Part 2

Taking part in politics: settling conflict, solving problems

Unit 4: Conflict

The fishing conflict

How can we solve the sustainability dilemma?

Unit 5: Rules and law

What rules serve us best?

A decision-making game

Unit 6: Government and politics

The policy cycle model

How does a democratic community solve its problems?

Unit 7: Equality

Majority rule – a fair rule?

How can we settle the majority/minority issue in democracy?

UNIT 4
CONFLICT
Upper secondary level

The fishing conflict
How can we solve
the sustainability dilemma?

4.1 The fishing game (1)

4.2 The fishing game (2)

4.3 How do we catch "as many fish as possible"?

Debriefing and reflection

4.4 How can we achieve sustainability?

Ways to balance goals and overcome conflict

Unit 4
Conflict
The fishing conflict
How can we solve the sustainability dilemma?

Introduction for teachers

1. What this unit is about

This unit focuses on the problem of how to manage common resources. If political decision makers, companies and citizens fail to solve problems of this type, they may lead to serious conflict and even to war.

To illustrate the issue, imagine the following everyday situation: in a cinema, full of visitors, a small person cannot see much because a giant 1.90 metres tall happens to be sitting in front of him. So the small person stands up. But now other visitors have a blocked view, so they stand up too. In the end, everyone in the cinema is standing. No one can see better than before, and what is more, standing is more uncomfortable than sitting. In fact, now the situation is even more unfair than before, as small people can't see anything.

This example has a lot in common with the "big" resource management problems, for example overfishing. Such problems are difficult to solve because they have two dimensions, as the cinema example shows:

1. What rule do the visitors in the cinema need to guarantee everyone a good view?

   (The issue.)

2. In what way can this rule be enforced if someone in the cinema breaks it?

   (The institutional dimension.)

Besides overfishing, examples of "big" resource management problems are global warming, disposal of nuclear waste, and overconsumption of groundwater supplies. Many players with competing interests are involved (the issue dimension). On a global level, there is no super-state that can enforce a rule on a sovereign state (the institutional dimension). But the pressure of problems like global warming and climate change is mounting, and therefore political leaders and citizens around the world must make an effort to find a solution.

The fishing game addresses the problem of overfishing, focusing on the issue of sustainability, the first dimension of the problem. The task would become too complex for the students if it also included the institutional dimension; however, it is possible address the institutional dimension by extending and linking the fishing game to unit 5. See the introduction to unit 5 for further information on this option.

2. The fishing game

The fishing game is the key task in this unit, adopting a task-based learning approach. The students face a problem and must find a solution – under time pressure – as they often must in reality. The students reflect on their experiences in lessons 3 and 4.

In the fishing game, the students face the problem of how to manage a common resource. The fishing game is designed around a scenario that seems to be quite simple. The students form four groups

and act as four crews of fishermen living in villages around a lake. The fish stock in the lake is the fishermen's common resource, and their only source of income. The students will immediately become aware that their common interest is to avoid overfishing their fish stock.

However, there are no rules in place, nor are there any institutions such as a fishermen's community council where the players could communicate and discuss the problem. Nor do the fishermen have any idea how many fish they can catch without damaging the reproduction of the fish stocks. The students have the task to identify all these problems, and to take action.

The teacher manages the game. Before the game starts, the players receive the deliberately ambiguous instruction, "Catch as many fish as you can." The players can read this instruction in two ways:

- "As an individual team, maximise your income." (Short-term profit maximisation.)
- "As a community, make sure that you catch as many fish as you can in the long run." (Long-term sustainability.)

Experience has shown that the students usually adopt the goal of short-term profit maximisation. Some groups catch less, and soon discover that they are not only poorer, but that they cannot save the fish stocks by an unco-ordinated effort. A scenario rapidly unfolds in which the fish stocks are in danger of being exhausted, and a gap between rich and poor villages develops. The players may have strong feelings, as the game first produces winners and losers, before the community as a whole slips into poverty.

The students face a daunting challenge:

- They must make a joint effort to solve the problems.
- They must begin to communicate.
- They must collect information on the reproduction of the fish stocks and devise a scheme for sustainable fishing.
- They will discover that they need an institutional framework to make sure that everyone follows the rules that they have agreed on to save the fish stocks.
- Finally they must agree on a rule on how to distribute the catches fairly.

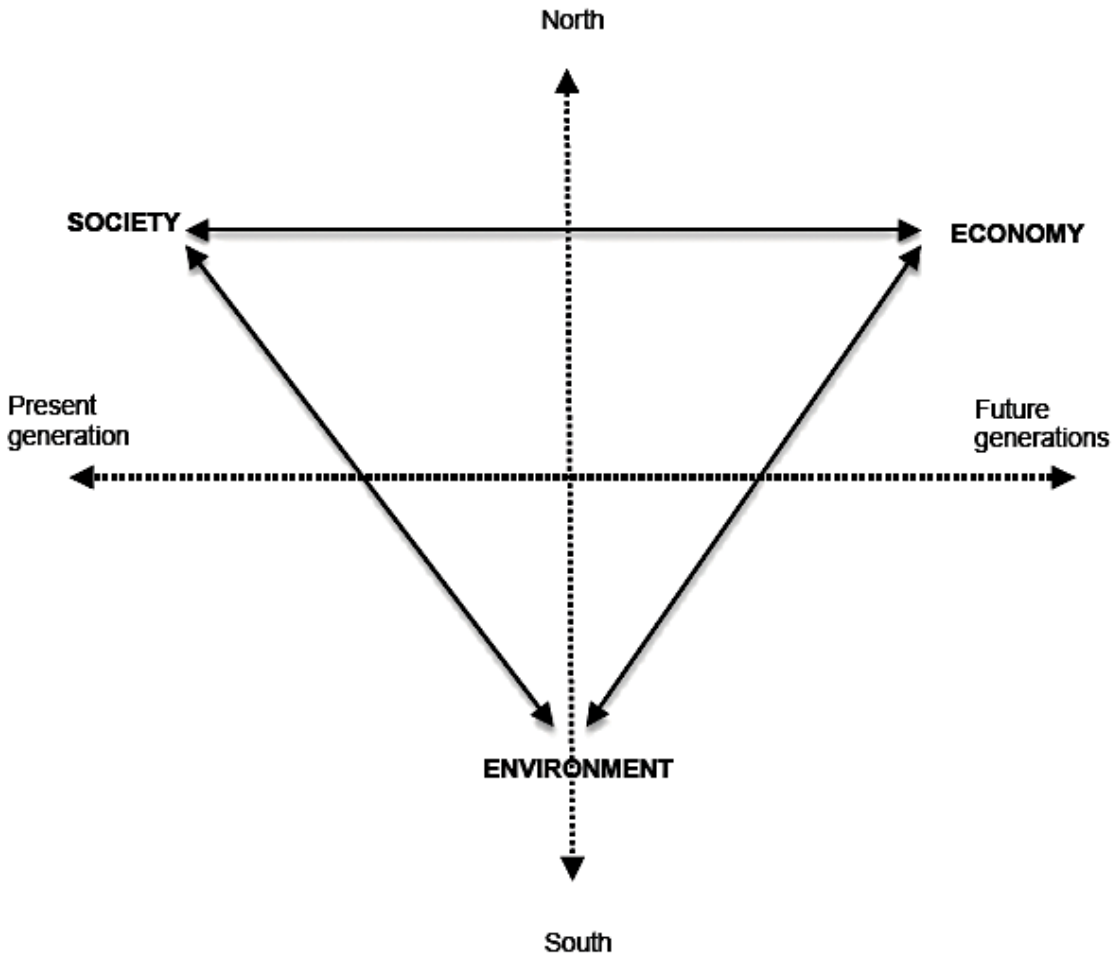
The fishing game, as simple as its design may seem, takes the students to the heart of some of the global issues of the 21st century, and it offers them experience of what politics is about – solving urgent problems that endanger a community, or even mankind.

3. Reflection

The students may succeed in solving some of the problems they are involved in, or they may fail. It is important that in the reflection phase, the students understand that such a failure is nothing to be ashamed of. For one, failure is the more common outcome in reality than success, and second, the fishing game is not a school task, but stands for a complex political problem. No one knows the appropriate solution to a political problem beforehand; we must try to find one.

In the fishing game, the students have discovered a complex set of questions some of which can be linked to the model of sustainability (✍ student handout 4.2):

- What is the optimum level of fishing that is compatible with the reproduction of the fish stocks?
- How can we make sure that this balance of maximum output (goal of economic growth) and protection of the fish stocks (goal of environmental protection) works permanently, today and in future?
- What is a fair distribution of work effort and fishing output among the four villages in the community?



Sustainability model (✍ student handout 4.2)

The model of sustainability includes all three questions. They stand for the three basic goals of economic growth, environmental protection, and distributive justice in society; they are linked to the two dimensions of time (the interests of the present and future generations), and space (the global dimension – north and south).

The model of sustainability describes both the dilemmas that emerge if a player attempts to achieve only one goal, for example profit at the expense of resource protection, and a balance of goals in a successful strategy of sustainability. ✍ Student handout 4.3 guides the students to reflect on the implications of "catching as many fish as possible" from these two perspectives – the goal of temporary profit gains for one player, and from the perspective of a sustainability balance.

Within the game setting, an optimum solution is possible and can be defined in figures; the teacher can supply this solution (✍ student handout 4.4) to support the students if necessary.

This analysis will prompt the students to raise the question of why achieving sustainable development on a larger scale is so difficult, and what the individual citizen can do to support this goal.

Options for extending the unit

1. Linking units 4 and 5

As already mentioned above, the students can explore the question of what institutional framework serves the fishermen's needs best. This can be a framework of rules, and a body of state authority to enforce it, or a mutual agreement between equals. The students can continue the fishing game and apply their institution as a tool, thereby putting it to the test.

2. Research task

It is obvious that the fishing game stands for political issues ranging from those in the local community to those at the global level. As mentioned above, CO_2 emissions, overfishing, nuclear waste disposal, and overconsumption of groundwater supplies are examples of such issues.

A study of one of these, or other issues, is possible both in an extension in class, or as a research project. In this case, the students are given a lesson to report on their findings, and perhaps discuss further steps to be taken.

The key concept of conflict

All of us have experienced conflict, and for most of us it is unpleasant. In pluralist societies the differences between people with different interests and values tend to increase, which increases the potential for conflict.

Political communities face the challenge of finding ways of dealing with conflict. Democracy is a system that attempts to civilise conflict. It delivers a framework in which to act out conflict not though violence, but through the spoken word. The exchange of arguments and a clear articulation of different interests is even useful, as it gives a clear picture of the needs and interests that the different groups in society have and which should be considered when making decisions.

In pluralist societies with a democratic constitution, conflicts are usually settled by compromise. This works best if the conflict is about the distribution of a scarce resource, e.g. income, time, water, etc. Conflicts that focus on ideology – different values, religious beliefs, etc. are more difficult to settle by compromise; here some mode of peaceful co-existence must be found. Conflicts that centre on identity – colour, ethnic origin – cannot be settled, but need to be contained by a "strong state".

Potential for conflict is present wherever and whenever people interact with each other. In EDC/HRE, the students may learn to understand conflict as something "normal" that they need not be afraid of. Indeed they must possess the skills to handle conflict through negotiation and responsibility – the willingness to consider the perspectives and interests of others, and to protect the rights of all to participate in peaceful conflict resolution. This manual can therefore be read as a series of training sets for skills in conflict resolution. Taking part in democracy means taking part in settling conflict.

Competence development: links to other units in this volume

What this table shows

The title of this manual, *Taking part in democracy*, focuses on the competences of the active citizen in democracy. This matrix shows the potential for synergy effects between the units in this manual. The matrix shows what competences are developed in unit 4 (the shaded row in the table). The strongly framed column shows the competences of political decision making and action – strongly framed because of their close links to taking part in democracy. The rows below indicate links to other units in this manual: what competences are developed in these units that support the students in unit 4?

How this matrix can be used

Teachers can use this matrix as a tool for planning their EDC/HRE classes in different ways.

- This matrix helps teachers who have only a few lessons to devote to EDC/HRE: a teacher can select only this unit and omit the others, as he/she knows that some key competences are also developed, to a certain extent, in this unit – for example, taking responsibility, problem analysis, negotiation skills.
- The matrix helps teachers make use of the synergy effects that help the students to be trained in important competences repeatedly, in different contexts that are linked in many ways. In this case the teacher selects and combines several units.

Units	Dimensions of competence development			
	Political analysis and judgment	Methods and skills	Taking part in democracy Political decision making and action	Attitudes and values
4 Conflict	Conflict and dilemma analysis Interdependence Sustainability	Identifying complex problems Negotiating	Compromising Co-ordination of policies	Willingness to compromise Responsibility
2 Responsibility	Dilemma analysis	Considering consequences of choices		Mutual recognition
3 Diversity and pluralism	Conflict potential in pluralist societies	Negotiating		
5 Rules and law	"Rules are tools" to handle conflict	Problem analysis and solution	Designing and applying an institutional framework of rules to resolve conflict	
6 Government and politics	Politics – a process of problem and conflict resolution	Description and analysis of political decision-making processes	Participating in public debates on decision making	

7 Equality	Conflict between majority and minority groups		Designing means balancing group interests	Adopting the perspective of others
8 Liberty	The spoken word – the medium for civilised conflict resolution	Arguing	Strategies of argument	"Voltairian spirit": appreciation of freedom of thought and expression for all

UNIT 4: Conflict – The fishing conflict
How can we solve the sustainability dilemma?

