



Strasbourg, 24 November 2015

DGII/EDU/CIT (2015) 25

Assessment of progress in the area of citizenship and human rights education

Expert Meeting

Strasbourg, France, 15-16 October 2015

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Executive Summary

There is considerable political momentum building across international organisations and member states for enhancing the strengthening of education for democratic citizenship and human rights (EDC/HRE). Systematic and effective evaluation and assessment can be powerful support mechanisms for such development.

The Council of Europe called an expert meeting in order to map the existing sources of data on citizenship and human rights education, to reflect on the usefulness of the evaluation exercise, to explore innovative and effective practice in this area and to make proposals for improved ways of assessment. This meeting was organised in view of the preparation of the 2nd review cycle of the implementation of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (Recommendation CM/Rec(2010)7).

Measuring citizenship and human rights education in Europe using existing national data

- National case studies are useful for sharing ideas for good practice and informing international studies in the development of new items and constructs for measurement;
- Case studies, however, were considered limited in providing systematic assessment of effectiveness and rarely identified the level of representativeness of the cases given;
- The need for systematic and comparable quantitative surveys was highlighted;
- At the same time, it is important to ensure that such surveys are complemented by qualitative analysis, and participatory evaluation processes involving the key actors / partners involved.

Measuring citizenship and human rights education in Europe using existing international and comparative data

- The ICCS data (2009 and 2016) could be particularly useful as the Charter was adopted in May 2010 so the 2009 data provides a baseline measurement from which to compare countries across time;
- ICCS data also allows for measurement of attitudes and values of young people on issues like gender equality and attitudes towards migrants;
 - There are currently large gaps in country coverage in the 2016 study – although countries could compensate by participating in future rounds;
 - There were gaps in topic coverage e.g. absence of information regarding non-formal education.
- Similar comparisons across time could be performed for adults using the **European Social Survey** data. This has the added value of greater country coverage.
- Eurydice studies on Citizenship (2012 and 2017) could be used to identify up-to-date national policy reforms;
- In the future OECD surveys could also be analysed (OECD PISA module on Global Competence, 2018 or the CERI, comparative longitudinal studies -beginning in 2020) as well as analysis of new rounds of the IEA ICCS study;
- For evaluating further rounds of the Charter promoting the participation of countries within international studies is crucial;

- The current political interest in EDC/HRE creates opportunities for significant progress to be made in improving the quality and country coverage of existing and new surveys and measurement.

The use of government level questionnaires for reviewing citizenship and human rights education in accordance with the aims and principles of the Charter

- The questionnaire needs to be as precise as possible in order to be able to collect comparable information – this will ensure basic quality of the report;
- Other actors, such as NGOs and researchers, should be involved in responding to the questionnaires, and not only governments;
- Examples of good practice in responding to questionnaire should be provided within the guidelines sent out with the questionnaire.

The meeting concluded that the Council of Europe could usefully add to this area by

- Mapping the terminology, definitions and conceptual frameworks from international organisations and survey providers to locate EDC/HRE within the field;
- Promote Member states (MS) participation in international comparative surveys;
- Encourage MS to support rigorous research on the effectiveness of EDC/HRE programmes;
- Facilitate a systematic dialogue / public debate among and within the countries on the effectiveness of EDC/HRE.

Within the 2016/2017 review of the Charter

- Cooperate with other international organisations with respect to the collection of national level government information;
- Use existing international comparable data sources such as ICCS and the European Social Survey to report on change in young people attitudes, values, knowledge and skills since the Charter introduction and supplement this with key messages from the analysis.

1. Introduction

At the national, European and international level there has been rejuvenated political interest in citizenship education and human rights education. The renewed political agenda has been mobilised by at least in part two socio-political events. First, the refugee crisis in Europe that hit the headlines in 2015 in which millions of refugees have been fleeing from conflict and poverty in Syria, Iraq, Afghanistan and Libya and arriving by boat and then by foot in European countries. The second, major socio-political event was the attacks in Paris in January 2015 on the headquarters of the Charlie Hebdo satirical cartoons by European born Islamic extremists and the migration of European citizens to Syria and Iraq to join the 'Islamic state'. Education for Democratic Citizenship (EDC) and Human Rights Education (HRE) have been considered at the political level ideal methods for teaching the values needed for inclusive societies and at the same time tackling violent extremism and radicalisation.

The Council of Europe member states, in response to these events, adopted a political declaration and a three-year action plan on the fight against violent extremism and radicalisation leading to terrorism. The action plan sets out a series of Council of Europe-led measures to help tackle radicalisation, including in schools, prisons and on the internet. In the field of education, the ministers have called for the development and utilisation of tools for education for democratic citizenship, intercultural education and history teaching. They have also called for the adoption by the end of 2015 of the key elements of the competence framework for the exercise of democratic citizenship and thereafter the holding of a Council of Europe Conference of Ministers of Education to promote the implementation of that framework. As mentioned in the Action Plan, the work to implement the Council of Europe Charter on Education for Democratic Citizenship and Human Rights forms the background for the project on the framework of competences.

