

HUMAN RIGHTS AND DEMOCRACY IN ACTION

Looking Ahead



Proceedings of the Conference

The impact of the Council of Europe
Charter on Education
for Democratic Citizenship
and Human Rights Education





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Foreword

In 2010 the forty seven member states of the Council of Europe adopted the Charter on Education for Democratic Citizenship and Human Rights Education. This legal and political document is an important declaration of these countries' commitment to the promotion of the Council of Europe core values – democracy, human rights and the rule of law – through education. In November 2012, the Council of Europe, the European Commission and the European Wergeland Centre joined forces to organise a major event bringing together the key actors in this area, with a view to looking at what had been achieved since the adoption of the Charter and to consider how to progress further.

This event was organised at a time when Europe faces important challenges and is looking for answers to very difficult questions. Should education for democracy and human rights be postponed or downplayed in times of crisis - or should it rather be seen as part of a solution to the crisis? It is true that education for employment is very important. However, if we are to build fair, prosperous and sustainable democratic societies, education for democratic citizenship and human rights must be given a high priority by every government, regardless of its political orientation.

Over two hundred participants from all over Europe and beyond attended the Conference on “Human Rights and Democracy in Action - Looking Ahead: The impact of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education” in Strasbourg on 28 - 29 November 2012. They presented their experiences, debated topical questions, and looked for solutions, at times they were frustrated and disappointed with differences in perception or with the progress perceived as too slow; at other times they were inspired and enriched with the new ideas, contacts and prospects.

Major questions were asked. For example, how should progress in this area be assessed? How should information and data be collected and interpreted? What are the examples of good practice and what are the lessons learned? How can further developments be encouraged? And what are the areas that have not received sufficient attention so far?

If we look back, I think we can say that significant progress has been made. There is clearly a consensus today on the need to promote democracy and human rights through the whole education system and not only through a specific subject in the curricula or at only some levels of education. This understanding is outlined in international legal texts such as the Council of Europe Charter, the United Nations Declaration on Human Rights Education and Training and the United Nations World Programme for Human Rights Education. There is also a wealth of materials, projects and examples of good practice. At the same time, much still remains to be done to connect this understanding to the everyday reality in all European classrooms. And for this, an on-going dialogue is needed at all levels – within schools and universities, within the education system and among different countries. We all have a lot to share and we all have a lot to learn.

The present publication aims to capture the rich exchanges that took place at this event and to provide some of the answers to the above-mentioned questions, as well as to provide us with a reference for our future work. We hope that in five years' time, when it is foreseen to organise the second review conference on the Charter, we will be able to look back and say: this was a good start and we have managed to make real progress. And we hope that this work will contribute to the development of more stable and secure society in Europe, where the human dignity of all people is respected and democracy is a way of life, and not a mere label to hide behind.

I would like to thank all our partners for their commitment and cooperation and to wish the best of success to all those who contribute to this important work.

Snežana Samardžić-Marković
Director General of Democracy

“We live in a society where nothing can be taken for granted. Europe is facing one of its most challenging periods in decades, an economic crisis that in many countries has raised youth employment to the level of 50%, leading to social unrest and an unpredictable future for many. The crisis is already hitting education budgets and the financial support of youth work. This is a worrying trend. Cuts in education today will have long-term consequences, not just on children and young people’s future, but also on the fabric of our democracies. Against this background, this conference is very timely. While democratic institutions are crucial, they will only work if they build on a democratic culture and a culture of human rights; and in building this culture, for each generation, we need our education systems to play a key role.”

Mr Thorbjørn Jagland, Secretary General of the Council of Europe

“Modern, democratic societies need educated citizens, who are both willing and able to play a full and active part in democratic, social and economic life, and who are ready to take responsibility for the common good. It is therefore essential that European citizens are educated about their rights, so that they can be able to claim and enjoy them to the full, and to defend them, if and when they are threatened. The importance of the Charter, in the EU context as well, is that it provides a solid basis for designing and implementing policies aimed at educating citizens to know, respect, and practise the democratic values we cherish.”

Mr Jan Trzczyński, Director-General,
European Commission



“I realise that our children’s education plays a decisive role in the day-to-day practice of democracy, the defence of human rights and intercultural dialogue. I fully back the content of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education. Formal, non-formal and informal education undeniably plays a vital role in the life of both the younger and older generations. We must bear in mind that the competences acquired at school are there for a lifetime, like foreign languages. The values of democracy and human rights must be understood, internalised and constantly practised in order not to be forgotten.”



H.E. Ms Roser Suñé Pascuet, Minister of Education and Youth of Andorra,
on behalf of the Andorran Chairmanship of the Council of Europe.

“My experience within the Organisation includes many years in the fields that deal with violation of human rights. It also includes many years of experience in the area that aims at the prevention of such violations - and that is education. I have a very personal and a very deep conviction that it is at least as important to invest time and resources in prevention, in other words, in addressing human rights violation before they happen. And that is why the adoption of the Charter in 2010 has been a very important step forward for the Council of Europe, for its 47 member states, and for all those committed to the values of democracy and human rights.”

Ms Ólöf Ólafsdóttir, Director of Democratic Citizenship and Participation,
Council of Europe.



“Indeed, at the level of the European Union, - possibly as never before – education has become important on the political agenda [...]. There is no contradiction between the competences necessary to enter the labour market and the competences required to be a good citizen. Both are absolutely necessary and complementary. Even if we have to recognise the urgency, the priority of the need to resolve the problem of the youth unemployment, I think that we must keep in mind this duality of education.”



Mr Pierre Mairesse, Director, Directorate General Education and Culture,
European Commission.

“The key [...] is to want rights not only for oneself, but for others as well. Of course, getting others to help you in your struggle is tactically wise, but what about wanting rights for the powerless, the unpopular, the marginalised – for those who cannot necessarily help you in your own struggle? How do we inculcate empathy with their situation and awareness of their needs? How do we get people to want to empower the powerless? How do we get people to want to see their situation and hear their voice? We can, of course, invite them into our offices and classrooms, see films, and use the internet to learn about various vulnerable groups. But it is best to go and see where and how they live. In my view, an excellent human rights education lesson would involve having students research their surroundings to find such sites, then going to visit them and talking with people. The next step would be for them to research the relevant human rights standards and mechanisms.’

Mr Nils Muižnieks, Council of Europe Commissioner for Human Rights.



“Human rights education has continued to be a key consideration for the Council of Europe Steering Committee for Human Rights in its ongoing work on reform of the Convention system. For all three of the recent High Level Conferences on the reform of the European Court of Human Rights – held at Interlaken, Switzerland in February 2010, Izmir, Turkey in April 2011 and Brighton, UK in April 2012 – the final declarations have underlined the importance of this issue.”

Mr Derek Walton, Chairperson of the Council of Europe Steering Committee for Human Rights
(CDDH)

Conference report by the General Rapporteur, Prof. Audrey Osler, Buskerud University College, Norway

Acronyms and abbreviations

| | |
|------------|---|
| EDC/HRE | Education for Democratic Citizenship and Human Rights Education |
| EC | European Commission |
| EU | European Union |
| IGO | inter-governmental organisation |
| NGO | non-governmental organisation |
| OAS | Organization of American States |
| OHCHR | Office of the UN High Commissioner for Human Rights |
| OSCE/ODIHR | Organisation for Security and Cooperation in Europe Office for Democratic Institutions and Human Rights |

Acknowledgements

I would like to thank Mr Sjur Bergan, Head of Education Department at the Council of Europe and Ms Yulia Pererva, Ms Mara Georgescu, Ms Ruxandra Pandea and other members of the Education and Youth Departments for their support during the conference and in preparing this report. It would not have been possible without the contributions of all those who acted as rapporteurs and moderators of working groups during the course of the conference. My warm thanks to you all.

Executive summary

The conference on *Human Rights and Democracy in Action - Looking Ahead: The impact of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education* was organised in Strasbourg on 29-30 November 2012 by the Council of Europe in the framework of the Andorran Chairmanship of the Committee of Ministers, and in cooperation with the European Commission and the European Wergeland Centre¹.

The conference aimed to take stock of the results achieved since 2010 and to discuss the challenges faced by the States Party to the European Cultural Convention in the implementation of the Charter, with a view to plan future strategies in this area, and to assess the support measures needed from the side of the Council of Europe and other international institutions.

The participants welcomed the preparation of the first report on the implementation of Charter (based on replies to a questionnaire received from the governments)², and the collection of feedback from civil society organisations, as the first steps for the development of the support measures. They made a number of recommendations for strategic action to be undertaken by the Council of Europe, the States Party to the European Cultural Convention and the civil society organisations with a view to support the implementation of the Charter. In particular, they proposed a number of possible ways of developing a more transparent, consistent and participatory evaluation approach for the next review cycle (foreseen in 2017). While opinions were very diverse in relation to the need for and feasibility of stronger

¹ The European Wergeland Centre is a European resource centre on education for intercultural understanding, human rights and democratic citizenship, set up in cooperation between Norway and the Council of Europe. Further information is available at: www.theewc.org

² Kerr, D. (2012) Implementation of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education. Final Report
http://www.coe.int/t/dg4/education/edc/conference2012/Source/DGIIEDUCDPPE_BU201217_ITEM8.pdf

evaluation mechanisms, there was an emerging consensus on the benefits of on-going dialogue among key actors in this area and on the added value of the Charter as a clear framework and impetus for such dialogue.

The participants' recommendations will be examined by the Steering Committee for Educational Policy and Practice (CDPPE) and the Joint Council on Youth (CMJ), with the intention of translating them into proposals for specific actions within the Council of Europe Programme of Activities 2014-2015. It is also foreseen to submit the conclusions of the Conference to the Council of Europe Conference of Ministers of Education in Helsinki in April 2013, and will be disseminated at relevant activities in the framework of the EU 2013 Year of Citizens. The participants' recommendations can be summed up as follows:

Recommendations to the Council of Europe

1. Cooperation and support

- Encourage and support the development and implementation of **policies** for citizenship and human rights education involving all relevant stakeholders, including governments, civil society organisations, education professionals and students (Article 6);
- Cooperate with student unions and international associations of universities to promote citizenship and human rights education in **higher education** through professional education programmes and through emphasising the link between citizenship and human rights education and learner-centred approaches which universities already support and promote (Article 7);
- Create a platform for **democratic school governance**, where school heads can exchange good examples and seek advice (Article 8);
- Encourage and support the development of the **training** of trainers and education professionals in citizenship and human rights education while maintaining and developing quality standards (Article 9);
- Support **research** and cooperation with researchers in education and youth field to better identify areas that need development as well as

strategic priorities and actions in order to create an evidence-based policy (Article 12);

- Consider the development of projects, within the framework of the Charter, which support educators, and specifically teacher educators, to develop specific strategies and tools to equip students with **competences** to challenge anti-democratic forces, such as on-line hate speech, homophobia, racism and xenophobia, including anti-Semitism and Islamophobia (Article 13);
- Promote the Charter through inviting national policy-makers to cooperate with their **international peers** focusing on particular aspects of the Charter (Article 15a and 15c);
- Encourage and support the EDC/HRE coordinators' to **effectively communicate** with other stakeholders, including teacher educators, unions, student representative bodies and civil society groups concerned with citizenship and human rights education (Article 15b).

2. Capacity building

- Continue to support **youth and human rights organisations** through the organisation of trainings at regional and national level in human rights education in order to increase the number and quality of human rights educators, as well as the outreach of the Charter (Article 10);
- Promote and further develop Pestalozzi programmes for **education professionals** on intercultural education, social cohesion, valuing diversity and handling difference and conflict (Article 13).

3. Awareness raising and advocacy

- Explore possibilities for advocacy by a prominent personality, for example in the form of a **Special Rapporteur** for Citizenship and Human Rights Education;
- Support the promotion of the Charter at national and local level so that it is known and used as an **advocacy tool** by all those concerned;

- Support the translation of the Council of Europe materials (such as Compass and Compasito) into different languages in order to improve their **accessibility**;
- Establish an **online resource** on priorities, challenges, results and discussions in the field of citizenship and human rights education.

4. Conceptual development

- Facilitate a reflection on the ways in which marginalised and **excluded groups** might be more effectively addressed in the provision of citizenship and human rights education (Article 5a);
- Develop strategies on how **children and young people** can be the protagonists of the Charter, empowering them to be peer educators, building on the child-friendly version of the Charter “Democracy and human rights start with us: Charter for All” (Article 10).

5. Evaluation

- Encourage and support member states to develop 5-year **action plans** for citizenship and human rights education, which include identification of under-developed areas, priorities for action, as well as provisions for monitoring and evaluation of progress (Article 14);
- Promote bench-marking and capacity building in citizenship and human rights education through the development of **qualitative indicators** for assessment of progress (Article 11);
- Invite **civil society** organisations / stakeholders to produce evaluation reports complementary to those of government bodies, in order to build a balanced and comprehensive picture of the Charter implementation (Article 15);
- Make governmental and civil society reports available for **public scrutiny** in the next review cycle on the implementation of the Charter (Article 15d);

to States Party to the European Cultural Convention

1. Cooperation and support

- Work in **partnership** with NGOs, youth organisations and school students to identify needs, develop priorities for action, in implementation, monitoring and evaluation of progress in citizenship and human rights education (Article 10);
- Ensure **political and financial support** to initiatives in citizenship and human rights education coming from both the formal and non-formal education sector, and particularly those that support and develop the autonomy of children and young people and their organisations (Article 10);
- **Value and ensure diversity** in the landscape of citizenship and human rights education providers and encourage civil society to network in order to foster work in citizenship and human rights education, including adaptation and support of best practices stemming from this area (Article 10);
- Cooperate with NGOs, engaging them in the **training of teachers** in skills for promoting social cohesion, valuing diversity and handling differences and conflict (Article 9, 10 and 13);
- Facilitate communication between **EDC/HRE coordinators** and range of stakeholders - both professionals and civil society (Article 10);
- Establish an annual roundtable of various **stakeholders** in citizenship and human rights education to build synergy and cooperation, particularly by bringing together researchers, policy and decision makers and practitioners from both education and youth field (Article 10);
- Ensure that **children and young people** are consulted on the priorities (Article 10);
- Support small scale **international collaborative projects** to foster citizenship and human rights education through exchange of expertise (Article 15b);

2. Evaluation

- Develop 5-year **action plans** for citizenship and human rights education at national level, which include identification of needs, priorities for action, as well as provisions for monitoring and evaluation of progress (Article 14);
- **Commit resources** to evaluate progress in citizenship and human rights education, examining policy impact against policy goals, ensuring evidence-based policy rather than best practice policy (Article 12 and 14);

3. Awareness raising and advocacy

- Collaborate with the Council of Europe and universities, other **higher education institutions** and student bodies to further a dialogue on the mission of higher education and on universities' public responsibility and role in supporting societal capacity to conduct intercultural dialogue through the provision of programmes for all students, and particularly education professionals, in human rights education and democracy (Articles 7 and 10) ;
- **Promote the *Charter for All*** among school students and youth groups, supporting education for human rights and democracy through peer learning;

To civil society organisations

- Cooperate with other civil society organisations in **networking and advocacy** for the implementation of the Charter at national and local level;
- Build **collaborative projects with government** to further the implementation of the Charter;
- Contribute independently to the Charter **review processes**;
- Continue the **networking and sharing** of good practices at regional, national, and European levels to promote the Charter's implementation;

- Ensure **dissemination** of the Charter to target groups and empower them to take action for the promotion and development of citizenship and human rights education.

Introduction and background

The Conference on “Human Rights and Democracy in Action - Looking Ahead: The impact of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education” was organised by the Council of Europe in Strasbourg on 29-30 November 2012 in the framework of the Andorran Chairmanship of the Committee of Ministers, and in cooperation with the European Commission and the European Wergeland Centre. The aim of the Conference was to take stock of the results achieved and to plan future co-operation and strategies for the promotion of citizenship and human rights education through the implementation of the Charter.

The decision to adopt the *Charter on Education for Democratic Citizenship and Human Rights Education* (Recommendation CM/Rec (2010)7) (hereafter referred to as ‘the Charter’) was one of a series of decisions taken by the Committee of Ministers as a follow-up to the High-Level Conference on the Future of the European Court of Human Rights held in Interlaken on 18-19 February 2010, with a view to implementing the Declaration and Action Plan agreed there. It marks an educational response to improving the credibility and effectiveness of the European Court on Human Rights. As the Charter makes explicit, citizenship and human rights education is a key way of “equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour” so that they promote and protect human rights and fundamental freedoms. Education for democratic citizenship and human rights (EDC/HRE) is about learner action and learner empowerment as well as about strengthening human rights and democracy in Europe.

The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (hereinafter referred to as “the Charter”) is the outcome of an extensive consultation process organised in the framework of the Council of Europe with the aim of strengthening and further developing citizenship and human rights education in the States Party to the European Cultural Convention. Adopted in 2010, the Charter provides focus and framework for the activities run by the Education and Youth Departments of the Council of Europe. The network of the coordinators for education for democratic citizenship and human rights (EDC/HRE) plays a key role in ensuring the relevance and sustainability of this work. The human rights education programme with young people provides a vital link to civil society organisations active in this field. A broad range of materials developed by the Council of Europe draw on the experiences of decision makers, education practitioners and civil society organisations from all over Europe, and provide a solid basis for a broad range of cooperation activities (including policy advice, awareness raising and capacity building). It is hoped that

the support processes for the implementation of the Charter, which are currently being put into place will help to make this work more systematic and sustainable.

The specific objectives of the Conference were as follows:

- To discuss challenges and opportunities in the field of citizenship and human rights education;
- To exchange information on the impact and implementation of the Charter in member states by public institutions and NGOs;
- To discuss how to further enhance EDC/HRE through future use of the Charter and contribute to the development of sustainable mechanisms for its implementation both in member states and the Council of Europe;
- To develop concrete future co-operation initiatives among national and international institutions / organisations and between formal and non-formal education sectors.

The expected outcomes of the conference were as follows:

At the policy level:

- Strengthening Education for Democratic Citizenship and Human Rights based on the Charter through a better understanding of effective ways of promoting EDC/HRE in all educational settings;
- Increased visibility of the role of EDC/HRE for the future of democratic societies and of the work of the Council of Europe in this field;
- Strengthening co-operation of all involved parties on the international and national level to capitalise on synergies and ensure complementarity, and initiate plans for concerted actions.

Specific outcomes:

- A conference report, including feedback on the questionnaire report, conclusions and recommendations;
- A conference website, including speeches, presentations and multimedia products (ex. interviews with participants).

The conference was organised jointly by the Education and Youth Departments of the Council of Europe under the guidance of the Steering Committee for Educational Policy and Practice and youth advisory bodies, and with the help of a small preparatory group³, which developed the conference programme and concept (Appendix 1). The Conference built upon the experience of previous conferences on citizenship and human rights education organised by the Education Department and on the experience of the Forums on Human Rights Education

³ The group included 2 representatives of the (former) Steering Committee for Education, 2 representatives of youth statutory bodies and 2 NGO representatives.

with young people organised by the Youth Department, and aimed to connect the networks and practices of both formal and non-formal education sectors and to ensure dialogue between key stakeholders. This inter-sectorial cooperation contributed to the development of a constructive dialogue between governments and youth organisations on the implementation of the Charter.

The first day of the conference was devoted to taking stock of what has been done, and the second one - to ideas for future action. The closing session allowed the summing up of the conclusions and gave floor to the Council of Europe Human Rights Commissioner for inspirational remarks. In general, the number of speeches was kept to a minimum, and the workshops aimed to produce practical conclusions and recommendations.

The conference attracted a high level of participation from the States Party to the European Cultural Convention and from other key actors in the field of citizenship and human rights education. Over 200 participants, including representatives of ministries of education, education practitioners, youth and other civil society organisations, international institutions, media representatives and other partners attended this event.

2. Welcome addresses and statements of support

Opening addresses by representatives of the Council of Europe, the European Commission and the Andorran Chairmanship of the Council of Europe Committee of Ministers stressed the importance and timeliness of the Charter and the conference.

In a speech delivered on his behalf by Ms Snežana Samardžić-Marković, Director General of Democracy, the Secretary General of the Council of Europe, Mr Torbjorn Jagland⁴, thanked the Minister of Education and the government of Andorra for making education the priority of the Andorran chairmanship, the first time a chairmanship has done so. He stressed the importance of education for democracy at a time when Europe is facing an extremely challenging period, with an economic crisis that has raised youth unemployment in many countries to 50%, leading to social unrest and uncertainty. In this difficult context education has a key role to play in building a culture of democracy and a culture of human rights, which are the foundations of democratic institutions.

These sentiments were echoed by Mr Jan Trzuszczński, Director General for Education and Culture in the European Commission, who drew attention to extremist reactions that threaten, in particular, the rights of minorities. He outlined work at EU-level to integrate the dimension

⁴ The Secretary General had to cancel his participation in the conference on the day of the opening due to illness.

of education for democracy and human rights into wider strategies for social and economic progress, through the social and civic competences identified by the European Council and the European Parliament as essential for citizens living in a knowledge society. These points were reinforced by Mr Pierre Mairesse, Director for Lifelong Learning in the European Commission's Directorate General for Education and Culture. Mr Mairesse also pointed out that there is no contradiction between education for employment and education for citizenship, and that both are necessary. While urgent responses might be needed to face the crisis and unemployment, we should not lose sight of this duality of purposes of education, which is very important in the long-term.

H.E. Ms Roser Suñé, Minister of Education and Youth of Andorra, highlighted work in her country to promote democratic citizenship and intercultural dialogue, so that young people are equipped to challenge injustice, anti-democratic and xenophobic movements and other barriers to democracy in Europe. She also stressed that the theme of education chosen by Andorra for its Chairmanship should provide food for thought on education as the means of acquiring the requisite competences for harmonious living in society, drawing on the culture of democracy and intercultural dialogue. The fact that they have agreed on their priorities with Armenia and Austria, the next states in line for the Chairmanship, will guarantee that the themes chosen will be followed up, allowing the Council of Europe to consolidate the different ideas and changes to be proposed throughout this whole period.

Ms Ólöf Ólafsdóttir, Director of Democratic Citizenship and Participation of the Council of Europe, outlined the Council's work in the field of citizenship and human rights education, highlighting the value of the Charter as a working tool, and her personal suggestions for the next stage in its development. She presented the added value of the Charter as:

- Providing a common definition of citizenship and human rights education (Article 2), which highlights that it is not just about a specific subject, but about promoting a culture of human rights and democracy through education;
- Paving the way to a global consensus, and enabling the adoption of the 2010 UN Declaration on Human Rights Education and Training;
- Providing a framework for action and a checklist for educational reform (an agreed common vision);
- Encouraging a re-think of education and training of teachers and youth leaders.