Lesson topic	Competence training/learning objectives	Student tasks	Materials and resources	Method
Lesson 1 The fishing game (1)	Analysing a complex situation, making decisions under time pressure. The students become aware of dilemmas involved in maintaining sustainability.	The students identify problems and develop solutions and strategies.	Materials for teachers 4.1-4.4. Pocket calculator or computer. Slips of paper (width A4), markers.	Task-based learning.
Lesson 2 The fishing game (2)	Negotiating a compromise. Interdependence, conflict of interests.	The students analyse a complex problem. The students (should) co-operate to develop a joint solution.	The same as in lesson 1.	Task-based learning.
Lesson 3 How do we catch "as many fish as possible"?	Analytical thinking: linking experience to an abstract concept or model. Model of sustainability goals.	The students reflect on their experience in the fishing game.	Student handout 4.2. Student handout 4.3 (optional).	Debriefing statements. Plenary discussion. Individual work.
Lesson 4 How can we achieve sustainability?	Analysis and judgment: Reflecting on experience through concept-based analysis. Incentives strongly influence our behaviour. The effect of incentives can be checked by rules (externally) or by responsibility (self-control).	The students apply concepts to their personal experience.	Student handout 4.2.	Presentations. Plenary discussion. Teacher inputs.

Lesson 1
The fishing game (1)

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Analysing a complex situation, making decisions under time pressure.	
Learning objective	The students become aware of dilemmas involved in maintaining sustainability.	
Student tasks	The students identify problems and develop solutions and strategies.	
Materials and resources	Materials for teachers 4.1–4.4: 4.1 Copies of record sheets for groups. 4.2 Reproduction chart of fish population (for teacher). 4.3 Record chart (flipchart, blackboard or transparency). 4.4 Record diagram (flipchart, blackboard or transparency). Pocket calculator or computer. Slips of paper (width A4), markers.	
Method	Task-based learning.	
Time budget	1. Introduction to the fishing game.	10 min
	2. Fishing game (three rounds).	30 min

Information box

If conditions allow, lessons 1 and 2 should be combined. But the game may also be played in two separate rounds.

In the beginning, the students are neither encouraged to communicate with each other, nor does the teacher intervene when they do so – except by insisting on the time frame.

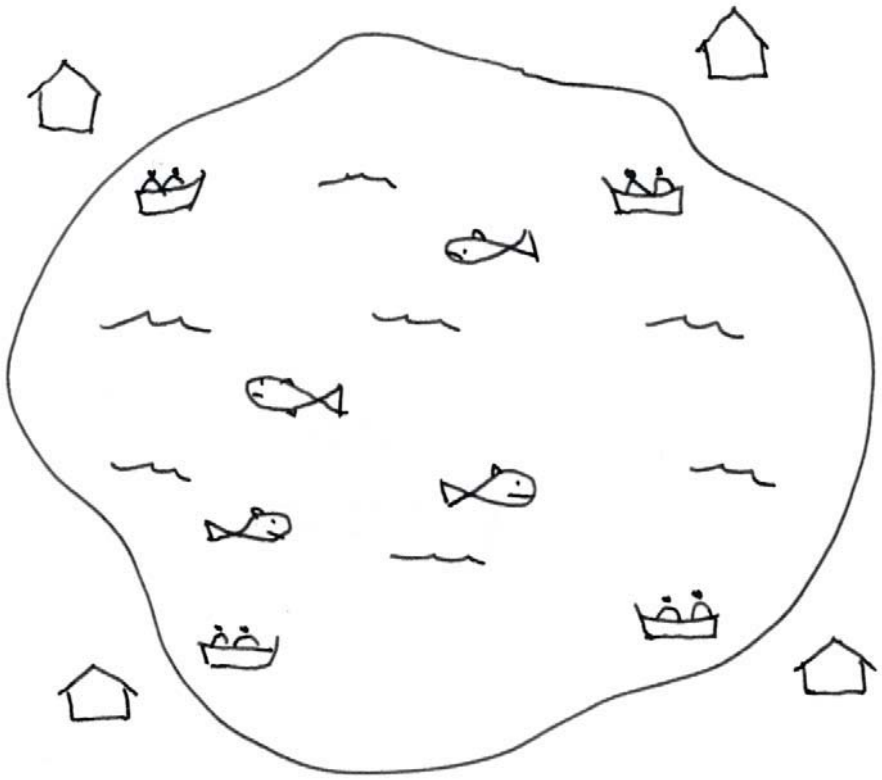
Lesson description

Stage 1: Introduction to the fishing game

The teacher explains to the class that they will play a game that will simulate an important part of real life.

“Imagine that you are members of one of the four village communities living on the shore of the lake. There is plenty of fish in the lake, so you need not worry what to live on. Fishing is the only branch of the economy; you have no other source of income.”

The teacher may illustrate this introduction by a simple drawing on the board or flipchart, showing the lake, some fish, and the four fishing villages, each with a boat setting out from the shore.



“You go fishing throughout the season, but there is a close season in winter and spring to allow the fish population to recover. In these months, you must live on your supplies of dried fish and repair your boats and nets to be ready for the next season.”

The students then receive the instructions on how to play the fishing game.

They form four groups of not more than six students per group. (If there are more than four groups, it is necessary to adapt the chart of results – see materials for teachers 4.3).

Each group acts as a team of fishermen. They are encouraged to give their boat a fancy name, and are given a record sheet to note down their catches.

The game is played in rounds that represent fishing seasons and close seasons during which the fish population recovers.

The teacher uses just one phrase to define the goal of the game, “Try to catch as many fish as possible.” This instruction may be understood in different ways, but the teacher does not give any further hints, and leaves it to the students to decide on their fishing policy. In lesson 3, the students will come back to this starting point.

At the beginning of the season, each group decides on the quota of fish that it wishes to catch. The maximum quota of fish is 15% per boat. As the fishing population at the beginning of the first season amounts to 140 tons, this means that the maximum catch per group is 21 tons. (Again, the limit per group must be adapted if more than four groups are taking part.)

The teacher gives no extra information on what will happen if each of the four groups goes to the limit and their total catch per group amounts to 84 tons. This is already part of the game: the students realise how little they know. They neither know what path their competitors will choose, nor do they know the reproduction rate of the fish population. If they wish, they can find out by themselves.

Stage 2: Fishing game

The first round begins. The groups discuss what quota to choose. After four minutes the teacher asks for the record sheets from the groups. He/she enters their quotas in the record chart, works out the tons caught by each boat and the total quota and catch in this first season (a pocket calculator or computer proves useful here). He/she enters the results in the chart and presents them to the students. The development of the fish stocks and total catches is depicted in a diagram based on materials for teachers 4.4.

By referring to the growth table, he/she also tells the students what the total fish population is at the beginning of the second season.

The students are handed back their record sheets and work out their total catch over the seasons.

Experience has shown that students usually tend to go to the limits at the beginning of the game, so a total catch of 70 tons – half the fish population – is quite likely; it may be even higher. If the fish population has been depleted by half, it will recover to reach a new level of 94 tons. This means that the fish population has dropped by a third within one year. The curves on the diagram point sharply downwards and depict the imminent danger of a total exhaustion of the fish stock.

The students will now become aware of this threat. If they all make full use of the maximum quota of 15%, the fish will be near to extinction in two or three seasons. The groups will discuss whether they should reduce their quotas to prevent total extinction. From this point on, every game develops differently, depending, for example, on age and gender.

The following rounds are played in the same way. During the next three rounds, the groups are not encouraged to communicate, but they may do so if they take the initiative. The teacher, as the manager of the game, gives the students some time, but insists on playing the next round after about 5 minutes; this depicts reality – when the season begins, the fishermen must do their job.

After a few rounds, the teacher may perform a “miracle” if the catches have diminished too fast, by adding some extra tons to the figure given in the growth table.

After the fourth round, the teacher encourages the groups to communicate if they have not yet done so.

Sometimes they will reach a joint decision, and sometimes they won’t. The groups decide whether and to what extent they wish to be bound by common agreements – as in real life.

Lesson 2
The fishing game (2)

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Negotiating a compromise.	
Learning objective	Interdependence, conflict of interests.	
Student tasks	The students analyse a complex problem. The students (should) co-operate to develop a joint solution.	
Materials and resources	The same as in lesson 1.	
Method	Task-based learning.	
Time budget	1. Fishing game (round 4).	7 min
	2. Negotiations.	15 min
	3. Fishing game (rounds 5-7).	20 min

Information box

The students continue with the fishing game, playing a further three or four rounds.

After round 4, the teacher encourages students to talk to each other, if they have not yet done so. The time budget is halted, to give the students an opportunity to exchange their views and suggestions. The teacher decides how long this period is before the students continue.

Lesson description

Stage 1: The students play one round

The teacher presents the results. If the students take the initiative, the teacher lets them go ahead and gives them some time. The teacher announces that the interval between the fishing seasons has been extended by 10 minutes.

Stage 2: Negotiations

The students face a serious problem – overfishing – and they have no institutional framework (rules of communication, system of fishing rules and controls, etc.) to support them unless they create it.

The teacher should not participate in the students' discussions in any way (advisor, commentator, chairperson, coach, etc.), but watches and listens carefully. The learning opportunities in the task-based approach lie in the problems and, as in life outside school, the students must cope alone.

Stage 3: The students play three final rounds

The teacher calls the students to continue the game at its normal pace. Depending on the outcome of the negotiations, the players may change their fishing policy, and the results show some success in averting the collapse of the fish stock.

Lesson 3
How do we catch "as many fish as possible"?
Debriefing and reflection

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Analytical thinking: linking experience to an abstract concept or model.	
Learning objective	Model of sustainability goals.	
Student tasks	The students reflect on their experience in the fishing game.	
Materials and resources	✍ Student handout 4.2. ✍ Student handout 4.3 (optional).	
Method	Debriefing statements. Plenary discussion. Individual work.	
Time budget	1. Debriefing: the students step out of their roles.	15 min
	2. The students explore the ambiguity in the instruction, "Try to catch as many fish as possible".	10 min
	3. The model of sustainability goals.	15 min

Information box

Debriefing: students step out of their roles. Strong feelings may be involved here.

Inductive approach to the model of sustainability goals: students develop goal categories of the sustainability model out of their debriefing statements. Exercise in abstract thinking.

Constructivist learning: students create the context in which they understand and need the sustainability model. Rather than asking the teacher, they ask the questions in reflection time.

Lesson description

Stage 1: Debriefing

The students step out of their roles in the fishing game

The teacher makes notes on the flipchart or blackboard, leaving space for a second column.

The students may be expected to express strong feelings:

- Conflict between winners and losers.
- Rich and poor fishermen.
- Destruction of natural resources.
- Decline of total fishing output (impoverishment of the whole fishing community).
- Difficult negotiations, e.g. lack of responsibility, some partners unwilling to co-operate.
- Difficult to obtain vital information. Guessing added to overfishing.
- No authority to enforce rules.
- No reward for responsible fishing policy – fishing less means poverty, and additional catches for the other fishermen.

Stage 2: Reflection

The students explore the ambiguity in the instruction, "Try to catch as many fish as possible"

The teacher explains that the students have outlined a complicated problem. To overcome such problems, the first step is to understand them. As in medicine, the doctor needs a diagnosis before he/she can decide what kind of therapy to apply.

The teacher reminds the students of the instruction they received before they began the fishing game and writes the phrase on the blackboard or flipchart: "Try to catch as many fish as possible".

The teacher asks the students to recall how they understood this instruction and what their goal was when they defined their fishing quota. They should think about three points:

"Try" – who should try?

"As many as possible" – what is the limit indicated by the word "possible"?

They spend a minute in silence. The teacher then asks for their inputs. The students explain how they understood this instruction, and give their reasons. When a clear picture has emerged, the teacher takes down the key statements on the blackboard (flipchart).

If the students report back that they adopted the perspective of their village, focusing on their interests, if necessary at the expense of others and of the environment, the result would be as in the following table. But perhaps some students include other perspectives, and the result would come closer to the full picture (see second table).

<table>
<tr><td colspan="6">Our goal in the fishing game:
"Try to catch as many fish as possible."</td></tr>
<tr><td colspan="2">Who?</td><td colspan="2">As many as possible?</td><td colspan="2">When?</td></tr>
<tr><td rowspan="2">Our boat</td><td rowspan="2"></td><td colspan="2">Limit set</td><td rowspan="2">Today</td><td rowspan="2"></td></tr>
<tr><td>by quota</td><td></td></tr>
<tr><td>Welfare for us</td><td></td><td>Welfare for us</td><td></td><td>Welfare for us</td><td></td></tr>
</table>

If they have kept to the perspective of increasing their village's welfare, the result will be striking. The students will see that by their narrow focus on "welfare for us *alone*" they have collectively brought about the catastrophe.

This gives rise to the question whether the students can imagine any alternative, more constructive readings of the goal "catch as many fish as you can".

On the other hand, if the students also include other goals, such as protection of fish resources or responsibility for the other villages in the lake community, the contrast between the goal definitions becomes immediately apparent.

The students may also check whether the initial instruction should be changed. However, if they agree to the model assumption that fish in the lake are the only protein resource available, they will accept it.

In the end, by whatever path the discussion has taken, the students should have recognised and acknowledged that "catching as many fish as possible" can be defined in different ways, entailing different consequences.

The teacher sums up the students' inputs and adds them to the board:

<table>
<tr><td colspan="6">Our goal in the fishing game:
"Try to catch as many fish as possible."</td></tr>
<tr><td colspan="2">Who?</td><td colspan="2">As many as possible?</td><td colspan="2">When?</td></tr>
<tr><td rowspan="2">Our boat</td><td rowspan="2">All of us</td><td colspan="2">Limit set</td><td rowspan="2">Today</td><td rowspan="2">In the long run</td></tr>
<tr><td>by quota</td><td>By reproduction rate</td></tr>
<tr><td>Welfare for us</td><td>Welfare for all</td><td>Welfare for us</td><td>Protection of resources</td><td>Welfare for us</td><td>Responsibility (environment, future generations)</td></tr>
<tr><td>Conflict</td><td>Peace</td><td>Conflict</td><td>Peace</td><td>Conflict</td><td>Peace</td></tr>
</table>

This picture may prompt the students to raise new questions.