BOX 1. CoE Activities to support the Action Plan on the fight against violent extremism and radicalisation leading to terrorism

The project to develop a **Reference Framework of Competences for Democratic Culture** was launched following a request made at the 24th session of the Council of Europe Standing Conference of Ministers of Education in 2013. The first step was to review 101 existing competence models and draw on them to develop a conceptual model of the specific competences which need to be developed by learners to help them participate effectively in democratic culture and live peacefully together with others in culturally diverse democratic societies. It is intended that the model will be used to inform educational decision-making and planning, helping educational systems to be harnessed for the preparation of learners for life as competent democratic citizens. The next step was to develop a bank of descriptors for each competence and test them for clarity and relevance. The results of this will lead to the piloting of selected descriptors in actual learning situations to discern the levels of education and proficiency to which they are best suited. This piloting phase will be launched at the Standing Conference of Ministers of Education, Brussels, 11-12 April 2016. At the same time, a series of support documents will be produced to assist in curriculum development, pedagogical design, and the development of new forms of assessment. The final instrument with supporting documents will be submitted to the Steering Committee for Educational Policy and Practice at the end of 2017.

The Council of Europe **Charter on Education for Democratic Citizenship and Human Rights Education** was adopted by the Council of Ministers (CoE) 11th May 2010 as a follow-up to both the Wroclaw Conference of ministers responsible for culture, education, youth and sport (2004) and the Interlaken Declaration and Action Plan on the future of the European Court of Human Rights (adopted in February 2010). The charter outlines the objectives and principles of citizenship and human rights education, the relevant policies to support this education from a lifelong learning perspective and encourages evaluation. The Charter implementation was first reviewed in 2012. The evaluation process included questionnaires answered by governments and a survey in which civil society and NGOs participated. The data included in the report was used by the Council of Europe Secretary-General reports and by the Human Rights Commissioner as well as by expert groups and NGOs. There will be a new review conducted in 2016/17.

The Expert meeting on Assessment of progress in the area of citizenship and human rights education held in October 2015 was called to address these political concerns of the member states, support the member states in assessment of citizenship and to inform the forthcoming second evaluation cycle of the Council of Europe Charter on citizenship and human rights education (2016-2017). The participants of the expert meeting were national and international experts, representatives of international and regional governmental institutions. The meeting was divided between presentations from international institutions (CoE, EU- EUYDICE and FRA, UNSECO, UNHCR), international surveys (IEA ICCS and OECD) and national case studies (SPAIN, POLAND & RUSSIA) and working groups and plenary discussions. The full programme and participant list is Annex 1 of this report.

The key questions that the meeting attempted to answer were:

- What **assessment exists** to identify impact or progress in EDC/HRE?
- How could these assessments be made **more effective** with respect to strengthening the promotion and development of citizenship and human rights education?
- How can the CoE **support** this work best, through the evaluation exercise in the framework of the Charter on EDC/HRE?
- How can the **existing data be used** in the framework of the CoE evaluation exercise?

This report from the meeting will attempt to inform each of these questions. The proposals from the CoE expert group on the review of the Charter are that it should be based on the government level questionnaires asked in 2012, with the addition of follow-up questions, include perspectives from different stakeholders, possibly contain an index to compare country results and to include content and preschool education and higher education.

The report is structured as follows. It will begin with an outline of the institutional and political agendas presented at the meeting that are currently building the momentum and political interest in this field and looks at some of possibilities and challenges that this presents. It will then continue using the structure provided by the above questions. The main text follows the discussions and conclusions of the meeting which were informed by the work of rapporteurs present within the different working groups. The more than 15 presentations given at the meeting from international institutions, international surveys and national case studies are covered in more detail in the form of boxes embedded within the report.

2. The renewed political agenda on EDC/HRE

The Council of Europe is accompanied by numerous International and European organisations and institutions with the renewed political interest on citizenship and HR education, for example, the European Union declaration on Citizenship education, the United Nations Sustainability Goals and UNESCO's support on measuring goal 4.7 on global citizenship and education for sustainable development and OECD PISA assessment of global competence. The details of these international organisations political and research agendas within the field of EDC/HRE were presented at the meeting and are detailed below.

2.1. European Union

The European Union Ministerial conference in March 2015 Paris concluded with a declaration highlighting the need to teach the common values of freedom, tolerance and non-discriminatory values through education. The aim is to make progress through peer learning between member states and the exchange of good practices and through the participation in the Erasmus Plus programme and exploring synergies with the Council of Europe.

BOX 2. The EU Activities supporting the ministerial declaration on Citizenship Education

EURYDICE

Following the Paris declaration, Eurydice will develop a new thematic report on official citizenship education policies in schools in European Union countries and how they have been developed. The report includes 37 countries (28 of the EU, EFTA and candidate countries) and will draw on evidence from the Eurydice network. It will build on the 2012 Eurydice report with citizenship education understood as a broad concept all aspects of schooling intending to develop young people into active citizens building from European key competences framework that lists knowledge, skills, attitudes and values. As with the last report, Eurydice will draw together evidence on formal curriculum, regulations regarding students and parent participation in school governance, student participation in extra-curricular activities, how schools are evaluated on citizenship education and how teachers are trained on citizenship education. In addition, new information is likely to be added on young people's attitudes towards participation and young people's attitudes towards migrants. New information will also be requested on the rationale behind recent citizenship education reforms including use of surveys and evidence behind the decision making process and the relationship between schools and civil society is likely to be explored.