Ms Ólafsdóttir reminded participants that their collective commitment, dedication and perseverance were central to the Charter's success, and set out her personal wishes for the next stage in its development:

- Educational reforms to be driven by the values and principles of democracy, human rights and the rule of law, enshrined in the Charter;

- EDC/HRE to have a stronger status in the member states and in the Council of Europe
- Lifelong learning for EDC/HRE to be mainstreamed;
- Quality education to be equated with education which is based on the principles of democracy and human rights;
- A Special Rapporteur for democracy and human rights education to be appointed by the Committee of Ministers (as the Croatian Ambassador to the Council of Europe is acting as such a rapporteur for the topic of Children's rights and she has been a strong voice for this topic within the Organisation and beyond.).

Mr Derek Walton, Chairperson of the Steering Committee for Human Rights (CDDH) highlighted that human rights education has continued to be a key consideration for his committee in its on-going work on reform of the Convention system. For all three of the recent High Level Conferences on the reform of the European Court of Human Rights – held at Interlaken in February 2010, Izmir in April 2011 and Brighton in April 2012 – the final declarations have underlined the importance of this issue.

Mr Nils Muižnieks, Council of Europe Commissioner for Human Rights, addressed the participants at the closing session with very personal and inspiring remarks. In particular, he made an appeal for reaching out to vulnerable people, and visiting places where they live as a source of motivation for human rights education. He also highlighted the role of the internet and social media, and expressed his commitment to pursuing the issue of human rights education through the Internet as an important subtopic in his work on human rights on the internet.

3. Tacking stock

Assessing current practices and level of implementation of the Charter

The conference *Human Rights and Democracy in Action – Looking Ahead* drew on two reports: the first was an analysis of a largely quantitative survey and self-evaluation of EDC/HRE by States Party to the European Cultural Convention (responses were received from 40 of 50 States) which was prepared by David Kerr, consultant, with assistance of the Education Department and under the guidance of the Steering Committee for Educational Policy and Practice (CDPPE) of the Council of Europe. The second report was conducted by the Council of Europe Youth Department and collated responses from NGOs concerning their perspectives on the implementation of the Charter (for which there was a somewhat uneven and not necessarily representative response across the countries). Both reports were drafted in autumn 2012 and were presented by Mr David Kerr and Mr Rui Gomes respectively. Ms

Isabelle De Coster also presented the conference with the results of the Eurydice Survey 2012: Citizenship Education in Europe⁵, which reported on education systems and policies in 34 European countries, addressing in particular, teaching approaches; student participation in school governance; and assessment of students' practical learning of citizenship.

Based on the outcomes of the above-mentioned surveys, the conference participants were invited to make proposals on how to improve the next review of the Charter implementation (anticipated in 5 years' time) and to address recommendations for the States Party to the European Cultural Convention, Council of Europe and civil society organisations, on the implementation of the Charter. The conclusions of their discussion can be summed up as follows:

- Although the responses from governments confirm that the Charter today constitutes – and will continue to be in the foreseeable future - an important reference point for member states and contain a lot of valuable information on the current development of and trends in citizenship and human rights education in Europe, the two survey results provide relatively little concrete information about the impact and implementation of the Charter as such in the States Party to the European Cultural Convention by public institutions and NGOs. This can be explained, in large part, by the relatively early stage of implementation at which these surveys were conducted.
- Some participants were critical of the government survey methodology, and in particular the largely quantitative approach. It was felt that the survey produced responses reflecting policy *intentions*, rather than policy *outcomes*, with limited indication of whether or how policies relating to EDC/HRE have been implemented or progress assessed.
- It was suggested that responses to the governmental survey were likely to reflect an overly positive assessment of achievements, lacking a critical edge and an element of reflexivity. In other words, participants judged self-assessment by governments of their own progress in EDC/HRE to be insufficient. In their view, it needs to be supported or complemented by other processes which encourage a more vigorous approach to evaluation.
- Significantly, despite its up-beat concluding remarks concerning the first stage of implementing the Charter, the government report⁶ expresses concern that states

⁵ Eurodyce (2012) Citizenship Education In Europe (Brussels: Education, Audiovisual and Culture Executive Agency (EACEA P9 Eurydice and Policy Support). http://eacea.ec.europa.eu/education/eurydice/documents/thematic_reports/139EN.pdf

⁶ Kerr, D. (2012) Implementation of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education. Final Report http://www.coe.int/t/dg4/education/edc/conference2012/Source/DGIIEDUCDPPE_BU201217_ITEM8.pdf

parties suggest the review cycle should focus on EDC/HRE areas where promotion and implementation are already strong at the expense of areas where promotion and implementation remains weaker. This suggests not only a focus on formal education, including vocational education and training, and neglect of other areas such as research, evaluation and the contributions of NGOs and youth organisations, but also neglect of areas where there is considerable variation in commitment between countries or mere rhetorical commitment.

- The results of the NGO questionnaire are difficult to interpret due to the unbalanced level of responses across the States Party to the European Cultural Convention. Nevertheless, the report suggests an imbalanced promotion of the Charter across countries. Some participants suggested that a questionnaire which invites NGOs to assess progress at a national level may be inappropriate for those who have a local perspective or a specific area of interest and action, and that what might be more helpful would be an invitation for NGOs and youth organisations to respond with case studies, or complementary information to inform or challenge governmental perspectives. Together NGO and governmental responses might enable a more nuanced understanding of EDC/HRE in a specific location. Such surveys might also be augmented by evaluations conducted by independent experts. One area missing from the current studies appears to be that of lifelong education.

Good practices

The conference programme presented participants with a number of detailed case studies of activities conducted within the framework of the Charter. These provided not only an opportunity for information-exchange and dissemination of the results of these activities but also addressed the forward looking objectives of the conference, namely to discuss how to further enhance EDC/HRE through future use of the Charter and contribute to the development of sustainable mechanisms for its implementation both in the States Party to the European Cultural Convention and the Council of Europe. These case studies serve to provide concrete examples of the possibilities for future cooperation among various actors (national and international institutions; formal and non-formal education sectors; states-parties and NGOs). The examples of how the Charter is currently being implemented included the following:

- The summer academies in Poland and in Montenegro were presented as examples of international peer learning. Ms Marlena Falkowska (Poland) and Ms Bojka Djukanović (Montenegro) explained how the academies offer training by an international team of experts to develop EDC/HRE in the schools and local community. In the Polish example, education leaders work together (a school

director, a teacher and NGO representative or parent) over a year, and come together in an international summer school from a range of countries in the region. In Montenegro the Academy brings together participants from a range of countries in South Eastern Europe to share experiences and promote education for human rights, democracy and peaceful co-existence.

- The Swiss–Ukrainian pilot project involved teacher educators from the partner countries visiting each other and hosting guests as part of a process of exchanging experiences of EDC/HRE. Mr Rolf Gollob (Switzerland) and Ms Raisa Yevtushenko (Ukraine) gave an illustrated talk in which they stressed the processes of deep reflection and peer-learning and peer evaluation which took place as each team came to a better understanding of their own practices in their efforts to communicate them to their guests. Both partners stressed the 'new thinking' that took place in the course of the project.
- Joint EC/Council of Europe three-year Programme on Education for Democratic Citizenship in Turkey (with the funding of 6.1 million Euros) commenced in 2011 and is a good example of a comprehensive educational reform being conducted within the framework of the Charter. The Programme builds on the Council of Europe guidelines, materials and networks, and is being implemented in partnership with the Ministry of National Education and the Board of Education.
- The materials disseminated during the conference include a new edition of the highly successful Council of Europe resource *Compass* and the new *Hate Me* video. This powerful resource is a reminder of the direct threat to human rights and democracy in Europe from hate speech on line, and from other expressions of anti-democratic and violent behaviour. The conference heard that human rights educators are also human rights activists - with the implication that education for democracy and human rights is about inspiring action for justice and standing up for human rights.
- The Council of Europe *publication 'Democracy and Human Rights Start with us: Charter for All'* presented by Ms Danica Bojic, Organising Bureau of European School Students Unions (OBESSU) is beautifully illustrated and designed to make the Charter accessible to a wider group of learners, particularly young people. It is accompanied by *Guidelines for Educators* which contains a wealth of ideas for its use and a poster to be used as a reminder and a checklist for democracy and human rights education.

4. Planning the future

The workshops on Day 2 examined the current challenges, possible solutions and future priorities under the Charter, with participants working in eight parallel groups each focusing on one article, as follows:

- Formal general and vocational education (including curriculum development) (Article 6)
- Higher education (Article 7)
- Democratic governance (Article 8)
- Training (Article 9)
- Role of NGOs, youth organisations and other stakeholders (Article 10)
- Criteria for evaluation (Article 11)
- Research (Article 12)
- Skills for promoting social cohesion, valuing diversity and handling differences and conflict (Article 13).

Working groups addressed two key conference objectives, namely: to discuss how to further enhance EDC/HRE through future use of the Charter and contribute to the development of sustainable mechanisms for its implementation both in States Party to the European Cultural Convention and in the Council of Europe; and to develop concrete future co-operation initiatives among national and international institutions, organisations and between formal and non-formal education sectors.

While the process of self-evaluation by governments is a significant step in setting up sustainable mechanisms for the implementation of the Charter, some participants were critical with regard to progress in EDC/HRE and urged the Council of Europe to encourage a more rigorous and systematic approach with a stronger evaluation of EDC/HRE. One suggestion put to the conference is for a Council of Europe EDC/HRE Special Rapporteur who would be able to access information and study developments on the ground, as well as promote education for democracy and human rights across Europe.

In a spirit of partnership, and recognising that EDC/HRE is the responsibility of both governments and NGOs, and likely to be most effective when partners engage collaboratively in implementing the Charter, conference participants called for a wider involvement of civil society and stakeholders in the next evaluation of progress in implementing the Charter, and in particular for the inclusion of children's perspectives and those of parents and NGOs. Also recommended was greater transparency in reporting, so that governmental reports, for example, should be available for all to read – since the aggregated responses tabled in the recent reports for the Council of Europe do not reveal the specific priorities of individual member states nor do they highlight the particular challenges or indicate the obstacles to

implementation, as experienced in different national contexts. It would seem that a key question for policy-makers in future evaluations should be: how have the principles of the Charter guided or influenced education and youth policy in the past five years? A more detailed list of recommendations is available in the Executive Summary on page 7.

5. Side events

Janusz Korczak Seminar: a legacy to build on

The conference was immediately preceded by the Janusz Korczak Seminar on “Education for Democracy: Purpose, Practice and Perspectives”. This half day event organised by the Polish Permanent Representation to the Council of Europe and the Directorate of Democratic Citizenship and Participation of the Council of Europe was hosted at the European Youth Centre in Strasbourg on 28 November 2012.

Korczak was a Polish-Jewish educator, children's author, and paediatrician, well-known in Poland during his life time in all these capacities, but perhaps best remembered internationally for his desperate struggle to protect Jewish orphans from the atrocities in the Warsaw ghetto. Korczak was executed in Treblinka in August 1942 together with the 192 children and his co-workers from the orphanage. The seminar was one of a number of events held internationally to celebrate Korczak's legacy in the framework of the Janusz Korczak Year launched by Poland in 2012.

Throughout his life, Korczak strove to realise the full participation of children in everyday decisions about their lives and their futures. Although not an educator by training, he recognised the power of education in realising democratic practices and in contributing to a more just future. The Janusz Korczak seminar set the tone for the conference on “Human Rights and Democracy in Action - Looking Ahead”, with many seminar participants going on to join the larger conference. Although clearly an exceptionally talented individual who suffered a shocking death, Korczak represents what can be achieved by other educators with a clear vision and a commitment to democracy and children's human rights.

Korczak's life, work and writings continue to inspire child rights activists today. At the seminar, chaired by Ms Urszula Gacek, Ambassador of Poland, and Mr Josep Dallerès, Ambassador of Andorra, participants were reminded that children are not mini-human beings with mini-human rights but equal holders of rights. It is clear that not only did Korczak's work influence those who drafted the 1989 UN Convention on the Rights of the Child, but that Korczak would no doubt be critical of some of the more conservative thinking which persists among educationalists today about child rights. Pawel Jaros, former Ombudsman for Children

(Poland), noted how Korczak was a reformer, a visionary dreaming about better world, beyond the framework of his times. Ambassador Gacek observed that 'if we want to change the world of tomorrow, we have to start with education reform today'. These ideas were also reflected in a short lecture by Dr Anja Mihr, of the Netherlands Institute of Human Rights, Utrecht University examining the relationship between human rights pedagogy and the strengthening of democracy.

Delegates had the opportunity to spend the larger part of the afternoon exploring the meanings of these ideas in a range of contexts, including: international legal texts on citizenship and human rights education; international research on civic knowledge, attitudes and engagement; international cooperation programmes and case studies; Council of Europe manual Compass; summer academies for education professionals; and children's empowerment. One key contribution of the Janusz Korczak seminar to the wider conference was the emphasis on children's participation, as actors and decision-makers in their own lives and education, and by extension in the key project of education for human rights and democracy. It also demonstrated the power of social media in disseminating ideas to a wider audience, with seminar participants and others beyond the seminar engaging in commentary via Twitter.

OHCHR side event on “A Path to Dignity: the Power of Human Rights Education”

This side event provided an opportunity to view and discuss a 28-minute documentary film on the impact of human rights education in people's lives. A Path to Dignity, which focuses on three case studies concerning school children, law enforcement agents and women victims of violence, has been jointly produced by Human Rights Education Associates (HREA), Soka Gakkai International (SGI) and the Office of the UN High Commissioner for Human Rights (OHCHR). The three partners organised this side event.

OSCE/ODIHR side event on the “Guidelines on Human Rights Education “

At this side event Mr Pavel Chacuk (OSCE/ODIHR) and Ms Felisa Tibbitts from Human Rights Education Associates (HREA) and the Carr Center for Human Rights Policy of the Harvard Kennedy School of Government (USA) presented the new OSCE/ODIHR Guidelines on Human Rights Education for Secondary School Systems and Guidelines on Human Rights Education for Law Enforcement Officials. The publications offer guidance on developing curricula, enhancing the teaching and learning experience, preparing teachers and trainers, and evaluating the work done. The Guidelines are the result of extensive consultations with human rights educators and trainers, representatives of governmental agencies and inter-governmental organizations, human rights activists and other practitioners.

6. Conclusions

The conference participants confirmed that the Charter has the potential to guide national policy development and practice in EDC/HRE in a much more focused way than has been the case to date, and made a number of specific recommendations on possible ways forward (see under Executive Summary, page 7). The conference itself provided excellent opportunities for learning from each other, exploring new partnership opportunities and identifying areas for future consideration and development. These outcomes can be summed up as follows.

Learning from each other

One of the strengths of the conference is that it brought together colleagues from a variety of sectors within education and youth work. There were some 200 participants, including representatives from ministries, Permanent Representations in Strasbourg, EDC/HRE national coordinators, youth and community workers, representatives of non-governmental organisations and representatives of youth organisations. These various constituencies are, though their professional roles and voluntary actions, all engaged in supporting Education for Democratic Citizenship and/or Human Rights Education, but they do not necessarily collaborate or cooperate with those from other sectors. The age profile of participants was broader than at past Council of Europe conferences on EDC/HRE. The resulting mix of participants at the conference ensured an interesting dialogue, including cross-generational dialogue and learning. A full list of participants can be found in Appendix II. Examples of innovation in practice and cooperation discussed in plenary session, and from which participants were able to learn concretely from each other, were presented in chapter “Good practices”.

Partnerships

The success of the Charter depends critically on partnerships. As the Charter is a legal instrument thoroughly negotiated and adopted by the Council of Europe member states, it contains a shared definition of education for human rights and democracy (Article 2), as well as objectives and principles which will enable a culture of human rights and serve to address human rights violations before they occur. The Charter is a tool which requires the cooperation of various partners and its effectiveness depends on the willingness of governments and political decision-makers. The Permanent Representations in Strasbourg play a key role in connecting the Council of Europe and its work in human rights and citizenship education to political decision-makers in the countries. The network of EDC/HRE co-ordinators who have been long-standing partners of the Council of Europe within States

Party to the European Cultural Convention, help to ensure the relevance and effectiveness of the Council of Europe activities in this field.

Significantly, Article 10 of the Charter stresses the role of NGOs and youth organisations in EDC/HRE (among other stakeholders). Children and young people are not simply a target group of human rights education, they are essential partners in the endeavour and their contribution needs to be recognised by all other actors and supported. Other key actors are education professionals, who also need support in their efforts.

Importantly, the key partners include the European Commission – the conference itself was organised in close cooperation with the EC. It is foreseen to further strengthen this cooperation in the framework of the forthcoming EC/CoE pilot project scheme that will provide small grants for joint initiatives between two or more countries in the framework of the Charter. The European Wergeland Centre is another strategic partner for cooperation initiatives.

Other international organisations concerned with promoting EDC/HRE were also present alongside the Council of Europe and took part in a roundtable discussion: the European Commission (EC), the Office of the UN High Commissioner for Human Rights (OHCHR), the Organization of American States ((OAS), UNESCO and the OSCE Office for Democratic Institutions and Human Rights (OSCE/ODIHR). Significantly eight major international institutions have now formalised an agreement as an International Contact Group on EDC/HRE to strengthen international cooperation in the promotion and development of EDC/HRE. Such coordinated approach should further support governmental bodies and NGOs engaged in this area.

The broad mix of participants greatly strengthened debate and discussion, with participants' wide range of interests and experiences in EDC/HRE reflected in the conference recommendations. Many participants indicated that the conference helped them to improve considerably their understanding of the Charter and its potential in supporting their efforts to contribute to the development of education for human rights and democracy in various professional settings.

Areas for future consideration and development

In reviewing progress in implementing the Charter and setting a framework for discussion, the conference did not, on this occasion, address some fundamental issues which remain a core part of the work of the Council of Europe. The report *Living Together: combining diversity and freedom in 21st century Europe*⁷ powerfully raises a number of issues which threaten democracy in Europe, including rising intolerance, increased support for xenophobic and populist movements and ‘the presence of a population virtually without rights’. It talks of a ‘crisis of leadership’ and problematic political rhetoric in some countries concerning diversity and democratic values, and raises concern about distorted reporting of minorities in sections of the media.

Some of these issues were raised tangentially in some of the opening speeches, particularly in relation to youth unemployment, social unrest and the growth of extremist movements in Europe. In the closing session, the Council of Europe Commissioner, Mr Nils Muižnieks also spoke of “sites of human rights education” (represented by violations of rights – both historical and contemporary) on the doorstep in Strasbourg. Nevertheless, these issues also need to be discussed more directly within the framework of education, if education is in future to effectively address human rights violations before they happen and contribute to their prevention and to the development of a culture of human rights.

For education for human rights and democracy to address effectively the presence of a population virtually without rights within Europe, we need to provide further guidance to educators and policy-makers wishing to use the Charter as a tool for EDC/HRE. The Council of Europe should support the development of strategies to meet the educational needs of this population and of educating mainstream populations about presence of populations without rights within the framework of EDC/HRE. Educators wishing to use the Charter to address questions of diversity and rights need specific tools. In particular, it may be necessary to expound Article 13 and address the political context in which marginalised and mainstream populations are living, as highlighted by the Council of Europe report *Living Together*. This may imply a special focus, as in the organisation of a conference or seminar, but such efforts also need to be mainstreamed into other EDC/HRE work.

Finally, each of the conference working groups focused on one Article of the Charter. In doing so, the conference did not adequately address the inter-relationship between the various articles. So for example, the report of the working group examining research (Article 12) gave

⁷ Group of Eminent Persons of the Council of Europe (2011) *Living Together: combining diversity and freedom in 21st century Europe*. Report of the Group of Eminent Persons of the Council of Europe (Strasbourg: Council of Europe). <http://book.CouncilofEurope.int/ftp/3664.pdf>

some consideration to Article 6 (formal education) and Article 7 (higher education) but did not address directly Article 8 (democratic governance); Article 9 (training); Article 10 (the role of NGOs); Article 11 (evaluation) and notably Article 12 (skills for promoting social cohesion, valuing diversity and handling differences and conflict) as subjects of relevance for scientific research within education for democracy and human rights. The same pattern can be seen across working groups, and reflects, to a considerable degree, the ways in which discussions were framed in the planning group.

7. Personal reflections

In her introductory speech, Ms Ólöf Ólafsdóttir quoted John Ralston Saul:

I find our education is increasingly one aimed at training loyal employees, even though the state and the corporations are increasingly disloyal. What we should be doing is quite different. It turns on our ability to rethink our education and our public expectations so that we create a non-employee, non-loyal space for citizenship. After all, a citizen is by definition loyal to the state because it belongs to her or him. That is what frees the citizen to be boisterous, outspoken, cantankerous and, all in all, by corporatist standards, disloyal. That is the key to the success of our democracy⁸.

Saul is effectively challenging his readers to reconsider and re-think the whole purpose of education. The Council of Europe Charter on EDC/HRE also sets a new direction for policy-makers in re-asserting that its principles should underpin policy-making. Education for human rights and democracy are re-centred as principles underpinning education. They are far more subjects; they are the foundation of the curriculum, whether this is the formal curriculum of schools or the broader informal curriculum within schools and other learning communities.

The conference working methods and structure sought to model these principles in ensuring that participants were indeed participating, establishing interactive working groups, to which around half the time was allocated. In a relatively orderly and self-disciplined way, conference participants were 'boisterous, outspoken, and cantankerous citizens' engaged in debate and critique, as they sought to assess progress on implementing the Charter to date, and to bring forward recommendations which might be the basis of sustainable mechanisms and processes for the next stage of its implementation.

There are often references to 'good citizens' in discussions about EDC/HRE. A sometimes unspoken assumption is that good citizens are somewhat passive citizens, ready to engage in the formal processes of democracy by voting, but leaving the processes of shaping society to

⁸ John Ralston Saul (2009) *A Fair Country. Telling Truths about Canada* (Toronto: Penguin Canada), p. 318

political decision-makers. The lively processes of engagement adopted by conference participants suggest that they equate good citizenship with dialogue, questioning, challenging, and critique of established ways of doing things. This is, as was highlighted by some plenary speakers, especially important in the current social climate when we see the economic crisis restrict resources for education and research on learning for citizenship and democracy.

At the same time, the conference was reminded, we face a direct threat to human rights and democracy in Europe from hate speech on line, and from other expressions of anti-democratic and violent behaviour. A number of speakers suggested that human rights educators are also human rights activists - with the implication that education for democracy and human rights is about inspiring action for justice and standing up for human rights. This is the context in which recommendations for the Charter's implementation and in which sustainable implementation processes are being shaped and developed.