Clearly, the alternatives are much more sensible than insisting on "welfare for us" at the expense of all, as the outcome will be conflict. But why didn't we, the players, attempt to balance these objectives from the start, and why was it so difficult to agree on these goals in the negotiations?

Stage 3: The model of sustainability goals

Step 3.1: The students link their discussion to the model

The teacher distributes ✍ student handout 4.2 (Model of sustainability goals). The students are given the task of identifying the goal in the model that they have just discussed ("welfare for us" – "welfare for all" – "protection of the environment" – "responsibility for future generations").

The students respond after a brief period of silent study. They will identify the goals in the triangle on the handout, and, depending on their preceding discussion, further goals.

The teacher refers to the explanatory notes (the meaning of the double pointed arrows, dimensions of the goals: sustainability goals, time dimension, global dimension).

Step 3.2: Setting the homework task: the students prepare an input for the following lesson

The teacher sets the students a piece of homework. They are to prepare an input, to be delivered at the beginning of the following lesson. They receive the following instructions as a mini-handout (see 🗐 materials for teachers 4.5).

> 1. Explain why it is difficult to achieve two or more sustainability goals at the same time. Refer to ✍ student handout 4.2 and our discussion in class.
>
> 2. Explain why most players stick to the goal of individual welfare, even when the disastrous consequences have become clear.
>
> If you wish, you can also refer to concrete examples.
>
> Have your statements ready in writing.

The teacher has the option of supplying ✍ student handout 4.3 to support the students if necessary.

Lesson 4
How can we achieve sustainability?
Ways to balance goals and overcome conflict

This matrix sums up the information a teacher needs to plan and deliver the lesson.

Competence training refers directly to EDC/HRE.

The **learning objective** indicates what students know and understand.

The **student task(s)**, together with the **method**, form the core element of the learning process.

The **materials** checklist supports lesson preparation.

The **time budget** gives a rough guideline for the teacher's time management.

Competence training	Analysis and judgment: Reflecting on experience through concept-based analysis.	
Learning objective	Incentives strongly influence our behaviour. The effect of incentives can be checked by rules (externally) or by responsibility (self-control). Concepts: incentive, dilemma.	
Student tasks	The students apply concepts to their personal experience.	
Materials and resources	✍ Student handout 4.2.	
Method	Presentations; plenary discussion; teacher inputs.	
Time budget	1. The students give their inputs.	10 min
	2. The students reflect on the influence of incentives on their behaviour.	15 min
	3. The students discuss two basic approaches to solve the sustainability–profit dilemma.	15 min

Information box

In this lesson, the students apply the concept of incentives to analyse their behaviour in the fishing game. The game setting encouraged the students to focus on the goal of maximising their short-term gains regardless of the consequences for other fishermen or the common fish resource.

In this concluding lesson, the students discuss ways of controlling incentives that have counter-productive effects. This can be done in two ways. First, by political means (authoritative approach); rules and laws allow or forbid certain types of behaviour. Rewards and punishment are means of enforcement. Second, the individuals control their behaviour themselves through taking responsibility. The students discuss which approach they prefer.

The homework task is important in several respects: students reflect on and record the result of the preceding lesson. They take the floor at the beginning of this lesson, and are actively involved from the start. The teacher receives feedback on what the students have learnt and understood. This gives him/her a guideline on how to continue (constructivist learning and student-centred instruction).

Lesson description

Stage 1: The students give their inputs

The teacher links the lesson topic to the key questions

The students are expected to arrive at the lesson with their statements on two key questions. By thinking about these questions, the students have created the conceptual framework for the whole lesson (constructivist learning).

1. Explain why it is difficult to achieve two or more sustainability goals at the same time. Refer to ✍ student handout 4.2 and our discussion in class.

2. Explain why most players stick to the goal of individual welfare, even when the disastrous consequences have become clear.

If you wish, you can also refer to concrete examples.

Have your statements ready in writing.

The teacher announces the topic of the lesson: how can we achieve sustainability? He/she writes it on the blackboard or flipchart, and gives the floor to the students. Each of the two questions is dealt with in turn.

Question 1: Sustainability goals

The students may be expected to have thought about the following problem: while goals of sustainability harmonise with each other, some are mutually exclusive. Protection of the environment, for example, goes together very well with responsibility for future generations and for mankind as a whole (global perspective, one world). These goals are endangered if the present generation strives for increasing welfare today (economy). Society (the goal of fair distribution) and economy (the increase of output and productivity) may harmonise, but in many cases do not.

The fishing game was a worst-case scenario in which everything went wrong. Even the richer fishing villages faced economic decline.

The students may refer to current efforts to harmonise economic growth and protection of the environment: recycling of waste, production of electricity by wind, sun or water generators, or the development of cars driven by electricity.

Question 2: The goal of individual welfare

The students may be expected to have thought about the following problem: in the fishing game, the "winner" seemed to be the village with the biggest catches. Responsibility for the environment did not pay, in a very literal sense.

In each round, the teacher gives the floor to 6 to 10 students. When a clear picture emerges, the students attempt to sum up what they have heard. The result may come near to what has been outlined here, but may also differ. If the students disagree, this should also be stated.

Stage 2: The students reflect on the influence of incentives on their behaviour

In a brief input, the teacher introduces two concepts that help to understand how the students behaved in the fishing game.

In the fishing game, responsibility for the environment and for the well-being of the others did not pay, in a very literal sense, but maximising the catch to increase one's own welfare did. This signal was all too clear. This kind of subtle influence on us, prompting us to behave in a certain way, but not forcing us, is called an *incentive*.

Here, the teacher pauses and asks the students to think about incentives that they experience in their daily lives. We may expect examples like the following:

- We tend to buy the cheaper product if the quality is more or less the same.
- We make an effort in school to achieve good marks.
- Parents promise their children a treat if they do well at school.
- Insurances offer bonuses if their customers do not make a claim.
- You receive a gift if you subscribe to a magazine, or if you succeed in convincing your friend to subscribe.
- Some people do not want to get drunk because they fear their reputation will suffer.

The students, or the teacher, draw a conclusion from such examples.

These examples show very clearly that incentives appeal to our individual interests. Often they plainly and bluntly have to do with money, but also with our wish to be successful, or to be accepted by others. Competitive market economies strongly rely on incentives, and the profit incentive is at the core of free market competition. Therefore it is no surprise if the students respond to an incentive that is very familiar to them.

Stage 3: The students discuss two basic approaches to solving the sustainability–profit dilemma

The teacher adds a second prompt, linked to the concept of dilemma. The incentive to increase our individual gain is strong. From the perspective of sustainability the consequences are disastrous if we all respond to the profit incentive, and we know it. We are in a dilemma. We know we should do something to protect the common resources, but if we try, we will experience failure, and end up poorer than the others. So we return to our profit goal, fearing the worst. This situation, in which we do something seriously wrong no matter which option we choose – and we must choose one – is called a *dilemma*.

The students should first ask questions on comprehension. Once they agree to the thesis that the profit incentive in the initial phase of the fishing game is powerful, they may turn to the question of how to overcome its destructive potential. Their experience during the game is important here. Did the students succeed in controlling or co-ordinating their fishing policies? Even if they failed, what solutions were suggested? What solutions would they suggest looking back?

Broadly speaking, we may expect the students' ideas to fall into two categories. They may not address all the aspects included in this ideal-type description:

- *The authoritative approach*: the fishermen need a set of rules and laws, and a system of control and sanctions to enforce them. The fishermen are controlled by an institution standing above them, and this institution – a government, most probably – would also define the goals of sustainability. The liberty to follow profit incentives would be strictly limited.
- *The contract-based approach*: the fishermen sign a contract on rules or principles of conduct, and perhaps also on sustainability goals. They may also agree on a system of controls and sanctions.

Which of the two options do the students prefer? If little time is left, the teacher asks for a show of hands, and one or two students from each side give their reasons. If time allows, a discussion may follow. The students may point out that the weakness of the hierarchical, authoritative approach is that a remote institution may not have a clear understanding of the goals of sustainability. The local contract-based approach has its strengths in its expertise, but may be inferior in sanctioning breaches of the contract. As the fishermen are partners on equal terms, they can hardly police each other.

Materials for teachers 4.1
Fishing game: record sheet for players

Record sheet		
Boat No.	Name_____	
Season No.	Fishing quota (15% maximum)	Catch (in tons, total amount)
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

Record sheet		
Boat No.	Name_____	
Season No.	Fishing quota (15% maximum)	Catch (in tons, total amount)
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

Materials for teachers (game managers) 4.2
Reproduction chart: recovery of the fish population (in tons of fish)

- At the end of the fishing season 47 tons of fish are left in the lake.
- In the close season, the population of fish recovers. In this example, the fish population amounts to 56 tons at the beginning of the new fishing season.
- The game manager announces this figure to the players, who then decide on their catch in the new season.
- The game manager must not show this reproduction chart to the players.

End of old season	Beginning of new season	End of old season	Beginning of new season	End of old season	Beginning of new season	End of old season	Beginning of new season
tons	tons	tons	tons	tons	tons	tons	tons
0	0	38	43	76	103	114	147
1	0	39	45	77	104	115	147
2	1	40	46	78	106	116	147
3	1	41	47	79	107	117	147
4	2	42	49	80	109	118	147
5	2	43	50	81	110	119	147
6	3	44	52	82	112	120	148
7	4	45	53	83	113	121	148
8	5	46	55	84	115	122	148
9	7	*47	*56	85	116	123	148
10	11	48	58	86	118	124	148
11	12	49	59	87	119	125	149
12	13	50	61	88	121	126	149
13	14	51	62	89	122	127	149
14	15	52	64	90	124	128	149
15	16	53	65	91	126	129	149
16	17	54	67	92	128	130	150
17	18	55	69	93	130	131	150
18	20	56	71	94	132	132	150
19	21	57	73	95	134	133	150
20	22	58	75	96	136	134	150
21	23	59	76	97	138	135	150
22	24	60	78	98	140	136	150
23	25	61	79	99	141	137	150
24	27	62	81	100	142	138	150
25	28	63	82	101	142	139	150
26	29	64	84	102	142	140	150
27	30	65	85	103	143	141	150
28	31	66	87	104	143.	142	150
29	32	67	89	105	144	143	150
30	34	68	91	106	145	144	150
31	35	69	92	107	145	145	145
32	36	70	94	108	145	146	150
33	37	71	95	109	146	147	150
34	38	72	97	110	146	148	150
35	40	73	98	111	146	149	150
36	41	74	100	112	146	150	150
37	42	75	101	113	146		

* indicates the example used here – 47 tons (end of old season) – 56 tons (beginning of new season).
Based on: Wolfgang Ziefle, “Das Fischerspiel”, p. 13.

Materials for teachers 4.3
Fishing game: record chart

Season No.	Population of fish before season (tons)	Boat No. 1		Boat No. 2		Boat No. 3		Boat No. 4		Total quota %	Total catch (tons)	Population of fish after season (tons)
		Quota %	Catch (tons)	Quota %	Catch (tons)	Quota %	Catch (tons)	Quota %	Catch (tons)			
1	140											
2												
3												
4												
5												
6												
7												
8												
9												
10												

Materials for teachers 4.4
Fishing game: diagram of fish stocks and total catches

Tons										
160										
150										
140	x									
130										
120										
110										
100										
90										
80										
70										
60										
50										
40										
30										
20										
10										
0										
Season No.	1	2	3	4	5	6	7	8	9	10

Copy this diagram on to an overhead transparency, the blackboard or a flipchart. Record the development of the fish stocks (beginning of season) and total catches (end of season) by marking the tons of fish stocks and catches, and drawing two lines in different colours.

Materials for teachers 4.5
Homework instructions (mini-handout for students)

The students receive the following instructions for their homework. This page can be copied and cut into mini-handouts. A written instruction is more precise and saves time in class.

✂

1. Explain why it is difficult to achieve two or more sustainability goals at the same time. Refer to ✍ student handout 4.2 and our discussion in class.

2. Explain why most players stick to the goal of individual welfare, even when the disastrous consequences have become clear.

If you wish, you can also refer to concrete examples.

Have your statements ready in writing.

✂

1. Explain why it is difficult to achieve two or more sustainability goals at the same time. Refer to ✍ student handout 4.2 and our discussion in class.

2. Explain why most players stick to the goal of individual welfare, even when the disastrous consequences have become clear.

If you wish, you can also refer to concrete examples.

Have your statements ready in writing.

✂

1. Explain why it is difficult to achieve two or more sustainability goals at the same time. Refer to ✍ student handout 4.2 and our discussion in class.

2. Explain why most players stick to the goal of individual welfare, even when the disastrous consequences have become clear.

If you wish, you can also refer to concrete examples.

Have your statements ready in writing.

✂

1. Explain why it is difficult to achieve two or more sustainability goals at the same time. Refer to ✍ student handout 4.2 and our discussion in class.

2. Explain why most players stick to the goal of individual welfare, even when the disastrous consequences have become clear.

If you wish, you can also refer to concrete examples.

Have your statements ready in writing.

Unit 4.5 Background information for teachers Reading list on the fishing game

Reading list

Garrett Hardin (1968), "The tragedy of the commons", in *Science*, Volume 162 (1968), p. 1244, www.garretthardinsociety.org.

Elinor Ostrom (1990), Governing the commons. *The evolution of institutions for collective action*. Cambridge University Press.

Wolfgang Ziefle (2000), "Fischerspiel und Verfassungsspiel. Die Allmendeklemme und mögliche Auswege", in: Gotthard Breit/Siegfried Schiele (eds.), *Werte in der politischen Bildung*, Wochenschau-Verlag, pp. 396-426, www.lpb-bw.de/publikationen/did_reihe/band22/ziefle.htm.

Wolfgang Ziefle (1995), "Das Fischerspiel", in: Landeszentrale für politische Bildung Baden-Württemberg (ed.), *Politik und Unterricht* (1/1995), pp. 7-35.