EC Fundamental Rights Agency (FRA)

FRA has been working in the area of fundamental rights since its establishment by a Council (EC) regulation in 2007. FRA aims are to raise awareness with professional groups, duty bearers, working at different service delivery. Its reference framework for awareness raising and human rights education follows the Council of Europe and UN standards and recommendations. The current objectives are to foster a culture of fundamental rights throughout the EU, develop tools to raise fundamental rights awareness, providing training and capacity building in cooperation with civil society and Communicating and educating for fundamental rights. The thematic priorities between 2015-17 include; Rights of the child, Combating hate crime (anti-Semitism, racism, Islamophobia, homophobia), including learning from the past (Holocaust and HRE; crimes committed by totalitarian regimes), Social cohesion and inclusion, Victims' rights, Disability (CRPD), Charter of Fundamental Rights of the EU, Fundamental Rights Forum 2016 (incl. disability) and Follow up on flagship projects such as Severe Forms of Labour Exploitation. FRA will hold its first EU Fundamental Rights Forum in 2016 in cooperation with Member States and the city of Vienna. The Forum will convene leaders from across business, government, international organisations, academia and civil society, including grassroots organisations, to take part in a series of strategic dialogues to map key changes and reshape the EU's human and fundamental rights landscape, including raising awareness of fundamental rights.

2.2. United Nations

The political momentum on the international level has been initiated by the agreement of the **Sustainable Development Goals (SDGs)** at the UN General Assembly in New York, in September 2015. The goals set out a comprehensive and ambitious global development agenda, setting out 17 goals, and 169 related targets. Among the key targets in the SDG goal on education is **indicator 4.7 that highlights from a lifelong learning perspective the learning outcomes needed to achieve a sustainable future. It includes both the concepts of global citizenship education and education for sustainable development and specifically states that,**

'By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.'

The international community is now concentrating their efforts in identifying measurement indicators for the SDG targets. For this purpose, the Inter-agency Experts Group (IAEG-SDGs) was established by the UN Statistical Commission in order to develop an indicator framework for the

monitoring of the SDG targets at the global level. With relation to the targets of the education SDG, the IAEG-SDGs is being informed by the Technical Advisory Group (TAG), an interagency group established by the Education for All (EFA) Steering Committee to advise on education indicators. In its last extended meeting (22-23 September 2015), the TAG adopted a set of indicators to submit to the IAEG-SDGs, including possible indicators for target 4.7. The latest TAG proposal includes two of the UNESCO proposed indicators. The indicators proposed by UNESCO were developed following research, extensive consultation with education experts, and in collaboration with an expert institution in education measurement.

BOX 3. United Nations and UNSECO initiatives on EDC/HRE

UNESCO (1974) Recommendation concerning Education for International Understanding, Cooperation and Peace and Education relating to Human Rights and Fundamental Freedoms

The UNESCO member states report regularly on the implementation of the 1974 Recommendation through responding to a questionnaire. The Fifth Consultation has just been completed. A synthesis report is prepared by UNSECO and submitted to the Executive Board and then to the General Conference. It is made publically available through UNESCO's website and disseminated through the Global Database on the Right to Education and shared with the United Nations Office of the High Commissioner for Human Rights.

UNHCR World Programme for Human Rights Education

This program was initiated by a proclamation from the 2004 general assembly to advance the implementation of human rights education. It seeks to promote a common understanding of basic principles and methodologies of human rights education, to provide a concrete framework for action and to strengthen partnerships and cooperation from the international level down to the grass roots. It is structured in consecutive five-year phases in order to focus national human rights education efforts on specific sectors. First phase (2005-2009): human rights education in the primary and secondary school systems. Second phase (2010-2014): human rights education for higher education and on human rights training programmes for teachers and educators, civil servants, law enforcement officials and military personnel. Third phase (2015-2019): on strengthening the implementation of the first two phases and promoting human rights training for media professionals and journalists. Member States are requested to report on their human rights education activities specifically their implementation of the different phases of the World Programme in connection with resolutions adopted by the UN Human Rights Council. The reporting takes place usually on two separate occasions for each phase once for the mid-term progress report, and once for the evaluation. Member States submitted their national evaluation reports on the second phase of the World Programme in April 2015.

2.3. INGOs HRE2020

In addition to international institutions, international NGO's have been active and building momentum on indicator development with the purpose of holding governments to account on their HRE implementation. HRE2020, the civil society coalition monitoring the implementation of human rights education was presented and discussed in the box below.

BOX 4. The work of civil society in indicator development, HRE2020

HRE2020 global coalition for Human Rights education is founded by Amnesty International, Human Rights Education Association (HREA) and Soka Gakkai International (SGI) with the aim to promote the right to human rights education internationally through advocacy, awareness raising, capacity building and resource development. HRE2020 have developed a system of indicators to monitor and assess the implementation of human rights education and training. The tool monitors the presence and quality of human rights education policies and practices. It is a tool to support civil society organisations national human rights organisations, governing bodies and UN mechanisms to monitor the implementation of human rights education. The tool is a guide to review the status of human rights education within national curricular, formal education and training of professional groups. The monitoring tool will provide an idea of quality and quantity of human rights education and identify gaps and areas for improvement.

2.4. Possibilities and challenges

With a multitude of political institutions gaining political momentum and political will and with the backing of civil society the possibility opens up to make significant steps in improving the quality and effectiveness of EDC/HRE through research, measurement and monitoring the implementation of education in this field. Nevertheless, there are also challenges presented by having multiple actors in the field. There is significant possibility for duplication and competition between conceptual frameworks and indicators. In addition and one of the main discussion points of the meeting, was the confusion over the multitude of competing terminology from international organisations and survey providers. The following terms were used by international institutions and international surveys within the meeting:

- EDC (CoE)
- HRE (CoE)
- Democratic culture (CoE)
- Intercultural dialogue (CoE)
- Intercultural understanding (OECD)
- Global Citizenship Education (UNESCO)
- Education for sustainability (UNSECO)
- Citizenship Education (EC, IEA)
- Civic Education (IEA)
- Social, emotional skills (OECD)
- Global competence (OECD)
- Global awareness (OECD)
- Active Citizenship (EC)

The distinctions between these terminology and concepts were not clear and there was a general confusion about whether we were all discussing the same topics. **A mapping of terminology and conceptual frameworks used by international organisations** was a clear message to come from the meeting. The main distinction that transpired through debate and discussion within the meeting were organisations using definitions of concepts that clearly had the values of human rights and democracy at their core and those that maintained a cultural relativist position regarding values. The first position represented the vast majority of organisations present, nevertheless, OECD described that their understanding of global competence was not based on values.

