civil: relationship to 'others nearby') than they are to the political dimension (civic: relationship to 'others who are distant') of a citizenship understood in comprehensive terms. The relative silence of ITE curricula regarding the area of *Institutions* is worthy of note.

At the level of topics, there is a need to reflect on the most adequate way to address citizen education given the two trends in tension observed in the case studies. On the one hand, there are programs that have made a significant effort to include as many citizenship topics as possible, such as the cases studied in Mexico and Guatemala, which include over 70% of the categories set out in the aforementioned curriculum analysis matrix. On the other hand, the programs in Chile, Argentina, Colombia and Peru that include only some categories which are considered to be key for the development of active and participative citizens. These include, for example, the topics of Democracy, Human Rights, Citizen Participation, Diversity, Multiculturalism and Sustainable Development. The disconnect that places these two postures in tension involves coverage versus depth. One way to address this tension is to ask about the relationship that exists between the needs of the school curriculum and the education that teachers receive in order to be able to address them.

At the formative level, there is a need to address the most concrete ways to ensure that citizen education is based on the comprehensive needs of the future teacher. In other words, it must include both the conceptual contents of citizenship and the teaching and practical aspects so as not to only include the necessary knowledge but also the abilities and attitudes that favor the work of teaching. The analysis of educational opportunities supports the observation set out in Chapter 3 that the perspective from which citizen education is addressed is mainly theoretical. In all of the areas and categories addressed, there are opportunities to develop citizen knowledge but the spaces for the development of skills and attitudes that allow said knowledge to be effectively communicated through teaching are much more limited and practically non-existent in some countries in regard to certain categories.

Chapter 5

Citizenship Education in Teacher Education and the School Curriculum: Alignment or Gap?

This chapter addresses a key question regarding the importance of citizenship education in the education of future teachers: what relationship can be discerned between the education future teachers receive with regard to citizenship and the citizenship education established in school curricula? Are they aligned or do gaps exist?

Answering these questions entails comparing ITE curricula from the various countries studied with the respective school curricula to determine whether or not there is alignment between the two. The analysis is based on the same categories used in the preceding chapter, where the 50 categories organized into six areas is compared for each country. The analysis distinguishes between primary and secondary education for the school curriculum³⁶.

The paragraphs that follow summarize the characteristics of the school curriculum for citizen education in the countries studied and an analysis of the relationships and gaps that exist between the curricula and ITE programs in each of the countries.

Characteristics of citizen education in school curricula

As analyzed in the previous sections, citizen education has received a significant boost from the educational policies applied in Latin America in recent years. The measures adopted include curricular changes for addressing citizen education from a new perspective that expands the old models of civic and citizen education (García, 2016; Cox, Bascopé, Castillo, et. al., 2014). The latter study argues that these curricular reforms have led to a triple expansion of the traditional civic education:

“(1) thematic expansion, because the focus of the content of knowledge is extended from political institutions (nation, state, government, law) to social, moral and environmental issues; (2) quantitative expansion, since the presence of citizenship education is substantially redefined: from being located at the end of the schooling sequence (final grades of secondary education) it becomes present throughout it; and (3) formative expansion, with the setting out of learning goals which, together with knowledge, refer to skills and attitudes and to the very organization of the classroom or school which implicitly influences, or explicitly educates, in the social relations, the values and the knowledge that are deemed necessary for a full citizenship, generally treated by the curricula in both its social and its political dimension.1 The expansion also includes an enrichment of the means and methods for educating in citizenship, where the overriding principle is the combination of opportunities of study and practices of participation, debate, decision and collective action.” (Cox et al., 2014, p. 11).

This triple expansion has led to a repositioning of citizen education within the region’s curricula and an expansion of the areas that are addressed, giving way to mixed models. These are models that organize citizen education as a specialized class and in various combinations with other areas. From this perspective, three trends can be identified

36 *The school curriculum analysis of the cases of Chile, Colombia, Guatemala and Mexico is based on the work of Cox, Bascopé, Castillo, Miranda and Bonhomme (2014). For the analysis of Argentina and Peru, the classification of the curricular documents from these countries has been developed based on the curricular analysis matrix. For Argentina, the Priority Learning Nuclei of Ethical and Citizen Education and Social Sciences for primary and secondary school have been classified. In the case of Peru, the National Basic Curricular Designs for the Personal Area offered in primary school and the Citizen Education and Civics and History, Geography and Economics courses offered in secondary school have been classified.*

at the regional level. The first is mixed curricula that address citizen education by combining a specific class with the integration of these topics in other classes, mainly connected to history, geography or the social sciences. It has also been incorporated into other areas, such as economics, the natural sciences and technology. This curricular mode is developed in Argentina, Guatemala and Mexico, where there is a citizen education course: ethical and citizen education, citizen education and civic and ethical education, respectively.

The second trend is mixed curricula. In these cases, there is no specific course on citizen education, but the topic is included and complemented by the definition of transversal curricular objectives at all levels and courses. This is the model developed in Colombia and Chile, where citizen education has been included in the social sciences and history and in geography and the social sciences, respectively. In addition, in Chile some of the contents of citizen education also have been included in the guidance, language and communication and philosophy and psychology curricula.

TABLE 21

Curricular Organization of Citizenship Education in Six Latin American Countries

COUNTRY	CIVIC EDUCATION	HISTORY AND/OR SOCIAL SCIENCES	INTEGRATION INTO OTHER CLASSES	TRANSVERSAL (ACROSS THE CURRICULUM)
ARGENTINA	Ethical and citizen education	Social Sciences		
CHILE		History, Geography and Social Sciences	Philosophy and Psychology Language and Communication Guidance	Transversal fundamental objectives
COLOMBIA		Basic standards of skills in the Social Sciences		Basic standards of general and specific citizenship skills
GUATEMALA	Citizenship Education	Social Sciences Social Sciences and Citizen Education	Social and Natural Environment Natural Sciences and Technology Productivity and Development	
MEXICO	Ethical and civic education	Studying my world History Geography	Exploration of nature and society Natural sciences	
PERU	Citizen and civic education	Personal Social Area History, Geography and Economics		Principles of basic general education

Source: Developed by the authors based on official curricular documentation from the countries.

Finally, the third trend is mixed curricula that combine the three options. For example, in Peru, in addition to a citizen education course that is offered in secondary school entitled “Citizen and Civic Education,” the contents have been incorporated into the personal social area in primary school and the history, geography and economics course in secondary school. Furthermore, principles of basic general education have been defined which transversally incorporate key areas of citizen education into the curriculum.

The comparison of citizen education opportunities offered by school curricula and ITE programs in the six case studies developed based on the curriculum analysis matrix shows that there are two types of relationships between the curricular bodies in Latin America. On the one hand, Mexico and Guatemala present a high level of alignment between the two proposals. On the other, there is a group of countries in which the two educational approaches present significant differences, gaps or distances. Argentina, Chile, Colombia and Peru are in the latter group.

The following paragraphs present a detailed analysis for each country regarding the levels, areas and categories in which curricular gaps and alignments are registered. It therefore identifies an important basis for questions about ITE and its relevance for the needs of nations’ school systems in this critical area.