UNIT 5
RULES AND LAW
Upper secondary level

What rules serve us best?
A decision-making game

5.1 and 5.2 Why does a community need rules?

Rules are tools to solve problems

The students design an institutional framework

5.3 What rules serve us best?

The students compare and judge their solutions

5.4 The conference

The community members agree on a framework of rules

Unit 5
Rules and law
What rules serve us best?

"Rules are tools" – a constructivist approach to understanding institutions

This slogan sums up the key statement on which this unit focuses. Rules, laws, constitutions, and the Universal Declaration of Human Rights can all be summed up under the concept of institutions. In this manual, institutions are viewed as products – people created these institutions to serve a certain purpose. In this sense, "rules – or generally speaking, institutions – are tools".

Institutions are tools to serve purposes such as the following:

- They solve serious problems in society;
- They neutralise potential sources of conflict, as they produce stability and security;
- They define power relations between groups in society with different interests; they may then protect the weak, or exclusively give means of power to a certain group, or even individuals.

Therefore, to understand institutions we must understand the purpose or interest that their creators had in mind. Institutions are complex systems to solve complex problems. They emerge out of processes of negotiation and conflict, revolution or reform. In democracies, institutional development is a process of collective learning that itself takes place in a framework of procedural rules, as constitutions must be modified carefully and with responsibility.

The students understand institutions through designing an institution

This key insight – the constructivist dimension in institutional development – is reflected in the key task of this unit. The students face a political problem and have the task of inventing a framework of rules to solve it. They become aware of the problems that creators of institutions have to deal with, and can analyse the constitution and laws of their country, as well as human rights, with a keener eye, focusing on the purpose of the institutions rather than isolated bits of rules and regulations.

This version of unit 5 is designed as an extension of unit 4, but it can also be used as a separate four-lesson unit (see below for further details on this option). Both variants set the same task and focus on the same subject matter. The problem that the students deal with is how a community of fishermen should sustainably manage their common resource, the fish stock in a lake (for a model of sustainability goals, see ✍ student handout 4.2). At least these four problems must be solved:

1. How can the fishermen avoid overfishing and destroying their fish stock?
2. How can the fishermen achieve a maximum output?
3. How can the fishermen achieve a fair distribution of their income?
4. How can the fishermen achieve these goals in the long term, today and in the future?

The students know the key to the solution of these problems. ✍ Student handout 4.4 gives the figures for the optimum sustainable fish harvest (42 tons). The fishermen need a framework of rules that controls their behaviour to achieve these goals. The students' task is to design this framework. Broadly speaking, they may choose between the "state" and the "contract" approach. Both have their strengths and their drawbacks (see ✍ student handout 5.2).

Both approaches have worked successfully in some cases, and both have also failed.[14] Whether the students' solution works or not would require putting it to the test, which means playing a few rounds of the fishing game (see unit 4) in an extension to this unit. Units 4 and 5 can therefore be combined to provide a laboratory for institutional design and sustainable resource management – a fascinating project, but time-consuming.

The unit – a model of reality

Like unit 4, this unit is also conceived as a game. The students have come away from unit 4 with an idea of how to solve the problem of overfishing by adopting the goal of sustainability (see ✍ student handout 4.2). They have discussed what type of institutional framework would be appropriate (lesson 4), but have not explored this issue in depth. This version of unit 5 is a continuation of the fishing game, but with a different focus: what rules or laws serve the fishing community best?

Unit 5 simulates the process of drafting and agreeing on an institutional framework for the fishing community. The students therefore step back into their roles as members of the fishing community, but their task is a different one. They design a framework of rules. A model reduces complexity to focus on certain aspects that are important for the problem being studied, and this game is no exception. Here, the players do not have to worry about fishing and securing their livelihood. There is no external power to disrupt their discussions. The game model focuses on the creation of a framework of rules. As in reality, the negotiations may fail – the players may not reach an agreement. In this respect, the success criteria for political negotiations and a process of learning in EDC/HRE differ. The students may learn a lot from their failing to reach an agreement.

The teacher's role – game manager and chair

As game manager, the teacher has (even) less input to give than during the fishing game. He/she acts as time manager, to give structure to the process. Otherwise such a game could not be conducted in EDC/HRE classes. The teacher should not prompt the students to make certain choices. The decision-making process is open-ended – it may fail if the students cannot agree on a draft framework, as different choices are possible. The students' reasons for their choices are as interesting as the result itself.

How to use unit 5 as a separate four-lesson unit

The basic unit design remains the same. The following alterations allow the unit to be used as a four-lesson unit:

- The students act as advisors to the fishing community rather than as citizens. The advisors form teams that draft frameworks of rules, discuss them, and finally agree on what model they want to suggest to the community.
- The first lesson is devoted to studying the problem. The students are given the case story on the fishing conflict (✍ student handout 4.1, and the solution of the sustainability problem – ✍ student handouts 4.2, 4.4). The students therefore need not solve this problem as well, but may focus on the question of by what rules the fishermen can be encouraged, controlled, or even forced, in order to support the goal of sustainable fishing. The students must also deal with the issue of property.

With these modifications in place, the unit can follow the design suggested for the integrated version of unit 5.

14. See Elinor Ostrom, *Governing the Commons. The evolution of institutions for collective action,* Cambridge University Press, 1990.

Competence development: links to other units in this volume

What this table shows

The title of this manual, *Taking part in democracy*, focuses on the competences of the active citizen in democracy. This matrix shows the potential for synergy effects between the units in this manual. The matrix shows what competences are developed in unit 5 (the shaded row in the table). The strongly framed column shows the competences of political decision making and action – strongly framed because of their close links to taking part in democracy. The rows below indicate links to other units in this manual: what competences are developed in these units that support the students in unit 5?

How this matrix can be used

Teachers can use this matrix as a tool for planning their EDC/HRE classes in different ways.

- This matrix helps teachers who have only a few lessons to devote to EDC/HRE: a teacher can select only this unit and omit the others, as he/she knows that some key competences are also developed, to a certain extent, in this unit – for example, analysing a problem, judging the effect of rules, exploring the importance of personal responsibility.
- The matrix helps teachers make use of the synergy effects that help the students to be trained in important competences repeatedly, in different contexts that are linked in many ways. In this case the teacher selects and combines several units.

Units	Dimensions of competence development			Attitudes and values
	Political analysis and judgment	Methods and skills	Political decision making and action	
5 Rules and law	Basic designs of institutional frameworks and orders of property	Team work, time management Comparison Making a choice	Social contract *or* agreeing on an option to suggest	Appreciation of rules and laws in civilising conflict
4 Conflict	Absence of rules gives rise to conflict		Coping with informal settings of conflicting interests	
2 Responsibility	Incentives may strongly influence our behaviour		Handling dilemmas, prioritising	Awareness of the consequences of our decisions
8 Liberty	Exercise of liberty requires a framework of rules to protect the weak	Debating, arguing one's point	Liberty and framing	Mutual recognition
6 Government and politics	Rules and laws are important tools to solve problems and settle conflict		Compromise and trial and error in decision-making processes	

UNIT 5: Rules and law – What rules serve us best? A decision-making game

Lesson topic	Competence training/learning objectives	Student tasks	Materials and resources	Method
Lessons 1 and 2 Why does a community need rules?	Analytical thinking, task planning. Identifying a political problem. A framework of rules is the institutional backbone of a community. Hierarchy and networking – two systems of rules; public and private property.	The students draft a framework of rules for their community. The students prepare their presentations.	✍ Student handouts 5.1, 5.2, 5.4. Flipcharts and markers, overhead transparencies or handouts.	Decision-making game. Project work.
Lesson 3 What rules serve us best?	Analytical thinking: criteria-guided comparison. Judgment: selecting criteria and goals. Attitudes and values: mutual recognition. Efficiency, control of power, rule enforcement, feasibility, fairness.	The students compare and judge their drafts. Homework: the students make their decisions on the draft framework and the draft rules for the conference.	✍ Student handouts 5.3, 5.4. Flipcharts (or alternatives).	Presentations. Discussion.
Lesson 4 The conference	Making a decision. Compromise, framework consensus.	The students attempt to achieve a unanimous decision. The students reflect on their experience.	✍ Student handouts 5.4–5.6.	Voting. Teacher's lecture and discussion.

Lessons 1 and 2
Why does a community need rules?
Rules are tools to solve problems

This matrix sums up the information a teacher needs to plan and deliver the lessons.

Competence training refers directly to EDC/HRE.

The **learning objective** indicates what students know and understand.

The **student task(s)**, together with the **method**, form the core element of the learning process.

The **materials** checklist supports lesson preparation.

The **time budget** gives a rough guideline for the teacher's time management.

Competence training	Project work (co-operation, time management, self-controlled learning, product orientation, solving problems). Analytical thinking, task planning, identifying a political problem.	
Learning objective	Rules and laws are powerful tools to influence and control human behaviour. A society without a framework of rules may be disrupted by uncontrolled conflicts between its members. A framework of rules is the institutional backbone of a community. Basic choices: hierarchy and networking – two systems of rules; public and private property.	
Student tasks	The students draft a framework of rules for their community.	
Materials and resources	✍ Student handouts 5.1, 5.2, 5.4. Flipcharts and markers, overhead transparencies or handouts.	
Method	Decision-making game, project work.	
Time budget (lesson 1)	1. The teacher introduces the task.	20 min
	2. The students form groups and work on their project.	20 min
Time budget (lesson 2)	3. The students work on their project.	40 min

Information box

The game setting follows the principle of task-based learning: the students face a problem and must find a solution. They are informed about the stages of the process and the time frame, and then they work by themselves.

The game requires the students to resume their roles as members of the fishing community and to become players once more, until lesson 4. However, now the students are acting on a different level of reflection, and with a new task. Extreme time pressure, as was the case during the fishing game, is no longer an issue.

Their new task is to design a framework of rules. Such a task has a political dimension: the players must arrive at a decision, as the community cannot survive without a set of rules. The students experience politics as a practical business. To avoid biased solutions, the groups should include members from all fishing villages to take different views and experiences into account.

The teacher's performs in the role of a game manager. The materials managers approach the teacher to collect their working materials. At the beginning of the second lesson, the teacher takes the floor for five minutes.

On this occasion, the teacher distributes the draft rules for the conference in lesson 4. By clarifying the procedure before the conference, the 4th lesson will run smoothly, and enough time will be available for the reflection phase, which is of great importance in task-based learning. If the students have any questions or suggestions to improve the rules, they may raise these points during the second lesson, and decide with the teacher how to handle each point.

Description of lesson 1

1. The teacher introduces the task

The students brainstorm their experience in the fishing game

The teacher gets the students involved immediately by prompting them to recall their experience in the fishing game:

1. Describe the problems that you encountered in the fishing game.

The students may be expected to refer to the goals of sustainability. Depending on what was discussed and on their understanding, they will also talk about the difficulties in balancing these goals, and achieving them over long periods of time. A wide range of answers is possible. The students may respond to each other, while the teacher chairs the input round.

2. Give your opinion on your attempts to solve these problems.

This question includes everything: the goals of the players, their way of communicating, their will and ability to co-operate, the depth of understanding the problem, the final outcome – success or failure. If necessary, the teacher reduces the focus of this broad question.

The students may be expected to address the absence of clear rules. Depending on their decisions, they may have attempted to develop such rules.

The students may also suggest certain approaches: rules require state authority, or work best in small networks with more informal rule setting. They may also have thought about the issue of private or public ownership of the fish stocks. The teacher takes note of such comments, as they may be linked to ✍ student handout 5.2.

The teacher outlines the task.

The initial brainstorming has provided the context for the task. The teacher explains that the fishing community incurred such serious problems because of the absence of a clearly set framework of rules that defined the mode, and perhaps also the goal of interaction.

The students' experience in the fishing game can be generalised:

- No human society exists without conflict.
- No human society will survive without co-operation.
- No community can co-operate or settle its conflicts in a peaceful manner without an institutional framework of rules.
- These rules can be enforced by law, but alternative solutions are possible too.

The students can now explore what rules serve the community best. They return to their roles as members of the fishing community, but now the game is different. They act as inventors of rules. They form groups and draft rules, compare them and judge them, and in a conference, finally vote to adopt a framework of rules for their fishing community.

The schedule for decision making

The students receive ✍ student handout 5.1.

The teacher explains that the game is a model of a political decision-making process – a special one, dealing with the introduction of basic rules, rather than a process taking place in an already established framework.

The game continues until lesson 4, when the students step out of the game and reflect on their experience. ✍ Student handout 5.1 describes the agenda, and gives some information on why this

particular game method is used here. In the game, as in reality, what makes a good framework for the community is a practical question, not an academic one. The students must make a decision.

The teacher distributes ✍ student handout 5.2 as a guide to some key questions worth considering. If the students have addressed any points during the brainstorming that may be linked to the student handout, the teacher makes the students aware of them.

Once the students are ready to start, they form groups.

2. The students work on their project (lessons 1 and 2)

The students form groups of four to six. In turn, the members of each fishing crew enter their names on lists on the blackboard or flipchart, making sure that their crew is represented by at least one member of each group. The teacher explains that this is important to take into account the different experiences and perspectives of all four crews. The teacher records the members of the groups.

The group members first assign basic tasks: 1-2 presenters, 1-2 writers, group manager (chair), materials and time manager, monitor. The groups meet at tables set as wide apart as possible. The materials managers collect the materials for their groups.

The students work in groups during the second half of lesson 1 and during lesson 2.

They are free to plan their work, including homework.

Description of lesson 2

The students share their key choices

At the beginning of lesson 2, the teacher asks each group to report on their basic choices – hierarchy or networking – or a mixed system? Should there be private or public ownership of fish stocks? If two or more groups have made the same choices, the teacher encourages them to share their results at some point during the lesson. Such exchanges can be very helpful in the conference, as similar models can be merged into one.