The report now moves from the discussion of political agendas to answering the main questions of the meeting.

- What **assessment exists** to identify impact or progress in EDC/HRE?
- How could these assessments be made **more effective** with respect to strengthening the promotion and development of citizenship and human rights education?

- How can the CoE **support** this work best, through the evaluation exercise in the framework of the Charter on EDC/HRE?
- How can the **existing data be used** in the framework of the CoE evaluation exercise?

3. What assessment exists to identify impact or progress in EDC/HRE?

The first major question addressed in the meeting was the extent to which assessment on EDC/HRE exists towards identifying impact or progress on EDC/HRE. This report will first focus on addressing this question at the national level and then at the international/European level.

3.1. National level

A number of national case studies from Denmark, Poland, Russia and Spain were discussed at the meeting on national activities relating to the assessment of teaching and learning of EDC/HRE and information about these case studies are given in the box below.

BOX 5. National Cases studies of assessment of EDC/HRE

Denmark: A baseline national study of human rights education

The Danish Institute for Human Rights conducted a baseline national study of human rights education including teacher training and educational practice in lower secondary and primary schools. The study consisted of a survey and focus groups conducted with teachers and teacher trainers. The study also reviewed the Danish legislation and international obligations and recommendations regarding Danish HRE. The outcome of the study identified the ad hoc nature as to whether students learn about the rights of the child. Various strategies are being implemented to ensure a more comprehensive coverage of this topic in schools. The next steps to undertake are a new study to identify the extent to which recent interventions within the teacher training programme have enhanced the coverage of teaching on the rights of the child.

Poland: Democratic School - Self-governing School

The objectives of the study are to support teachers to develop the 15 competences needed for teaching EDC/HRE in primary and secondary education. The 15 competences are those identified in the CoE publication "How all teachers can support citizenship and human rights education: a framework for the development of competences". The pilot phase was completed in 2014 in 12 regions and included 87 schools and 1577 teachers. The project was evaluated using self-assessment instruments undertaken by the teachers on the learning gained on the 15 competences. The findings were that what was beneficial for the teachers were sharing ideas and cooperation amongst teachers. The students preferred learning through active methods, student debates and cooperation with local civil society actors. The importance placed on EDC/HRE by the head teacher and motivations of teachers were concluded to be central to the construction of the democratic school.

Russia: Survey on Quality of Civic and Citizenship Education

A survey was conducted on just over 5000 grade 8 students on their citizenship competence and social activeness in half of the regions in Russia. The objectives of the study were to explore the differences between national and international assessment instruments and findings on citizenship, identify key concepts and themes for national assessment and to create a cognitive assessment from this with clear and transparent criteria and to create policy recommendations for citizenship education in Russia. In addition, there was a questionnaire for teachers and school administrators. The instrument intended to measure civic knowledge and understanding, civic skills of understanding and finding solutions to social problems and living together with other cultures, predispositions and readiness for active participation in social life and understanding of legal processes. Students scored higher on this national survey than on the international Study ICCS. Around half of students had positive civic dispositions and skills for civic action and behaviour. The next steps are to follow-up the same students in 5 years' time once they have made the transition to adulthood to identify the relationship between their dispositions and skills for participation at age 13/14 with their adult practices at age 18/19.

Spain: The dialogic model of citizenship and human rights education in Spain

The methodological concept is the need to develop interactive groups in the classroom combining a variety of actors including relatives, neighbours and previous students (alumni) in to the learning process. The examples shown were from Spanish schools with diverse communities in particular with Roma students and parents involvement. The example presented was the 'Dialogic literary gatherings' and 'Dialogic model of violence prevention' with the basic principle being that all the community is involved in the decisions regarding the norms and behaviours. The evaluation so far has mostly focused on the improvement of students scored on the basic competences of maths, Spanish and English and the reduction of absenteeism and number of conflicts at school. The next steps are likely to be the development of a systematic assessment of individual students' progress on the learning of EDC/HRE.

In general programmes on EDC/HRE have tended to lack rigorous assessment and evaluation and these case studies are examples of progress made in introducing and enhancing assessment in this field. The assessment of EDC/HRE from these case studies were based on:

1. Cross sectional national studies. This means that the individual students have been assessed at one moment of time and only within the given country which is useful for understanding the current state of play in that individual country. Nevertheless, these types of studies are limited in terms of measuring progress over time or comparing with other countries. (Denmark and Russia);
2. Smaller scale studies that followed individuals learning over 2 points of time, before and after the intervention, using self-assessment. This enables measurement of progress for those individuals involved in the intervention and allows for some assessment of the effectiveness of the programme. Nevertheless, if not all teachers or schools undertake the intervention the study does not map progress for the country as a whole. In addition, self-assessment of learning is from a scientific perspective less reliable than independent assessment. (Poland);
3. School level assessment of change on factors such as absenteeism and conflicts in school. For the schools involved this measurement does indicate change. Nevertheless, there is some difficulty to assess which elements of the intervention have created the impact on the schools or if the change is a results of other changes happening in the community (Spain).