Curricular gaps: The cases of Argentina, Chile, Colombia and Peru

The comparison of learning opportunities contained in the school curriculum and the citizen education opportunities of ITE programs in these four countries show that important gaps exist between what the school curriculum requires of future teachers and the knowledge, skills and attitudes that are offered in their initial education, particularly in regard to primary school. There is a series of thematic categories addressed by the school curriculum that are not part of the professional development programs in higher education institutions. In some cases, these entities include areas that do not form part of the citizen education that the system seeks to develop at the school level.

Argentina

The gaps observed between the citizenship education curriculum and ITE programs in Argentina are fairly broad, particularly in primary education. ITE for primary school teachers offered in teacher education institutions and universities does not include any of the school curriculum requirements related to the three areas that the analytical matrix identifies as *institutions, identity and living together and peace*. These areas of citizen education are completely absent from the programmatic proposals reviewed. In the other three areas, *Principles and values, citizenship and democratic participation and macro-context*, the categories promoted in the school curriculum are only partially addressed. In the area of principles and civic values, ITE only includes democracy, human rights, solidarity and pluralism. Only citizen rights and duties are considered in the citizenship area, along with diverse forms of participation. In regard to the macro-context, the category sustainable development and the environment is the only one addressed, as can be observed by comparing the ‘full’ and ‘empty’ cells of the respective columns in Table No. 22.

In regard to secondary education, the gaps are smaller and change focus. The main gaps are observed in the areas of *principles and identity*. Out of all of the principles included in the school curriculum at the secondary level, the ITE programs only include democracy and human rights. The citizen dimensions linked to the area of identity are addressed from the perspective of themes related to national and local identities, multiculturalism and discrimination in the school curriculum. However, in initial education only discrimination and exclusion are included.

In the areas of *citizenship and institutions* (see Table No. 22), the gaps are much smaller given that ITE programs include many of the categories proposed by the school curriculum with the exception of the political dimension of citizenship, representation and negotiation in the citizen context and the electoral system and political and social organizations in the area of institutions.

Finally, the highest levels of alignment are observed in the areas of *living together and macro-context*, as ITE programs address practically all of the categories included in the school curriculum with the exception of the category *illegitimate use of force* in regard to living together, and themes related to sustainable development.

The gaps noted through comparing the curricula are ratified by the students who participated in the focus groups, who noted that their experience with initial education presented conceptual gaps that made their work in citizen education more difficult.

On the other hand, the heterogeneous nature of ITE does not guarantee the existence of solid connections between educational programs and the school curriculum in all cases. Despite the existence of an exclusive educational area for citizen education at the primary and secondary levels, few higher education institutions offer this specialty and those that do have their own programs that are not subject to the specific requirements of the school curriculum.

TABLE 22

Comparison of Thematic Contents in School Curricula and Initial Teacher Education Programs in Argentina

I. Civic values and principles	Primary		Secondary		II. Citizens and democratic participation	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
1. Freedom	X	-	X	-	13. Citizens' rights	X	X	X	X
2. Equity	-	-	X	-	14. Responsibilities and obligations of the citizen	X	X	X	X
3. Social Cohesion	-	-	-	-	15. Voting (right, duty, responsibility)	X	-	-	-
4. The Common Good	X	-	-	-	16. Representation—forms of representation	-	-	X	-
5. Human Rights	X	X	X	X	17. Deliberation	-	-	-	-
6. Social Justice	-	-	-	-	18. Negotiation and reaching of agreements	X	-	X	-
7. Solidarity	X	X	X	-	19. Participation and decision-making: the majority and respect of minorities	X	X	X	-
8. Equality	X	-	X	-	20. Critical reflection competencies for an active citizenry	X	-	X	X
9. Diversity	X	-	X	-	21. Participation in school governance and/or collective projects of social action	X	X	X	X
10. Tolerance	-	-	-	-	22. Participation in political activities (debates, demonstrations, protests, parties)	X	X	X	X
11. Pluralism	-	X	X	-	23. Accountability	-	-	-	-
12. Democracy	X	X	X	X					
III. Institutions	Primary		Secondary		IV. Identity, plurality and diversity	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
24. The State	X	-	X	X	36. National identity	X	-	X	-
25. Rule of law	-	-	X	X	37. Group identities (ethnic, regional, occupational, etc.)	X	-	X	-
26. Branches of the democratic State (Executive, Legislative, Justice – Courts)	X	-	X	X	38. Multiculturalism; stereotypes and prejudices of race and gender	X	-	X	-

27. Government – Public Administration; public institutions and services in the community	X	-	X	X	39. Discrimination, exclusion	X	-	X	X
28. National (federal) and regional government (states)	X	-	X	-	40. Patriotism	-	-	-	-
29. Constitution, law, norm, legality, culture of legality	X	-	X	X	41. Nationalism	-	-	-	-
30. Judicial system, penal system, police	X	-	X	X	42. Latin American identity	-	-	-	-
31. Armed Forces	-	-	X	X	43. Cosmopolitanism	-	-	-	-
32. Political organizations in democratic society: political parties	X	-	X	-					
33. Elections, electoral system, electoral participation	X	-	X	-					
34. Professional or civil society organizations, social movements; trade unions; NGOs	X	-	X	-					
35. Risks for democracy:	-	-	X	-					

V. Living together and peace	Primary		Secondary		VI. Macro-context	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
44. Illegitimacy of the use of force; conditions of legitimate use of force by the State	X	-	X	-	48. The economy; work	X	-	X	X
45. Living together: Value, objective, characteristics	X	-	X	X	49. Sustainable development; environment	X	X	X	-
46. Peaceful and negotiated settlement of conflicts	X	-	X	X	50. Globalization	-	-	X	X
47. Competencies of living together	X	-	X	X					

Source: Based on official curricular documentation from the country and Cox, Bascopé, Castillo, Miranda and Bonhomme (2015).

Chile

The gaps between the citizenship education curriculum and initial teacher education programs in Chile show a structure that is very similar to Argentina. These gaps are more marked on a primary school level than in secondary school teacher professional development. However, Chile has a particularity that differentiates it from the other countries in the region, including Argentina: a lack of consideration of the area *Living together and peace*. None of the initial teacher education plans reviewed for Chile, for either primary school or secondary school teacher professional development in secondary school history, geography and social science, incorporate this dimension. This is in marked contrast to the other case studies reviewed, where this is one of the areas addressed with greatest emphasis and systematization.

As seen in Table 23 regarding primary education, the area of *Institutions* is not considered in initial teacher education, even though the school curriculum incorporates dimensions related to the State, the Constitution, Armed Forces and social organizations. In the remaining areas, initial teacher education only partially addresses curricular requirements, concentrating less than 50% of the categories incorporated into the school curriculum.

Gaps are smaller in secondary education, but initial teacher education still addresses a low percentage of the categories incorporated into the school curriculum. In the areas of *Citizens, Identity* and *Macro-context*, less than 50% of the categories are addressed, and in the areas of *Principles* and *Institutions*, around 60% of the categories proposed in the curriculum are addressed, leaving key issues on political participation, such as representation, deliberation, negotiation and political organizations, outside the ITE curriculum.