Groups who wish to continue working on their own should not be disturbed.

Agreeing on procedural rules in advance

Once the teacher has taken the floor at the beginning of the second lesson, he/she distributes ✍ student handout 5.4, and asks the groups to read the drafts and decide whether they are acceptable. At the end of the lesson, the groups will be asked to vote. In case of objections or questions, the students should raise these during the lesson.

The groups prepare their presentations

The materials managers collect the materials for presentation during the lesson.

The teacher does not intervene if a group is running late. He/she may remind the group that it is the students' responsibility to have their presentation ready before the third lesson begins, which allows some final touches to be made at home.

The teacher asks the writers to prepare a final document of their draft – in writing, or printed with a computer – that may be signed by all community members (see the procedural rules in ✍ student handout 5.4).

Lesson 3
What rules serve us best?
The students compare and judge their solutions

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Analytical thinking: criteria-guided comparison. Judgment: selecting criteria and goals. Attitudes and values: mutual recognition.	
Learning objective	Efficiency, control of power, rule enforcement, feasibility, fairness.	
Student tasks	The students compare and judge their drafts. Homework: the students make their decisions on the draft framework and the draft rules for the conference.	
Materials and resources	✍ Student handouts 5.3, 5.4; flipcharts (or alternatives).	
Method	Presentations. Discussion.	
Time budget	1. The students present their solutions.	20 min
	2. The students compare the drafts.	15 min
	3. The students are given two homework tasks.	5 min

Information box

The teacher can roughly anticipate what path the students will take, but no more. The inputs are as new to him/her as to the students. They are dealing with difficult questions that have been answered in different ways, as both history and a comparison of present political systems show. The community members are looking for the solution that serves them best. They agree on the goal, but may have different ideas on how to achieve it.

This lesson is an exercise in democratic political culture.

The teacher should encourage the students to compare and judge the analytical and practical quality of the drafts, and do the same him/herself. The students should realise that preferences for a particular approach in institutional design are often linked to experience and values. These are not open to discussion or reasoning. The students should be encouraged to express them, in a setting of mutual recognition. Whether the community finally adopts their draft is a different question.

Lesson description

1. The students present their solutions

The groups present their drafts in turn. All students use ✍ student handout 5.3 as a tool of comparison.

The order of presentation: groups that share certain basic choices give their presentations following each other, as they can be compared more easily. In this case, two basic alternatives may emerge quickly.

2. The students compare the drafts

✍ Student handout 5.3 gives criteria for comparison. Here are some likely combinations – but the students' creativity may well have produced other results!

A. Basics

	Model 1	Model 2	Model 3	Model 4
Model of governance	State authority	State authority	Networking	Mixed model
Form of property	Public ownership	Private ownership	Public ownership	Private ownership
Tendency	Centralised planned economy or "green dictatorship"	Competitive market (capitalism) + "strong state" (Western model)	Cantonal model, autonomous co-operative	Semi-autonomous co-operative; rules for delivery of surplus fish to co-operative

B. Rules

There is no clear-cut link from certain models to certain rules. Many different combinations are possible. Some of the most important points are raised in ✍ student handout 5.3:

- Has a goal been defined?
- Who has the power to make decisions?
- Have tools been provided for rule enforcement?
- Have safeguards against the abuse of power been included?
- ...

3. The students discuss the drafts

In the discussion, the students apply their criteria to the models. They will probably prefer models that share the basic approach of their own model, so the reasons for these choices will be debated. There are, however, some criteria that all models can be judged by. If the students do not address them, the teacher can do so:

- Goal of sustainability: does the draft framework support the fishermen in achieving the goals of sustainability? (See ✍ student handout 4.1.)
- Feasibility: is the system of rules simple enough to understand and use in practice?
- Fairness: are the rules fair?
- Democracy and human rights: do the rules meet the standards of democracy and human rights?
- Legitimation: a unanimous decision on the framework of rules is highly desirable. Can the community members agree on one set of rules?

4. Homework: the students make their choice

The teacher ends the discussion some minutes before the lesson closes. He/she acts as game or process manager, and explains to the students that in the final lesson, the members of the community will meet in a conference to adopt a framework.

The students have two tasks to prepare for the conference:

Task No. 1: choosing a draft framework

There will be no more time for a detailed discussion. Therefore the students' homework task is to make up their minds. A decision must be taken, therefore they should be willing to compromise. A framework that meets some key criteria is better than the alternative of carrying on without one.

They may give priority to certain basic designs or criteria and find their choice this way.

They should prepare a short statement to appeal to the other community members to adopt their favourite model.

Task No. 2: accepting or modifying the procedural rules for the conference

The teacher explains:

Not only the community itself, but also an important meeting such as the community conference requires a framework of rules. The members must agree on these rules before they start with the conference itself. Without such an agreement beforehand, difficult situations might arise if the members cannot agree how a vote is to be carried out or counted.

✍ Student handout 5.4 contains a draft set of procedural rules. They will be on the agenda first, as they will be applied immediately afterwards. The students should therefore have formed their opinion: do they accept the draft as it stands, or do they want to change it?

Lesson 4
The conference
The community members agree on a framework of rules

This matrix sums up the information a teacher needs to plan and deliver the lesson.

Competence training refers directly to EDC/HRE.

The **learning objective** indicates what students know and understand.

The **student task(s)**, together with the **method**, form the core element of the learning process.

The **materials** checklist supports lesson preparation.

The **time budget** gives a rough guideline for the teacher's time management.

Competence training	Making a decision.	
Learning objective	Compromise, framework consensus.	
Student tasks	The students attempt to achieve a unanimous decision. The students reflect on their experience.	
Materials and resources	✍ Student handouts 5.4–5.6.	
Method	Voting. Teacher's lecture and discussion.	
Time budget	1. The students hold the conference.	20 min
	2. The students reflect on their experience.	20 min

Information box

For the students, a conference on a constitution of state founders, as it were, is an exercise in taking part in democracy. The students perform in the role of constitutional legislators. The conference itself requires a framework of rules that the students must adopt before the conference starts. By giving structure to the procedure, the students can take complete responsibility, including the chairing of the meeting.

Task-based learning always requires reflection. Students can only learn by doing if they think about what they are doing, or what they have done. What is its significance? The refection phase delivers the key insights. The students understand what can be generalised. In this learning sequence, they learn why communities need an institutional framework to survive, and what problems and risks must be observed in giving power to authorities.

For this unit, we suggest a brief lecture by the teacher to bring the richness of insights into focus. The students respond to this input in a discussion round and a feedback questionnaire.

Lesson description

Seating arrangement

In both parts of the lesson – the conference and the reflection – the students are seated in a circle, without desks, or at their desks in a square. The chairperson sits at the teacher's desk with the blackboard or flipchart at hand.

1. The students hold the conference

The students hold the conference as laid out by the rules that they have agreed on. The teacher watches and listens. Unless the students run into very serious problems (arguments over how the rules are to be applied, for example), which is highly unlikely, the teacher need not intervene in any way.

The teacher observes the students acting in their roles. He/she uses the opportunity to adapt the follow-up lecture to the students' experience.

2. The students reflect on their experience

The teacher summarises units 4 and 5 in a lecture

The students receive ✍ student handout 5.5 before the lecture. In this lecture, the teacher reviews what has happened in the two games, the fishing game and the decision-making game. They model an historic process in which a society develops into a community with an institutional framework of rules. Depending on the choice that the conference has made, the society may now have founded a state, complete with a constitution and clearly defined powers of legislation and law enforcement. Or the community members may have chosen a networking approach, perhaps to sidestep the problem of the abuse of power. The teacher adapts the lecture to the results of the game. In addition, the students attempted to overcome the source of permanent conflict in the fishing community by defining a policy of sustainability.

This is essentially a process of modernisation. The games show important parallels to social and historic reality, but also significant differences (see the conclusions).

The students respond to the lecture

Such a lecture gives the students food for thought. They know all the facts from their game perspective. What is new, and important for their reflection, is what can be generalised and applied to other issues and tasks.

The students should be free to ask questions of understanding, and make comments – what they agree and disagree with.

They may raise questions on points that interest them. This opens the door for the teacher and the students to plan further lessons and units together. What can be covered in other units, for example in this manual? What can be linked to curricular requirements? How much time is available? Are the students interested in a research task?

Perhaps the students suggest revisiting the fishing game – to play a few more rounds using the level of reflection and understanding that they have now achieved.

The students give their personal feedback

The teacher distributes ✍ student handout 5.6 to the students. This is a questionnaire that supports the students in reflecting on their process of learning. These statements also deliver important information for the teacher to improve his/her future work. If the students have a portfolio, this questionnaire should be filed there.

If the teacher wishes to read the questionnaires, some students may feel more secure if they may answer anonymously.

UNIT 6
GOVERNMENT AND POLITICS
Upper secondary level

The policy cycle model
How does a democratic community solve its problems?

6.1 "Our most urgent problem is ..."
A discussion on political agenda setting

6.2 Politics – how a democratic community solves its problems
The policy cycle model

6.3 Applying the policy cycle model
Research task

6.4 How can we take part?
The policy cycle as a tool for political participation

6.5 Feedback session (optional)

Unit 6
Government and politics
The policy cycle model

Introduction for teachers

The two dimensions of politics

Politics, according to Max Weber's classic definition, has two dimensions: on the one hand, it is a quest and struggle for power, and on the other hand it is a slow and strong "boring (of) holes through thick planks, both with passion and good judgment."[15] The metaphor stands for the attempt to solve political problems. Such problems need to be dealt with, as they are both urgent and affect society as a whole, and are therefore complex and difficult.

This unit focuses on how this "boring (of) holes through thick planks" takes place, and how citizens who want to take part in democracy can play their part in deciding what problems deserve priority, and how they should best be solved.

The policy cycle model

The students learn how to use a tool to describe and understand political decision-making processes – the model of the policy cycle (see ✍ student handout 6.1). Politics is understood as a process of defining problems, and then debating, choosing and implementing solutions. Public opinion and reactions by those persons and groups whose interests are affected show whether the solutions will serve their purpose and be accepted. If the attempt to solve a problem has succeeded, the policy cycle comes to an end (policy termination); if it fails, the cycle begins anew. In some cases, a solution to one problem creates new problems that now must be dealt with in a new policy cycle.

The policy cycle model emphasises important aspects of political decision making in democratic systems:

- a heuristic (constructivist) concept of political problems and the common good;
- competitive agenda setting; in pluralist societies, political arguments are often linked to interests;
- political decision making as a process of collective learning; the absence of omniscient players (such as leaders or parties with salvation ideologies);
- a strong influence of public opinion and media coverage; the opportunity for citizens and interest groups to intervene and participate.

How the model works – what it shows, and what it omits

The policy cycle is a model – a design that works like a map in geography. It shows a lot, and delivers logic of understanding. Therefore models are frequently used in both education and science, because without models we would understand very little in our complex world.

15. Max Weber, *Politik als Beruf* [Politics as a vocation], Reclam: Stuttgart, 1997, p. 82. (My translation, P.K.)

The manual for students contains materials that are designed as models:

✍ student handouts:

- 1.2 Three options that shape our futures;
- 3.4 How does a democratic political system handle diversity and pluralism?
- 3.5 The concept of the common good;
- 3.6 Map of social cleavages and political parties.

We never mistake a map for the landscape it stands for – a map shows a lot, but only because it omits a lot. A map that showed everything would be too complicated for anyone to understand. The same holds true for models such as the policy cycle. This model should also not be mistaken for reality. It focuses on the process of political decision making – "the slow boring of thick planks" – but pays less attention to the second dimension of politics, the quest and struggle for power and influence.[16]

In democratic systems, the two dimensions of politics are linked: political decision makers wrestle with difficult problems, and they wrestle with each other as political opponents. In the policy cycle model, the stage of agenda setting shows how both these dimensions go together. To establish one's understanding of a political problem on the agenda is a matter of power and influence.

Here is an example. One group claims, "Taxation is too high, as it deters investors," while the second argues, "Taxation is too low, as education and social security is underfunded." There are interests and basic political outlooks behind each definition of the taxation problem, and the solutions implied point in opposite directions: reduce taxation for the higher income groups – or raise it. The first problem definition is neo-liberal, the second is social democrat (see ✍ student handout 3.6).

Citizens should be aware of both. The policy cycle model is a tool that helps citizens to identify and judge political decision makers' efforts to solve society's problems.

The learning potential in using the cycle model

The unit's potential for competence development includes the following:

Competences of analysis and judgment:

- The students are trained to become active users of media information.
- They develop a keener eye for debates on agenda setting, and different stages of political decision making.
- The students appreciate the negotiation of compromises between different interests (heuristic concept of political problems and the common good).

Competences of political participation:

The students are able to identify the phases in a political decision-making process during which they can intervene and exercise influence (stages before and after the decision).

Didactic framework of the unit

The students are introduced to the policy cycle model as a tool, and they apply it in a research project task. In the last lesson they share and reflect on their findings and their work in the project. The first lesson provides an advance organiser that highlights a key element of the policy cycle – the issue of setting the political agenda. The students will understand the model better after having experienced the simulation of an agenda-setting debate in class. The unit allows for a high level of student activity.

16. Compare 🗐 materials for teachers 6.2.

The unit offers the tool to develop the analysis of political decision-making processes, but provides no case study material. This makes it possible, but also necessary, for the teacher and/or the students to select a suitable topic. Criteria for choosing a case study topic include: relevance, comprehensibility, availability of media coverage. A current case will be covered by the initial phases in the policy cycle model, but media coverage is more easily accessible. On the other hand, a case from the past also gives insight into the implementation history and the assessment of the solutions to a problem. The constitutional, legal and institutional framework should also be considered.

An optional feedback session is recommended to evaluate the learning outcome and utilise the learning potential that student feedback offers – both for students and teachers. However, a fifth lesson needs to be set aside for this.