It is customary to say it has been an honour to be trusted with the responsibility of acting as General Rapporteur of an important conference such as this. In this case it has genuinely been an honour and a privilege, as I observed a genuine creativity in the way participants worked and learned a great deal from the discussions that have taken place in the working groups and from particular inputs in our plenary sessions. In particular, I was able to see, more clearly than before the conference, the potential power of the Charter. The various groups represented in the conference, international organisations, elected members, the governments of member-states and civil society make up the elements of a democratic society. We sometimes refer to these various groups as pillars – but pillars stand upright and separate, holding up the roof - in this case participants interacted, discussed, questioned and argued – in other words, they modelled the processes of democratic life and of education for democracy and human rights.

The organisers of our meeting – within the Council of Europe, the European Wergeland Centre and the European Commission – brought together government representatives, NGOS, and youth organisations. As we discovered through doing, this implies new ways of working and learning together. We did not perfect these, but took our first steps. As was reinforced during the conference, the relationship between human rights educators and governments is not one in which NGOs simply enact governmental or inter-governmental policies such as the Charter, but one in which they question and probe the meaning of those policies, both independently and collaboratively.

Annex I

**Implementation of the Council of Europe Charter on Education for Democratic
Citizenship and Human Rights Education**

Final Report

David Kerr, Citizenship Foundation (UK)

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I would also like to thank those working in States party to the Cultural Convention, including EDC/HRE Coordinators, who took the time to compile and complete the questionnaire responses, with the assistance of others, and returned them to the Council within the agreed timescale. This report, and its outcomes, would not have been possible without such commitment.

Above all, the production of this report has been a team effort, underlining the power and potential of European collaboration in this area.

⁹ Recommendation CM/Rec(2010)7 on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education

Executive Summary

Introduction

This executive summary details the key findings of an evaluation of the Council of Europe's Charter on Education for Democratic Citizenship and Human Rights Education (EDC/HRE) (hereafter the 'Charter'). The evaluation sought to gather information about the implementation of the Charter in the 50 States party to the European Cultural Convention.

The evaluation was conducted through a survey questionnaire addressed to the governments in the 50 States party to the European Cultural Convention in 2012. The questionnaires were returned from 40 states (an 80 per cent response rate). Data was entered and processed on Excel spread sheets enabling the generation of summary statistics.

Key Findings

General Provisions for EDC/HRE

- Support is **high** in States party to the European Cultural Convention for EDC/HRE, particularly at national government and education institution level and in making resources/materials available. However, there is less support for making **financial support** available, possibly as a consequence of the current economic and financial crisis (Article 2 - Definitions and Article 4 – Constitutional structures and member state priorities).
- The majority of countries reported that there were **no inconsistencies** between objectives, principles and policies for EDC/HRE in their country. However, around one-fifth of countries reported inconsistencies at all three levels (Article 2 - Definitions and Article 3 – Relationship between EDC and HRE).
- Two-thirds of Cultural Convention States reported that the Charter has already been **promoted and implemented** in their country through translation (73 per cent), inclusion on ministry websites (60 per cent) and dissemination to key audiences (65 per cent). However, one-third of countries have yet to begin such promotion and implementation of the Charter (Article 4 – Constitutional structures and member state priorities).

- The Council of Europe **tools and resources for EDC/HRE** were found to be useful in two-thirds of Cultural Convention States with some tools more useful than others and there was general awareness about the Charter and its aims, scope and ambition. However, between two-fifths and one-third of countries were either unaware of or were unable to provide information about the usefulness of such tools and resources. This raises the question as to the reasons of such lack of information and / or lack of interest in these materials (Article 1 Scope).

Specific Articles of the Charter

Section I General Provisions

- Over two-thirds of countries reported that there was a **shared working definition** of EDC/HRE in their country but around one-quarter of countries stated that there was no such shared definition (Article 2 Definitions).

Section II Objectives and principles

- Cultural Convention States reported that they make **explicit reference** to EDC/HRE in laws and policies but mainly in relation to formal education, vocational education and training. There was much less explicit emphasis on EDC/HRE in laws and policies relating to training, higher education and youth and non-formal education. A minority of countries (around 10 per cent) reported scarcely any explicit reference to EDC/HRE in laws and policies (Article 5 Objectives and principles).

Section III Policies

- EDC/HRE has been subject to **revision and updating** in formal education (pre-primary, primary and secondary) and vocational education and training since 2007 in three-quarters of countries. Such revision and updating is still on-going in many countries (Article 6 Formal, general and vocational education).
- Provision for EDC/HRE in higher education is **promoted moderately** in just over half of countries, extensively in nearly one-quarter and scarcely or not at all in over one sixth (Article 7 Higher education).
- The **large majority** of countries (over 90 per cent) reported that they promoted democratic governance in education institutions through decision making procedures, school culture/rules, pupil/student participation, parental/family

involvement in schools and school/community links (Article 8 Democratic governance).

- There was a **mixed picture** concerning training for EDC/HRE, with high levels of training reported for teachers (88 per cent) and teacher trainers (85 per cent), school leaders (75 per cent) and youth leaders (70 per cent) but much lower levels for other education staff (48 per cent) and parents (30 per cent) (Article 9 Training).
- There was **variation** in the extent of co-operation and support between governments and non-governmental organisations (NGOs), youth organisations and other stakeholders in countries. Countries said they had higher levels of co-operation and support with NGOs (60 per cent) and youth organisations (55 per cent) than with community groups (40 per cent) and parents' groups (38 per cent) (Article 10 Role of non-governmental organisations (NGOs), youth organisations and other stakeholders).
- Responses from countries showed an **even division** concerning the development of criteria for evaluating the effectiveness of EDC/HRE programmes with just under half of countries (43 per cent) stating that they had developed such criteria and half saying that they had not (Article 11 Criteria for evaluation).
- The initiation and promotion of research in EDC/HRE was **moderate** rather than extensive with nearly two-thirds of countries stating such moderate promotion and around ten per cent stating that there was such promotion in their country either to a large extent or not at all (Article 12 Research).
- Over **two-thirds of countries** reported that they promoted educational approaches and teaching methods which enabled pupils/students to acquire competences in relation to skills for promoting social cohesion, valuing diversity and handling differences and conflict (Article 13 Skills for promoting social cohesion, valuing diversity and handling differences and conflict).

Section IV Evaluation and co-operation

- There was a reported **lack of action** to evaluate and review policies related to the Charter with a quarter of countries reporting having initiated such action and the majority (63 per cent) saying that no such action had yet been taken (Article 14 Evaluation and review).
- There was an **even split** in countries stating that they had planned any co-operation activities with other Cultural Convention States around the aims and principles of

the Charter, with almost half of countries (45 per cent) saying they had planned such activities and almost half (43 per cent) saying they had not (Article 15 Co-operation in follow-up activities).

- The **large majority** of Cultural Convention States reported that they co-operated on EDC/HRE with leading International and European organisations/institutions. The highest levels of co-operation and collaboration by countries were with the Council of Europe (95 per cent); the United Nations (including UNESCO) (93 per cent) and the European Union 83 per cent) (Article 15 International co-operation).

Follow up Actions on the Charter

- It is planned that the **findings** from this report will be presented and discussed at the Conference on *Human Rights and Democracy in Action – Looking Ahead: the Impact of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education* in autumn 2012.
- The Council of Europe is planning a **regular review cycle** of the Charter which will see a follow-up questionnaire sent to governments in five years' time (i.e. in 2017). There was **general support** from Cultural Convention States for this further review in 2017.
- The respondents suggested that the questionnaire in 2017 should focus more on **certain Charter articles** than others. The highest priority EDC/HRE areas for future focus for countries were those concerning formal general and vocational education (a high focus for 73 per cent of countries), training (68 per cent) and social cohesion, valuing diversity and handling differences (63 per cent). The least priority was for focusing on the role of NGOs, youth organisations and other stakeholders (38 per cent).

Conclusions

- Understanding the **general context** for EDC/HRE within and across Cultural Convention States goes a long way towards explaining how the Charter has fared over the past two and half years in terms of its promotion and implementation.
- There is evidence of **considerable levels** of activity concerning EDC/HRE in many Cultural Convention States. However, there remain a **minority of countries** where there is a lack of detailed information available about what is happening in relation

to EDC/HRE and the Charter. This makes it difficult to obtain a **Europe wide** picture of how the implementation of the Charter is faring across countries. It is an issue that the Council should explore how best to resolve going forward, perhaps by resending the evaluation questionnaire to these countries.

- There is evidence that **one-third of Cultural Convention States** still have a considerable way to go in terms of a shared understanding of and common approaches to EDC/HRE and in their awareness and promotion of the Charter. This raises the question of how best to develop such understanding and approaches in these countries.
- Promotion and implementation of the Charter has been much stronger in relation to **certain EDC/HRE areas** over others. The strongest promotion in terms of objectives, principles and practices has been in formal education (primary, lower and upper secondary) and in vocational education and training. There has been less strong promotion in higher education and youth and non-formal education to date.
- It is of **concern** that Cultural Convention States suggest that the review cycle should focus going forward on EDC/HRE areas where promotion and implementation is **already strong** at the expense of areas where promotion and implementation remains weaker. This suggests a focus on formal education, vocational education and training and training, rather than on research, evaluation and monitoring and the role of NGOs, youth organisations and other stakeholders.
- There is a **considerable danger** that the focused approach that Cultural Convention States support to 2017 will lead to **an imbalance** in the promotion and implementation of the Charter. It will leave certain articles of the Charter better supported, promoted and reviewed than others. This is a potentially serious scenario which, if left unchecked over time, could **undermine the scope and ambition** of the present Charter. It suggests that the Council needs to give serious thought to the nature and balance of the 2017 review in order to ascertain progress on all articles of the Charter over the next 5 years.

Final Comment

A promising start has been made to the implementation of the Council Charter on EDC/HRE, however, as the key findings show, it is only a start. There is still a considerable way to go if the Charter is to fulfil its aims and ambition to be a benchmark for EDC/HRE in and beyond Europe.

The Charter on EDC/HRE has begun its journey but the nature of that journey has yet to be fully mapped out. Much will depend on what is decided about EDC/HRE in Cultural Convention States in partnership with the Council between now and the next review in 2017.

1. Introduction and context

This report details the outcomes of an evaluation of the implementation of the objectives, principles and policies contained in the Council's *Charter on Education for Democratic Citizenship and Human Rights Education* (henceforth 'the Charter') across the 50 States party to the European Cultural Convention (hereafter referred to as "Cultural Convention States").¹⁰

1.1 Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education

On 11 May 2010, the Ministers for Foreign Affairs and representatives of the 47 Council of Europe member states adopted Recommendation CM/Rec(2010)7 on the Council of Europe *Charter on Education for Democratic Citizenship and Human Rights Education (EDC/HRE)* at the 120th Session of the Committee of Ministers. The Charter is an important reference point for all of Europe and provides the basis for the Council of Europe's work in this field.

The Charter reflects the Council of Europe's understanding of the importance of the role of education in the promotion of the Council's core values - democracy, human rights and the rule of law - and in the prevention of human rights violations. It also builds from the Council's development of a broad range of co-operation programmes in the field of citizenship and human rights education, both in formal and non-formal education from 1997 to the present. This has been marked, in particular, by the various phases of the Council's flagship Education for Democratic Citizenship and Human Rights Education Project (EDC/HRE) and has included the designation of 2005 as the European Year of Citizenship through Education.

The Charter sets out 16 specific articles concerning education for democratic citizenship and human rights education under four main headings. These are:

¹⁰ For a full list of the 50 states party to the European Cultural Convention visit <http://www.conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=018&CM=8&DF=12/10/2012&CL=ENG>. The 50 comprise the 47 member states of the Council of Europe plus Belarus, Holy See and Kazakhstan.

Section I General Provisions

Article 1 - Scope

Article 2 - Definitions

Article 3 - Relationships between EDC and HRE

Article 4 - Constitutional structures and member state priorities

Section II Objectives and Principles

Article 5 - Objectives and principles

Section III Policies

Article 6 - Formal general and vocational education

Article 7 - Higher education

Article 8 - Democratic governance

Article 9 - Training

Article 10 - Role of NGOs, youth organisations and other stakeholders

Article 11 - Criteria for evaluation

Article 12 - Research

Article 13 - Skills for promoting social cohesion, valuing diversity and handling differences and conflicts

Section IV Evaluation and Co-operation

Article 14 - Evaluation and review

Article 15 - Co-operation in follow up activities

Article 16 - International and European co-operation

Recommendation CM/Rec (2010)7 recommends that the governments of member states:

- implement measures based on the provisions of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education
- ensure that the Charter is widely disseminated to their authorities responsible for education and youth

and instructs the Secretary General to transmit the recommendation to:

- the governments of States party to the European Cultural Convention (ETS No. 18) which are not member states of the Council of Europe
- international organisations

1.2 Scope of the Charter and Definitions of EDC and HRE

The definitions of “**Education for democratic citizenship**” (EDC) and “**Human rights education**” (HRE) (as formulated in the Charter) are:

“**Education for democratic citizenship**” means education, training, awareness-raising, information, practices and activities which aim, by equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour, to empower them to exercise and defend their democratic rights and responsibilities in society, to value diversity and to play an active part in democratic life, with a view to the promotion and protection of democracy and the rule of law.

“**Human rights education**” means education, training, awareness raising, information, practices and activities which aim, by equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour, to empower learners to contribute to the building and defence of a universal culture of human rights in society, with a view to the promotion and protection of human rights and fundamental freedoms.

Education for democratic citizenship and human rights education are closely inter-related and mutually supportive. They differ in focus and scope rather than in goals and practices. Education for democratic citizenship focuses primarily on democratic rights and responsibilities and active participation, in relation to the civic, political, social, economic, legal and cultural spheres of society, while human rights education is concerned with the broader spectrum of human rights and fundamental freedoms in every aspect of people’s lives.

It should also be noted that in terms of its scope the Charter states that it “does not deal explicitly with related areas such as intercultural education, equality education, education for sustainable development and peace education, except where they overlap and interact with education for democratic citizenship and human rights education”.¹¹

The full text of the Charter is available on-line at:

http://www.coe.int/t/dg4/education/edc/Links/charter_adopted_en.asp#TopOfPage

¹¹ Recommendation CM/Rec(2010)7 on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education p.7.

1.3 Purpose and aims of the evaluation

This evaluation has sought to gather information about the implementation of the objectives, principles and policies contained in the Charter in the 50 States party to the European Cultural Convention since its adoption in May 2010. It has also sought to get a sense of the future progress of countries in pursuing the objectives and principles of EDC/HRE promoted in the Charter beyond 2012, as well as their priorities for review and discussion over the next five years through to 2017. Such information is valuable to the Council of Europe and its partners in promoting programmes and actions for Education for Democratic Citizenship and Human Rights Education (EDC/HRE) in the coming years that are in line with the Charter provisions.

1.4 Design and methodology

The evaluation was conducted through a survey questionnaire for completion by governments in the 50 States party to the European Cultural Convention. During autumn 2011, a draft questionnaire was drawn up under the guidance of Steering Committee for Educational Policy and Practice (CDPPE), and in collaboration with the Council Secretariat and the European Wergeland Centre. The questionnaire was designed to focus on the background to EDC/HRE in Cultural Convention States and to elicit information on the implementation of the Charter and its 16 articles since its launch in 2010. The questionnaire contained four sections that corresponded to the sections and articles of the Charter

- Section 1 - Background to respondents
- Section 2 - EDC/HRE and the Charter in Cultural Convention States, including policies, approaches, promotion and dissemination
- Section 3 - The Charter and its articles
- Section 4 - Other (including priorities for a follow-up questionnaire in five years' time).

Respondents were also given the opportunity after every question to add comments to explain their answers and to suggest examples of good practice in their countries, where appropriate.

The questionnaire¹² was sent out by the Council Secretariat in spring 2012 for completion by governments by June 2012. A further reminder was sent by the Council Secretariat in May

¹² The questionnaire was made available in electronic form, in English and French versions.

and the deadline for completion was then extended to the end of August 2012 to maximise returns.

Between May and August 2012, completed questionnaires were returned, in electronic form, from 40 of the 50 States party to the European Cultural Convention (an 80 per cent response rate) to the Council of Europe Secretariat. The data was then analysed and entered into an Excel spread sheet. This enabled the generation of summary statistics of the responses to the questions. These summary statistics form the basis of this report.

Completed questionnaires were received from:

Albania, Andorra, Armenia, Austria, Belarus, Belgium (Flemish community), Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Kazakhstan, Liechtenstein, Luxembourg, Malta, Moldova, Monaco, Montenegro, Norway, Poland, Portugal, Romania, Russian Federation, Serbia, Slovakia, Slovenia, Spain, Sweden, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine, United Kingdom.

No reply was received from:

Azerbaijan, Belgium (French community), Bosnia and Herzegovina, Croatia, Estonia, Holy See, Latvia, Lithuania, San Marino and Switzerland.

The reply from the Netherlands was submitted after the deadline, and it was not possible to include it in the present report.

1.5 Report structure

Following this brief introduction (Section 1) the report is divided into four further chapters. These chapters correspond with the main topics in the evaluation questionnaire. The second chapter addresses the general context to EDC/HRE in Cultural Convention States, including the promotion of the Charter and use of Council tools and resources in this area. This is followed in Chapter 3 by details of progress on the specific articles of the Charter, reviewing progress on each article in turn. The fourth chapter of the report details next steps and follow up on the Charter. The fifth and final chapter offers overall conclusions concerning the implementation of the Charter in countries. The report also contains an Executive Summary which details the main outcomes from the evaluation.

2. General context to EDC/HRE and the Charter in States party to the European Cultural Convention

This chapter of the report contains information about the general context to EDC/HRE in the 50 states party to the European Cultural Convention, including details about the priority given to EDC/HRE at various levels, strategic approaches taken and the extent of implementation, promotion and dissemination of the Charter. This contextual information relates to the Articles 1, 2 and 4 of the Charter, those concerning *Scope, Definitions and Constitutional structures and member state priorities*.

Evaluation questionnaires were received from 40 of the 50 States party to the European Cultural Convention; a response rate of 80 per cent. Questionnaires were completed by government representatives in each country, the majority of whom worked in ministries, boards or national agencies that deal with education and youth. A number of respondents were EDC/HRE coordinators. In many countries those completing the questionnaire sought information from a range of key stakeholders involved in EDC/HRE in order to provide full and accurate responses. Such contextual information is useful in providing a picture of the situation across countries concerning EDC/HRE into which the Charter arrived in 2010.

However, it should be noted that 10 Cultural Convention States did not return questionnaires meaning that the overall picture concerning EDC/HRE is for four-fifths of countries to which the Charter applies. It will be important for the Council of Europe and its partners to ascertain information about EDC/HRE provision in the other one-fifth of Cultural Convention States going forward in order to build as full a picture as possible of current policies, practices and approaches. It may be that following this report the Council resends the Charter questionnaire to these 10 countries for completion and updating of the questionnaire database.

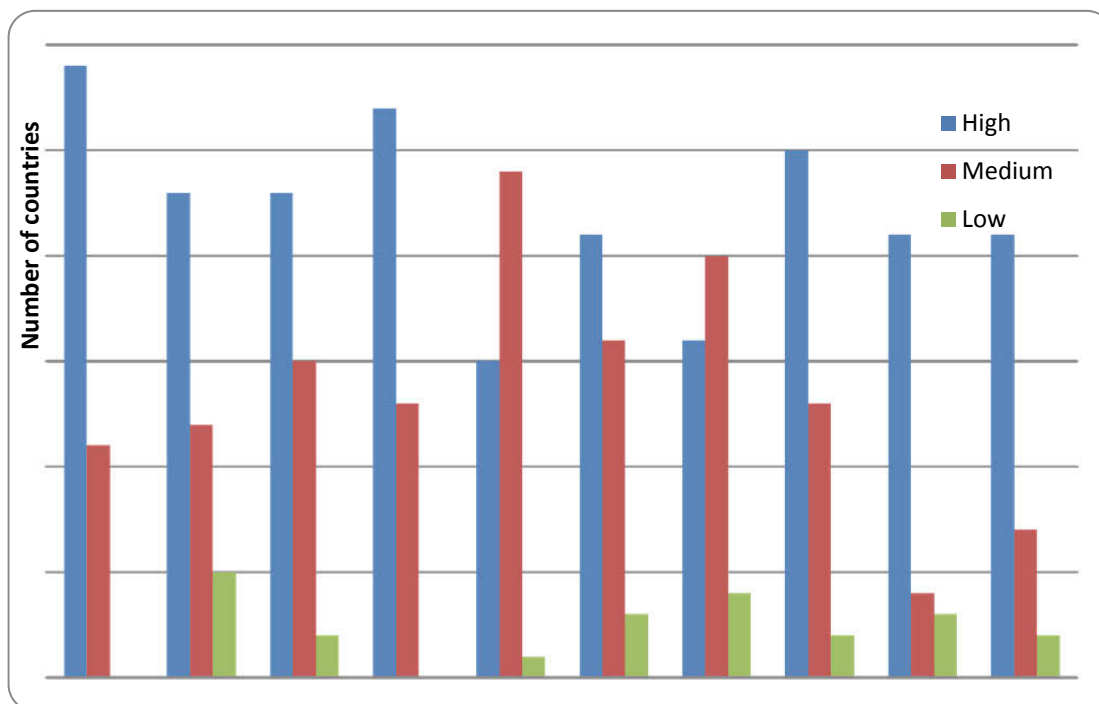
2.1 Objectives, principles and policies in EDC/HRE

Respondents were asked to gauge the extent of the priority given to EDC/HRE objectives, principles and policies in their country at different levels of engagement and support.