The gaps between initial teacher education and school curriculum requirements can be attributed, as is the case with Argentina, to the heterogeneity that characterizes initial teacher education. The high degree of autonomy given to teacher professional development institutes in Chile is exacerbated by a lack of clear guidelines on the criteria used to design teacher education programs.

However, unlike Argentina, the school curriculum does not define a specific course on citizenship education. Rather, its objectives and contents are incorporated into the syllabus of History, Geography and Social Sciences, (García, 2016), as only a smaller part of this, and into Orientation (primary education) and Philosophy (last years of secondary education). This curricular structure does not push teacher professional development institutes to define an area of citizenship education within initial teacher education programs. In most of the programs reviewed, citizenship education is only addressed in one course, and when it is identified in more than one, it is usually just one of several dimensions integrated into Political Theory, Economic Theory and History courses.

TABLE 23

Comparison of Thematic Content of School Curricula and Initial Teacher Education (ITE) Programs in Chile

I. Civic values and principles	Primary		Secondary		II. Citizens and democratic participation	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
1. Freedom	X	-	X	-	13. Citizens' rights	X	X	X	X
2. Equity	-	-	X	-	14. Responsibilities and obligations of the citizen	X	-	X	X
3. Social Cohesion	-	-	-	-	15. Voting (right, duty, responsibility)	-	-	-	-
4. The Common Good	X	-	X	-	16. Representation—forms of representation	-	-	X	-
5. Human Rights	X	X	X	X	17. Deliberation	X	-	X	-
6. Social Justice	X	-	X	X	18. Negotiation and reaching of agreements	X	-	X	-
7. Solidarity	X	-	X	-	19. Participation and decision-making: the majority and respect of minorities	X	X	X	X
8. Equality	X	-	X	-	20. Critical reflection competencies for an active citizenry	X	-	X	-
9. Diversity	X	X	X	X	21. Participation in school governance and/or collective projects of social action	X	-	X	X
10. Tolerance	X	-	X	-	22. Participation in political activities (debates, demonstrations, protests, parties)	-	X	-	X
11. Pluralism	X	-	-	-	23. Accountability	-	-	X	-
12. Democracy	X	X	X	X					
III. Institutions	Primary		Secondary		IV. Identity, plurality and diversity	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
24. The State	X	-	X	X	36. National identity	X	-	X	-
25. Rule of law	-	-	X	-	37. Group identities (ethnic, regional, occupational, etc.)	X	X	X	X
26. Branches of the democratic State (Executive, Legislative, Justice – Courts)	-	-	X	X	38. Multiculturalism; stereotypes and prejudices of race and gender	X	X	X	X
27. Government – Public Administration; public institutions and services in the community	-	-	X	X	39. Discrimination, exclusion	X	-	X	-

28. National (federal) and regional government (states)	-	-	-	-	40. Patriotism	X	-	-	-
29. Constitution, law, norm, legality, culture of legality	X	-	X	X	41. Nationalism	-	-	-	-
30. Judicial system, penal system, police	-	-	X	-	42. Latin American identity	-	-	X	-
31. Armed Forces	X	-	-	-	43. Cosmopolitanism	-	-	X	-
32. Political organizations in democratic society: Political parties	-	-	X	-					
33. Elections, electoral system, electoral participation	-	-	X	X					
34. Professional or civil society organizations, social movements; trade unions; NGOs	X	-	X	X					
35. Risks for democracy:	-	-	X	-					
V. Living together and peace	Primary		Secondary		VI. Macro-context	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
44. Illegitimacy of the use of force; conditions of legitimate use of force by the State	-	-	-	-	48. The economy; work	X	X	X	X
45. Living together: Value, objective, characteristics	X	-	X	-	49. Sustainable development; environment	X	-	X	-
46. Peaceful and negotiated settlement of conflicts	X	-	X	-	50. Globalization	X	-	X	-
47. Competencies of living together	X	-	X	-					

Source: Based on official curricular documentation from the country and Cox, Bascopé, Castillo, Miranda and Bonhomme (2015).

Colombia

The gaps identified between the citizenship education curriculum and initial teacher education programs in Colombia, unlike Chile and Argentina, are quite similar for primary and secondary school teacher education. These are characterized not only by the incorporation of a low percentage of the categories addressed in the school curriculum, but also by the incorporation of other categories that do not form part of the school curriculum.

The main gaps lie in the areas of *Identity*, *Citizens* and *Macro-context*. Although initial teacher education programs address close to 50% of the categories proposed in the school curriculum for the areas of *Citizens* and *Identity*, the incorporation of dimensions that do not form part of the school curriculum into teacher professional development plans widens the gap between the two curricular plans.

There is greater alignment in the areas of *Living together*, *Civic values and principles*, and *Institutions*, where initial teacher education programs incorporate around 50% of the categories proposed by the school curriculum, as seen in Table 24.

These gaps between initial teacher education and school curricula are associated with conditions that are very similar to Chile. In Colombia, the initial teacher education system is as decentralized as it is in Chile. Teacher professional development institutes have autonomy in defining their study programs, without mandatory guiding principles or guidelines. Furthermore, in the school curriculum plan, citizen education is incorporated into the area of social sciences and into cross-cutting objectives, through competency standards that establish a curricular framework. However, this framework does not define the curriculum, but rather minimum standards that must be met on a curricular level for the development of competencies, in this case, in citizenship. This combination of cross-cutting curricular objectives and university autonomy gives rise to the gaps observed between the two curriculum plans.

TABLE 24

Comparison of thematic content in school curricula and initial teacher education (ITE) programs in Colombia

I. Civic values and principles	Primary		Secondary		II. Citizens and democratic participation	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
1. Freedom	X	-	X	-	13. Citizens' rights	X	X	X	X
2. Equity	-	-	X	-	14. Responsibilities and obligations of the citizen	-	X	-	X
3. Social Cohesion	-	-	-	-	15. Voting (right, duty, responsibility)	X	-	X	-
4. The Common Good	X	-	X	-	16. Representation—forms of representation	X	X	X	-
5. Human Rights	X	X	X	X	17. Deliberation	X	-	X	-
6. Social Justice	X	-	X	X	18. Negotiation and reaching of agreements	-	X	-	-
7. Solidarity	X	-	X	-	19. Participation and decision-making: the majority and respect of minorities	X	-	X	X
8. Equality	X	-	-	-	20. Critical reflection competencies for an active citizenry	-	-	X	-
9. Diversity	X	X	X	X	21. Participation in school governance and/or collective projects of social action	X	X	-	X
10. Tolerance	X	-	X	-	22. Participation in political activities (debates, demonstrations, protests, parties)	-	X	X	X
11. Pluralism	X	-	X	X	23. Accountability	-	-	-	-
12. Democracy	X	X	X	X					
III. Institutions	Primary		Secondary		IV. Identity, plurality and diversity	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
24. The State	X	X	X	X	36. National identity	X	X	X	X
25. Rule of law	X	X	X	X	37. Group identities (ethnic, regional, occupational, etc.)	X	X	-	X
26. Branches of the democratic State (Executive, Legislative, Justice – Courts)	-	-	-	-	38. Multiculturalism; stereotypes and prejudices of race and gender	-	X	X	X
27. Government – Public Administration; public institutions and services in the community	X	X	-	X	39. Discrimination, exclusion	X	-	X	-