Competence development: links to other units in this volume

What this table shows

The title of this manual, *Taking part in democracy*, focuses on the competences of the active citizen in democracy. This matrix shows the potential for synergy effects between the units in this manual. The matrix shows what competences are developed in unit 6 (the shaded row in the table). The strongly framed column shows the competences of political decision making and action – strongly framed because of their close links to taking part in democracy. The rows below indicate links to other units in this manual: what competences are developed in these units that support the students in unit 6?

How this matrix can be used

Teachers can use this matrix as a tool for planning their EDC/HRE classes in different ways.

- This matrix helps teachers who have only a few lessons to devote to EDC/HRE: a teacher can select only this unit and omit the others, as he/she knows that some key competences are also developed, to a certain extent, in this unit – for example, analysing a problem, judging the effect of rules, exploring the importance of personal responsibility.
- The matrix helps teachers make use of the synergy effects that help the students to be trained in important competences repeatedly, in different contexts that are linked in many ways. In this case the teacher selects and combines several units.

Units	Dimensions of competence development			Attitudes and values
	Political analysis and judgment	Methods and skills	Political decision making and action	
6 Government and politics	Public argument and negotiation: exercise of human rights, essence of democratic decision making	Criteria for selecting information	Strategic approach to intervening in decision-making processes	Appreciation of negotiation and competition of interests
3 Diversity and pluralism	Pluralism Competition of interests Negotiation of the common good Two dimensions of politics	Making brief statements	Negotiating compromises and agreeing on a temporary concept of the common good	Mutual recognition
4 Conflict	Concept of a political problem		Identifying a problem, attempting to find a solution	
5 Rules and law	Importance of a shared appreciation of the institutional framework, including the political culture, in democratic systems		Designing an institutional framework for peaceful decision-making processes	Appreciation of fairness in bargaining for compromises

8 Liberty	Arguing	Speaking in public	Promoting ideas and interests in public	Appreciation of non-violent means of conflict resolution
9 The media	Agenda setting and gatekeeping through the media and media users	Deconstruction of information transformed through media Criteria for selecting information	Adopting the gatekeeping perspective of the media: defining political problems	

UNIT 6: Government and politics – The policy cycle model
How does a democratic community solve its problems?

Lesson topic	Competence training/learning objectives	Student tasks	Materials and resources	Method
Lesson 1 "Our most urgent problem is ..."	Judgment: making a choice, giving reasons. Participation: mutual recognition of personal experience, interests and values. A political problem is an issue, not a fact.	The students carry out a discussion on political agenda setting.	Flipcharts and markers in assorted colours, scotch tape.	"Wall of silence" – group work. Presentations and discussion.
Lesson 2 Politics – how a democratic community solves its problems	Working with a model. Politics serves to solve problems that affect the community.	The students apply the policy cycle model to concrete examples of their choice (research task).	✍ Student handouts 6.1 and 6.2. Flipcharts and markers. Newspapers.	Lecture. Group work.
Lesson 3 Applying the policy cycle model (research task)	Analysis and judgment: Describing and judging a process of political decision making. Understanding the policy cycle model.	The students apply the policy cycle model to a concrete issue.	✍ Student handouts 6.1 and 6.2. Newspapers.	Project work.
Lesson 4 How can we take part?	Methods: giving, and listening to, presentations. Participation: identifying opportunities for political participation. A model serves as a tool to analyse part of a complex whole.	The students brief each other on their results. The students reflect on the product and process of their work.	✍ Student handout 6.2, with students' notes.	Open space presentations. Plenary discussion.

Lesson 5 Feedback session (optional)	Reflecting on one's personal process of learning and competence development. Giving constructive feedback. Reflecting on the class's and teacher's joint responsibility for the success of EDC/HRE classes.	The students reflect on their work (learning outcome and process of learning).	✍ Student handout 6.3 (student feedback). Flipcharts with markers in different colours. One flipchart with a big copy of ✍ student handout 6.3.	Individual work, plenary presentation and discussion.

Lesson 1
"Our most urgent problem is ..."
A discussion on political agenda setting

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Judgment: making a choice, giving reasons. Participation: mutual recognition of personal experience, interests and values.	
Learning objective	A political problem is an issue, not a fact. It is urgent, requiring action. It affects the community. As many different interests, ideologies and values are involved, it is an issue whether a problem should be admitted to the political agenda. In a democracy, the citizens participating in such debates exercise their freedom of thought and expression. The media also strongly influence agenda setting (freedom of the press).	
Student tasks	The students carry out a discussion on political agenda setting.	
Materials and resources	Flipchart and markers in assorted colours, scotch tape.	
Method	The "wall of silence" – group work. Presentations and discussion.	
Time budget	1. The wall of silence.	15 min
	2. Presentations.	10 min
	3. Reflection; introduction to research task.	15 min

Information box

The "wall of silence" is a brainstorming method that supports students who are less extrovert or wish to take some time to think carefully before saying something. Working in silence helps the students to concentrate, and their statements will become more interesting and meaningful. The "wall of silence" is an example of the paradox that a strict framework of rules supports liberty rather than obstructing it. The students act in the role of experts; they cannot give a "wrong" answer to the key question.

The students simulate a public debate on political agenda setting in the classroom. Their experience helps them to understand the policy cycle model better, as the agenda-setting debate is the first phase in the policy cycle model.

They deliver material that they can study more extensively in the research task (lessons 2 and 3). The constructivist approach corresponds to the constructivist method of defining and solving political problems in democracies, as it is modelled by the policy cycle.

Lesson description

1. The "wall of silence"[17]

The students form groups of five. Each group is seated in a semicircle facing a flipchart fixed to the wall. Each group has two or three markers in different colours. They work in silence. Within the time limit of 10 minutes, each student makes a minimum contribution of one statement. He or she completes the sentence:

"In my opinion, our most urgent problem is ..."

The students respond to sentences or words already written down, and they may write as much and as often as they want. The group is given a second sheet of flipchart paper if required. The students may also link statements, using arrows or lines and symbols like question or exclamation marks. Their poster will provide a record of their discussion.

The teacher follows the discussion from a distance. He/she does not intervene or take part in the silent debate, but rather makes sure that the rules – particularly working in silence – are observed by the students.

2. Presentation

After the time limit for writing on the poster has expired, the posters should be visible for all students. The students assemble around the posters in two big semicircles. Taking turns, the groups present their posters to the class. Each student has chosen a sentence he/she has not written and reads it to the class, followed by a brief explanation for this choice. Quite often the students focus on one or two statements. No discussion should take place before all students from all groups have spoken.

The teacher collects the students' statements under general headings in a chart on the blackboard or flipchart, depending on the students' inputs. Here is an example:

Our most urgent problem is ...				
Economy	Security	Environment	Society	...
Fight unemployment More jobs for young people ...	Car accidents ...	Reduce CO_2 emissions ...	Improve schools Support for young women ...	...

The teacher can hand this job over to a student. The presenters and the class participate in choosing new categories and deciding where to put which entry.

3. Reflection

The "wall of silence" simulates political agenda setting. So what has priority in the students' opinion? Can the class agree on a problem that deserves priority? The chart helps the students to answer this question. It shows whether the students emphasise issues under a particular category, and if the entries can be linked (see economy in the example above).

But the students may not be willing to agree on one issue. But must they? This is a question worth thinking about.

17. Source: *Teaching Democracy*, EDC/HRE, Volume VI, Council of Europe Publishing, Strasbourg 2008, Exercise 7.1, p. 62.

On the one hand, they live in a free country. They are free to choose whichever issue they consider important and promote it in public. On the other hand, resources are scarce – this is not only a question of taxpayers' money and funds, but also one of time and energy, and last but not least, public attention. Many people can only cope with a very limited number of issues at a time, and tend to lose interest quickly; some media serve and increase the tendency towards a "one-issue agenda".

The students may also feel that this process of agenda setting is unfair or even "stupid", as the issues they consider really important fail to receive the attention they deserve. Who corrects these "wrong" decisions?

The answer is – the students themselves, if they think something should be done. In a way, they are forming parties that have different goals and values ("ideologies"), which are permanent protagonists in agenda-setting debates (e.g. workers, environmentalists, minority rights activists).

This discussion opens an interesting path to understanding what purpose parties serve. See the suggestion for an extended research task at the end of this chapter.

4. Research task

But once this has been said, the students can follow their own path of interest. The teacher informs the class that they will have the opportunity to study in detail an issue of their choice. To prepare the research task, the students should therefore collect material from print or electronic media on the issue of their choice. They should not only look for agenda-setting debates, but collect all the information they can find on decisions being made or implemented, statistical data, statements by political parties, lobbies, NGOs, etc.

Lesson 2
Politics – how a democratic community solves its problems
The policy cycle model

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Analysis: working with a model.	
Learning objective	Politics serves to solve problems that affect the community.	
Student tasks	The students apply the policy cycle model to concrete examples of their choice.	
Materials and resources	Flipcharts and markers. Newspapers. ✍ Student handouts 6.1 and 6.2.	
Method	Lecture, group work.	
Time budget	1. Lecture and follow-up questions.	15 min
	2. Setting up groups for the research task.	10 min
	3. Research task.	15 min

1. Lecture and follow-up questions

The teacher introduces the policy cycle model to the students. They have an understanding of the initial phase in the cycle, the agenda setting, and are ready for the question of what happens once a problem has attracted public attention.

The teacher gives a brief lecture that fits into this context (linking instruction to constructivist learning). The students will apply the information in an extensive follow-up research task. The teacher distributes ✍ student handouts 6.1 and 6.2 before the lecture begins. Both materials should be displayed on a flipchart or overhead transparency for the teacher to refer to during the presentation.

An abstract model is easier to understand if it is linked to a concrete example. This works best if the teacher picks up an issue that the students have addressed in the lesson before. Alternatively, the teacher can use a case story, even a fictitious one, and prepare this beforehand. For the purpose of demonstration, the introductory lecture is outlined here on the issue of reducing car accidents (see lesson 1, chart of students' statements).

Before going into detail the listeners should have the complete picture in broad terms. The students look at ✍ student handout 6.1. The teacher's explanation includes the following points:

- This diagram is a model of a political decision-making process. It shows the different stages within such a process. The process begins at the top – the *debate* on what is to be considered as "the *problem*". This is the agenda-setting debate we looked at in the previous lesson. Once a problem has made it onto the agenda, the debate on the right solution begins.
- The outcome of this debate is a *decision* – a law, for example, or some kind of action.

- This decision is then *implemented* – it is put into action. Now it takes effect. A new law is applied, for example, or a new hospital is built.
- People will soon form their *opinion*. Do they agree with this decision once they experience its impact? Does it serve their interests, for example?
- Sooner or later, there will be some *reactions*. These can be friendly or critical comments in the media, statements by politicians, or protests.
- These reactions may lead to a *new debate* on what *problems* should be put onto the political agenda. Perhaps some people think the original problem was never solved, and perhaps things have got worse. Or the measures taken have had side effects, leading to new problems. Politics takes place in cycles: some issues must be dealt with permanently, and some solutions need to be improved. So the cycle indicates that politics is a very practical business, following the principle of trial and error.
- But it is also possible that the process *comes to an end* (policy termination). Perhaps the decision worked well and the problem was solved – or a problem does not receive enough attention to warrant further political efforts.

The students may ask questions on points they had difficulty in understanding. The teacher should consider which questions are better dealt with right away, and which can be answered when introducing the example.

In a second step, the teacher gives an example to illustrate the model. There is a considerable amount of repetition, which supports clarity and understanding. The categories are linked to key questions and details. ✍ Student handout 6.2 supports the lecture.

To give an example, a fictitious case story is used. It draws on the example given in lesson 1 – the issue of reducing car accidents (see 🗐 materials for teachers 6.1, which is based on ✍ student handout 6.2).

The students ask further questions if necessary, and the teacher can now pass these questions on to the class. In this way, the teacher finds out whether the class has understood the message of the lecture. The students may be struck by the amount of argument and discussion, and the "egoistic" way in which the protagonists promote their particular interests. The teacher points out that this – arguing for one's interests – is essential in democracy. Only by making one's views heard is there a chance of them being considered in the decisions that are taken. And in some cases, a compromise is found.

2. Setting up groups for the research task

The discussion need not be taken further. There will be time for this in the last lesson. The teacher now decides with the students which issues they want to study. The material that they have collected serves as a guideline – which issues are under discussion? What decisions have been made in the more recent past?

The students form groups of two to four. They should have their presentations ready for the fourth lesson. They should present their results on ✍ student handout 6.2, which will be copied for sharing with the class.

The students need criteria for choosing an issue:

- *Access to information*: in current processes of decision making, the students will find plenty of information in newspapers and on the Internet. On the other hand, as the cycle is incomplete, they will only be able to cover the first phases, e.g. up to the decision or implementation. A pragmatic approach is therefore to look through the last few weeks' newspapers and pick up what hit the political agenda.
- *Personal interest*: the students choose an issue that they consider to be particularly urgent. They may refer to the "wall of silence" in the first lesson. But they should realise that access to information may prove more difficult.

3. Research task

The students spend the rest of lesson 2 and the whole of lesson 3 on their research. They plan their work independently.

Lesson 3
Applying the policy cycle model
Research task

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.	
Competence training	Methods: project work. Political analysis and judgment: describing and judging a process of political decision making. Participation and action: responsibility, exercising liberty.
Learning objective	The students understand the policy cycle model and can apply it to any piece of information on political decision making.
Student tasks	The students apply the policy cyle model to a concrete issue.
Materials and resources	✍ Student handouts 6.1 and 6.2. Newspapers.
Method	Project work.
Time budget	1. Group work. 35 min
	2. Debriefing. 5 min

This lesson is devoted to group work. The students work independently, and they are responsible for their work. They are therefore expected to collect all the information they need.

The teacher may choose to support the groups by supplying some sources of information, e.g. statistics, school textbooks, copies of the constitution, or access to the Internet.