As Figure 1 below shows in the 40 countries who answered the questionnaire support levels for EDC/HRE in Cultural Convention States were generally high across all levels and areas of priority. The highest individual level of priority was at national government level with 58 per cent of respondents stating that EDC/HRE was a priority to a large extent for the government in their country. Other levels and areas where EDC/HRE was a higher priority were at

educational institution level (98 per cent of respondents stating priority to a fair to large extent in their country), national government (93 per cent), making resources/materials available (87 per cent) with lesser levels of priority at local government, supporting training for EDC/HRE teachers and school leaders and supporting NGOs and youth groups (all 78 per cent) and the least level in making financial support available (67 per cent). At the other end of the priority scale around one-quarter of countries (23 per cent) reported

Figure 1 Priority given to EDC/HRE in countries



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

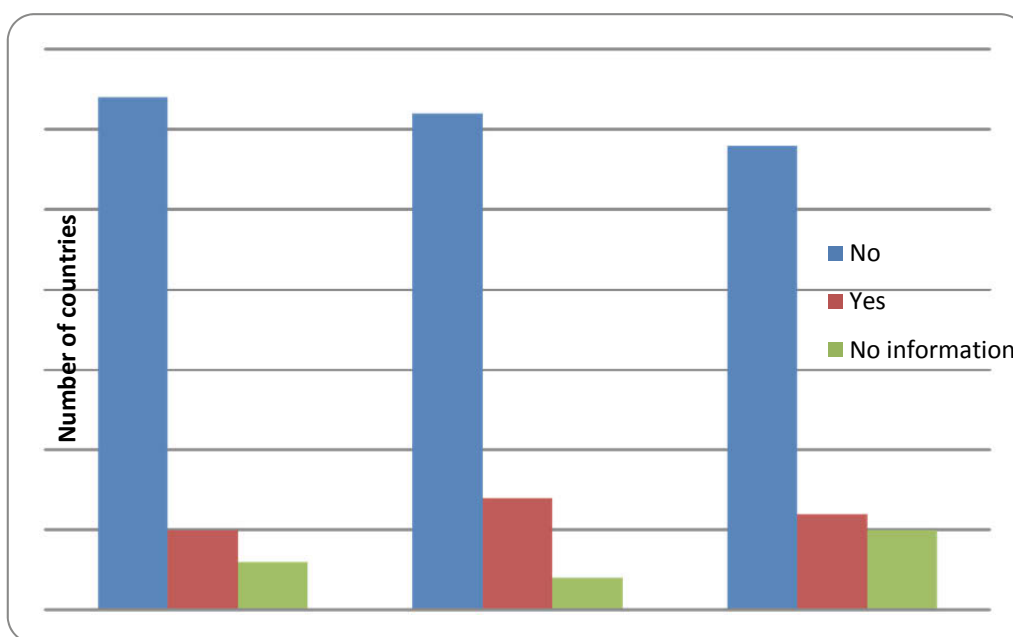
little priority in making financial support available and one-fifth little priority in supporting training for teachers and school leaders and co-operation with NGOs and youth groups.

Questionnaire comments underlined a range of influences on the priority given to EDC/HRE at various levels within and across countries. They include: the lack of national government support (meaning that support does not follow at other levels and areas); the challenge of competing policy priorities (particularly concerning literacy, numeracy, languages and key employability skills); the impact of current cuts in public finances and services on people and resources (as part of austerity measures); the impact of devolved and autonomous administration where central administrations have more limited control over what happens in regions and localities (particularly in federal and regional systems and also between local and national level); the lack of monitoring and evaluation; and, gaps between policies and their implementation. These influences can be both positive and negative concerning EDC/HRE

but the majority of the comments emphasised the current negative impact of such influences in countries. This suggests that the overall policy context and structure of government and education in countries is one that the Council and its partners should monitor closely in the coming years. Such monitoring would help to better understand the extent of progress concerning the Charter and its articles across Europe.

Figure 2 below highlights that the majority of Cultural Convention States reported no inconsistencies between objectives, principles and policies for EDC/HRE. However, around one-fifth of countries identified such inconsistencies at all three levels. These countries were Cyprus, Italy, Luxembourg, the Russian Federation and Ukraine. The reasons given for such inconsistencies are as a consequence of the negative effects of the influences listed above, including the lack of national government support, the lack of human and financial resources, the gap between policy rhetoric and actual practice and the time lag between the creation of new laws and regulations and their effective implementation.

Figure 2 Inconsistencies in principles and policies of EDC/HRE



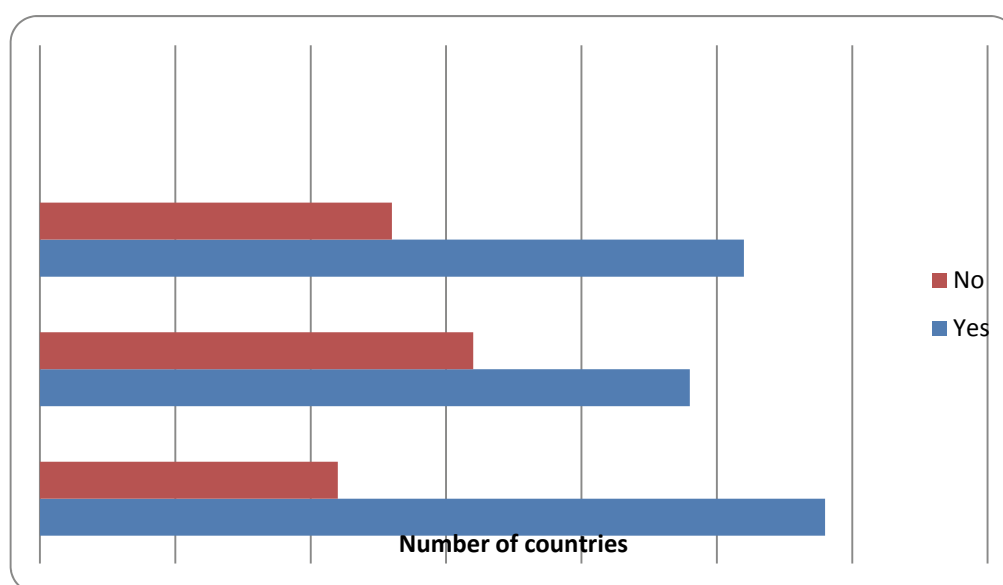
Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Meanwhile, just over one-third of countries stated that strategic approaches have been/are being taken to overcome such inconsistencies. They encompass approaches such as, issuing guidelines, introducing curriculum reforms, drawing up strategic plans, strengthening inspection, undertaking monitoring and evaluation and devising new programmes and projects. The Council should consider drawing such strategic approaches to the attention of all countries in helping them to overcome inconsistencies between principles, policies and implementation of EDC/HRE.

2.2 Promotion and implementation of the Charter

The questionnaire to governments attempted to gauge the extent of the promotion and implementation of the Council's Charter on EDC/HRE since its adoption and launch in 2010. As Figure 3 below illustrates, around two-thirds of countries report having translated the Charter into their own language (73 per cent), published it on the Ministry of Education website (60 per cent) and disseminated it to target audiences (65 per cent). This is a positive picture concerning awareness raising about the Charter. However, seen another way it means that around one-third of the countries have yet to carry out such promotion and implementation of the Charter since 2010.

Figure 3 Promotion and dissemination of the Charter

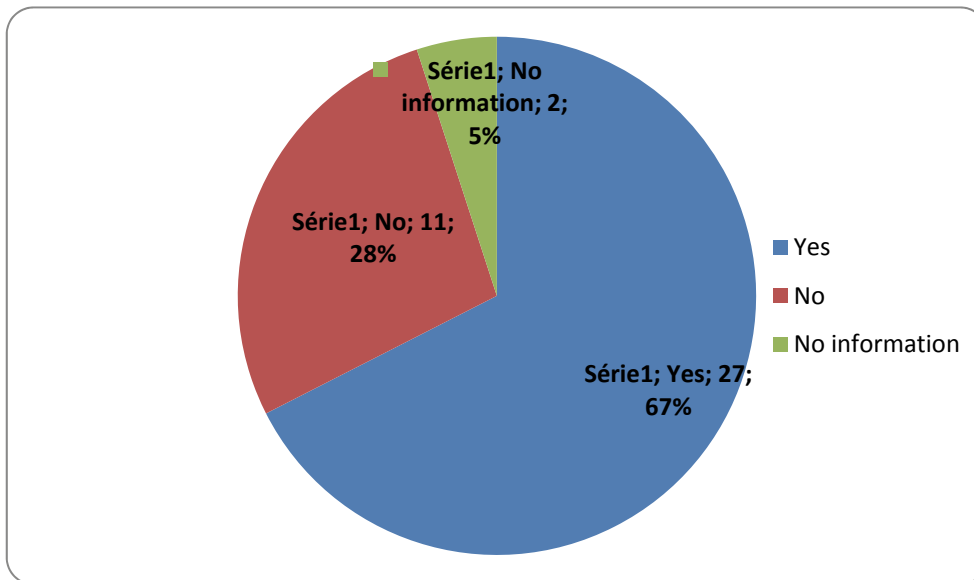


Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Figures 4 and 5 follow on from this broad overview by showing the extent to which concrete measures/activities have been taken (Figure 4) and are planned (Figure 5) by Cultural Convention States to promote the implementation of the Charter. The picture is generally positive once more. It highlights how over two-thirds of states have taken such measures and how over three-quarters have planned such measures/activities to come. Comments from countries reveal the nature of such promotion activities. They detail that promotion of the Charter has taken place and will take place through a variety of methods including teachers' magazines, NGO and youth websites, links to the Council of Europe EDC/HRE web pages, seminars for key audiences, activities with teacher organisations and in-service training

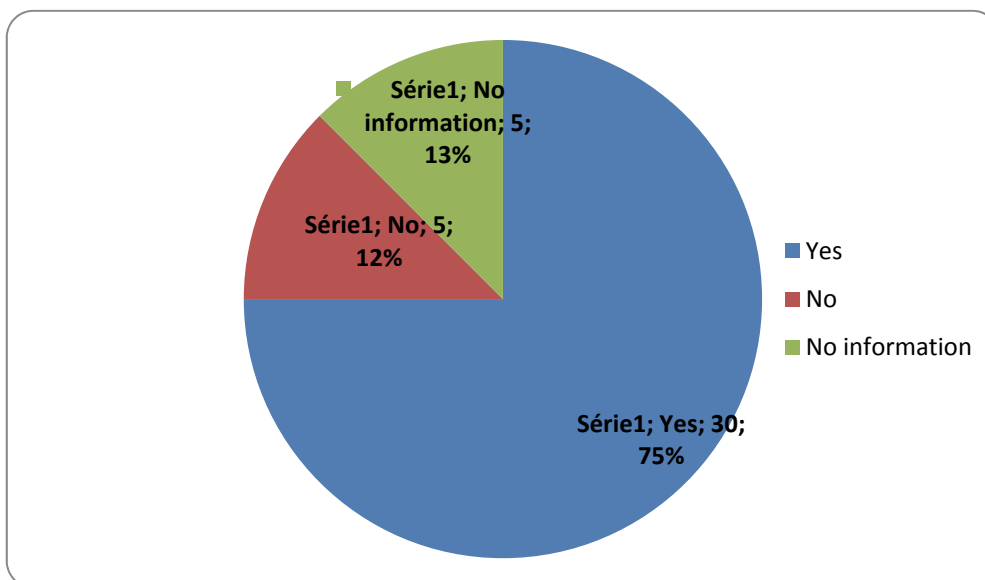
providers, curriculum reforms, drawing up of laws and guidelines, summer academies, conferences and celebration days.

Figure 4 Concrete measures/activities taken to promote the Charter



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Figure 5 Concrete measures/activities planned to promote the Charter

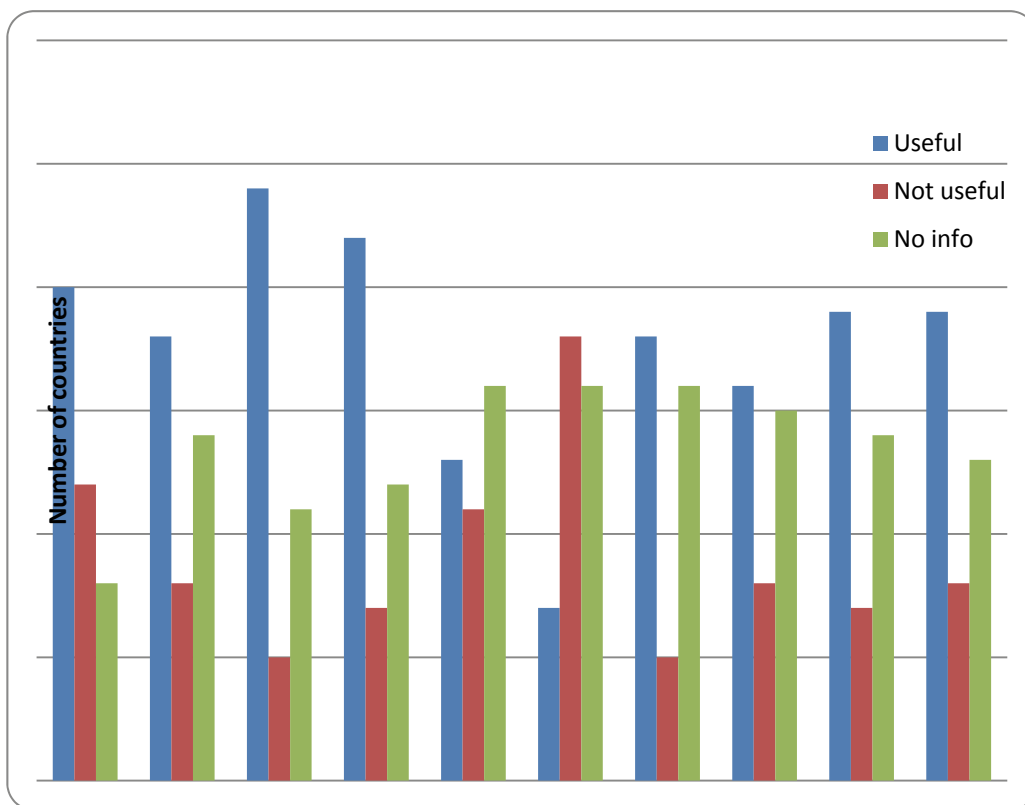


Source: Survey responses to the evaluation of the implementation of the Charter (2012)

2.3. Council of Europe tools and resources for EDC/HRE

The Council of Europe has produced a number of tools and resources over the past ten years, now including the Charter, to promote and support EDC/HRE within and across countries.¹³ There tools and resources are important sources of information, support and training on EDC/HRE topics as requested by countries. They draw on experience and expertise across countries and help to set out the scope of EDC/HRE and clarify definitions, policies and practices. Respondents were asked to indicate the usefulness in their country of these various tools and resources. Figure 6 shows their responses. According to the respondents the most useful (i.e. extensively or moderately used) Council tools and resources were the *Democratic Governance of Schools* and *How all Teachers Can Support EDC/HRE: A Framework for the Development of Competences* followed by *the Charter on EDC/HRE*, *Compass*, *Manual for Human Rights Education with Young People* and *Compassito, Manual for Human Rights Education with Children*.

Figure 6 Utility of Council of Europe tools and resources for EDC/HRE



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

¹³ Detailed information about the tools and resources produced by the Council of Europe for EDC/HRE and access to many of the resources is provided at: http://www.coe.int/t/dg4/education/edc/Resources/Publications_EN.asp

The least useful (i.e. scarcely or not used) were *School-Community- University Partnerships for Sustainable Democracy: EDC in Europe and the US* and *Quality Assurance of EDC in Schools*.

It should also be noted that between one-third and two-fifths of countries said that they were unaware of or had no information about the usefulness of these tools and resources. This underlines the need for the Council of Europe to continue to promote and disseminate to all countries, not just the Charter, but all the other tools and resources, which build on many years of European co-operation and can provide useful guidance on various aspects of EDC/HRE.

However, it should also be noted that such promotion and dissemination raises the question of the nature of the relationship between the Council and Cultural Convention States. In order to achieve more reach for the above-mentioned tools and resources the Council would require the active co-operation of governments in countries to help to disseminate these further through networks and organisations in each country, including the EDC/HRE coordinators. It is a question of where the impetus and priority lies for such co-operation within and across countries as well as in the Council. This is an issue that requires further on-going discussion.

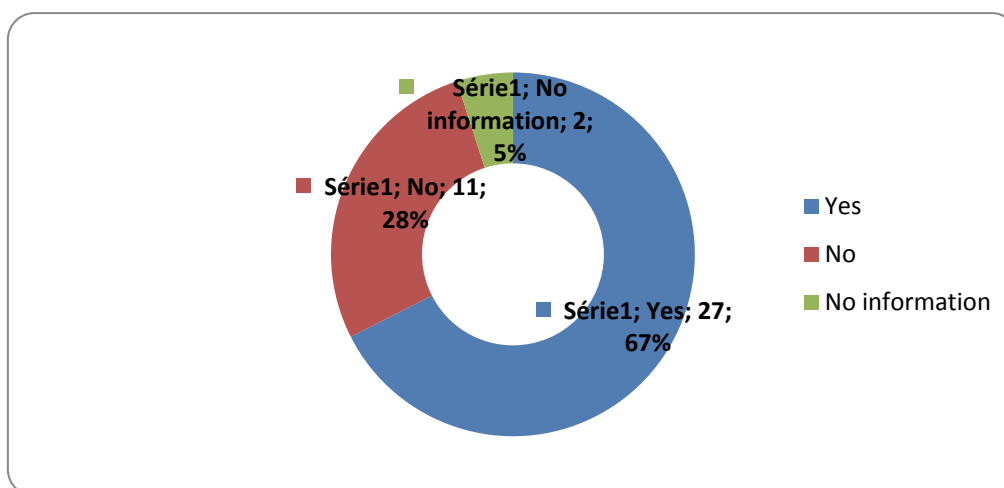
3. Specific Articles of the Charter

This section of the report concentrates on the extent to which Cultural Convention States have promoted the implementation of the specific articles in the Charter. Respondents were asked a series of questions concerning the nature and range of the implementation of the specific objectives, principles and policies contained in the Charter. What follows is a review of the responses of governments on each of the main Charter sections and articles: Section I (Article 3); Section II (Article 5); Section III (Articles 6 to 13); and Section IV (Articles 14 to 16).

3.1 Section I – General provisions

Article 3 of the Charter concerns the *Relationship between education for democratic citizenship and human rights education*. Respondents were asked whether there is a shared working definition of EDC/HRE in their country. Figure 7 confirms that there is such a definition in over two-thirds of countries but not yet in over one-quarter. The countries where it is reported that there is no such definition were: Belarus, Belgium (Flemish Community), Greece, Hungary, Moldova, Monaco, Poland, Portugal, Slovakia and Slovenia, while no information was available from Georgia and Turkey.

Figure 7 Shared working definition of EDC/HRE



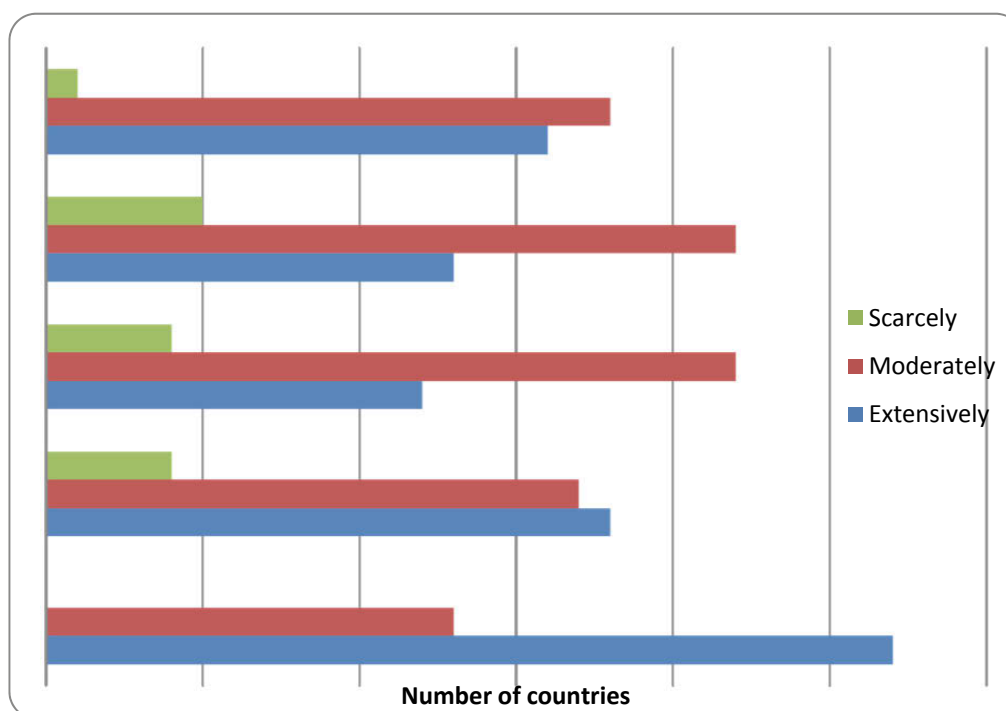
Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Further exploration may be required to ascertain the extent to which the lack of a shared working definition of EDC/HRE is an impediment to developing effective policies and practices in this area in these countries.

3.2 Section II - Objectives and principles

Article 5 of the Charter is about *Objectives and Principles* of EDC/HRE. Respondents were asked a series of questions about the extent to which education laws, policies and strategic objectives explicitly refer to EDC/HRE. Figure 8 below shows the outcomes.

Figure 8 Explicit references to objectives and principles of EDC/HRE



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Figure 8 confirms that there is explicit reference to EDC/HRE most extensively in education laws and policies in the countries concerning formal education (pre-primary, primary and secondary) and vocational education and training and more moderately in relation to training of education personnel, higher education and in youth policy and non-formal education. It also highlights that a minority of countries (around 10 per cent) report scarcely any explicit reference to EDC/HRE in laws and policies. These countries are: in vocational education, Bulgaria, Hungary, Montenegro, Spain; in higher education, Iceland, Romania, the Russian Federation and the UK; in the training of education personnel, Georgia and Hungary; and, in youth policy and non-formal education, the Russian Federation. It underlines the work that remains to be done if EDC/HRE is to be an explicit part of education laws, policies and strategic objectives within and across all 50 States party to the European Cultural Convention.

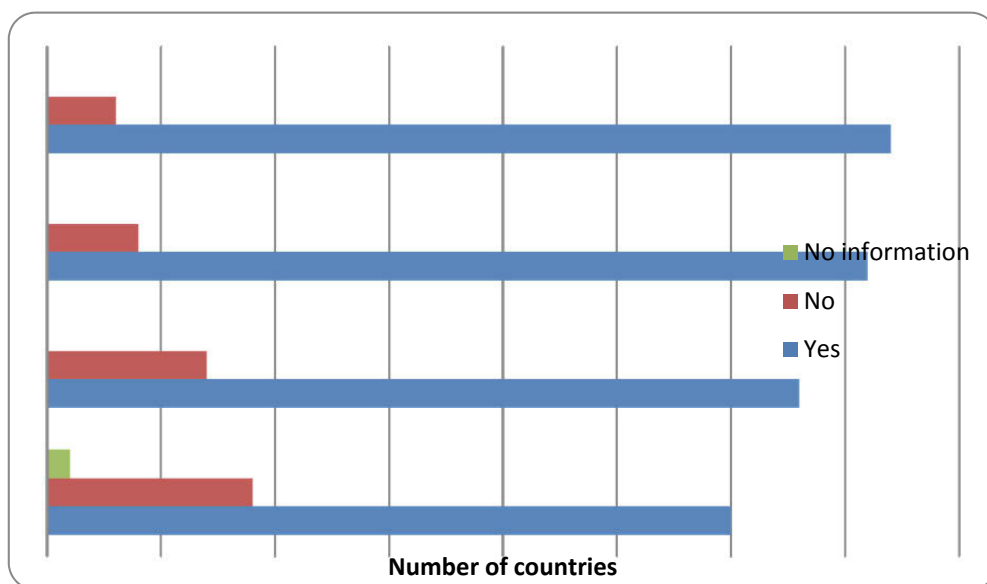
3.3 Section III - Policies

The questionnaire also asked about the extent to which there was EDC/HRE provision in countries in relation to a number of key education policy areas that are covered in the central Charter articles.