28. National (federal) and regional government (states)	-	-	-	-	40. Patriotism	-	-	-	-
29. Constitution, law, norm, legality, culture of legality	X	X	X	X	41. Nationalism	-	-	-	-
30. Judicial system, penal system, police	X	-	X	-	42. Latin American identity	-	-	-	X
31. Armed Forces	-	-	-	-	43. Cosmopolitanism	-	-	-	-
32. Political organizations in democratic society: Political parties	X	-	-	X					
33. Elections, electoral system, electoral participation	-	-	-	-					
34. Professional or civil society organizations, social movements; trade unions; NGOs	-	-	-	X					
35. Risks for democracy:	-	-	X	-					

V. Living together and peace	Primary		Secondary		VI. Macro-context	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
44. Illegitimacy of the use of force; conditions of legitimate use of force by the State	X	-	X	-	48. The economy; work	-	X	-	X
45. Living together: Value, objective, characteristics	X	X	X	X	49. Sustainable development; environment	X	-	X	-
46. Peaceful and negotiated settlement of conflicts	X	X	X	X	50. Globalization	-	-	-	-
47. Competencies of living together	X	X	X	X					

Source: Based on official curricular documentation from the country and Cox, Bascopé, Castillo, Miranda and Bonhomme (2015).

Peru

The gaps observed between the citizenship education curriculum and initial teacher education programs in Peru are similar to Colombia, in that they show no major differences between primary school and secondary school teacher education. These gaps are also characterized by the absence in teacher education proposals of an important number of the categories addressed in the school curriculum, as well as the incorporation of citizenship dimensions that are not included in the school curricula.

The main gaps between the curriculum plans are seen in the areas of *Principles, Institutions and Macro-context*. In the first of these areas, curriculum plans for both primary and secondary education only consider four principles -equity, diversity, human rights and democracy-, leaving out all others proposed in the school curriculum. In the area of *Institutions*, the gaps are wider. Initial teacher education completely overlooks all dimensions related to the organization of the State and government, and political instances of democratic participation, represented by the categories associated with the electoral system and political organizations, even though these are incorporated into primary and secondary school curriculum. In this area, the only citizen dimensions undertaken in initial teacher education are related to the constitutional framework, the judicial system and social organizations. *Macro-context* is addressed in initial teacher education programs, but only from the perspective of sustainable development, even though the school curriculum also contemplates categories related to the economy and globalization.

In the other three areas - *Citizens, Identity and Living together* - the two curriculum plans are better aligned, as can be seen in Table 25. In the respective coursework, initial teacher education programs incorporate a large part of the categories addressed in the school curriculum. The only exception is seen in the area of *Identity* for secondary education. The dimensions of discrimination, nationalism and patriotism proposed on a curricular level are not included in the teacher education proposals.

These gaps between initial teacher education and school curricula can be partly explained by the conditions in which citizenship education is developed. Similar to the three prior cases, initial teacher education policies in Peru are also characterized by the heterogeneity of the curriculum plans. Official guidelines are only mandatory for higher teaching institutes, whereas university institutes have full autonomy to define their own teacher professional development proposals. However, in the school curriculum plan, unlike Chile and Colombia, Peru has defined a citizenship and civic education course for secondary school, and in primary school, this is incorporated into the personal and social area. Both subjects have Basic Curricular Designs, which establish the competencies and content to be developed at a national level. To meet these curricular demands, there are several teacher professional development programs offered in Peru that claim to have been structured around these curricular designs. However, there are still gaps observed.

TABLE 25

Comparison of Thematic Content in School Curricula and Initial Teacher Education (ITE) Programs in Peru

I. Civic values and principles	Primary		Secondary		II. Citizens and democratic participation	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
1. Freedom	-	-	X	-	13. Citizens' rights	X	X	X	X
2. Equity	X	X	-	X	14. Responsibilities and obligations of the citizen	X	X	X	X
3. Social Cohesion	-	-	X	-	15. Voting (right, duty, responsibility)	-	-	-	-
4. The Common Good	X	-	X	-	16. Representation—forms of representation	-	-	-	-
5. Human Rights	X	X	X	X	17. Deliberation	-	-	-	-
6. Social Justice	-	-	X	-	18. Negotiation and reaching of agreements	X	-	X	-
7. Solidarity	X	X	X	-	19. Participation and decision-making: the majority and respect of minorities	X	X	X	X
8. Equality	X	-	X	-	20. Critical reflection competencies for an active citizenry	X	-	X	-
9. Diversity	X	X	X	X	21. Participation in school governance and/or collective projects of social action	X	X	X	X
10. Tolerance	-	-	X	-	22. Participation in political activities (debates, demonstrations, protests, parties)	X	X	X	X
11. Pluralism	-	-	-	-	23. Accountability	-	-	-	-
12. Democracy	-	X	X	X					
III. Institutions	Primary		Secondary		IV. Identity, plurality and diversity	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
24. The State	X	-	X	-	36. National identity	X	X	X	-
25. Rule of law	-	-	X	-	37. Group identities (ethnic, regional, occupational, etc.)	X	X	X	X
26. Branches of the democratic State (Executive, Legislative, Justice – Courts)	X	-	X	-	38. Multiculturalism; stereotypes and prejudices of race and gender	X	X	X	X
27. Government – Public Administration; public institutions and services in the community	X	-	X	-	39. Discrimination, exclusion	X	X	X	-

28. National (federal) and regional government (states)	X	-	X	-	40. Patriotism	-	-	X	-
29. Constitution, law, norm, legality, culture of legality	X	X	X	X	41. Nationalism	-	-	X	-
30. Judicial system, penal system, police	-	X	X	X	42. Latin American identity	-	-	X	X
31. Armed Forces	-	-	X	-	43. Cosmopolitanism	-	-	-	-
32. Political organizations in democratic society: Political parties	-	-	X	-					
33. Elections, electoral system, electoral participation	-	-	X	-					
34. Professional or civil society organizations, social movements; trade unions; NGOs	X	X	X	X					
35. Risks for democracy:	X	-	X	-					

V. Living together and peace	Primary		Secondary		VI. Macro-context	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
44. Illegitimacy of the use of force; conditions of legitimate use of force by the State	-	-	X	-	48. The economy; work	X	-	X	-
45. Living together: Value, objective, characteristics	X	X	X	X	49. Sustainable development; environment	X	X	X	X
46. Peaceful and negotiated settlement of conflicts	X	X	X	X	50. Globalization	-	-	X	-
47. Competencies of living together	-	X	X	X					

Source: Based on official curricular documentation from the country and Cox, Bascopé, Castillo, Miranda and Bonhomme (2015).

Curricular alignment: Guatemala and Mexico.