The teacher watches the students at work; their strengths and weaknesses in working without the teacher's guidance – as they will have to after leaving school – indicate their needs in skills training.

The teacher calls the students to attend a short debriefing round in the plenary session. The teacher and students plan the presentations in the following lesson; if a group has not finished, it is the students' responsibility to find a solution to the problem.

First, the group should explain why they feel they are not "finished". Do they have additional information they have not read yet? Or are they dissatisfied with the scarce amount of information that was available?

The most preferable option is to leave the problem as the group's responsibility. This sounds tough, but it resembles reality in adult life. The learning opportunities for the students outweigh the faults in their presentation. A feedback after the four lessons is necessary, and sufficient time must be allowed for this. An alternative solution would be to give the students an additional lesson. This option is more suitable if the majority of the students have not finished their work.

Lesson 4
How can we take part?
The policy cycle as a tool for political participation

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Methods: giving, and listening to, presentations. Participation: identifying opportunities for political participation.	
Learning objective	A model serves as a tool to analyse part of a complex whole. Politics has two sides: the solution of problems and the struggle for power. The policy cycle model focuses on the first aspect.	
Student tasks	The students brief each other on their results. The students reflect on the product and process of their work.	
Materials and resources	✍ Student handout 6.2, with students' notes.	
Method	Open space presentations, plenary discussion.	
Time budget	1. Student presentations.	15 min
	2. Discussion and reflection.	25 min

Lesson description

1. Student presentations

The lesson begins with the students' inputs. The groups sit at tables arranged around the wall, leaving an open space in the middle. Each group appoints two team speakers who take turns in representing their groups. This allows all students to visit the other groups and be given a briefing on their results.

This decentralised arrangement allows many students to become active simultaneously. No student will have a complete picture in the end. This would take considerably longer, and the amount of information would be too large to remember.

The teacher joins the students and listens, rather than asking questions or commenting.

2. Discussion and reflection

The students assemble in the plenary. They are seated in a circle or a U-form so that they face each other.

First the students and the teacher must agree on the agenda. The teacher suggests focusing on the policy cycle model rather than the issues that the students have studied, and the students should agree before the lesson proceeds as is suggested here.

The teacher asks an open question and then gives the floor to the students:

"What worked well when you applied
the policy cycle model to a concrete example and what didn't?"

The students respond as experts, drawing on their experience in the research task. They may report on technical problems, such as obtaining information or lack of time. They may refer to analytical difficulties, for example, deciding which stage a particular event belongs to: agenda setting, debate on decisions, or reaction to the outcome of a decision. They may have some thoughts about the model itself, questioning whether it accurately depicts reality.

It is not necessary to comment on and answer each point raised by the students, but of course the students and teacher are free to do so, and plan their time accordingly.

There are at least three key statements on the policy cycle model that are worth thinking about (see 🗐 materials for teachers 6.2). The teacher should not necessarily deliver the whole set; this is one option among others. A statement may be useful to respond to the students' comments. Otherwise the teacher selects one or more, as a brief input to conclude the discussion.

Lesson 5
Feedback session (optional)

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Reflecting on one's personal process of learning and competence development. Giving constructive feedback. Reflecting on the class's and teacher's joint responsibility for the success of EDC/HRE classes.	
Learning objective	Feedback is an important tool to improve processes of teaching and learning.	
Student tasks	The students reflect on their work (learning outcome and process of learning).	
Materials and resources	✍ Student handout 6.3 (student feedback). Flipcharts with markers in different colours. One flipchart with a big copy of ✍ student handout 6.3.	
Method	Individual work, plenary presentation and discussion.	
Time budget	1. Individual feedback.	7 min
	2. Plenary presentation of feedback results.	13 min
	3. Follow-up discussion.	20 min

Information for the teacher

This unit has been selected as one of two examples in this manual[18] to demonstrate how a feedback session may be used to evaluate a unit. This feedback session is optional, but also strongly recommended.

The students give feedback on their work in the project – now focusing on the process of teaching and learning. What difficulties were there, what went well? Which skills do they possess, and what would they like to develop further?

A feedback session is a useful tool to evaluate the impact of EDC/HRE classes by comparing the students' views with each other's and with the teacher's. Feedback requires time, but the investment brings rewards, as the working atmosphere and efficiency of lesson planning may be expected to improve. The feedback session consists of an information input (steps 1 and 2, and a follow-up discussion (step 3).

18. See ✍ student handout 5.6 (for units 4 and 5).

Lesson description

The following procedure is suggested for students who are not familiar with giving feedback. An alternative procedure for classes and teachers with some feedback experience is given below.

1. Individual feedback

The flipchart copy has been attached to the wall or blackboard where all students can see it well. The teacher explains the purpose of the lesson: the students will not deal with a new topic, but will step aside, so to speak, and view the results and their process of learning. They should answer the questions honestly and fairly on the handouts they will receive. They need not give their names.

In the follow-up discussion, the class and the teacher will look at the feedback information to find out how they can improve the learning outcome in EDC/HRE classes together – by keeping what went well, and changing what did not work so well.

The students each receive a copy of ✍ student handout 6.3. The teacher points out that the students should not look at each other's handouts – this is not a test with a set of expected answers.

Part 1 of the handout consists of eight statements on different aspects of teaching and learning – the policy cycle tool, the methods of teaching and learning, co-operation and interaction with other students and with the teacher. These questions are answered by entering a dot on the dartboard – a dot in the centre (No. 5) means "I fully agree", and a dot in the outer circle (No. 1) means "I fully disagree".

In the second part, the students may enter their personal "highlight" and "flop" – what was the most interesting and important thing – and therefore worth remembering – that they learnt in this unit? And what was particularly uninteresting, unproductive, or boring – and what will they therefore forget quickly?

2. Plenary presentation of feedback results

The students work in silence. A team of two students collects the worksheets and brings them to the flipchart. One student reads out the dartboard results from each handout, and the other enters them on the big copy of the dartboard on the flipchart. A student can work out the exact total score by adding the scores in each sector and dividing them by the number of students taking part.

The personal feedbacks (part 2) are also read out and entered on two big flipcharts to the left and right of the dartboard, each carrying a title that refers to the feedback question – e.g. what I found particularly interesting/uninteresting.

An alternative procedure

This procedure is time-consuming, but will make it easier for those students for whom this is the first feedback exercise. A more direct method can be applied if:

- the students have some feedback experience;
- (more important) they can trust the teacher not to sanction open criticism, e.g. by giving bad marks or personal verbal attacks;
- (still more important) the students can trust each other to respect each other's differing opinions and learning experiences.

Step 1: In turn, the students come to the flipchart and enter their points directly on the poster. They do not fill in ✍ student handout 6.3. Instead, the students receive red and green strips of paper (white paper marked accordingly will do as well), and enter their personal feedback statements. These are then collected and presented by a tandem team of students. Preferably, the students come forward themselves and read out their statements, commenting on them if they wish.

These strips are attached to the flipcharts, and clustered if they repeat a certain point. Subtitles and keywords give structure to the feedback chart.

Basic rule during feedback input: no commenting, no discussions

Whichever approach is adopted, one basic rule applies: no statements are commented on during the input phase. It may disrupt the time schedule if a premature discussion starts, and the principle of equal opportunity for all is ignored. The teacher chairs the input phase and intervenes if students comment, laugh or deride any statement by other students.

3. Follow-up discussion

A feedback session generates its own agenda, so no advice on how to structure content can be given. Here are some starting points to help the class read the main feedback messages.

Dartboard:

- What questions show a dominant cluster of agreement or disagreement? Why?
- What questions show a spread right across from one extreme to the other? Why?

Personal feedbacks:

- Are there any clusters – statements repeatedly made?

The follow-up discussion may address points like the following:

- What are the strengths of our EDC/HRE classes? Should we continue in the way we have done up to now?
- What are the weaknesses of our EDC/HRE classes? What should we change or improve? In what way?

(The following questions can also be included in an extension to ✍ student handout 6.3).

- What is my personal responsibility? What can I personally contribute to our success?
- What would I – as an individual student – like to learn next? What tasks interest me, or help me most?

The students and teacher decide – perhaps even jointly – what results from their feedback session are to be taken further in future lesson planning. One of the most important things that the students – and perhaps also the teacher – should understand is that teacher and students depend on each other to be successful, as professionals and as learners respectively.

Materials for teachers 6.1

Illustration of the policy cycle model – how can we reduce the number of car accidents?

Concepts and key questions	Notes
0. Topic What is the issue?	How can we reduce the number of car accidents?
1. Problem Who sets the agenda? What is the problem? Do all protagonists agree in their definition of the problem?	Minister of the Interior: more accidents. Young drivers – inexperienced, reckless. Males of all ages – too much alcohol. Motorists' club: more cars on the road; taxes not used for improving road network. Environmentalists: CO_2-emissions rising, oil supplies running out and becoming more expensive – support alternatives to car transport.
2. Debate Who is involved? What are the protagonists' interests and values?	Everyone agrees on reducing car accidents. But there are different interests and goals involved in the debate: Minister wants to put pressure on reckless drivers. Motorists want better conditions for car drivers. Environmentalists are worried about global warming.
3. Decision What is the outcome? Have certain interests been given priority – or is it a compromise decision?	The government decides to introduce two bills: Heavier fines for speeding, lower alcohol limits; more traffic controls. Four-lane highways are to be standard within five years.
4. Implementation How is the decision implemented? Who is involved or responsible? Are there problems or conflicts?	More traffic controls, particularly in the evenings and at weekends. Highway extension and improvement scheme is scheduled, first roads under construction.
5. Opinions Which individuals, protagonists, groups, etc. support or criticise the outcome? What are their values, ideologies and interests?	Motorists welcome construction scheme, question controls (more fines – more funds?) Environmentalists deeply disappointed. Demonstrations in the capital. Discussion: found a new green party?
6. Reactions How do they react? (Individually, collectively) What are their means of exercising power and pressure?	Environmentalists hold demonstrations in the capital. Discussion: found a new green party? Truck drivers complain of delays on highways. Minister reports 15% drop in accident figures within 12 months – maintains that success proves his policy right.

7. New problem *or* **Policy termination** Does a new debate begin on setting the political agenda? Is it the same problem or a new one that is under discussion? *Or* has the decision led to a solution that ends the process?	Minister: no new steps need to be taken. Observe development, discuss situation in 12 months. Environmentalists: alarming rise in CO_2 emissions. Complaints by beer brewers: sales drop by 10%. Jobs at stake. Industry demands speeding up of road construction scheme. ...

Materials for teachers 6.2
Key statements on the policy cycle model

1. Politics has two sides: the solution of problems and the struggle for power. The policy cycle as a model focuses on the first aspect – the solution of problems. The aspect of power is included too, in the way agenda setting depends on the pressure a protagonist can produce. But the main concern of the model is to describe the practical side of politics – in the words of Max Weber, "slowly and strongly boring holes through thick planks, both with passion and good judgment." That means that the propaganda efforts in the competition for the voters' support – including personal criticism against political opponents, populism and scandalising – may distort the picture, but are filtered out by this model.

2. This model delivers an interesting view on the concept of the common good. In a democracy, no protagonist knows what is good for everyone – this is the big difference between democracy and dictatorship. Rather, we must find out together, negotiate and bargain, argue and finally compromise. If we are wrong, or the solution was unfair, we will soon know, and have to try again. An open society requires a pragmatic, constructivist approach to answering the question on the common good.

3. Maps, like the policy cycle, are models. They show some aspects of reality clearly, but can do so only by leaving out others. The policy cycle model can serve as a map to answer the question of at what stage we as citizens can intervene and make ourselves heard. If we are not a member of parliament or government, we will not take part in the debate on which decision is to be taken – this is the **output** side of the political system. But the other stages map out the **input** side, and here we can become active. We can comment on a decision, support it or protest against it, and we can certainly participate in debates on political agenda setting. Political problems are not just there, but need to be defined and acknowledged as such (see topic of lesson 4).

UNIT 7
EQUALITY
Upper secondary level

Majority rule – a fair rule? How can we settle the majority/minority issue in democracy?

7.1 The majority always rules – ok?

A model case story

7.2 How can we balance majority and minority interests?

Drafting a statute for a micro-community

7.3 Draft statutes

Comparing ideas in institutional design to solve the majority/minority issue

7.4 What is a good way to govern a democratic community?

What is fair, and what works?

Extension: research task

In what way does the majority/minority issue occur in our country, and how is it settled?

Unit 7
Equality
Majority rule – a fair rule?

Introduction for teachers

In democracy, the majority decides, and the minority must accept this decision. Because decisions in democratic systems are temporary and open for revision, the minority can accept being outvoted. But what happens if the minority becomes a "persistent minority" – if it is permanently outvoted? Critics call this situation the "tyranny by the majority".

The unit focuses on this problem, which is a key issue in democracies. It demands a solution, as social cohesion is endangered if groups in society have the impression that their interests are consistently being ignored.

The students analyse a model case story about a sports club in which two groups, a large one and a small one, argue about how the club budget is to be spent. The problem is less complex than in real society, but the core issue is the same. The students try to solve the problem by designing a statute. Different approaches are possible, and these are also used in designing constitutions – giving minorities rights of autonomy (a federal or cantonal model), and by establishing standards of human dignity and mutual recognition, human rights limit the scope of majority decisions. However, no set of rules will ensure that minorities are treated fairly and that the will of the majority is respected. Democracies depend on a culture of responsibility and mutual respect, that is, on how citizens treat one another of their own free will.

Therefore the tools that the students have developed give them the competence to better understand how the majority/minority issue is addressed in their country. A research task is suggested as an extension and application.

Competence development: links to other units in this volume

What this table shows

The title of this manual, *Taking part in democracy*, focuses on the competences of the active citizen in democracy. This matrix shows the potential for synergy effects between the units in this manual. The matrix shows what competences are developed in unit 7 (the shaded row in the table). The strongly framed column shows the competences of political decision making and action – strongly framed because of their close links to taking part in democracy. The rows below indicate links to other units in this manual: what competences are developed in these units that support the students in unit 7?