Article 6 concerns *Formal general and vocational education*. Respondents were asked the extent to which EDC/HRE in the curricula had been subject to revision and updating since 2007. Figure 9 shows high levels of such revision and updating of EDC/HRE across over

three-quarters of countries, often as part of major on-going revisions and reforms of the whole school curriculum.

Figure 9 Revision and updating of EDC/HRE since 2007

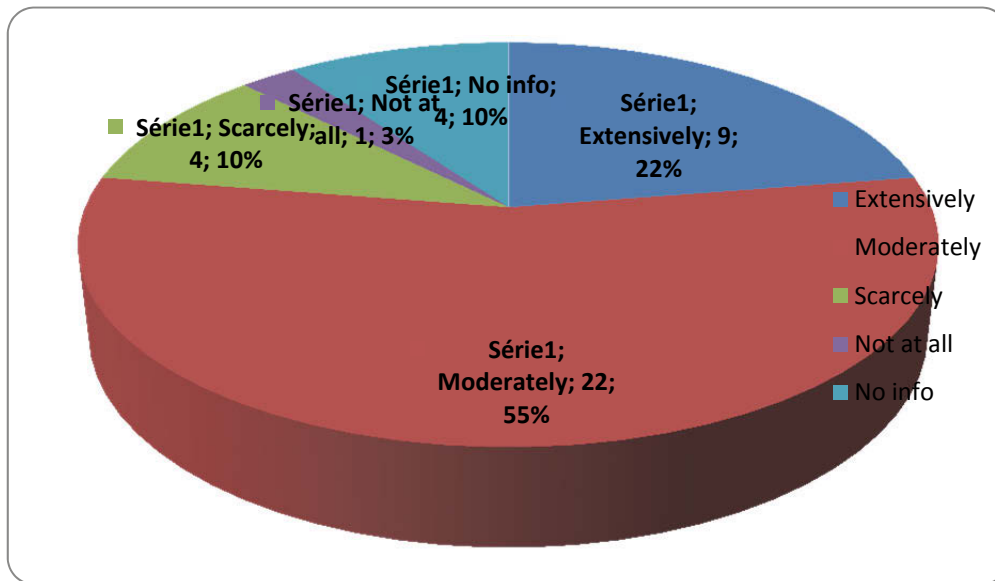


Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Revisions have been greatest in lower and upper secondary, closely followed by primary and pre-primary education. It underlines the nature of change that has and is taking place concerning EDC/HRE in formal general and vocational education within and across countries. The challenge for the Council is to ensure that the Charter and its provisions are considered as part of the revision and updating process of education and of EDC/HRE, in particular, across all countries.

Article 7 addresses *Higher education* and the questionnaire asked governments the extent to which EDC/HRE provision is promoted in higher education institutions in their country. Figure 10 shows that provision for EDC/HRE is promoted moderately in just over half of countries, extensively in nearly one-quarter and scarcely or not at all in over one sixth. There is scarcely any promotion in Finland, Iceland, Ireland and Turkey, at present, and no reported promotion in Slovakia.

Figure 10 Promotion of EDC/HRE provision in higher education institutions



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Country responses highlight that promotion varies within and across countries and encompasses inclusion in general values and mission statements, in certain departments and courses (e.g. social and human sciences and law) and in teacher training. However, it should also be noted that the increasing autonomy of higher education institutions limits the extent to which governments can control such provision. This presents an issue for the Council as to how more autonomous higher education institutions across Europe can be made aware of the Charter and its provisions concerning EDC/HRE. Governments may be one avenue of promotion but there may also be other avenues through country and Europe wide HE networks which can also be explored going forward.

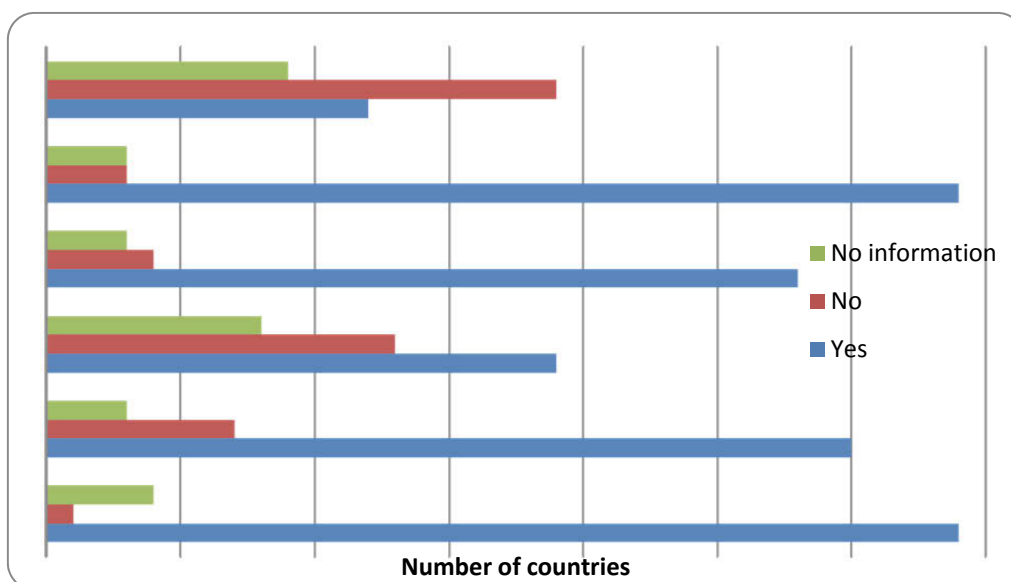
Article 8 is about *Democratic governance* and respondents were asked about the existence of laws, policies and strategies that promote democratic governance in educational institutions, particularly schools, concerning various groups and functions. The country responses are extremely positive. They confirm that the large majority of countries (over 90 per cent) promote democratic governance in relation to: decision making procedures (e.g. governing bodies/school boards); school culture/rules; pupil/student participation (e.g. school/student councils); parental/family involvement in schools (e.g. governing bodies/school boards); and, in school/community links (in and out of school). The only countries that report no such promotion are Bulgaria and Hungary in relation to school/community links.

Article 9 is concerned with *Training* and the questionnaire sought to find out whether there is any provision for EDC/HRE training as part of initial teacher education, continuing professional development and other types of training for particular groups, from teachers and

school leaders to parents. Figure 11 shows the responses from countries concerning such training.

Figure 11 details a mixed situation concerning training with more targeted training for some groups than others. It shows that there are high levels of training available in countries for teachers (88 per cent of countries) and teacher trainers (85 per cent) as well as school leaders (75 per cent) and youth leaders (70 per cent). It also highlights much lower levels of training currently available for other education staff (48 per cent) and parents (30 per cent). Indeed, the level of EDC/HRE training for parents is the lowest of all groups. Figure 11 also shows that there are almost one-fifth of countries where there is no information available concerning training for EDC/HRE.

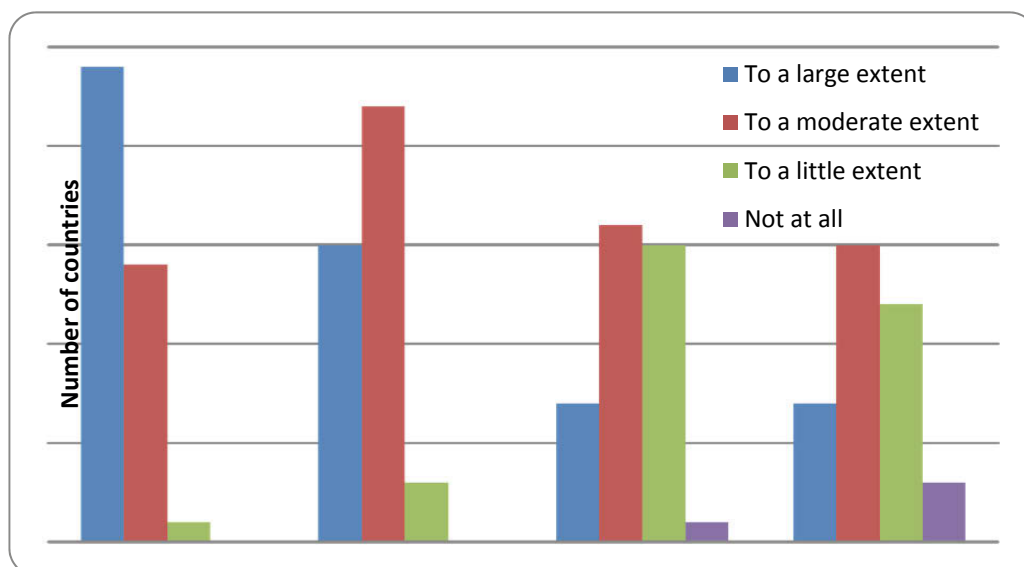
Figure 11 Provision for EDC/HRE training



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Article 10 of the Charter is about the *Role of non-governmental organisations (NGOs), youth organisations and other stakeholders*. Governments were asked about the extent of co-operation and support between the government and such organisations in their country. Figure 12 demonstrates varying levels of co-operation and support with different groups.

Figure 12 Co-operation between governments and organisations that support EDC/HRE



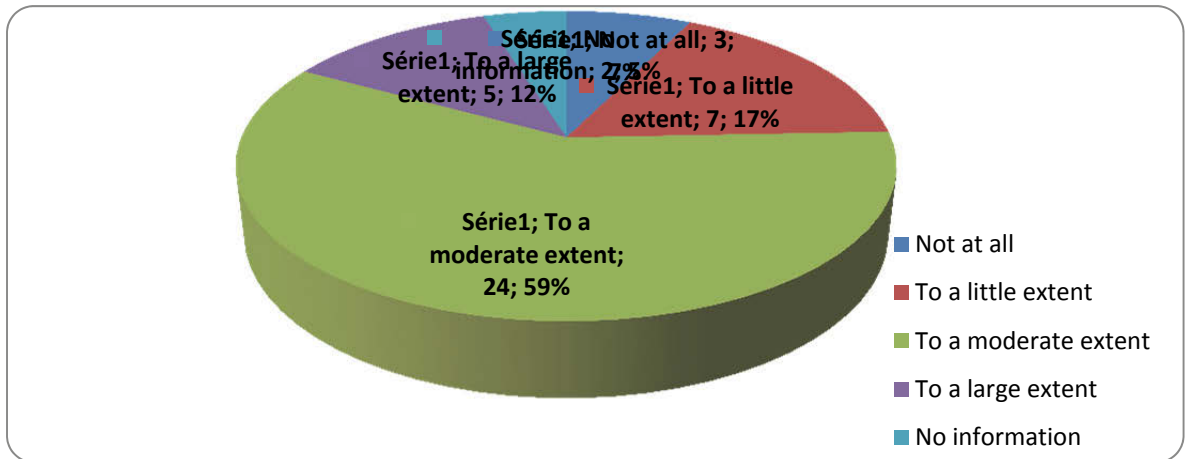
Source: Survey responses to the evaluation of the implementation of the Charter (2012)

The most extensive co-operation and support is between government and NGOs (60 per cent of countries), with moderate levels of co-operation and support with youth organisations (55 per cent) and much less co-operation and support with community groups (40 per cent) and parents' groups (38 per cent). Indeed, in relation to the last two groups there was no reported co-operation and support between government and community groups in Georgia and with parents' groups in Georgia, Monaco and Sweden.

Article 11 of the Charter changes tack by focusing on *Criteria for evaluation* of EDC/HRE. The questionnaire asked whether criteria have been developed in countries to evaluate the effectiveness of EDC/HRE programmes. The results show an even division with just under half of countries (43 per cent) reporting the development of such criteria and half no such development (50 per cent). However, a number of countries say that such criteria are currently under consideration. Even so the responses confirm the considerable work that still needs to be done to convince all countries of the importance of evaluating EDC/HRE programmes and of the need to establish criteria for such evaluation.

Article 12 is about *Research* with countries asked the extent to which they have initiated and promoted research on EDC/HRE to take stock of the current situation. Figure 13 shows a range of responses with the largest group of countries (59 per cent) stating the initiation and promotion of research on EDC/HRE to a moderate extent.

Figure 13 Initiation and promotion of research

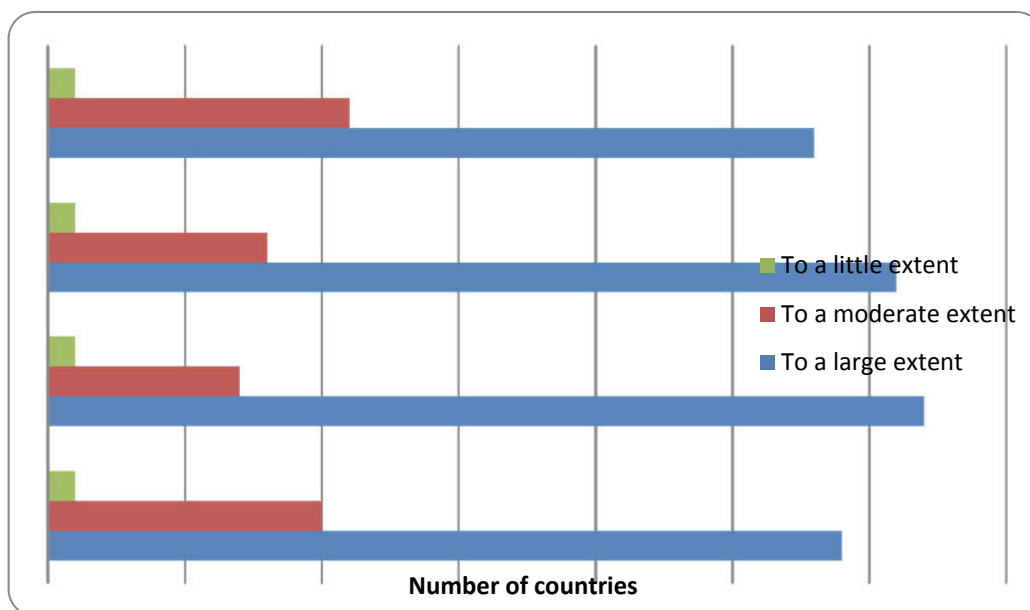


Source: Survey responses to the evaluation of the implementation of the Charter (2012)

At either end of the spectrum around ten per cent of countries say they promote research to either a large extent or not at all. Countries where research on EDC/HRE is extensively promoted are Montenegro, the Russian Federation, Serbia, Slovakia, Slovenia and the UK. Countries where there is no research undertaken at all are Bulgaria and Turkey. The findings highlight that while research on EDC/HRE is given consideration in many countries it is a moderate rather than high priority for action.

Article 13 focuses on *Skills for promoting social cohesion, valuing diversity and handling differences and conflict*. Respondents were asked about the extent to which educational approaches and teaching methods are promoted in their country which enabled pupils/students to acquire competences in relation to these skill areas. Figure 14 shows the responses and underlines how over two-thirds of countries promote such educational approaches and programmes and teaching methods extensively to develop pupils/students skills. Only one country, Turkey, reports such promotion to a more limited extent. Many countries commented how the development of such skills and competences was built into national curricula and national guidelines for education more generally and reinforced through EDC/HRE teaching within and beyond the curriculum.

Figure 14 Promoting pupils' skills in EDC/HRE competences



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

3.4 Section IV – Evaluation and co-operation

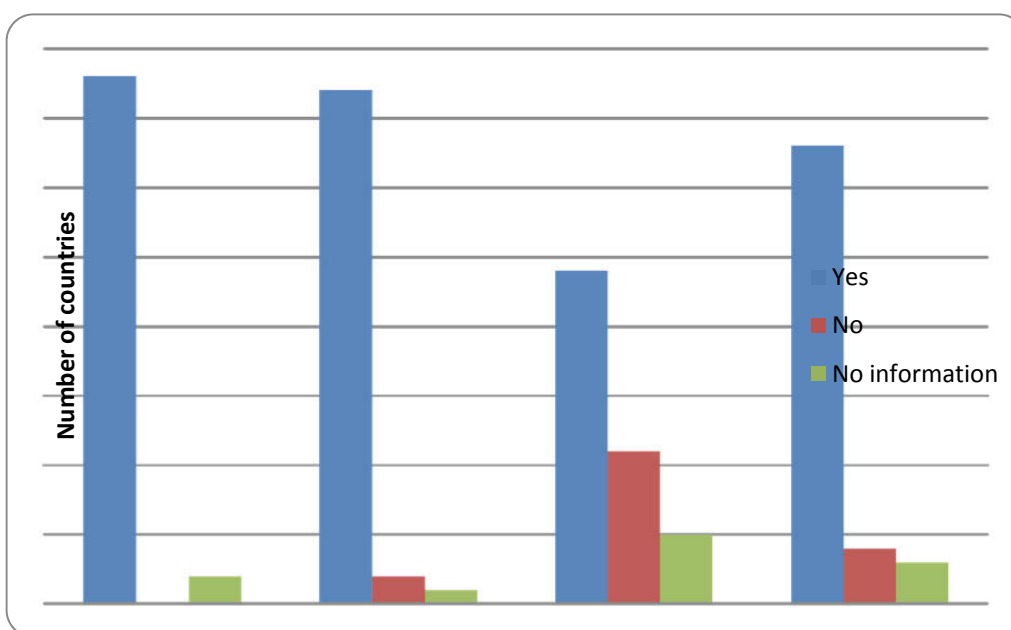
Section IV of the Charter covers issues of evaluation and co-operation in relation to both the Charter and to EDC/HRE, with other countries as well as with European and international organisations. Cultural Convention States were requested as part of the questionnaire to provide examples of good practice, where appropriate, in relation to Article 14 *Evaluation and Review* and Article 15 *Co-operation in follow-up activities*. The outcomes from this request are detailed in Appendix 1.

Article 14 addresses *Evaluation and review* in relation to the Charter. The questionnaire asked governments whether there has been any action foreseen to evaluate strategies and policies undertaken with respect to the Council's Charter on EDC/HRE. A quarter of countries reported having initiated such action with the majority (63 per cent) saying that they had taken no action to evaluate and review strategies and policies related to the Charter. These findings underline the lack of action in countries since 2010 to evaluate and review strategies and policies related to the Charter. They confirm the considerable efforts that still need to be made to encourage countries to give due attention to evaluation and review actions in respect of EDC/HRE.

Article 15 focuses on *Co-operation in follow-up activities*. Countries were asked whether they had planned any co-operation activities with other countries around the aims and principles of the Charter. Questionnaire responses were split fairly evenly with almost half of countries (45 per cent) saying they had planned such co-operation activities and almost half (43 per cent) saying they had not. No information was available from ten per cent of countries on this question. The responses suggest the need to explore in more detail the nature and potential benefits of such follow-up activities and the reasons why some countries currently co-operate on such activities while others do not.

Article 16 addresses *International and European co-operation* on EDC/HRE. The questionnaire asked countries to detail whether they co-operated with a number of leading organisations/institutions. Figure 15 details their responses. It shows that the large majority of countries take part in such co-operation on EDC/HRE with the highest levels being with the Council of Europe (95 per cent of countries), the United Nations (including UNESCO) (93 per cent) and the European Union (83 per cent). A smaller number of countries (60 per cent) co-operate with the Organisation for Security and Co-operation in Europe (OSCE). Other international and European organisations that countries mentioned collaborating with were: SIEDO, the Economic Commission for Western Asia (ECWA), the European School of Governance, the Nordic Council of Ministers and the Organisation Internationale de Francophonie.

Figure 15 International and European co-operation on EDC/HRE



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

4. Follow-up Actions on the Charter

It is important to bear in mind that it is only just over two years ago in May 2010 that the Council's Charter on Education for Democratic Citizenship and Human Rights Education was adopted. It is recognised that it is still early days for all 50 States party to the European Cultural Convention to promote and fully implement the Charter and its articles. However, the Charter is an important reference point for all of Europe concerning EDC/HRE and it provides the basis for the Council's work in this field. It is therefore vital that it is promoted and implemented and that there is regular monitoring of such activity within and across countries. It is no use adopting the Charter in 2010, promoting it to 2012 and then finding out that it has been forgotten as a reference point by 2015 as policy and practice in education continues to shift in countries.

It is essential, therefore, that the Council gauge the extent to which countries have already promoted and begun to implement the Charter since 2010 and the extent of their plans for on-going and future promotion and implementation in 2012 and beyond. This raises the need for regular collection of data and high level reporting, discussion and dissemination of the outcomes.

This section of the report focuses on two particular follow-up actions designed to keep the profile of the Charter high in the Council and across Europe Charter in 2012 and the years beyond. The first action concerns concrete plans to present and discuss the findings from this questionnaire (i.e. this report) in 2012. The second action is about having a further follow-up questionnaire on the promotion and implementation in five years' time (i.e. in 2017) and a European conference to highlight the outcomes.

4.1 Conference to discuss report and findings

It is planned that the findings from this report will be presented and discussed at the Conference on *Human Rights and Democracy in Action – Looking Ahead: the Impact of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education*, which is being organised by the Council of Europe in co-operation with the European Commission and the European Wergeland Centre in Strasbourg from 29-30 November 2012. The overall aim is to take stock of progress across Europe in meeting the objectives, principles and policies set out in the 16 articles of the Charter from its adoption in May 2010 through to autumn 2012. It will also provide a strategic opportunity for the Council of Europe and the 50 States party to the European Cultural Convention, as well as for other European and international organisations who work in the field of EDC/HRE, to review

existing plans and to set new targets, initiatives and programmes so as to strengthen the continued promotion and implementation of the Charter from 2012 onwards. This explains why the conference is titled *Looking Ahead*.