Although most of the case studies used to construct this document register significant gaps between the initial teacher education plans and the school curriculum, it is important to note that there are two cases of countries that have been much more successful in aligning these curriculum plans. In Guatemala and Mexico, in addition to incorporating a large part of the thematic categories present in school curricula into the ITE, initial teacher education programs incorporate citizenship dimensions that are considered important to the formation of future teachers, despite their absence from the school curriculum.

Guatemala

As seen in Table 26, in Guatemala, primary and secondary school curricula are closely aligned thematically with the curriculum plans from teacher professional development institutes. This alignment is higher for secondary education. Although some categories are not addressed in the teacher education proposals, these are specific cases, limited to one or two categories per area. It is also noteworthy to mention the incorporation of citizenship dimensions into the ITE that are absent from the school curriculum plans, especially in the area of citizenship, accommodating categories on social and political participation and voting, which is one of the categories that is notably absent from both the school curriculum and teacher education plans in the other countries.

Notwithstanding, similar to the other countries, primary education in Guatemala shows some gaps, albeit limited to two areas: *Citizens* and *Institutions*. In the area of *Citizens*, the primary education curriculum plan incorporates all categories except voting. However, initial teacher education programs for primary education only consider the categories of citizen rights and responsibilities, development of competencies and participation in school and the community, omitting all categories associated with the political dimension of citizen participation. The area of *Institutions* is where the biggest gaps are seen. The school curriculum addresses a large part of the categories in this area; however, in terms of teacher education programs, there are several missing categories, especially regarding institutional spaces for citizen participation, i.e., electoral system and political and social organizations.

In Guatemala, the alignment between the teacher education proposals and school curriculum is associated with the growing efforts over the past decade and a half to drive sustained educational reform through explicit processes that are created out of the development of agreements that place curriculum plans at the center of the process. In terms of initial teacher education, the structure of the Guatemalan system is mixed. Although there is a centralized primary school teacher education plan, the remaining institutions have full autonomy to define their teacher education program, characterized by heterogeneity. However, all institutions that include citizenship education in their initial teacher education programs claim to have done so by virtue of the requirements established in the National Base Curriculum. This could help explain why, despite the heterogeneous education scenario, the final outcome is significantly aligned.

TABLE 26

Comparison of Learning Opportunities in School Curricula and Initial Teacher Education (ITE) Programs in Guatemala

I. Civic values and principles	Primary		Secondary		II. Citizens and democratic participation	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
1. Freedom	X	X	X	X	13. Citizens' rights	X	X	X	X
2. Equity	X	-	X	X	14. Responsibilities and obligations of the citizen	X	X	X	X
3. Social Cohesion	-	-	-	-	15. Voting (right, duty, responsibility)	-	-	-	X
4. The Common Good	X	X	-	X	16. Representation—forms of representation	X	-	X	X
5. Human Rights	X	X	X	X	17. Deliberation	X	-	X	X
6. Social Justice	X	X	X	X	18. Negotiation and reaching of agreements	X	-	X	-
7. Solidarity	X	-	X	X	19. Participation and decision-making: the majority and respect of minorities	X	-	-	-
8. Equality	X	X	X	X	20. Critical reflection competencies for an active citizenry	X	X	X	X
9. Diversity	X	X	X	X	21. Participation in school governance and/or collective projects of social action	X	X	-	X
10. Tolerance	X	X	X	X	22. Participation in political activities (debates, demonstrations, protests, parties)	X	-	-	X
11. Pluralism	X	X	X	X	23. Accountability	X	-	X	-
12. Democracy	X	X	X	X					
III. Institutions	Primary		Secondary		IV. Identity, plurality and diversity	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
24. The State	X	-	X	X	36. National identity	X	X	-	X
25. Rule of law	-	-	-	X	37. Group identities (ethnic, regional, occupational, etc.)	X	X	X	X
26. Branches of the democratic State (Executive, Legislative, Justice – Courts)	-	-	-	X	38. Multiculturalism; stereotypes and prejudices of race and gender	X	X	X	X
27. Government – Public Administration; public institutions and services in the community	X	X	X	X	39. Discrimination, exclusion	X	X	X	X

28. National (federal) and regional government (states)	-	X	-	X	40. Patriotism	-	-	-	-
29. Constitution, law, norm, legality, culture of legality	X	X	X	X	41. Nationalism	-	X	-	-
30. Judicial system, penal system, police	X	X	-	X	42. Latin American identity	X	X	X	-
31. Armed Forces	-	-	-	-	43. Cosmopolitanism	-	-	-	-
32. Political organizations in democratic society: Political parties	X	-	-	-					
33. Elections, electoral system, electoral participation	X	-	-	-					
34. Professional or civil society organizations, social movements; trade unions; NGOs	X	-	X	-					
35. Risks for democracy:	X	-	X	-					

V. Living together and peace	Primary		Secondary		VI. Macro-context	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
44. Illegitimacy of the use of force; conditions of legitimate use of force by the State	-	-	X	-	48. The economy; work	X	X	X	X
45. Living together: Value, objective, characteristics	X	X	X	X	49. Sustainable development; environment	X	X	X	X
46. Peaceful and negotiated settlement of conflicts	X	X	X	X	50. Globalization	X	-	X	-
47. Competencies of living together	X	X	-	X					

Source: Based on official curricular documentation from the country and Cox, Bascopé, Castillo, Miranda and Bonhomme (2015).

Mexico

The situation in Mexico is unique within the region. The different types and formats of educational degrees work with mandatory federal education plans that are common to all teacher education institutes across the country, whether public or private. For both primary and secondary education, the preparation of future educators should involve the development of capacities to teach civic and ethical education to children during the six years of primary school and two of the three years of secondary school.

There are also elective courses with a focus on local or state requirements (regional subject, multi-grade groups, migrants, second language), and issues of social relevance such as environmental protection, violence prevention, education for peace, human rights, gender equity, inclusion and education for diversity.

Regarding secondary education, alignment between the school curriculum and initial teacher education programs is almost 100%, as can be seen in Table 27. There are only two exceptions. First, in the area of *Citizens*, the teacher education program doesn't incorporate some of the categories proposed in the curriculum, such as voting and deliberation, and incorporates citizenship dimensions related to types of participation, development of competencies and accountability. The second exception is in the *Macro-context* area. Although the school curriculum considers the category of the economy, this dimension is absent in the initial teacher education programs.

There are several gaps in primary education. These can be seen in the areas of *Principles*, *Citizens* and *Institutions*. In the remaining three areas, alignment is almost complete. The area of *Citizens* shows a comparatively higher number of gaps, because the education program in ITE does not consider the categories associated with the political dimension of citizens (voting, representation, deliberation, negotiation and decision-making), despite being present in the school curriculum. It also integrates other dimensions that are not present in this, which are associated with social and political participation, and with accountability. In the area of *Principles*, despite a presence of most of the categories in the school curriculum, the initial teacher education program only addresses some of these. Finally, although the school system's curriculum plan integrates a large part of the categories in this area of *Institutions*, the initial teacher education program lacks some thematic categories, such as those related to the State.