All of these case studies presented here were identifying as their next steps how to improve the rigour of their assessment, including follow-up assessments and creating a more systematic analysis of progress on EDC/HRE.

The report will now reflect on the discussion of how national case studies can be used within the evaluation of the charter.

3.1.1. How could the Charter's impact be measured using existing national data?

Case studies could be used alongside the quantitative data within the Charter to provide illustrative examples and to capture the complexities and richness of the concepts EDC/HRE. Case studies were also considered useful in terms of exploratory research and sharing ideas for good practice and informing international studies in the development of new items and constructs for measurement. **The meeting identified that more support could be given to bringing the small-scale and qualitative research together to inform large-scale comparative surveys.**

Nevertheless, case studies needed to be combined with systematic quantitative research as case studies alone can often be limited systematic in the assessment of effectiveness, often citing mainly

qualitative or small scale quantitative exploratory research to assess outcomes which do not allow analysis of how representative these case studies are or are limited in identifying how effective the practice is.

The participants in the meeting highlighted the need for combining qualitative case studies with systematic and comparable quantitative Surveys and data.

3.2. What assessment exists to identify impact or progress in Citizenship/HRE at the international level?

In order to identify what assessments of EDC/HRE exists at the international level and the availability of international and comparable data the report will begin with examining what is available in the short term and then the long term.

3.2.1. Short term 2016/2017

In the short term the main availability for data on citizenship is through the IEA International Civic and Citizenship education Study (ICCS) 2009 and 2016 described in detail in box 6 below. Eurydice Citizenship Studies described in detail in box 2 earlier in this report and the CoE 2012 report.

BOX 6. The IEA International Civic and Citizenship Education Study

The 2016 International Citizenship and Civic Education Study (ICCS) is the most recent IEA study on civic and citizenship education among school pupils that investigates the ways in which young people learn to play an active role as citizens at the local, national and global level. ICCS is a school-based study that includes students, teachers and school principals and the 2016 round includes 16 European countries (14 of which participated in ICCS 2009), 3 Asian countries and 5 Latin American countries. The ICCS student population comprises students in Grade 8 when the students are about 13 years old. It builds on the IEA 1999 CIVED study and the 2009 IEA ICCS study. New aspects to the study are the context of global terrorism, economic crisis, Arab spring and digital citizenship. The European module this time will focus on perceptions of discrimination, attitudes towards migrants, attitudes towards European cooperation and freedom of movement.

The study covers four themes:

- civic society and systems (including environmental sustainability);
- civic principles (includes a new domain on rule of law);
- civic participation;
- civic identities (global citizenship is introduced as a concept).

And has four levels: Wide community, School/classroom, Individual learners, Home and peers.

It contains a simplified affective and behavioural domain as follows:

Engagement: students' dispositions towards civic participation and expectation of future action Attitudes: judgements or evaluations regarding ideas, persons, situations or relationships.

There are challenges regarding the need to keep items/scales the same to allow for comparison over time and the need to keep up with the socio-political context of the time. The IEA aims to make ICCS a regular survey conducted on a 5 yearly cycle. Future development could be a greater focus on environmental sustainability, social interaction at school and use of social media for civic engagement.

The ICCS study was presented as containing relevant scales for EDC/HRE monitoring attitudes and values, for example, on gender equality and attitudes towards migrants. In 2016 16 European countries will participate in ICCS (Belgium –Flemish, Bulgaria, Croatia, Denmark, Estonia, Finland, North Rhine Westphalia-Germany, Italy, Latvia, Lithuania, Malta, Netherlands, Norway, Russian Federation, Slovenia, and Sweden). The predominate justification for European countries non-participation in 2016, 26 European countries had participated in ICCS 2009, was that within the

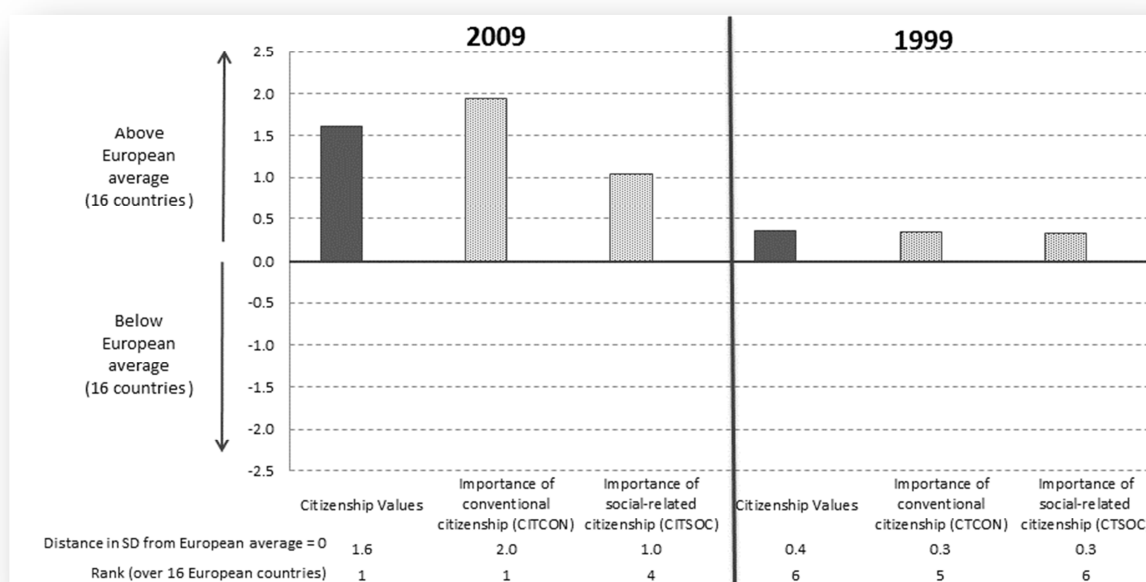
economic crisis the issue of democracy and citizenship had become less of a priority for MS and when budgets were tight it was difficult to fund participation within ICCS. 15 European countries participated in both 2009 and the 2016 study - North Rhine Westphalia (a state in Germany) is new to the study. In addition, to the ICCS study, the Eurydice report will be available in 2017 (details given in box 2.) and this report will contain information on policy reforms between 2012-2017.