How this matrix can be used

Teachers can use this matrix as a tool for planning their EDC/HRE classes in different ways.

- This matrix helps teachers who have only a few lessons to devote to EDC/HRE: a teacher can select only this unit and omit the others, as he/she knows that some key competences are also developed, to a certain extent, in this unit – for example, taking responsibility, problem analysis, negotiation skills.
- The matrix helps teachers make use of the synergy effects that help the students to be trained in important competences repeatedly, in different contexts that are linked in many ways. In this case the teacher selects and combines several units.

Units	Dimensions of competence development			
	Political analysis and judgment	Methods and skills	**Taking part in democracy** **Political decision making and action**	**Attitudes and values**
7 Equality	The key issue of how to balance the rights of majority and minority groups in democracy Human rights protect minorities and individuals Federal and cantonal institutional designs protect minority rights	Analysing and solving a political problem	Presenting and arguing for ideas and solutions Making a decision	Mutual recognition
2 Responsibility				Mutual recognition
1 Identity			Making choices and defining priorities	
4 Conflict	Conflict of interests			

5 Rules and law	Institutional frameworks in democracy support non-violent conflict resolution.		Designing an institutional framework to resolve conflict in society.	Appreciation of peaceful means to resolve conflict.
3 Diversity and pluralism	Pluralist society consists of minority groups with different interests.		Negotiating.	

UNIT 7: Equality – Majority rule – a fair rule? How can we settle the majority/minority issue in democracy?

Lesson topic	Competence training/learning objectives	Student tasks	Materials and resources	Method
Lesson 1 The majority always rules – ok?	Analysing a problem. The problem of the "persistent majority".	The students identify the problem of the "persistent majority" and suggest solutions.	✍ Student handout 7.1 (model case story), markers, flipchart.	Individual work, group work, plenary discussion.
Lesson 2 How can we balance majority and minority interests?	Working in a team, time management; solving a problem. Rules, laws and constitutions are tools to solve problems and deal with sources of conflict in society. This is the justification for government and authority. However, they may also serve certain interests.	The students draft a statute to deal with the majority/ minority issue in a micro-community.	✍ Student handouts 7.1-7.3. Flipcharts and markers.	Group work.
Lesson 3 Draft statutes	Giving brief presentations, comparing and judging ideas and reasoning. Institutional design involves criteria such as feasibility, fairness and stability.	The students explore criteria of institutional design. They give presentations and compare their ideas.	✍ Student handout 7.4 Matrix for the students' presentations (blackboard or flipcharts). Flipcharts. A4 sheets. Markers. Glue stick or tape.	Group presentations, plenary discussion.
Lesson 4 What is a good way to govern a democratic community?	Judgment: balancing criteria. Dialectics between democracy, fairness and efficiency.	The students judge the draft statutes and explain their reasoning.	Blackboard or flipchart.	Presentations, discussion.
Extension: Research task The majority/ minority issue in our country	Working.	Research task: 1. Examples of minorities being overruled. 2. Minority protection in our constitution.	Constitution; additional materials (print media, statistics, Internet).	Individual work, group work. Project presentations.

Lesson 1
The majority always rules?
A model case story

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Analysing a problem.	
Learning objective	The problem of the "persistent majority": the majority decides in a democratic system. The minority is expected to accept both this principle and the decisions produced by majority vote. But what happens when a minority is permanently outvoted?	
Student tasks	The students identify the problem of the "persistent majority" and suggest solutions.	
Materials and resources	✍ Student handout 7.1: model case story (one copy per student), markers, flipchart.	
Method	Individual work, group work, plenary discussion.	
Time budget	1. Introduction: stating the problem.	15 min
	2. Setting the task.	20 min
	3. Group work.	10 min

Information box

This lesson introduces the students to the majority/minority issue. In a fictional case story, the problem is stated in the simplest possible way. A sports club is conceived as a micro-community, consisting of just two groups – one large, one small. The problem to be solved – how to balance the rights of the majority and the minority – is the same as that in society and in the political community.

Lesson description

1. Introduction: stating the problem

The teacher explains that the lesson will begin with a case story. He/she distributes ✍ student handout 7.1, and a student reads the story aloud. At the beginning of a lesson, this mode of presentation brings the class together more than letting the students read in silence.

The teacher asks one question:

"What is the problem?"

He/she asks the students to think about this question for a few moments and write down the answer. This task gives the "slow thinkers" (who are often careful thinkers) or more introvert students a chance to contribute to the discussion.

In the plenary round, the students give their inputs, drawing on their notes. The teacher listens, and encourages the students to explain their ideas accurately ("active listening"). After about 10 students have spoken, the teacher records the key statements that have emerged on the board. It is to be expected that the students refer to the key principle of democracy, which seems to work to the advantage of the larger group, while the smaller group can refer to the principle of non-discrimination (equality). The teacher links the students' ideas to these categories, which then give structure and clarity to the discussion:

A small community: the sports club	
The problem	**Suggested solutions**
Violation of equal rights Feeling of discrimination (violation of equal rights) Permanent winners and losers ("persistent majority")	Minority interests must also be respected (compromise) Chess players leave the club (scenario of failure)
Democracy questioned Majority decides – losers disagree	Change definition of majority

The students should be aware that this kind of conflict requires some kind of settlement. The exodus of the chess players would harm the interests of everyone. For example, each club would have to cope with additional expenses. So it is worth the effort to find a solution that meets both the principles of democracy and equality.

2. Setting the task

a. The problem

The students will probably have realised that the case story is a model that shows the problems of society, and the majority/minority issue therefore has a political dimension. By studying a model instead of reality, the problem becomes clearer and the task somewhat easier. The results of this model case study can then be applied – compared – to reality. The teacher points out this link between the case story and reality, as this explains the purpose of the task.

Two principles must be observed: **fairness and democracy.**

On the one hand, the majority/minority issue needs to be solved fairly – the minority will not accept being permanently outvoted and seeing its interests and needs ignored. On the other hand, democracy means that the majority rightly insists on taking the decision into its hands. So the students must draft a statute that brings these two principles together.

The teacher distributes ✍ student handouts 7.2 and 7.3 to the students and gives them time to read handout 7.2 in silence. In a brief plenary round the students link the basic approaches outlined in ✍ student handout 7.2 to their ideas on the blackboard.

b. The expected solution

The students need to know what they are to deliver. In small groups, the students will work out a draft statute that provides rules to overcome the scenario of a "persistent minority" that is permanently being outvoted. They can include rules on decision making and perhaps also rules on distributing funds. The students should be aware of the fact that the sports club is a micro-community and their statute resembles the constitution of the state. Teacher and students refer to ✍ student handout 7.3 to clarify further questions on the task if necessary.

c. The procedure

Finally the teacher explains the technical aspects of the task. The students form groups. Their resource managers are called to collect the markers and flipcharts, and the teacher briefs the time managers to take care that the groups are ready by the end of the second lesson.

The teacher has copied the list of key questions on ✍ student handout 7.3 onto a flipchart (see lesson 3 below). He/she explains to the students that these key questions will be the checklist against which to judge and compare the students' ideas.

3. Group work

The students form groups of four to six. They use the remaining time in the first lesson and continue with the second lesson.

The teacher can ask the team managers to meet him/her at the end of the lesson for a briefing on the groups' progress.

Lesson 2
How can we balance majority and minority interests?
Drafting a statute for a micro-community

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.	
Competence training	Working in a team, time management. Solving a problem.
Learning objective	Rules, laws and constitutions are tools to solve problems and deal with sources of conflict in society. This is the justification for government and authority. However, they may also serve certain interests.
Student tasks	The students draft a statute to deal with the majority/minority issue in a micro-community.
Materials and resources	Flipcharts and markers. ✍ Student handouts 7.1–7.3.
Method	Group work.
Time budget	40 min

Lesson description

The students continue their work in groups.

The teacher watches them at work, observing which methods and skills they perform well and where they need training and further help. The teacher can ask for, and give feedback on how the students co-operated in the debriefing session (lesson 4). The groups should work alone as much as possible, and the teacher should certainly not intervene if the students are "making mistakes". They will learn more if given the liberty and responsibility to discover their mistakes themselves, and if necessary, the class will correct most of the mistakes in the plenary round.

The teacher should also refrain from intervening if a group finds "politically incorrect" solutions, such as handing over all powers of decision to one person ("dictatorial solution"). Here again, this gives interesting inputs for discussion. Quite often the students will challenge a piece of unsound or inacceptable reasoning. The teacher assesses the students' achievements in competence development and draws conclusions on their learning needs.

Lesson 3
Draft statutes
Comparing ideas in institutional design to solve the majority/minority issue

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Giving brief presentations, comparing and judging ideas and reasoning.	
Learning objective	Institutional design involves criteria such as feasibility, fairness and stability.	
Student tasks	The students explore criteria of institutional design. They give presentations and compare their ideas.	
Materials and resources	✍ Student handout 7.4 Matrix for the students' presentations (blackboard or flipcharts). Five A4 sheets with markers per group; glue stick or tape.	
Method	Group presentations, plenary discussion.	
Time budget	1. Presentations: draft statutes for the sports club.	30 min
	2. Comparison of the draft statutes.	10 min

Information box

This lesson devotes most of the speaking time to the students. The groups are given the opportunity to express their views (participation), provided their presentations are ready, and the speakers must observe the time limit (efficiency). Participation depends on efficiency. Working efficiently is a prerequisite for taking part in democracy. For this reason, training methodical skills is important in EDC/HRE.

Lesson description

1. Student presentations

The teacher outlines the agenda: the group speakers give their presentations, referring to the key questions in ✍ student handout 7.3. These questions reappear in the matrix. They refer to criteria of institutional design – feasibility, fairness, stability.

The teacher draws the matrix on three flipcharts or the blackboard. To reduce writing time, the teacher attaches A4 size sheets of paper to the matrix showing the key questions. This is also a demonstration of the method of presentation that the students are to use.

Key questions	Group 1	Group 2	Group 3	Group 4	Comparison
Distribution of funds: how?					
Who decides on distribution?					
Autonomy for groups?					
Non-discrimination?					
...					

Each group has up to six minutes for its presentation. The groups present their results in turn. The teacher chairs this presentation session. The students should not begin a discussion before having heard all presentations. However, the presenters should explain the reasons for their group's suggestions.

The teacher encourages the presenters to face the class, and not to establish eye contact with the teacher alone.

A second team member is responsible for recording the information. This student makes brief notes in the sections provided on the blackboard or, preferably, the flipchart (an overhead transparency can also be used). The students take notes in their ✍ student handouts. This record provides the material for the discussion in the following lesson.

The teacher encourages the presenters to explain the reasons for their group's suggestions.

2. Comparing the draft statutes

The students compare the models before judging them. While the group presentations were structured vertically in columns, answering the key questions in succession, the students now switch their perspective and read the matrix across the rows horizontally, comparing the groups' responses to one particular key question. In the last column, the teacher, who chairs this lesson phase, notes the students' findings.

The students keep their own record on ✍ student handout 7.4.

3. Homework – preparing inputs for the discussion

The teacher explains that the students are to begin the next lesson with their inputs. Which of the draft statutes is most convincing in their opinion – and for what reasons?

✍ Student handout 7.4 offers key questions for judging the statute, and also gives the students instructions on how to use these questions, and explains their purpose in EDC/HRE.

Lesson 4
What is a good way to govern a democratic community?
What is fair, and what works?

This matrix sums up the information a teacher needs to plan and deliver the lesson. **Competence training** refers directly to EDC/HRE. The **learning objective** indicates what students know and understand. The **student task(s)**, together with the **method**, form the core element of the learning process. The **materials** checklist supports lesson preparation. The **time budget** gives a rough guideline for the teacher's time management.		
Competence training	Judgment: balancing criteria.	
Learning objective	Dialectics between democracy, fairness and efficiency.	
Student tasks	The students judge the draft statutes and explain their reasoning.	
Materials and resources	Blackboard or flipchart.	
Method	Presentations, discussion.	
Time budget	1. The students share and present their results.	20 min
	2. Discussion.	10 min
	3. Conclusion.	10 min

Information box

The students share their results and work out a statement shared by all ("snowball system"). This approach involves all the students, rather than listening to a few individual students and ignoring the majority.

Lesson description

1. The students share and present their results

The teacher first asks the students to vote for a certain statute (or for none) by a show of hands. Then the students with the same opinions form groups of four or five. They share their results and work out a statement. Then the groups deliver a brief statement on the reasons for their choice (see ✍ student handout 7.4).

2. Discussion

Once the students have voted for different statutes, they hold different views on how the group's models are to be judged. In the discussion, they critically question each other's choices.

The teacher chairs the discussion. At the end of the discussion, the students vote once more. Has any group succeeded in convincing the other? Do the majority of students vote for one particular statute?

3. Conclusion

The teacher announces the purpose of the concluding phase: the students now look at their thinking process and its result from a different perspective in order to appreciate its relevance.

The teacher asks one question: in what way does this case study on a small sports club resemble politics?

The students share their thoughts with each other and with the teacher. The teacher listens, and points out which ideas support or contradict each other.

The teacher sums up the discussion, adding the following point.

In politics, discussions on such complex matters are not academic, but practical. A community must make a choice – it needs a statute as a constitutional framework. So after having considered different options and alternatives with their strengths and drawbacks, a decision must be made – ideally by unanimous vote, or as large a majority as possible. In politics, a discussion on such an issue corresponds to the process of legislation or even deciding on a constitution.

Extension: research task

In this unit, the students have acquired a model to analyse an important element of their constitution and legislative system, answering both the question on how it has been constructed and how it works in reality. They carry out research on the following questions:

1. What are examples of the majority/minority issue in our society?
2. Case study: in what way does our constitution and system of laws settle this particular issue?
3. What is our judgment on the solution?