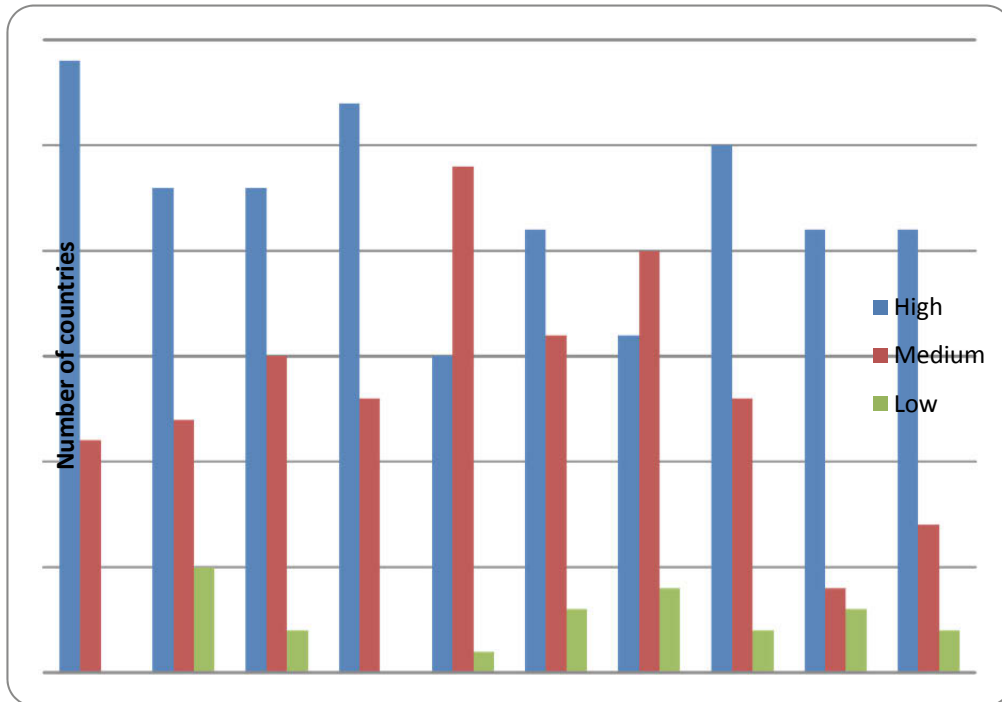
This report has been structured and written with this conference in mind. It addresses the current state of progress on all of the 16 articles in the Charter and contains some conclusions to help the Council and its partners to look forward with confidence. There is also an executive summary which sets out the main findings from the implementation questionnaire to governments.

4.2 Follow –up questionnaire on the Charter

The Council of Europe’s Education Committee is also planning beyond 2012 with a proposal that this implementation review exercise should be repeated every five years as part of an on-going review cycle on the Charter. Five years is deemed a suitable period of time in which to assess the extent of progress of countries in pursuing the aims and principles for EDC/HRE promoted in the present Charter. It is planned that in five years from now (i.e. in 2017) a questionnaire similar to this one, but perhaps focusing on particular Charter articles and including more detailed case studies of effective practice in relation to EDC/HRE and the Charter in countries, should be drawn up and distributed. There should then be another report based on the questionnaire responses and a follow-up conference to discuss the findings and plan further actions and activities.

As part of the plans for this follow up review of the Charter the questionnaire contained a final question to countries concerning what particular areas of EDC/HRE the follow-up questionnaire should focus on in 2017. Governments were asked to give a level of priority to a number of key areas covered in the Charter. Figure 16 details the priorities chosen by the countries.

Figure 16 Priority areas for follow-up questionnaire



Source: Survey responses to the evaluation of the implementation of the Charter (2012)

Figure 16 shows that the highest priority areas for countries were those concerning formal general and vocational education (a high focus for 73 per cent of countries), training (68 per cent) and skills for social cohesion, valuing diversity and handling differences (63 per cent). High to medium priority areas were those concerning democratic governance of educational institutions (58 per cent), higher education (58 per cent), criteria for evaluation and evaluation and review (53 per cent) and international and European co-operation (53 per cent). Medium priority for focus was the role of NGOs, youth organisations and other stakeholders (38 per cent high focus). Meanwhile, over one-tenth of countries declared low interest in higher education, evaluation and review and research. More investigation is required to understand the reasons given for these priorities from the highest to the lowest.

It is interesting to note that the areas suggested for highest priority are those Charter articles, that according to the questionnaire responses, are where countries currently show highest levels of implementation, promotion and support. The same holds true in reverse for those areas which are medium to lowest priority (i.e. low priority equals low support and action). It raises the likelihood that the focus in countries through to 2017 will be on self-selecting Charter articles where support for the principles and objectives of EDC/HRE in policy and practice is highest, while ignoring those articles where support and interest is lower. There is a danger that this will lead to an imbalance in focus on articles of the Charter through to 2017, both within and across countries, and in questionnaire design, analysis, reporting and

discussion in 2017. It raises a question as to the focus of the 2017 questionnaire review and the extent to which it should investigate in more depth the Charter articles that are lower priority for countries so as to provide a more balanced overview of progress in countries.

A small number of countries also suggested other areas that should be a focus in 2017 including EDC/HRE and the economy, environmental issues and learner competences in EDC/HRE. General comments from countries on this questionnaire and the process of review and follow-up included recommendations to: streamline further the questions to save respondents time chasing information and data; get data and information about EDC/HRE from other sources that are publicly available in order to reinforce country responses and save time; focus the questionnaire totally on a small number of Charter articles where there is most interest and activity; and, collect examples of effective policy and practice from countries and to share them more widely with others. Countries generally welcomed the opportunity to review progress on the Charter at regular intervals.

5. Emerging Conclusions

This report sets out government responses to a questionnaire that looked at each section and article of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (EDC/HRE) in turn. It is not easy within such a format of analysis and reporting to draw out common emerging themes. However, such an overview of current progress is extremely helpful to the Council of Europe and 50 States party to the European Cultural Convention, as well as to other partners in discussing and deciding how to take the Charter forward in the coming years. This section of the report therefore attempts to draw conclusions from the preceding chapters. It is structured around three themes.

The first theme is the **general context for EDC/HRE** within and across countries. This is the context within which the Charter is being promoted, and which, in turn, influences (both positively and negatively) such promotion. The second theme concerns **overall progress on promoting and implementing the Charter since its adoption in 2012** in terms of strengths as well as areas that require further work. The third and final theme is that concerning **follow-up and future actions from 2012 onwards**. The chapter ends with a final comment on the evaluation as a whole.

5.1 General context for EDC/HRE and the Charter

The first part of the questionnaire to governments sought to capture the general context for EDC/HRE within and across countries. This general context is important because it is the

situation into which the Charter was adopted in May 2010 and that within which attempts have since been made for its initial promotion and implementation in countries. Understanding the context for EDC/HRE goes a long way to explaining how the Charter has fared over the past two and half years. There are a number of general conclusions concerning this context that arise from reviewing the questionnaire responses. They include:

- Existence of numerous influences in countries that affect the approach taken to EDC/HRE and to the Charter. For example, the Charter was adopted with the current financial and economic crisis beginning to impact across Europe. There are signs that the crisis is affecting government spending and the degree of priority given to EDC/HRE in government policy and in provision of resources (human and monetary). Meanwhile, there is evidence of a growing move to decentralisation of educational responsibilities and resources in many countries. This makes it difficult to both influence policy and practice concerning EDC/HRE and to collect robust information and data about current developments.
- Recognition of on-going policy reforms in many countries in relation to the curriculum in general and EDC/HRE in the curriculum in particular. This makes it difficult to plan with certainty for EDC/HRE in countries in the coming years and to provide up-to-date information on policy and practice.
- Evidence of considerable on-going levels of activity in policy and practice in EDC/HRE across a wide range of areas and of continued support for this area from European governments.
- Signs of higher support and activity concerning EDC/HRE in certain education sectors compared to others. There is much greater support for EDC/HRE in formal general education than in higher education and in youth and non-formal education.
- Lack of detailed information about policy and practice in EDC/HRE in a minority of European countries. This includes country wide information as well as information about certain education sectors and areas. Such information is vital if a European wide review of the Charter and of EDC/HRE is to be achieved.
- Varied levels of awareness in countries of support for EDC/HRE from the Council of Europe through its programmes, actions, tools and resources, including the present Charter.

This context should be borne in mind when reading the findings in this report and discussing follow-up and future actions in relation to EDC/HRE and the Charter.

5.2 Progress in promoting and implementing the Charter

Reviewing the findings concerning all the Charter articles reveals a number of broad conclusions about progress in promoting and implementing the Charter between 2010 and 2012. These include:

- Evidence of awareness across countries of the Charter on EDC/HRE and understanding of its purpose and importance as a benchmark for EDC/HRE in and beyond Europe (Article 1).
- Signs that the general policy context has and is influencing the degree of awareness, promotion and implementation of the Charter in countries. Such awareness and promotion is higher in countries where EDC/HRE is given greater policy priority and lower in countries where that priority is lower. The extent of policy and practice in EDC/HRE goes hand in hand with the level of progress on the Charter.
- Evidence of shared definitions for EDC/HRE and of the promotion and implementation of the Charter in around two-thirds of countries between 2010 and 2012 and of further planned activities (Articles 2 and 4).
- Evidence that one-third of the countries that responded to the questionnaire still have a considerable way to go in terms of their understanding of and approaches to EDC/HRE and in their awareness and promotion of the Charter (Articles 2 and 4).
- Promotion and implementation of the Charter has been much stronger in relation to certain EDC/HRE areas over others. The strongest promotion in terms of objectives, principles and practices has been in formal general education (primary, lower and upper secondary) and in vocational education and training. There has been less strong promotion in higher education and youth and non-formal education to date. (Articles 6, 7 and 10).
- Countries are strong in promoting democratic governance across educational institutions (Article 8)
- Strength of promotion of EDC/HRE and of the Charter influences the nature of training for EDC/HRE. It is noticeable that the majority of countries provide training for teachers, teacher trainers and school leaders rather than for youth leaders and parents. (Article 9)

- Mixed levels of support and promotion across countries for NGOs, youth organisations and other stakeholders (including parents), with higher support for NGOs (though not financial) than for other stakeholders (Article 10).
- Only moderate support and action concerning evaluation, research and monitoring for EDC/HRE. Many countries have yet to develop criteria or to take action. This may be because EDC/HRE is still a relatively new and evolving area and/or because it is not a high policy priority and therefore not deemed a high enough priority for such actions (Articles 11, 12 and 14).
- Most countries are strong in promoting the competences and skills of pupils in relation to promoting social cohesion, valuing diversity and handling differences and conflict both through EDC/HRE and across the curriculum (Article 13).
- Evidence of countries co-operating and collaborating with other countries on the Charter and of many countries co-operating with international and European organisations and institutions that work in the field of EDC/HRE (Articles 15 and 16).

It is hoped that these emerging conclusions, concerning areas of EDC/HRE as reflected in particular Charter articles, will be useful for influencing discussions and decisions concerning follow up and future actions on the Charter and on EDC/HRE.

5.3 Follow up and future actions

It is positive that there has been support from governments (40 out of 50 States party to the European Cultural Convention) to review the implementation of the Council Charter on EDC/HRE this time round. It is also encouraging that, in the main, countries support a regular review cycle on the Charter, with the next review scheduled for 2017 (in five years' time). However, it is of concern that countries suggest that the review cycle should focus going forward on EDC/HRE areas where promotion and implementation is already strong at the expense of areas where promotion and implementation remains weaker. This means a focus on formal education and vocational education and training, rather than on research, evaluation and monitoring and the role of NGOs, youth organisations and other stakeholders.

There is a considerable danger that if agreed such an approach would lead to an imbalance in the promotion and implementation of the Charter. It would leave certain articles of the Charter better supported, promoted and reviewed than others. It could mean that less popular Charter articles are ignored in terms of policy, practice and action.

Finally, there is a need to consider how best to build a robust evaluation and review cycle concerning the Charter. The questionnaire and this report are helpful in this process but as time progresses it will be important to decide: how and how much to draw on other sources of data and evidence about EDC/HRE that are in the public domain; how to get reliable information and data from all European countries (a 100 per cent rather than an 80 per cent response rate), how to encourage those countries that are currently reluctant to participate in the review in five years' time, and, how to obtain examples of best practice and share and act upon the review outcomes. There is plenty to consider going forward.

5.4 Final comment

Above all, the questionnaire responses have underlined that a promising start has been made to the implementation of the Council Charter on EDC/HRE. However, as the key findings show, though promising, it is only a start. There is still a considerable way to go if the Charter is to fulfil its aims and ambition to be a benchmark for EDC/HRE in and beyond Europe.

The Charter on EDC/HRE has begun its journey but the nature of that journey has yet to be fully mapped out. It is hoped that, as with the outcomes of the 2005 European Year of Citizenship through Education, the adoption and implementation of the Charter signals clearly the start of a new collaborative journey for the Cultural Convention States to strengthen education for citizenship and human rights education. Much will depend on what is decided about EDC/HRE by these countries - both at the national level and in the framework of the Council of Europe - between now and the next review in 2017.

Appendix 1

Charter Section IV Evaluation and Co-operation - Examples of Good Practice from the States party to the European Cultural Convention

In Section 4 of the questionnaire on Evaluation and Co-operation, in relation to evaluation strategies and policies concerning the charter (Article 14) and co-operation activities with other countries (Article 15) countries were invited to provide 1-2 example(s) of good practice. The criteria of appropriateness, effectiveness, originality and sustainability were used as guidelines for identifying good practice.

Concerning Article 14 in respect of any action foreseen to evaluate the strategies and policies undertaken with respect to the present Charter none of the countries could confirm that good practice examples have been developed. As the Charter was adopted in 2010, it is perhaps not surprising that only limited experiences of good practice in the field of evaluation are available in the countries.

Concerning Article 15 whether co-operation activities with other countries in pursuing the aims and principles of the present Charter have been planned, only two countries (out of those who provided a positive answer), Albania and France, made specific reference to on-going co-operation activities with other countries classified as good practice. Albania reported that it is part of the European Network for EDC/HRE as well as a member of the regional network in this field. Furthermore, it referred to a summer school to be organized in Montenegro in summer 2012, addressing teachers, school principals and representatives of NGOs from the same school and community from South East European countries. Meanwhile, France has established exchange and co-operation activities in the field of citizenship, especially with England and Scotland. They include among others, a comparative study on EDC/HRE in the three countries, and capacity building of education professionals.¹⁴

¹⁴ For more information, please follow the links provided by the Ministry of Education France:

<http://eduscol.education.fr/cid47756/presentation.html>

http://media.eduscol.education.fr/file/Europe_et_international/54/7/citoyennete_Angleterre_Ecosse_France_114547.pdf

<http://eduscol.education.fr/cid48543/les-cadres-d-action.html>

Annex II

Assessing the impact of the Charter on education for democratic citizenship and human rights education

Perspectives from NGOs

Document prepared by the Youth Department
on the basis of the responses to the survey among NGOs

Survey for NGOs: Assessing the impact of the Charter on education for democratic citizenship and human rights education

I. About the survey

A note on methodology

Four of the NGO respondents to the survey were from non-Council of Europe Member states. Where possible, we have attempted to filter the responses given to only include answers given by CoE member states and Belarus. However, in some instances it was not possible to filter responses in this way. Overall, this should not affect the outcome of the survey too dramatically, but when responses include non-CoE member states, this will be indicated. Furthermore, a separate French-language survey was sent out to NGOs, which will be referred to when there is a contrast between these results and the English-language survey. Also, given the high amount of respondents from the Russian Federation, it has been at times necessary to separate these responses where there is a discrepancy between RF responses and those of other CoE member states.

About the Charter and the questionnaire:

The Council of Europe Charter for Education for Democratic Citizenship and Human Rights Education (hereafter: The Charter), adopted by the Committee of Ministers in 2010, recognises the role of youth organisations and non-formal learning for human rights education. The Charter is an important tool for advocacy and policy development that further supports and builds on the experience at local and national level.

Legal basis for the charter:

Whilst the charter itself is not legally enforceable, its genesis can be found in various international legal instruments which specify the right to education and promotion of democratic values. Though this is not the place to engage in a comprehensive examination of the legal obligations incurred through ratification of international human rights treaties, it should nonetheless be noted that the recognition of the importance of human rights and democratic citizenship education comes from Article 13 of the International Covenant on Economic, Social and Cultural Rights, which has been signed and ratified by all Council of Europe member states, and notes that parties to the convention agree that:

“...education shall be directed to the full development of the human personality and the sense of its dignity, and shall strengthen the respect for human rights and fundamental freedoms. They further agree that education shall enable all persons to participate effectively in a free society, promote understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups...”

Furthermore, the report of the 1993 World Conference on Human Rights in Vienna states that, by virtue of both the ICCPR and the Universal Declaration of Human Rights, states are duty-bound to “ensure that education is aimed at strengthening the respect of human rights and fundamental freedoms.” The charter thus represents a more substantive agreement between member states as to the means by which this access to human rights education (HRE) and education for democratic citizenship (EDC) are to be realised.

The Charter can be found in the following link:

http://www.coe.int/t/dg4/education/edc/Source/Charter/Charter_brochure_EN.pdf

The review process

Two years after the adoption of the Charter, the Council of Europe initiated a review process on its implementation and influence; the Education Department has thus sent a questionnaire to member states by which the impact of the Charter is assessed. In order to also have the view of a wide variety of stakeholders and actors in EDC/HRE, the Youth Department carries out this survey among non-governmental organisations – youth organisations included.

http://www.coe.int/t/dg4/youth/Source/News&Calls/2012_HRE_EDC_Charter_Survey_en.pdf

The questionnaire is divided in 3 sections:

- I. Information about the organisation completing the survey and their work on Education for Democratic Citizenship (EDC) and/or Human Rights Education (HRE) (15 questions)
- II. Information about and impact of the Charter (67 questions)
- III. Information related to support measures from the Council of Europe (25 questions)

Number of questions: 109
Number of respondents: (English version): 80
(French version): 7

Position of respondents

The positions of the respondents in the organisation varied: the largest category of respondents was the executive managers, presidents, directors, vice-presidents or those otherwise in a leading position of an organisation. The second largest category of respondents was those involved in co-ordinating projects related to HRC and EDC. Other groups represented were: board members, volunteers, trainers, youth workers, active members, lawyers, interns and project assistants.

Status of NGOs

Most of the NGOs were youth organisations, human rights organisations or providers of non-formal education. The respondents could tick multiple boxes since many of the objectives and the core of their responsibilities overlap. Therefore the percentages are to be read individually rather than cumulatively as they do not always perfectly add up to 100%.

Who the NGOs targeted

The target group of the majority of the organisations was youth (90%). The main actions of the organisations were training courses, campaigning, civic and citizenship education and advocacy for human rights.

French-English differences between EDC/HRE

In terms of focus on either EDC or HRE, the French respondents' organisations were more focused on the education for democratic citizenship than human rights education; with the English replies the trend was the opposite.

Respondents per country

| | | |
|--|----------------|--------------------------|
| Russian Federation (12) | Belarus (3) | Slovenia (1) |
| Bulgaria (5) | Montenegro (2) | Cyprus (1) |
| Italy (4) | Azerbaijan (2) | |
| Armenia (4) | Germany (2) | Croatia (1) |
| Georgia (4) | France (1) | Serbia (1) |
| Portugal (3) | Moldova (1) | Greece (1) |
| Belgium (3) | UK (1) | Kosovo (3) ¹⁵ |
| Romania (1) | Albania (3) | Ukraine (1) |
| "The former Yugoslav Republic of Macedonia (1) | | |

There were also some countries outside Europe such as Pakistan, Tanzania, India, Tajikistan and few places where it was not possible to track them based on the address.

¹⁵ All reference to Kosovo, whether to the territory, institutions or population, in this text shall be understood in full compliance with the United Nations Security Council Resolutions 1244 and without prejudice to the status of Kosovo.

II. Information about and impact of the Charter

Section II – Objectives and principles of the Charter

The Charter points out the objectives and principles behind the Charter to which member states can refer when drafting education policies in compliance with the Charter. This section lists 10 objectives and principles, which are:

- A universal right to HRC/EDC for all citizens in CoE member states
- Involvement of society as a whole, including stakeholder involvement such as NGO participation in the formation of the substance of HRE/EDC
- Incorporating all forms of education (formal, informal, non-formal) within in the remit of HRC/EDC
- Support for NGOs and youth organisations in their involvement with HRC/EDC
- Promotion of HRC/EDC through democratic involvement in school governance
- Promotion of social cohesion and intercultural dialogue
- Empowering students with not just knowledge, but readiness to be involved in democratic participation
- Training and development for professionals
- Participation and collaboration between all stakeholders, such as local, regional and national governments, NGOs, etc.
- International and regional co-operation in the activities covered by the charter

Q: What are the main challenges that you are facing when implementing EDC and/or HRE at local, regional or national level?

| Label | Value | Count | Percentage |
|---|-------|-------|------------|
| Recognition and support of formal education entities | sup | 35 | 44% |
| Political support (lack of, or obstacles by) | pol | 37 | 46% |
| Qualified staff and volunteers | qu | 23 | 29% |
| Educational materials and resources | em | 25 | 31% |
| Financial resources for sustainability of programmes | fin | 59 | 74% |
| Indifference or lack of motivation of students and young people | indif | 25 | 31% |
| Lack of awareness of HRE/EDC among officials and target groups | off | 47 | 59% |
| Other. Please specify: | o | 4 | 5% |

NB: Data includes four non-CoE member states.

Successes with implementation

The least challenging factors were the motivation of the young people and qualified staff, with only 31% of respondents identifying apathy among young people as an issue and 29% complaining about a lack of qualified staff and volunteers. Conversely, 74% singled out a lack of financial resources as problematic towards implementation of the Charter. This seems to indicate that organisations have on the other hand motivated people and competent staff but on the other hand the resources are often missing.

Difficulties with implementation

The main challenges when implementing EDC/HRE at local, regional or national level seemed to be, according to the survey, the financial resources for sustainability of programmes (74%), the lack of political support for the programmes (identified by 46% as an issue), lack of awareness of the topic (59%) and inadequate recognition and support of formal education entities. For instance, 44% of respondents answered “no” when asked if national/local public institutions are offering financial support to HRE/EDC programmes or projects, whilst only 23% said that they are supporting these programmes and projects financially.

A further outcome of the questionnaire was, that when asked if the government or responsible authorities have taken the necessary measures to ensure access to EDC/HRE in laws, policies, and strategies concerning formal education at pre-primary, primary and secondary level, vocational education and non-formal education, the most common answer was “scarcely” (almost half of the respondents).

Within higher education, 45% of respondents answered “positively” about government implementation (7% extensively, 38% moderately), whilst 55% gave “negative” answers (40% scarcely, 15% not at all). With regards to youth policy, 60 % answered positively (18% extensively, 42% moderately), whilst 41% answered negatively (32% scarcely, 8% not at all).

Contrast with French language respondents:

The French-language respondents replied that the main challenges when implementing EDC/HRE were the financial resources (86%), the recognition and support for formal education entities (43%) and educational materials and resources (43%) However, the French-language respondents considered the political support (14%), awareness of these topics (14%) and the motivation of the young people (0%) significantly less challenging.