TABLE 27

Comparison of Learning Opportunities in School Curricula and Initial Teacher Education (ITE) Programs in Mexico

I. Civic values and principles	Primary		Secondary		II. Citizens and democratic participation	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
1. Freedom	X	-	X	X	13. Citizens' rights	X	X	X	X
2. Equity	X	X	-	X	14. Responsibilities and obligations of the citizen	X	X	X	X
3. Social Cohesion	-	-	X	X	15. Voting (right, duty, responsibility)	X	-	X	-
4. The Common Good	-	-	X	X	16. Representation—forms of representation	X	-	X	X
5. Human Rights	X	X	X	X	17. Deliberation	X	-	X	-
6. Social Justice	X	X	X	X	18. Negotiation and reaching of agreements	X	-	X	X
7. Solidarity	X	-	-	X	19. Participation and decision-making: the majority and respect of minorities	X	-	X	X
8. Equality	X	-	X	X	20. Critical reflection competencies for an active citizenry	-	X	-	X
9. Diversity	X	X	X	X	21. Participation in school governance and/or collective projects of social action	-	X	-	X
10. Tolerance	X	-	X	X	22. Participation in political activities (debates, demonstrations, protests, parties)	-	X	-	X
11. Pluralism	-	X	-	X	23. Accountability	-	X	X	X
12. Democracy	X	X	X	X					
III. Institutions	Primary		Secondary		IV. Identity, plurality and diversity	Primary		Secondary	
	School	ITE	School	ITE		School	ITE	School	ITE
24. The State	X	-	X	X	36. National identity	X	X	X	X
25. Rule of law	X	-	X	X	37. Group identities (ethnic, regional, occupational, etc.)	X	X	X	X
26. Branches of the democratic State (Executive, Legislative, Justice – Courts)	X	-	X	X	38. Multiculturalism; stereotypes and prejudices of race and gender	X	X	X	X
27. Government – Public Administration; public institutions and services in the community	X	X	X	X	39. Discrimination, exclusion	X	X	X	X

28. National (federal) and regional government (states)	-	-	-	X	40. Patriotism	X	-	-	-
29. Constitution, law, norm, legality, culture of legality	X	X	X	X	41. Nationalism	-	X	X	X
30. Judicial system, penal system, police	-	X	-	X	42. Latin American identity	-	-	-	-
31. Armed Forces	-	-	-	-	43. Cosmopolitanism	-	-	-	X
32. Political organizations in democratic society: Political parties	X	X	X	X					
33. Elections, electoral system, electoral participation	X	X	X	X					
34. Professional or civil society organizations, social movements; trade unions; NGOs	X	X	X	X					
35. Risks for democracy:	-	-	X	X					
V. Living together and peace	Primaria		Secundaria		VI. Macro-context	Primaria		Secundaria	
	Escolar	FID	Escolar	FID		Escolar	FID	Escolar	FID
44. Illegitimacy of the use of force; conditions of legitimate use of force by the State	-	-	-	-	48. The economy; work	X	-	X	-
45. Living together: Value, objective, characteristics	X	X	X	X	49. Sustainable development; environment	X	X	X	X
46. Peaceful and negotiated settlement of conflicts	X	X	X	X	50. Globalization	X	X	X	X
47. Competencies of living together	X	X	X	X					

Source: Based on official curricular documentation from the country and Cox, Bascopé, Castillo, Miranda and Bonhomme (2015).

Conclusion

In closing out this comparative analysis of the school curricula and ITE, and identifying the predominance of gaps between the two, it is important to clarify that the overall regulatory goal should not simply be the full alignment of teacher education with the school curriculum plan. Teacher education should necessarily be conceived as broader than the limits set by the school curriculum. It is not this type of gap 'of breadth' that causes the problem. Rather, it is the gap that implies that important issues in citizenship education contemplated in the school curriculum are not included in initial teacher education, i.e. a gap 'of absence', which leads us to question the relevance of the teacher education curriculum in the countries where this has been identified, such as Argentina, Chile, Colombia and Peru. In these cases, especially on a primary school level, important issues in the school curriculum are overlooked in teacher education.

These 'gaps of absence' are more acute in primary school teacher education than in secondary school teacher education. This implies that the ITE is still operating under the traditional concept of civic education of yesteryear - i.e., of a subject taught at the end of the school sequence, focused on the Constitution and laws- and is not yet responding to the basic change in school curricula in this area, characterized at the beginning of the Chapter as a triple expansion -thematic, quantitative and formative.

Finally, this comparative analysis of educational requirements in such a critical area as citizenship has drawn attention to a serious and immediate challenge that needs to be addressed in teacher education, namely, that it is not preparing -in four of the six countries- its primary school teachers on the fundamental issues that establish the basis for a belief in representative democracy and formal political participation. Approximately half of the thematic contents in the area of *Citizens and democratic participation* are absent from ITE in Argentina, Colombia and Chile, and the entire area of *Institutions* is absent from primary school teacher education in Peru. The long-term implications of this teacher education deficit on the quality of the educational experience in citizenship for the new generation, and on the cultural bases of democratic policy, should be the starting point of a deliberation on the current field of teacher professional development in citizenship education and the steps needed to improve this.

Chapter 6

Balance of Strengths and Weaknesses in Citizenship Education for Future Teachers: Guidelines for Improvement

Initial teacher education is currently one of the dimensions that presents significant challenges for public policy in the field of education. It is central to the promotion of quality educational processes; however, despite this importance, it is a policy area that continues to be one of the weakest links in the educational reform processes (Reimers, 2008; OREALC-UNESCO, 2013; Magendzo and Arias, 2015). In this context, teacher professional development represents a significant challenge for citizenship education and learning opportunities under contemporary conditions in the region.

This closing chapter presents a balance of strengths and weaknesses in citizenship education and the preparation of future educators in this area. This outcome is based on the diagnosis conducted on the opportunities for learning defined in the curricula of teacher professional development institutions, and the relationship between these and the current demands of the school curriculum. This diagnosis, resulting from a review of the programs of representative initial teacher education institutions in each country, as well as the testimony of participants (academics, students in education degree programs, recently graduated professors, and policy makers), identifies areas of contrasts, which establish the challenges for public policy in this area.

Strengths in Citizenship Education in Initial Teacher Education

1. Citizenship education is consistently present in teacher education in all countries studied

As identified in Chapter 3, citizenship education is a mandatory component of ITE curricula for all specialties of primary education in practically all countries studied. Likewise, it is a mandatory component of teacher education in secondary school history and social science. This emphasis in primary education is a sign of a new concept of citizenship and citizenship education, where the responsibility for this task does not only fall to the professor of citizenship education or similar coursework, but rather to the educational experience as a whole, and therefore to all teachers combined.

2. A commitment to democracy and social justice in initial teacher education programs

Although the presence of citizenship education shows significant curricular differences on a regional level, there is a clear common orientation in terms of values: in all cases, educational programs have defined a clear commitment to democracy and the search for social justice in their general objectives. All of the programs' principal educational proposals and values converge into a vision of active, critical, participative and responsible citizens, and a vision of teaching professionals as key actors who promote social transformation to achieve societies that are more equitable, respectful of diversity and human rights, and committed to sustainable development.