However, obviously **there are large gaps in terms of European country participation** and in terms of **topics covered**. The example mentioned in the meeting regarding topic coverage was the **absence of information regarding non-formal education**.

3.2.1.1. How could the Charter’s impact be measured using existing international and comparative data?

Analyzing the impact of a specific policy intervention, like the charter, requires a comparison of data over two points of time i.e. one measurement before the intervention takes place and another measurement after the intervention. The charter was adopted in May 2010 so a comparison of attitudes and values of young people on issues like gender equality and migrants could be compared across time between 2009 and 2016. Using this logic it would be possible to make a relatively simple assessment of the impact of the Charter using the ICCS data for those countries who participated in ICCS 2009 (26 European Countries participated) and 2016 (16 European countries participated). The comparison could be made both within a country identifying their actual change on the mean scores where scale and items have remained the same and, in addition, a comparison could be made between European countries and the European mean. Below is an example of how ICCS data could be analysed overtime using a comparison with a European mean using data from 1999 and 2009 on scale related to citizenship norms.

FIGURE 1
ITALY. CITIZENSHIP VALUES: COMPARING INDIVIDUAL INDICATORS IN 1999 AND 2009¹



¹ Hoskins, Saisana and Villalba (2014) Measuring Youth Civic Competence across Europe in 1999 & 2009. EC Joint research centre, Ispra, Italy. <https://ec.europa.eu/jrc/en/publication/eur-scientific-and-technical-research-reports/measuring-youth-civic-competence-across-europe-1999-2009>

In addition, and as we are working within a lifelong learning perspective, a similar comparison over time could be made for adults using the **European Social Survey**. Nevertheless, it should be taken into account that major events such as the economic crisis may also influence young people's attitudes between these two dates so some caution should be taken with the results.

The quantitative data could be complemented with more qualitative data from the Eurydice report outlining recent policy reforms and the 2012 CoE report on the implementation of the Charter. In addition, exploration could take place as to what data could be retrieved from the Internet and via social media as new research is currently exploring indicators using these sources.

3.2.2. Longer term

In the longer term there are new possibilities emerging with OECD data including PISA 2018 innovative module on assessment of global competence in 2018 and CERI's longitudinal research on social and emotional skills that will begin in 2020. These studies are detailed in the boxes below.

BOX 7. OECD PISA 2018 study on Global Competence

Global Competence will be a new domain which is an addition to the main PISA instrument in 2018 and is not imagined at the moment to be part of the regular PISA instrument. The reason for measuring global competence is that it is increasingly becoming important in today's society as people's lives, across the globe, are interconnected and interdependent within their everyday lives and communities, their learning environment and their work. In this context young people now and in the future will encounter and need to actively engage with and help shape these environments no matter where they are born, educated, work or live. Young people need to be able to leave school with the knowledge, skills and attitudes to be able to learn, live and work in a global world.

At the moment the work is still under development on this survey so the final framework and definitions have yet to be established nevertheless the working definitions and framework are described. Global competence is understood to encompass topics such as intercultural understanding, global citizenship and global awareness. The working definition so far is that global competence means the, 'capacity and disposition to act and interact appropriately and effectively both individually and collaboratively when participating in an interconnected, interdependent and diverse world'.

So far the framework has four dimensions:

- communication and relationship management,
- knowledge of and interest in global development,
- challenges and trends openness and flexibility,
- emotional strength and resilience.

Each of these dimensions contains knowledge, skills, attitudes and behaviours. OECD are interested in the relationship between these aspects of competences within each domain. They are also interested in the application of knowledge in diverse contexts such as the work environment and local communities in which young people live. Exploration is being undertaken to see if it is possible to assess not only individual tasks but group tasks.

BOX 8. OECD CERI Assessing the effectiveness of teaching and learning social and emotional skills

OECD CERI define social and emotional skills as ‘consistent patterns of thoughts, feelings and behaviours’. They can be developed through formal and informal learning and influence important socio-economic outcomes throughout the individual’s life. Previous CERI research has provided evidence that social outcomes can be learnt, but rigorous evidence is said to be limited for teachers on how to improve their teaching in this domain and existing measurement instruments could be significantly improved. In order to do establish effective teaching practices for social and emotional skills OECD CERI will conduct a longitudinal study (this means following the same individual and assessing their competence over time) in cities (the cost of such studies are large so following a representative sample for the whole of a country would exclude major participation which is why cities rather than countries have probably been selected).