Section III – Policies

Article 6:

“Member states should include education for democratic citizenship and human rights education in the curricula for formal education at pre-primary, primary and secondary school level as well as in general and vocational education and training. Member states should also continue to support, review and update education for democratic citizenship and human rights education in these curricula in order to ensure their relevance and encourage the sustainability of this area.”

Article 7:

“Member states should promote -- the inclusion of education for democratic citizenship and human rights education in higher education institutions, in particular for future education professionals.”

| Label | Value | Count | Percentage |
|------------------------|-------|-------|------------|
| Pre- primary | pp | 4 | 5% |
| Primary school | ps | 23 | 29% |
| Lower secondary school | lss | 23 | 29% |
| Upper secondary school | uss | 32 | 40% |
| Higher education | he | 30 | 38% |
| Vocational training | vt | 13 | 16% |
| Not applicable | na | 11 | 14% |
| I don't know | ni | 13 | 16% |
| Comments: | c | 5 | 6% |

NB: Data includes four non-CoE member states.

HRE/EDC in National Curricula

The respondents were asked if EDC and/or HRE is included in the educational curricula in their countries. Only 5% of the respondents said it is in the curricula of pre-primary level; 29% said it was in the the curricula of primary schools, the same number as in the lower secondary schools. The highest percentages were in the upper secondary school and in the higher education. But again, since these options don't rule out each other, overall percentage is over 100%.

Institutional implementation

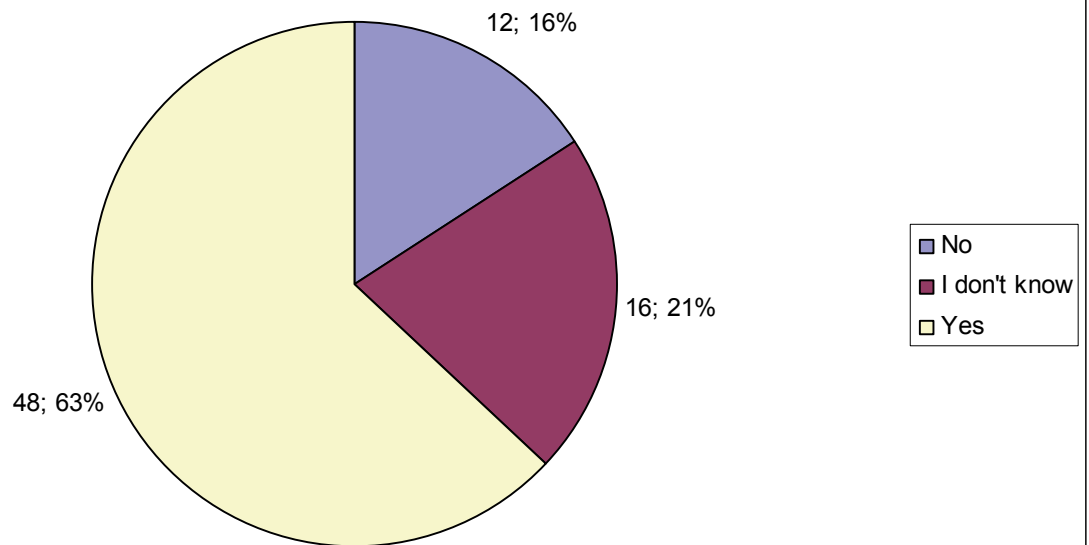
Article 8:

“Member states should promote democratic governance in all educational institutions both as a desirable and beneficial method of governance in its own right and as a practical means of learning and experiencing democracy and respect for human rights. They should encourage and facilitate, by appropriate means, the active participation of learners, educational staff and stakeholders, including parents, in the governance of educational institutions.”

The NGOs were asked if in their countries there were any education laws, policies and strategies that promote democratic governance in educational institutions, concerning:

- Decision making procedures (e.g school boards)
- School culture / rules
- Pupil / student participation (e.g. student councils)
- Parental / family involvement in schools
- School / community links (in and out of the school)

32. Are there any education laws, policies and strategies that promote democratic governance in decision making procedures (e.g. governing bodies / school boards) in your country?



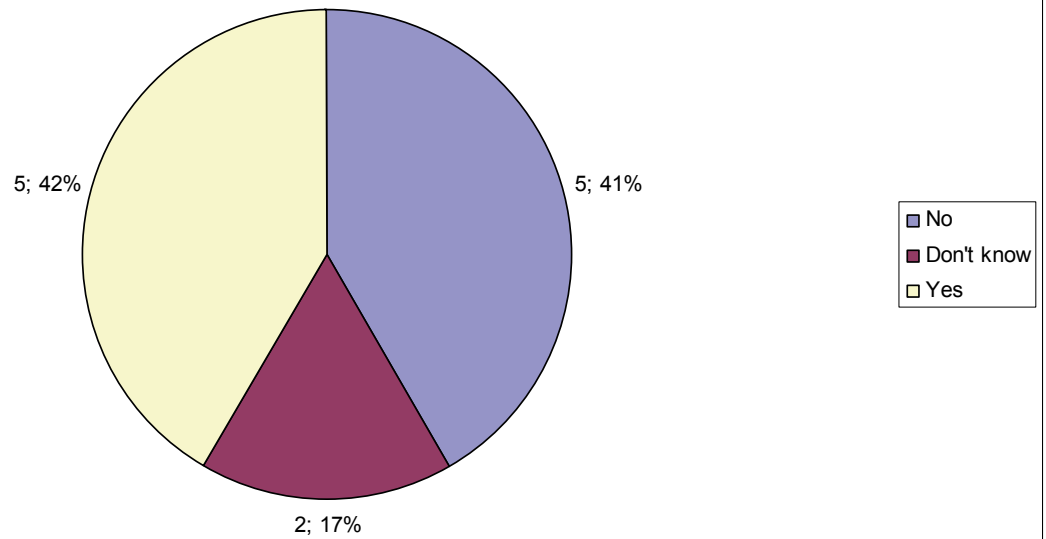
NB: Data does not include the four non-CoE member states.

With regard to the decision making procedures, school culture and family involvement, 63% of respondents answered that there are such laws and policies concerning these aspects. With the student participation the number is even higher, at 75%. With the community links (including the cooperation with the NGOs) the percentage was 50%. Although around one-fifth up til one-third, depending on the question, replied “I don’t know.”

Discrepancy with Russian Federation respondents:

When the above data is altered to include respondents from only Russian Federation NGOs, the results are quite different:

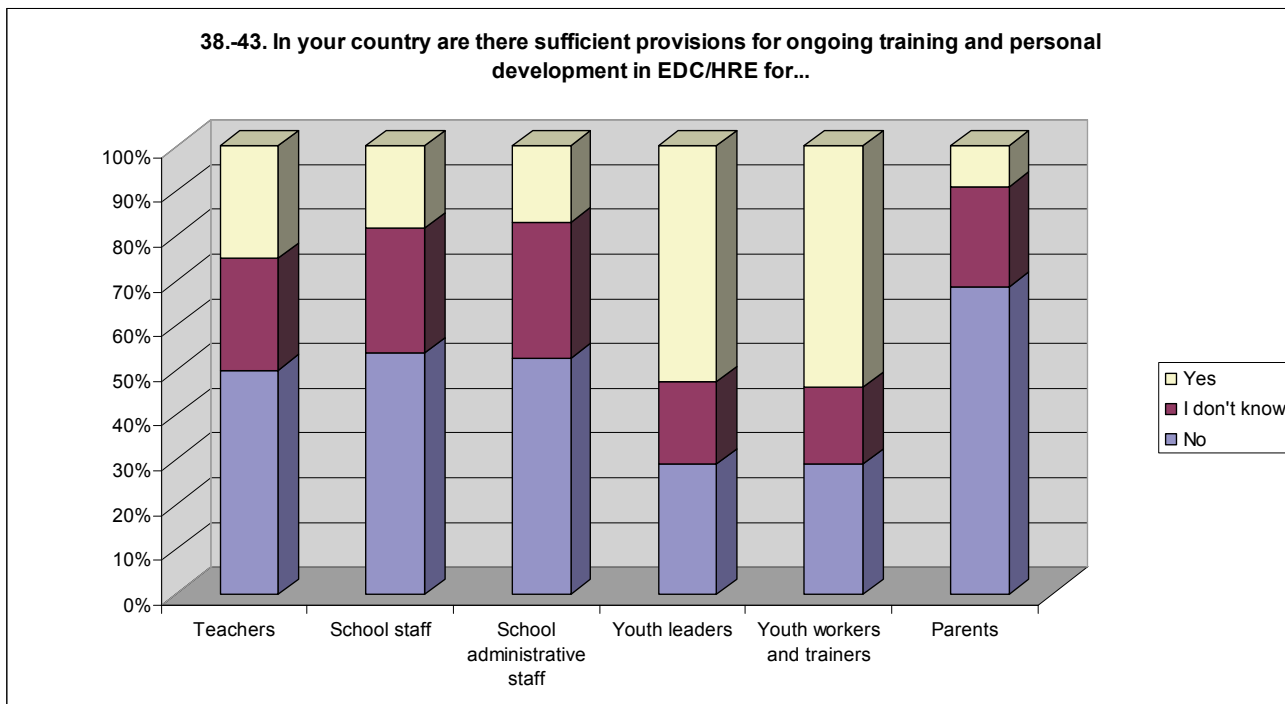
In your country are there any policies that promote democratic governance in schools concerning the decision making process?



Training staff in HRC/EDC

Article 9:

“Member states should provide teachers, other educational staff, youth leaders and trainers with the necessary initial and ongoing training and development in education for democratic citizenship and human rights education. This should ensure that they have a thorough knowledge and understanding of the discipline’s objectives and principles and of appropriate teaching and learning methods, as well as other key skills appropriate to their area of education.”

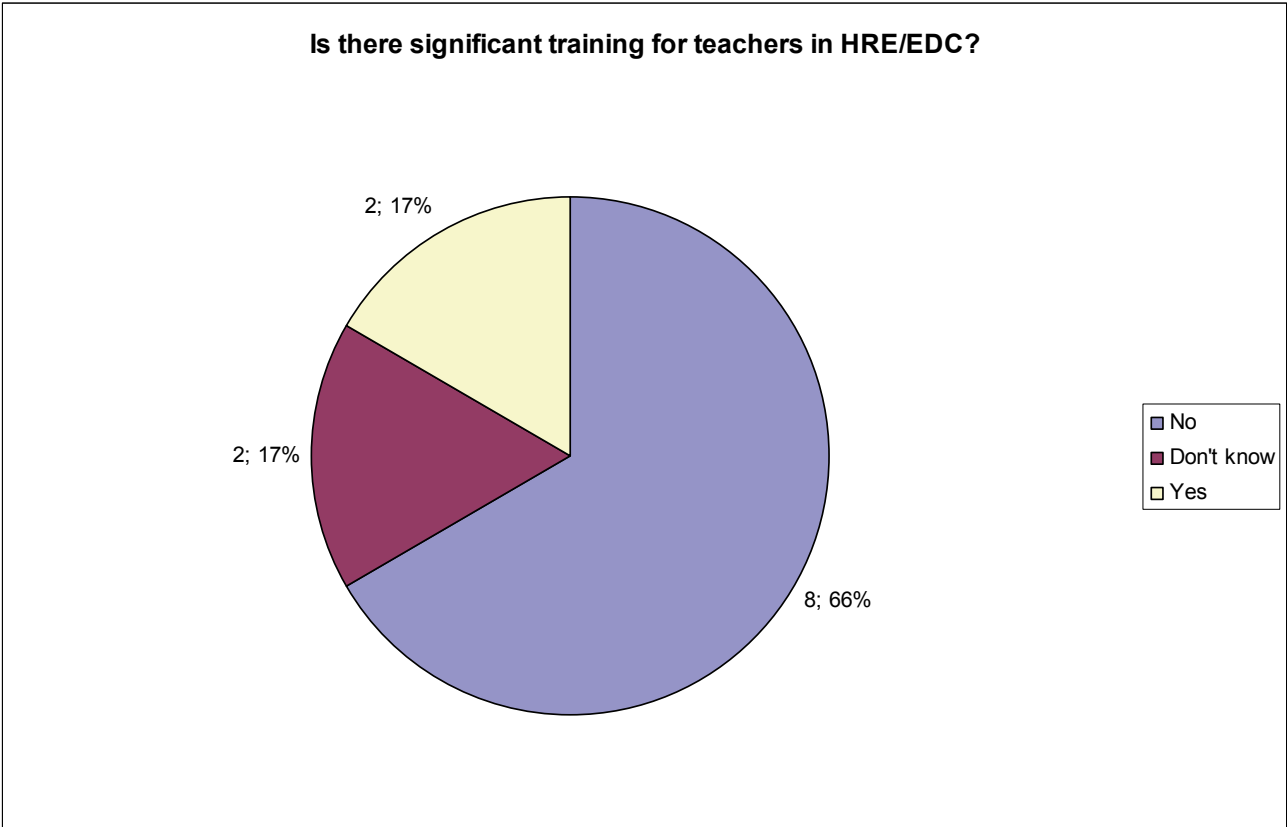


NB: Data does not include the four non-CoE member states.

When asked, if there are sufficient/satisfactory provisions for ongoing training and personal development in EDC/HRE for teachers, school staff or school administrative staff, a half or even a bit more than a half of the respondents said “no”. For youth leaders and youth workers and trainers around half answered to the same question “yes”. One possible reason for that might come out in the following question when asked to whom these organisations provide their training courses. Around half of the organisations provide training courses to teachers, when in comparison almost four-fifths is providing them also to youth leaders and youth workers and trainers. Just around one-fourth answered that they provide training courses to the school administrative staff and one-third answered they provide them to parents, so clearly the emphasis of the training courses is directed to the workers in the non-formal field.

Discrepancy with Russian Federation respondents:

The results concerning training for teachers are different, however, when the data is extracted to only concern Russian Federation respondents:



Role of non-governmental organisations, youth organisations and other stakeholders

Article 10:

“Member states should foster the role of non-governmental organisations and youth organisations in education for democratic citizenship and human rights education, especially in non-formal education. They should recognise these organisations and their activities as a valued part of the educational system, provide them where possible with the support they need and make full use of the expertise they can contribute to all forms of education. Member states should also promote and publicise education for democratic citizenship and human rights education to other stakeholders, notably the media and general public, in order to maximise the contribution that they can make to this area.”

Fifty-two percent of the organisations have realised educational programmes and projects on EDC/HRE in partnership with formal education institutions, local authorities, governments, teachers unions, responsible authorities for youth and education policy. However, 58% said that the educational programmes and projects are not formally recognised in their countries. Also, 50% of the respondents felt that cooperation between formal education sector and non-governmental organisations is not encouraged and recognised in respect to EDC/HRE programmes and that EDC/HRE is not a priority in their national/local education policy, with the other half feeling the opposite.

The NGOs also saw some inconsistencies. For example 58% replied that there are inconsistencies between the statements of principles on the value of education for EDC/HRE and the existing policies. The same amount of respondents (58%) saw inconsistencies between existing policies for EDC and/or HRE and their implementation. Furthermore, 45% thought that there are inconsistencies between EDC/HRE policies and other sector policies but 38% answered “I don’t know” and 17% said there were not.

Encouragement and development of research

Article 11:

“Member states should develop criteria for the evaluation of the effectiveness of programmes on education for democratic citizenship and human rights education. Feedback from learners should form an integral part of all such evaluations.”

When asked whether criteria had been developed to evaluate the effectiveness of EDC/HRE programmes and policies at national and local level in the countries of the respondents, almost half (46%) of the respondents replied that they didn't know. Only 10% said “yes”, whilst 43% responded “no”. Concerning their own organisations, 41% responded, with “yes”, that in their organisations some criteria for evaluation is used,. Conversely, 19% responded “no” and 31% considered the matter not relevant. Furthermore, 79% stated that they were not involved in the evaluation and feedback on the policies and programmes realised at national/local level by their respective governments with respect to HRE/EDC.

Article 12:

“Member states should initiate and promote research on education for democratic citizenship and human rights education to take stock of the current situation in the area and to provide stakeholders including policy makers, educational institutions, school leaders, teachers, learners, non-governmental organisations and youth organisations with comparative information to help them measure and increase their effectiveness and efficiency and improve their practices.”

Q: To what extent has research been encouraged at national or local level to take stock of the current practices, situation and needs in respect to development of policies and programmes for Education for Democratic Citizenship and /or Human Rights Education?

| Label | Value | Count | Percentage |
|----------------------|-------|-------|------------|
| Not at all | n | 13 | 16% |
| To a little extent | li | 38 | 48% |
| To a moderate extent | mo | 15 | 19% |
| To a large extent | la | 3 | 4% |
| I don't know | | 0 | 0% |

NB: Data includes four non-CoE member states.

Research into HRE/EDC

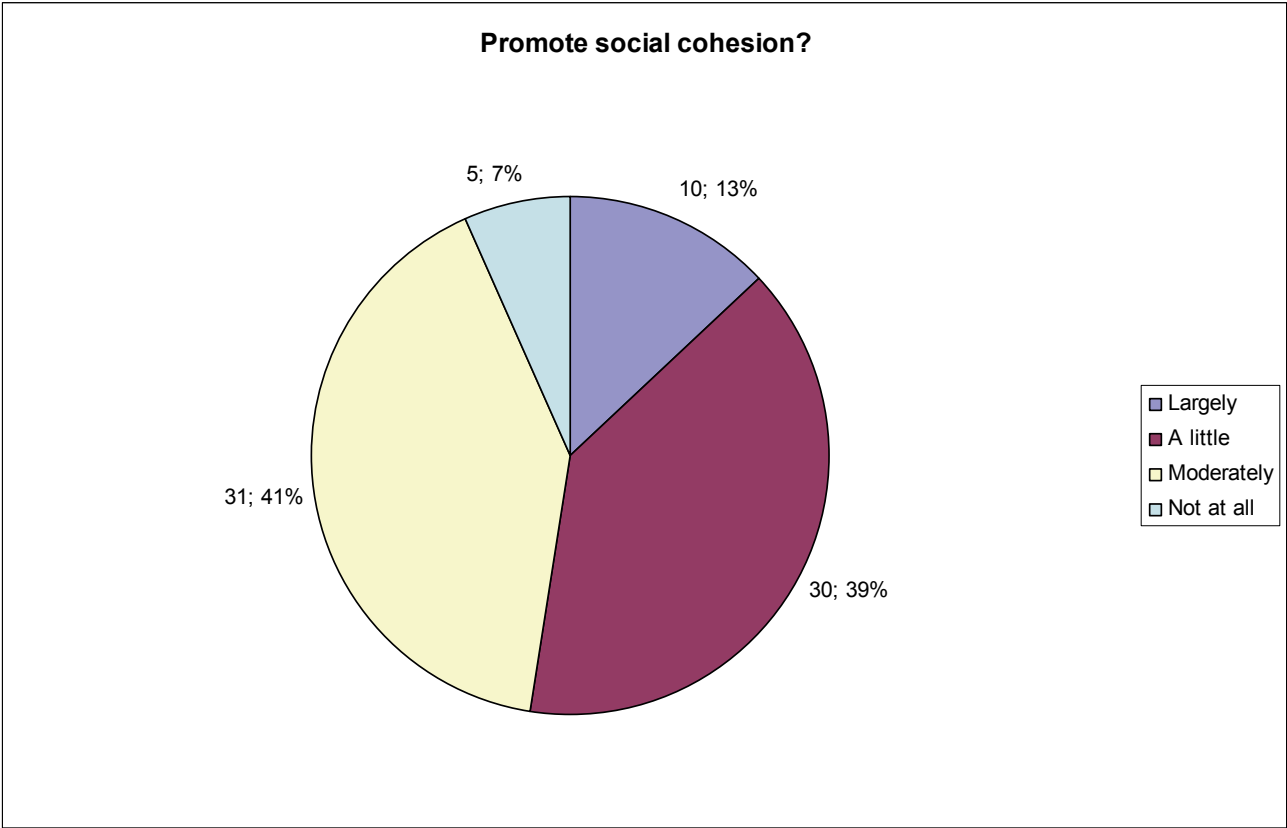
Regarding research, 16% of the respondents answered that the research has “not at all” been encouraged at national or local level to take stock of the current practices, situation and needs. Almost half said that the research has been “to a little extent” been encouraged and 19% went for the “to a moderate extent”. Only 4% answered that it has been encouraged “to a large extent.”

Not even the organisations have yet done that much research. Only 25% said that they have done some research on the needs for EDC/HRE and/or on the state of EDC/HRE at local, national or international level when 70% said they haven't.

Promotion of values

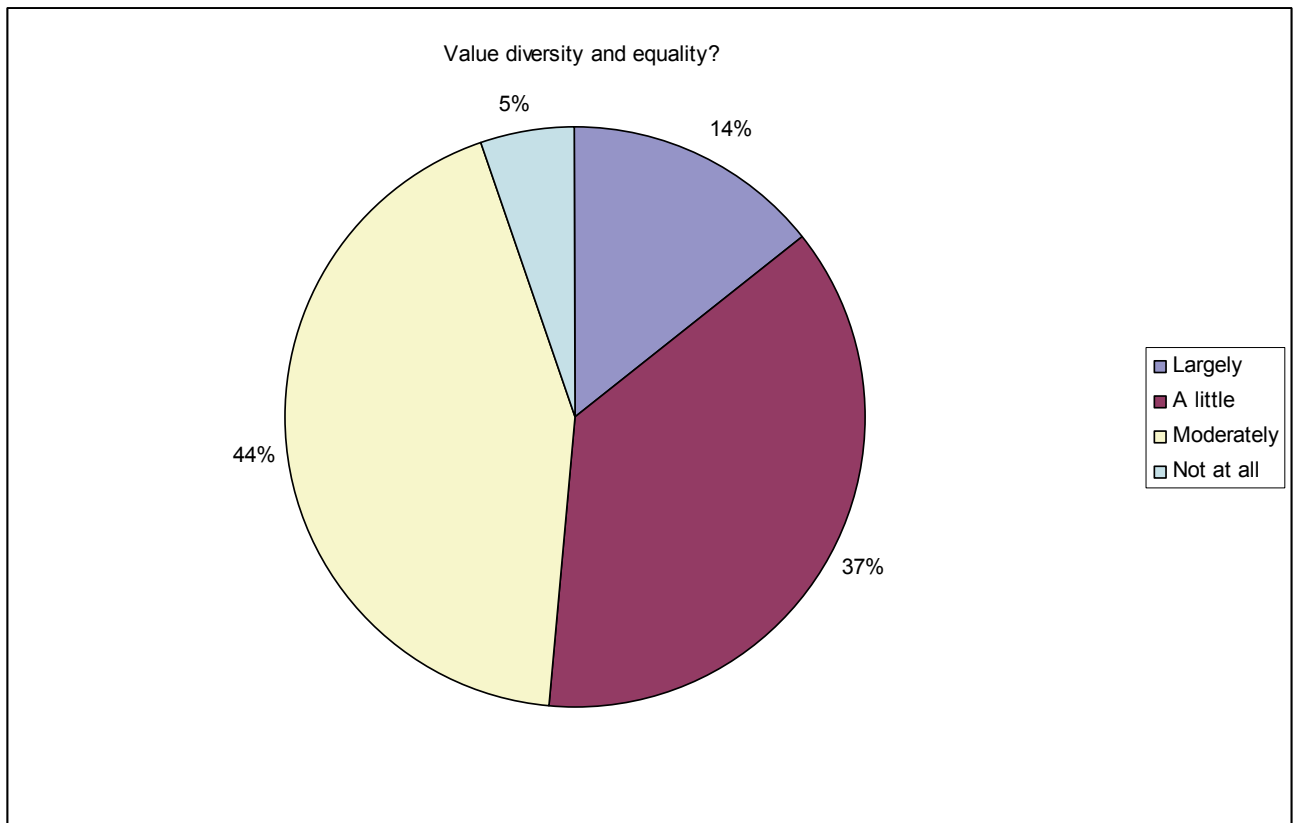
Article 13:

“In all areas of education, member states should promote educational approaches and teaching methods which aim at learning to live together in a democratic and multicultural society and at enabling learners to acquire the knowledge and skills to promote social cohesion, value diversity and equality, appreciate differences – particularly between different faith and ethnic groups – and settle disagreements and conflicts in a non-violent manner with respect for each others' rights, as well as to combat all forms of discrimination and violence, especially bullying and harassment.”