3. Assessment of active methodologies for addressing citizenship education

A third strength identified is that, despite the differences in curricular organization, management and depth of citizenship education, all the case studies concur on the need to address this with active methodologies, or, as outlined in Chapter 3, recur to the use of case studies, role playing, field observations, debates and design and implementation of action projects. Although students are critical on this point -these approaches seem to be more on paper than in practice- and testify that their educational experience is focused more on theory than on concrete practical opportunities, the fact that the programs declare among their aims the development of this type of methodology implies a renewed vision in

citizenship education. From this standpoint, initial teacher education programs acknowledge that citizenship education requires the application of these theoretical elements to real-life situations and contextual specificities, revealing the importance of practical experience, not just in teacher education but also in the exercise of citizenship.

Weaknesses in Citizenship Education in Initial Teacher Education

1. A predominantly theoretical approach to education

The review of curriculum plans and descriptions of citizenship education courses, added to the information provided in interviews with teachers and focus groups, leads to the conclusion that the contents of citizenship education in the different countries studied is fundamentally theoretical, i.e., based on the appropriation of concepts on society, politics and values. As indicated, over 80% of the courses considered in the study (339 ITE courses, see Table 11), have this quality. By contrast, spaces for the development of knowledge and pedagogical and didactic skills to communicate this knowledge effectively through teaching, are disproportionately fewer, and in some countries for certain categories, these are practically nonexistent (See Table 11). These observations of the curriculum plan is reinforced by student testimonies. Although students feel that they received citizenship education, this was more focused on educating them as citizens than on providing them with opportunities to acquire competencies as educators of future citizens.

2. Distance between teacher education programs and school curricula

The comparative curricular analysis reveals important gaps between ITE and the school curriculum in four of the six countries studied: key issues in the school curriculum are not addressed in initial teacher education. As seen in the preceding chapter, close to half of the thematic categories on citizenship and participation that are present in the school curriculum are not covered in teacher education programs in the institutions examined in Argentina, Colombia and Chile. Likewise, an entire thematic area - *Institutions*- is absent from the ITE case studies examined for Peru. This is a deficit with major implications.

3. The marginal position occupied by citizenship education in initial teacher education

Although all case studies offer opportunities to further knowledge, skills and civil and citizen attitudes, incorporating a wide array of the thematic areas of citizenship education for democracy, the incorporation of citizenship education into initial teacher education programs is marginal. From a public policy perspective, there is no clear orientation that defines the role that these should hold in educating future teachers. Both academics and students claim that when compared with other educational dimensions and disciplines, coursework related to citizenship education is a graduation requirement, but it does not constitute an area of learning. This can be seen in the poor course offerings with this focus and the minimal time devoted to developing this, which is insufficient to address and interrelate theory and practice. Although this situation is related to specific difficulties of initial teacher education, it is exacerbated by a lack of clarity of the role of citizenship education in the school curriculum.

4. An educational approach focused on civil participation, at the expense of civic participation

A review of curriculum plans and syllabi shows that, as indicated in Chapter 4, the thematic categories most commonly omitted from initial teacher education programs are those related to the political dimensions of citizenship, both in the area of *Citizen participation* and in *Institutions*. On the other hand, they have a prominent feature, thematic content related to living together or interaction with members of the communities to which they belong. This produces an imbalance between the civic (related to the political system, to 'others at a distance') and civil (related to 'others in proximity') dimensions of citizenship education, favoring a civil education. This similarly affects school curricula (Cox, Bascopé, Castillo, et.al., 2014). It clearly contravenes education in formal political participation and a teaching base with effective capacities for shaping future students in a proactive and responsible relationship with fundamental institutes of representative democracy.

5. Limitations of teacher trainers

Finally, one of the weaknesses in citizenship education in initial teacher education lies at the crux of the teacher education process: the preparation of teaching professionals who train teachers. Many academics acknowledge that they lack the necessary preparation to adopt the new focus on citizenship education. Likewise, student testimonies presented in the country case studies concur that their professors do not have the necessary preparation, skills or desire to take on this task, and in fact are the ones primarily responsible for the excessively theoretical nature of the citizenship education received in ITE institutions.

Guidelines for improving citizenship education in initial teacher education programs

The guidelines for improving citizenship education in ITE proposed below are based, firstly, on the reports prepared by experts for the six case studies used as the basis of this work, together with the information gathered on Central America. Secondly, they are based on dialogs developed in the International Workshop held by UNESCO, in Santiago, Chile on April 21 and 22, 2016, with the participation of experts who prepared national reports, specialists in citizenship education, and representatives of teacher professional development institutions.

These guidelines are grouped on two levels: ITE system policies and institutional policies. In the context of the institutional heterogeneity that characterizes ITE in the region, policy guidelines stress the value of clear national guidelines that recur to instruments with real possibilities to positively affect teacher professional development institutes. On an institutional level, policy guidelines propose action criteria for improving ITE curricula, such as development of teacher educators.

1. Policy guidelines for each country's ITE system

The institutional, curricular and resulting heterogeneity of the initial teacher education systems in the region, as well as the reduced effectiveness of national policies intended to make improvements, result in the need to place the definition and implementation of national teacher education standards at the center of the discussion and decision on relevant

policies. These standards should be the result of collaborative processes between the Ministries of Education (or State organisms responsible for initial teacher education), and teacher professional development institutes³⁷. Likewise, citizenship education should be considered in the accreditation process of teacher professional development institutions.

1.1. Generate standards that explicitly define the knowledge, abilities and attitudes for citizenship education, which all future teachers should learn in their ITE before graduation³⁸

In keeping with UNESCO guidelines for improving the quality of initial teacher education programs (UNESCO, 2013), a privileged instrument of public policy in this sphere is the establishment of mandatory guidelines, agreed upon between the main players (Ministries of Education and teacher professional development institutes), to define basic common criteria on how to prepare for citizenship education in teacher education programs. These guidelines constitute a key element for promoting equitable access to learning opportunities that enable a development of competencies required to implement quality citizenship education in schools. For this, guidelines should be incorporated on at least two levels: teacher assessment and accreditation standards, and accreditation systems for teacher professional development institutes.

The general diagnostic resulting from the comparative analysis of citizenship education in ITE, stresses the importance of explicitly defining learning standards for citizenship education, establishing the teacher *knowledge and know-how* required to develop quality citizenship education in her/his teachings. The importance of incorporating citizenship education in these standards lies in the direct impact that it will have on the development of curricular content and objectives in teacher professional development institutions, which in turn will define the learning opportunities available to promote the knowledge, skills and attitudes that teachers must develop in order to be certified. Likewise, this would have an impact on the definition of the evaluation criteria used to determine this certification. In any case, the concern for a rigorous development of standards should not be interpreted as a lack of concern for what is really important, i.e., how to improve the learning experience.

The formulation of standards for teacher education in this area requires an agreement of opinions and wills, with an emphasis on dialog between the responsible government agencies and teacher education institutions.