The actual study will begin in 2020. In 2016 -18 a feasibility study will be conducted to develop test and validate measures and in 2019 field trials. There will be 2 cohorts the first cohort will start with assessment of young people in grade 1. The second cohort will start from grade 7. The first cohort will be in grade 12 in 2030, whilst the second cohort will be in grade 12 in 2025. The purpose will be to follow these individuals throughout their early adulthood to identify the causal relationship between learning and the early development of social and emotional skills and their social and economic outcomes. The assessment framework has five domains: emotional regulation (e.g. scales on self-confidence), task performance (e.g. scales on organisation), open-mindedness (e.g. scales on self-awareness), engaging with others (e.g. scales on social connections), and collaboration (e.g. Scales on trust). It will investigate 3 environments; home, school and community. The outcomes of learning to be measured include civic engagement.

Comparative longitudinal research, like this study proposed by OECD CERI, is the gold standard of rigorous research on the assessment of effectiveness of teaching and learning. This type of research and data is significantly missing at both the international and national level on topics like EDC/HRE. Longitudinal research consists of following the same individual over time and repeating the same measurements at regular intervals. Running longitudinal research across different countries at the same time enables the identification of the effects of national education systems. Nevertheless, longitudinal research is a very expensive form of assessment and it was queried at the meeting, the extent that the findings will represent the teaching and learning of poorer countries on EDC/HRE. There were also questions about the extent that the existing assessment framework actually covered regular measurement of values and attitudes relating to EDC/HRE, for example assessment of attitudes towards gender equality and migrants or dispositions to engage politically. It was nevertheless made clear that methods of learning such aspects of competences as open classroom climate were going to be included within the framework.

OECD’s PISA innovative module on assessment of global competence in 2018 offers an alternative cross-sectional (one –off study) measure of related EDC/HRE scales. The IEA was also thinking about creating an add-on study to ICCS to help measure indicator 4.7 of the UN Sustainability goals and then making ICCS into a regular study with a 5 year cycle. The distinction between the global competence study and ICCS was referred to in terms of values. OECD defined the difference in terms of the values of global competence saying that it was not based on values, whereas, ICCS was said to be more clearly based on human rights and democracy.

For evaluating further rounds of the Charter promoting the participation of countries within international studies is crucial.

3.2.3. Government accountability and the use of government questionnaires

So far the report of the meeting has focused mainly on studies of teaching and learning monitoring schools and students’ learning outcomes and there was some concern in the meeting regarding the

dynamics of the power of focusing only on schools and students. Although it is clear that the international studies and case studies discussed at the meeting maintain full ethics regarding anonymity of students and schools (no individuals or schools would be effected by how the students answered the questionnaires) it was nevertheless of concern the potential of assessment instruments in EDC/HRE for identifying ‘problematic’ students or schools. Within this discussion, the participants at the meeting highlighted the **need also for government accountability at the national level in terms of national curricula and national legislation**. In view of the Charter evaluation, this level of information is usually gathered through questionnaires sent to national governments.

UNESCO and UNHCR had considerable experience in conducting monitoring systems through the use of questionnaires sent to national governments (see box 3. for more information on these programmes). Their experience was to suffer from low response rate from countries to their questionnaires with less than 30% of MS submitting responses with the reason given as government fatigue with responding to international organisations requests. Steps have been taken by these organisations to tackle the low responses including allowing MS to cross reference submissions to other UN reporting processes and to link these reporting process more clearly to the UN sustainability goal 4.7. In addition, involving the MS in the developing the questionnaires and guidelines for submission was also thought to be helpful in gaining ownership by the countries in the process.

Eurydice will also be collecting information on Citizenship Education reforms during the similar period to the Council of Europe questionnaire. The participants reflected on the need for the Eurydice network to include other actors in the field to gain a more comprehensive picture of the realities in the MS.

3.2.3.1. The use of government level questionnaires in the review of the Charter

The participants at the meeting suggested that the questionnaire need to collect **comparable information from each country and that the questions needed to be as precise as possible in order to maintain the basic quality of the report**.

Other actors, such as NGOs and researchers, should be involved in responding to the questionnaires, and not only governments were considered a necessity in order that the information gathered on a country reflected the reality or at least the multiple realities as seen from different perspectives.

Examples of good practice in responding to questionnaire such as through the use of a central contact point that collated information from multiple stakeholders would be usefully provided within the guidelines sent out with the questionnaire and within the evaluation of the Charter.

The use of government level questionnaires were discussed to be limited in terms of assessing progress and implementation of effective policies in schools and student learning and that a **combination of government level questionnaires combined with the analysis of existing international and comparative data was necessary for the evaluation of the Charter**.

4. How could assessment be made more effective in view of the Charter evaluation?

The meeting concluded that assessment could be made more effective by enhancing cooperation between international organisations.

- This included a mapping of terminology to make sense of the ‘jungle’ of terminology, definitions and conceptual frameworks being used by these organisations;

- Greater cooperation would also mean sharing and cross-referencing of material between international organisations therefore reducing the burden on governments to responding to questionnaires.

In addition, **international institutions were called on to use the current political momentum to promote participation in international and comparative studies.** In the near future the international study that has at its central core the values and attitudes of EDC/HRE is the IEA ICCS study so the meeting outcome concluded that **MS should at least participate in the IEA ICCS.** 26 European countries participated in 2009 study which is the baseline before the Charter implementation so countries that did not participate in the 2016 study (which was only 16) would still have benchmark from where to begin the comparisons.