Skills for promoting social cohesion, valuing diversity and handling differences and conflict

In terms of promoting social cohesion, a minority of the respondents (39%) felt that this area of the education is promoted “to a little extent” but almost the same amount (41%) felt that it is promoted “to a moderate extent”. Meanwhile, 7% answered that it is not promoted at all, and 13% answered that it was promoted “to a large extent”. Regarding diversity and equality, the values are similar, with 14% responding that teaching methods enable students to value diversity and equality to a large extent, 41% responding “to a moderate extent,” 39% responding “to a little extent” and 5% responding “not at all.” Statistically speaking, however, these differences amount to a very small difference of only two organisations at ,ost responding differently to the answers concerning social cohesion.



In terms of the respondents' national education system's promotion of differences between faith and ethnic groups and the appreciation of those differences 9% responded that this was realised to a large extent, whilst 34% considered it was realised to a moderate extent. Conversely, 57% of respondents responded negatively, with 48% responding "to a small extent" and 9% responding "not at all."

Additionally, 43% of the respondents answered that non-violent conflict solving is promoted "to a moderate extent" and 38% answered "to a small extent". In terms of combating all forms of discrimination and violence, 52% stated that this area in the education is promoted either "to a little extent" (47%) or "not at all" (5%).

So altogether around 80% of the answers fall in the category of "to a little extent" or "to a moderate extent". However, the extremities, either positive or negative ones, were always left in the minority. There were not huge differences that stood out but bullying and the lack of appreciating differences got the largest amount of the "to a little extent" –answers.

Respondents' comments

Many respondents commented that teachers should be trained more about these topics but one respondent noted that teachers rarely have the opportunity to attend training courses. Requiring teachers to use their free time (after school or weekends) immediately decreases the level participation. Also the cooperation with NGOs and awareness raising was mentioned several times.

Section IV – Evaluation and co-operation

Article 14:

“Member states should regularly evaluate the strategies and policies they have undertaken with respect to the present Charter and adapt these strategies and policies as appropriate. They may do so in co-operation with other member states, for example on a regional basis.”

The respondents were asked if there has been any action foreseen/undertaken at national level to evaluate strategies and policies undertaken with respect to the Charter; 49% respondents replied that they didn't know and 36% said “no”, whilst 15% said “yes”.

Cooperation with other organisations:

NB: Data includes four non-CoE member states.

Almost half (45%) of the respondents have had cooperation with Council of Europe but more often the respondents have had cooperation with EU and/or European Commission (49%); 28% had cooperation with UN and 20% with the Organisation for Security and Cooperation in Europe (OSCE). Furthermore almost half (48%) of the respondents stated that the Charter has helped them and their organisation to improve the quality and quantity of EDC/HRE programmes.

IV. Information relating to support measures from the Council of Europe

This section of the questionnaire contains information about what kind of tools have the NGOs used and if they have found them useful. **NB: Data includes four non-CoE member states.**

46% of the respondents have used the Charter “moderately” when 25% “extensively”. 11% have used it “scarcely” and 14% “not at all”. The most used tool was Compass, 76% of the respondents have used it either “extensively” or “moderately”(43% and 33%, respectively).

Conversely, the tool with the highest aggregated “no” or “scarcely” responses was the Teacher Education for Change: The Theory Behind Council of Europe Pestalozzi Programme, with a “negative” rating of 71% (16% and 55%) and a “positive” rating of extensive-moderate use of just 14% (3% extensive and 11% moderate). Other materials for which feedback was given were:

- Compasito, Manual on Human Rights Education with Children: (positive 50%, negative 49%, don’t know 1%)
- Training Trainers for Human Rights Education (54/44/3)
- Strategic Support for Decision Makers (26/67/8)
- Democratic Governance at Schools (33/62/6)
- How All Teachers Can Support EDC/HRE: A Framework for Development of Competences (24/69/8)
- Quality Assurance of EDC in Schools (24/69/8)
- Living Democracy, Manuals for Teachers (30/64/6)
- Human Rights Education in School Systems of Europe, Central Asia and North America: A Compendium of Good Practice in Human Rights Education (28/59/14)

Other materials identified as being used by respondents were:

- T-Kit No. 11 - Mosaic: The training kit for Euro-Mediterranean youth work
- Gender Matters: A manual on addressing gender-based violence with young people
- European Portfolio for Youth Leaders and Youth Workers
- DOmino
- Coyote

Furthermore, when asked whether respondents had benefited from training at the European level offered by the Youth Department on human rights education or activities at the European Youth Centre in Budapest and Strasbourg, only 34% responded with “yes”, whilst 56% responded “no” and 10% were unaware of such a programme.

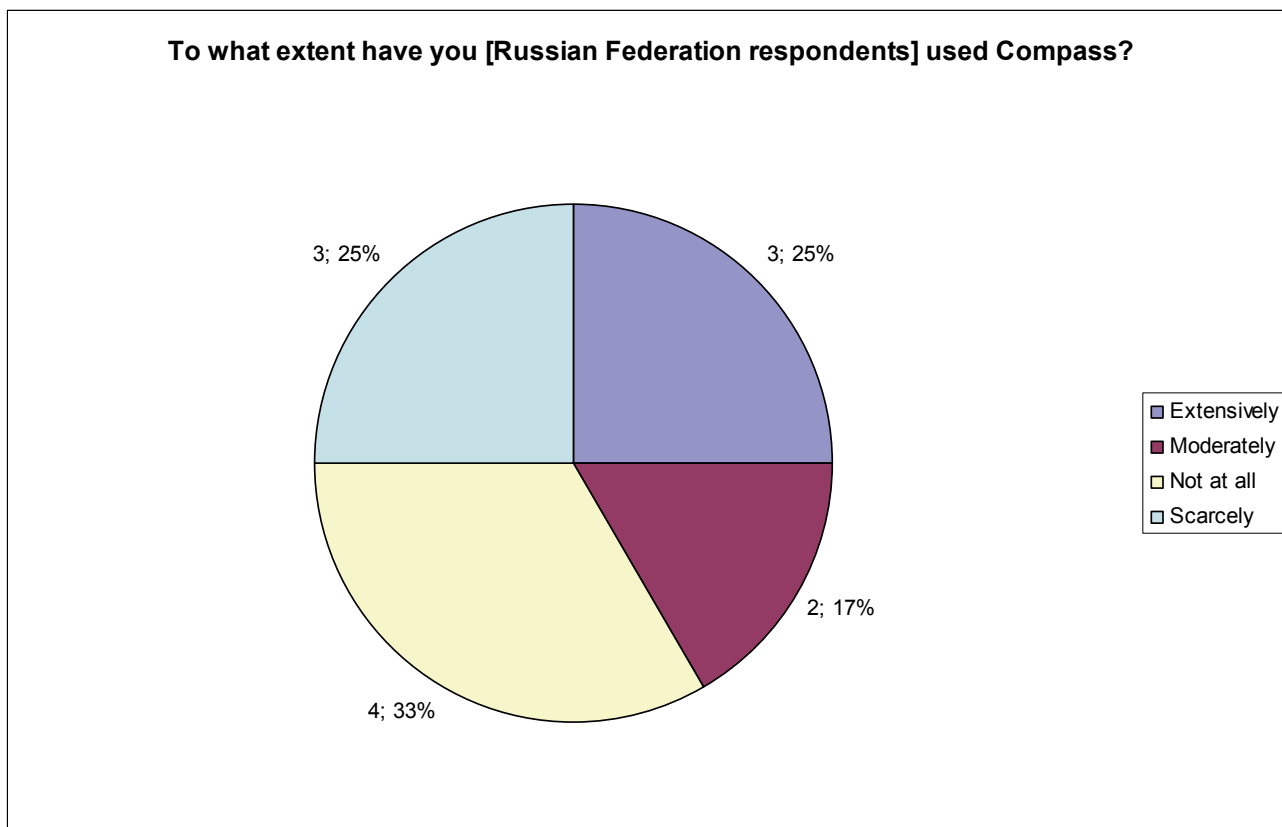
On whether or not respondents had benefited from a grant for organising a national training course on human rights education or a pilot project on human rights education, 31% responded “yes”, 54% “no”, and 15% said they weren’t aware of the programme. When asked for specific comments regarding areas of improvement, respondents’ most common concern was a general lack of awareness of the charter, including issues relating to inadequate promotion of the charter and the lack of materials which individuals in member states could read in their own language. As one respondent noted:

“The Charter is not really known even in the field of the people working in the field. [An i]nformation campaign and translation of the Charter would be supportive [of the charter].”

Respondents also had more general concerns related to lack of funding and the need for greater co-operation between governments and NGOs and more training courses for professionals.

Discrepancy with answers from Russian Federation respondents:

Although the above answers demonstrate that compass was used very widely by respondents, these results change somewhat when data from Russian Federation respondents is considered on its own:



Follow-up questionnaire

Looking forward, respondents to the survey were asked if further surveys should in future be more focused on specific aspects of the charter. Support for this was extremely high, with 80% of respondents agreeing that it should, and just 20% (16 respondents) against the idea. In terms of the substance of further surveys, support was most high for future surveys focusing on the role of NGOs, youth organisations and other stakeholders, to which 80% of respondents indicated they considered it a “high” priority; 19% considered it a low priority and just 1% (one respondent) considered it a low priority. Other areas considered were:

- Formal general education and vocational education (high 49%; medium 45%, low 6%)
- Higher education (53/40/8)
- Democratic governance of education institutions (64/34/3)
- Training (66/31/3)
- Evaluation criteria (50/44/6)
- Research (56/39/5)
- Social cohesion, valuing diversity and handling differences and conflict (64/31/5)
- Evaluation and review (39/51/10)

General view about the comments of the respondents

In addition to asking respondents to tick off answers to already written questions, respondents were invited to offer comments on various aspects of the implementation of the charter with respect to HRC/EDC, which will be added here:

Comments on HRC/EDC in national curricula

More HRE/EDC in primary and secondary schools:

Many respondents' comments reflected a desire to see more HRE/EDC in primary and secondary schooling, in particular noting the lack of proliferation of HRE/EDC in these areas of schooling and the segregation of HRE/EDC from other forms of 'normal' schooling. For instance, one respondent posited that:

"There needs to be more focus on research and evaluation, on developing coherent approaches in educational system [sic]. HRE and EDC need to be included at all levels of education, not only in some grades and just one class per week."

And another noted that:

"It should be part of the curriculum for primary and secondary schools, some hours per week. As entire part of the curriculum or at least as extra activities."

And:

"EDC and HRE must be integrated into secondary schools programmes with help of Ministry of Education and Science."

Qualified staff to implement HRE/EDC:

A further concern of respondents was the level of qualification staff had with regards to HRE/EDC. For instance, one respondent argued that:

"There should be more qualified staff in the schools because students should know their human rights in order to demand to be respected and they should also know what democratic citizenship actually means."

Another considered it a priority to:

"...ensure teachers are prepared to include EDC/HRE in their lessons. This way curricula should be also developed considering the HR and active participation dimension present in each subject."

One added:

"I believe that there should be well-educated staff in the schools and universities who should teach young people to acquire such competences."

Other priorities noted in respondents' comments were "[t]rainings [sic] for school administration, teachers and lessons for school children" and the necessity to "train educators to tackle this competences [sic], including teachers. Deeply Involve NGO's in this educational processes [sic]."

More action:

A chief concern echoed by many respondents was the gap between the lofty aims of the charter and its implementation 'on the ground.' For instance, one Russian respondent noted that "[t]echnically, there are such policies and strategies but they usually result not in democratic governance but in supporting 'patriotism'" and another Romanian respondent noted that "[s]ome of [the aims of the charter] are just on paper or very superficially implemented."

Barriers to implementation were, as noted above, financial restrictions - "Is just in papers [sic] but not financially supported to be sustainable." Other comments echoing the concerns above were:

- "The laws or regulations exist but their implementation varies from place to place."
- "All existing rules are just basic and formally applied."

- “All this is not forbidden but has no tradition and it is not supported - so there are just some exceptions from this general picture”

Some further comments on sufficient/satisfactory provisions for ongoing training. Dissatisfaction with the current system:

- “There are some trainings [*sic*] for personal development in EDC/HRE for above mentioned target groups [teachers, school staff, school administrative staff, youth workers, youth leaders, parents] (besides parents) but this direction is rather new with dozens of problems.”
- “The non formal education sector provided quite often good courses on EDC/HRE but with difficulty to enter in formal sectors or to motivate formal sector to participate.”
- “some actions dedicated to ongoing training have been implemented but in my opinion they are not sufficient.”
- “[A] lack of ongoing training is one of the problems that we are facing everyday.”
- “I don't think that there is a political will for developing provisions for ongoing training and personal development in EDC/HRE.”

Some comments about the questionnaire:

Many respondents said that the questionnaire was too long to fill in and echoed the above consensus that in future it should be more focused on one specific aspect of the charter:

- “Very long to fill in...”
- “The aim and the content is fine, just it is too long and has too many fields that take too much time”
- “The questionnaire is too long, it would be maybe better to have a shorter version.”

Annex III: Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education

Adopted in the framework of Recommendation CM/Rec(2010)7 of the Committee of Ministers

Section I – General provisions

1. Scope

The present Charter is concerned with education for democratic citizenship and human rights education as defined in paragraph 2. It does not deal explicitly with related areas such as intercultural education, equality education, education for sustainable development and peace education, except where they overlap and interact with education for democratic citizenship and human rights education.

2. Definitions

For the purposes of the present Charter:

a. “Education for democratic citizenship” means education, training, awareness-raising, information, practices and activities which aim, by equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour, to empower them to exercise and defend their democratic rights and responsibilities in society, to value diversity and to play an active part in democratic life, with a view to the promotion and protection of democracy and the rule of law.

b. “Human rights education” means education, training, awareness raising, information, practices and activities which aim, by equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour, to empower learners to contribute to the building and defence of a universal culture of human rights in society, with a view to the promotion and protection of human rights and fundamental freedoms.

c. “Formal education” means the structured education and training system that runs from pre-primary and primary through secondary school and on to university. It takes place, as a rule, at general or vocational educational institutions and leads to certification.

d. “Non-formal education” means any planned programme of education designed to improve a range of skills and competences, outside the formal educational setting.

e. “Informal education” means the lifelong process whereby every individual acquires attitudes, values, skills and knowledge from the educational influences and resources in his or her own environment and from daily experience (family, peer group, neighbours, encounters, library, mass media, work, play, etc).

3. Relationship between education for democratic citizenship and human rights education

Education for democratic citizenship and human rights education are closely inter-related and mutually supportive. They differ in focus and scope rather than in goals and practices. Education for democratic citizenship focuses primarily on democratic rights and responsibilities and active participation, in relation to the civic, political, social, economic, legal and cultural spheres of society, while human rights education is concerned with the broader spectrum of human rights and fundamental freedoms in every aspect of people’s lives.

4. Constitutional structures and member state priorities

The objectives, principles and policies set out below are to be applied:

a. with due respect for the constitutional structures of each member state, using means appropriate to those structures.

b. having regard to the priorities and needs of each member state.

Section II – Objectives and principles

5. Objectives and principles

The following objectives and principles should guide member states in the framing of their policies, legislation and practice.

a. The aim of providing every person within their territory with the opportunity of education for democratic citizenship and human rights education.

b. Learning in education for democratic citizenship and human rights education is a lifelong process. Effective learning in this area involves a wide range of stakeholders including policy makers, educational professionals, learners, parents, educational institutions, educational authorities, civil servants, non-governmental organisations, youth organisations, media and the general public.

c. All means of education and training, whether formal, non-formal or informal, have a part to play in this learning process and are valuable in promoting its principles and achieving its objectives.

d. Non-governmental organisations and youth organisations have a valuable contribution to make to education for democratic citizenship and human rights education, particularly through non-formal and informal education, and accordingly need opportunities and support in order to make this contribution.

e. Teaching and learning practices and activities should follow and promote democratic and human rights values and principles; in particular, the governance of educational institutions, including schools, should reflect and promote human rights values and foster the empowerment and active participation of learners, educational staff and stakeholders, including parents.

f. An essential element of all education for democratic citizenship and human rights education is the promotion of social cohesion and intercultural dialogue and the valuing of diversity and equality, including gender equality; to this end, it is essential to develop knowledge, personal and social skills and understanding that reduce conflict, increase appreciation and understanding of the differences between faith and ethnic groups, build mutual respect for human dignity and shared values, encourage dialogue and promote non-violence in the resolution of problems and disputes.

g. One of the fundamental goals of all education for democratic citizenship and human rights education is not just equipping learners with knowledge, understanding and skills, but also empowering them with the readiness to take action in society in the defence and promotion of human rights, democracy and the rule of law.

h. Ongoing training and development for education professionals and youth leaders, as well as for trainers themselves, in the principles and practices of education for democratic citizenship and human rights education are a vital part of the delivery and sustainability of effective education in this area and should accordingly be adequately planned and resourced.

i. Partnership and collaboration should be encouraged among the wide range of stakeholders involved in education for democratic citizenship and human rights education at state, regional and local level so as to make the most of their contributions, including among policy makers, educational professionals, learners, parents, educational institutions, non-governmental organisations, youth organisations, media and the general public.

j. Given the international nature of human rights values and obligations and the common principles underpinning democracy and the rule of law, it is important for member states to pursue and encourage international and regional co-operation in the activities covered by the present Charter and the identification and exchange of good practice.

Section III – Policies

6. Formal general and vocational education

Member states should include education for democratic citizenship and human rights education in the curricula for formal education at pre-primary, primary and secondary school level as well as in general and vocational education and training. Member states should also continue to support, review and update education for democratic citizenship and human rights education in these curricula in order to ensure their relevance and encourage the sustainability of this area.

7. Higher education

Member states should promote, with due respect for the principle of academic freedom, the inclusion of education for democratic citizenship and human rights education in higher education institutions, in particular for future education professionals.

8. Democratic governance

Member states should promote democratic governance in all educational institutions both as a desirable and beneficial method of governance in its own right and as a practical means of learning and experiencing democracy and respect for human rights. They should encourage and facilitate, by appropriate means, the active participation of learners, educational staff and stakeholders, including parents, in the governance of educational institutions.

9. Training

Member states should provide teachers, other educational staff, youth leaders and trainers with the necessary initial and ongoing training and development in education for democratic citizenship and human rights education. This should ensure that they have a thorough knowledge and understanding of the discipline's objectives and principles and of appropriate teaching and learning methods, as well as other key skills appropriate to their area of education.

10. Role of non-governmental organisations, youth organisations and other stakeholders

Member states should foster the role of non-governmental organisations and youth organisations in education for democratic citizenship and human rights education, especially in non-formal education. They should recognise these organisations and their activities as a valued part of the educational system, provide them where possible with the support they need and make full use of the expertise they can contribute to all forms of education. Member states should also promote and publicise education for democratic citizenship and human rights education to other stakeholders, notably the media and general public, in order to maximise the contribution that they can make to this area.

11. Criteria for evaluation

Member states should develop criteria for the evaluation of the effectiveness of programmes on education for democratic citizenship and human rights education. Feedback from learners should form an integral part of all such evaluations.

12. Research

Member states should initiate and promote research on education for democratic citizenship and human rights education to take stock of the current situation in the area and to provide stakeholders including policy makers, educational institutions, school leaders, teachers, learners, non-governmental organisations and youth organisations with comparative information to help them measure and increase their effectiveness and efficiency and improve their practices. This research could include, *inter alia*, research on curricula, innovative practices, teaching methods and development of evaluation systems, including evaluation criteria and indicators. Member states should share the results of their research with other member states and stakeholders where appropriate.

13. Skills for promoting social cohesion, valuing diversity and handling differences and conflict

In all areas of education, member states should promote educational approaches and teaching methods which aim at learning to live together in a democratic and multicultural society and at enabling learners to acquire the knowledge and skills to promote social cohesion, value diversity and equality, appreciate differences – particularly between different faith and ethnic groups – and settle disagreements and conflicts in a non-violent manner with respect for each others' rights, as well as to combat all forms of discrimination and violence, especially bullying and harassment.

Section IV – Evaluation and co-operation

14. Evaluation and review

Member states should regularly evaluate the strategies and policies they have undertaken with respect to the present Charter and adapt these strategies and policies as appropriate. They may do so in co-operation with other member states, for example on a regional basis. Any member state may also request assistance from the Council of Europe.

15. Co-operation in follow-up activities

Member states should, where appropriate, co-operate with each other and through the Council of Europe in pursuing the aims and principles of the present Charter by:

- a.* pursuing the topics of common interest and priorities identified;
- b.* fostering multilateral and transfrontier activities, including the existing network of co-ordinators on education for democratic citizenship and human rights education;
- c.* exchanging, developing, codifying and assuring the dissemination of good practices;
- d.* informing all stakeholders, including the public, about the aims and implementation of the Charter;
- e.* supporting European networks of non-governmental organisations, youth organisations and education professionals and co-operation among them.

16. International co-operation

Member states should share the results of their work on education for democratic citizenship and human rights education in the framework of the Council of Europe with other international organisations.



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The Council of Europe is the continent's leading human rights organisation.

It includes 47 member states, 28 of which are members of the European Union.

All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law.

The European Court of Human Rights oversees the implementation of the Convention in the member states.