This cooperation is particularly necessary given the ethical component of this formative area, which places special importance on a joint definition of common and mandatory guidelines for new arrivals. The presence of institutions and actors who are committed to mandatory regulatory guidelines is key to ensuring that the learning opportunities defined on paper become real learning experiences for education students.

37 *This is a core orientation -clear and binding national guidelines for ITE institutions- which obtained the consensus of the participants in the international seminar-workshop held in Santiago, Chile on April 21 and 22, 2016, but not in its 'standards', an instrument questioned by some of the participants.*

38 *This guideline is based on the concept of standards taken from the UNESCO proposal, understood as an unequivocal definition of the required professor knowledge and know-how in order to produce learning opportunities in all of their students; an unequivocal definition of how to measure or collect evidence of the achievement of this knowledge or know-how; and thirdly, an unequivocal definition of the minimum level of performance at which a teacher is considered fit to exercise the profession. (UNESCO, 2013).*

This could lead to establishing a logic of collaboration between the State and teacher education institutions, public policy promotion and financing of improvement projects or performance agreements between the State and institutions that are committed to incorporating the requirements established in the guidelines and accreditation criteria.³⁹.

1.2. Integrate citizenship education into the accreditation systems for teacher education institutions

National policies on ITE and improvements should consider that accreditation mechanisms for institutions and teacher education programs include quality training on citizenship education among their evaluation criteria. The accreditation requirements could determine, for example, the inclusion of citizenship education in the objectives of each specialization, in the exit profiles and in the curricular definition, emphasizing its presence in internships.

2. Guidelines for improvement tasks in institutions

The balance of strengths and weaknesses in the teacher education institutions identifies curricular development as a focal point for improvement. As specified below, three pillars of action for consideration emerge from the comparative analysis conducted: strengthening the presence of citizenship education in curriculum plans; thematic expansion to close gaps with the school curriculum and improve the balance between the civic and civil pillars of CE; and expansion of education to strengthen the didactic dimension of citizenship education.

2.1. Guidelines for strengthening CE in teacher education programs

The increase and complexity of current competency requirements for active, critical and responsible citizenship has transformed the paradigm of citizenship education in schools. As argued in chapter 5, the new paradigm demands that the school experience as a whole, and therefore, the teacher body as a whole, takes responsibility for effectively preparing students in this critical dimension of 'life together.' This has a direct correlation with ITE, in that its study programs must be accountable for this new reality, responding in two development directions: on the one hand, this means expanding and enriching the learning opportunities for teachers in CE, which implies moving from one or a few isolated courses in teacher education, to a whole area of education, whose units (courses, internships) 'create a system.' On the other hand, it means organizing an area that is mandatory for all teaching candidates. This is already the case for almost all countries in primary education, but it would be a significant and demanding innovation in initial teacher education for secondary school.

The proposal, then, is that CE should constitute a cross-cutting area in ITE, which addresses a set of basic objectives and contents for the professional exercise of all teachers, through specialized courses in CE or courses that integrate CE topics (as distinguished in Table 11), which clearly define learning opportunities for developing civic

³⁹ For more on the instrument, 'performance agreements' in higher education, see (Yutronic, Reich, et.al. 2011).

and citizen knowledge, skills and attitudes in each of the specializations of teacher education available for primary and secondary education. This, of course, is notwithstanding the fact that some specializations (such as history or social sciences) will require spaces for further study, due to the specific demands of the different school curricula.

2.2. Reparation of the thematic deficit in teacher education.

The analysis of ITE curricula revealed two major interconnected deficits that must be overcome: first, there are systematic gaps between ITE curricula and each country's school curricula, which must be closed. The gaps are specifically associated with the knowledge and skills base for formal political participation, or the relationship with institutions of representative democracy. This was grouped in terms of the imbalance identified in the ITE curricula in the treatment of civic and civil issues of citizenship education, wherein the programs tend to privilege issues associated with civil participation.

2.3. Teacher education expansion: promote an educational focus that strengthens skills development for teaching citizenship education.

One of the greatest challenges in preparing teachers for citizenship education is overcoming the predominantly theoretical approach in order to promote didactic and practical training of future teachers. As reiterated above, this is perhaps the main crux of the issue that needs to be resolved. Until now, teacher education in the countries studied has addressed citizenship education by seeking to ensure that its students become good citizens; to a far lesser degree, it endeavors to turn them into professionals capable of communicating and inculcating in future students a belief in democracy and the necessary competencies for today's complex citizenship. The process needs to take a fundamental turn towards a more didactic process with practical experience as the focus of teacher education.

This absolutely requires an expansion of didactic training opportunities in citizenship education. This consists of developing citizenship education instances through active methodologies, centered around teacher education and activities that enable an articulation of theory and practice (seminars, research, case studies, design of strategies for teaching, learning, community action projects, etc.) This, in turn, requires assigning the necessary teaching time in the different citizenship education courses in order to carry out a full integration of theory and practice.

In addition, citizenship education should be explicitly incorporated into the practical experiences that students must develop throughout their teacher education process. This requires a definition of competencies that students should develop and demonstrate during their internship experience, which include knowledge, skills and attitudes aimed at the development of a democratic professional ethic. These should include: the construction of democratic atmospheres, in the school and in the classroom; and the design and implementation of pedagogical experiences that assume the cultural, linguistic, socioeconomic, physical, learning and gender diversity among the students, to ensure significant learning opportunities for each and every student.

2.4. Guidelines for the academic development of citizenship education

The changes in curricular and teacher education processes mentioned should be complemented by institutional policies on academic development in the area of citizenship education. The knowledge bases and competencies of teacher educators must be strengthened. The area is also marked with an intrinsic dynamism, which is directly and evidently linked to the development of society and its political system, constantly requiring reinterpretations and redesigns.

This double perspective requires public policies that promote the improvement of the quality of teacher educators, promoting, for example, graduate studies in specialized citizenship education programs, available nationally and internationally, and stimulating the creation and/or expansion of graduate programs in the field.

Related to the previous point, policies and institutions should promote the development of lines of research that expand existing knowledge regarding the challenges and potential in this area, especially in terms of the didactic dimension. The theoretical knowledge that should be included in citizenship education curricula is currently quite well defined. However, on both a school and university level, there are significant voids in terms of the most appropriate methodologies for putting theoretical content into practice, and for transforming learning opportunities into true learning experiences.

Democracy is an ideal, as so eloquently stated by theoretician Giovanni Sartori:

“Democracy is, first and foremost, an ideal. [...] Without an idealist tendency a democracy is not born and, if it is born, it swiftly deteriorates. More than any other political regime, democracy goes against the trend, against the inertial laws that govern human groups. Monocracies, autocracies, dictatorships are easy and just fall on us; democracies are difficult and must be fostered and believed in.”

(Sartori, 1991:118).

The extended school experience that today's educational systems in Latin America are capable of offering to a new generation has the potential to be the privileged locus for learning to believe and live based on the democratic ideal. This potential in practice, however, is in large part dependent on the scope and quality of the teachers who lead this experience. The purpose of this study has been to diagnose and contribute to the future development of what is done and what needs improvement in the countries in the region, in terms of the initial teacher education provided to these key educators of the democratic ideal.

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