5. What would be useful for the CoE to add to this area in evaluating the charter on EDC/HRE?

The meeting concluded that the Council of Europe could usefully add to this area by:

- Mapping the terminology, definitions and conceptual frameworks from international organisations to locate EDC/HRE within the field;
- Further cooperate with international organisations in particular with the collection of information for questionnaires within the review of the Charter;
- In the Charter review combine the use of international comparable data sources such as ICCS and the European Social Survey to report on change since the Charter introduction and supplement this with key messages from the analysis;
- Promote MS participation in international comparative surveys;
- Promote the need for MS to implement rigorous research on the evaluation of effectiveness to accompany EDC/HRE programmes in schools.

Annex I: Programme

15 October

Assessment of progress: why and what for?

09.30 – 10.30

Opening remarks and introduction (10 minutes)

Mr Villano Qiriazzi, Head of the Education Policy Division, Council of Europe

Global Agenda - Education 2030: Towards inclusive and equitable quality education and lifelong learning for all (10 minutes)

Ms Theophania Chavatzia, Programme Specialist, Section of Health and Global Citizenship Education, Division for Teaching, Learning and Content, UNESCO Headquarters [videoconference]

Competences for democratic culture (10 minutes)

Mr Villano Qiriazzi, Head of the Education Policy Division, Council of Europe

Assessment of progress in the area of citizenship and human rights education as a catalyst for action: Why? What? and How?

Round Table (30 minutes)

Practical information

10.30 – 11.00

Coffee break

What data is collected on citizenship and human rights education and what are the gaps?

11.00 – 12.30

Assessment of progress at the national level: achievements and challenges

Case study N 1: The dialogic model of citizenship and human rights education in Spain – Ms Marta Soler-Gallart, Professor of Sociology, University of Barcelona, Director of CREA, Spain (10 minutes)

Discussion: 20 minutes

Case study N 2: Democratic School, self-governing school project - Ms Olga Kożuchowska, Social and Civic Competencies Development Department, Centre for Education Development, Poland (10 minutes)

Discussion: 20 minutes

Case study N 3: National survey on quality of citizenship education - Mr Piotr Polozhevets, President, Russian Association for Civic Education, Editor-in-Chief, Teachers' newspaper (10 minutes)

Discussion: 20 minutes

12.30 – 13.00

Launch Event: Publication on Curriculum development and review for democratic citizenship and human rights education

UNESCO [video conference], Council of Europe, OSCE/ODIHR and OAS

13.00 - 14.30

Lunch

14.30 – 16.00

Assessment of progress at the international and European level: achievements and challenges

Mr Koji Miyamoto, Project Leader, OECD's Centre for Educational Research and Innovation (CERI) (10 minutes) [video conference]

- OECD Education and Social Progress (ESP) project

Discussion: 15 minutes

Ms Yuri Belfali, Senior Analyst, Head of Division, Directorate for Education, OECD (10 minutes) [video]

- The Programme for International Student Assessment (PISA)

Discussion: 15 minutes

Ms Isabelle De Coster, Education Policy and System Analyst, European Commission (10 minutes)

- Citizenship Education in Europe – Eurydice

Discussion: 15 minutes

Mr Ralph Carstens, Senior Research Analyst, IEA Data Processing and Research Center (10 minutes)

- International Civic and Citizenship Education Study (ICCS) - International Association for the Evaluation of Educational Achievement

Discussion: 15 minutes

16.00 – 16.30

Coffee break

16.30 – 18.00

Workshop: Assessment of progress - achievements and challenges

Three parallel groups as follows:

Group A: Assessment of progress at the national level – **Room 2**

Group B: Assessment of progress at the international level [including a video conference] – **Room 6**

Group C: Assessment of progress at the European level – **Room 3**

16 October

**Education for democracy and human rights:
Looking to the Future**

09.30-11.00

International and regional reporting mechanisms

Ms Chanmi Kim, Associate Human Rights Officer, Office of the United Nations High Commissioner for Human Rights (OHCHR) (15 minutes) [video conference]

- World Programme for Human Rights Education (2005-ongoing)
- Human Rights Council Universal Periodic Review

Discussion: 15 minutes

Ms Joyce Poan, Programme Specialist, Section of Health and Global Citizenship Education, Division for Teaching, Learning and Content, UNESCO Headquarters (15 minutes) [video conference]

- 1974 UNESCO Recommendation concerning Education for International Understanding, Cooperation and Peace and Education relating to Human Rights and Fundamental Freedoms
- Education 2030: Towards inclusive and equitable quality education and lifelong learning for all

Discussion: 15 minutes

Mr Villano Qiriazzi, Head of the Education Policy Division, Council of Europe (7 minutes)

- Data on the right to education and quality education available through the Council of Europe monitoring mechanisms

Discussion: 15 minutes

Civil society perspective

Ms Sneh Aurora, International Human Rights Education Manager, Amnesty International (7 minutes)

- HRE 2020 Indicator Framework developed by the HRE 2020 – Global Coalition for Human Rights Education

Discussion: 15 minutes

11.00-11.30

Coffee break

11.30-13.00

Assessing progress in the area of education for democratic citizenship and human rights education with the help of the Council of Europe Charter on education for democratic citizenship and human rights education

Introduction by Ms Yulia Pererva, Education Policy Division, Council of Europe (10 minutes)

13.00-14.30

Lunch

14.30-15.30

Closing session

Interactive feedback from the workshops (30 minutes)

Conclusions of the meeting by the General Rapporteur - Ms Bryony Hoskins, Professor of Comparative Social Science, University of Roehampton, United Kingdom (10 minutes)

Discussion (15 minutes)

Concluding remarks: Ms Yulia Pererva, Education Policy Division, Council of Europe (5 minutes)

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