



Blueprint for multilevel governance of intercultural integration policies in the Republic of Cyprus



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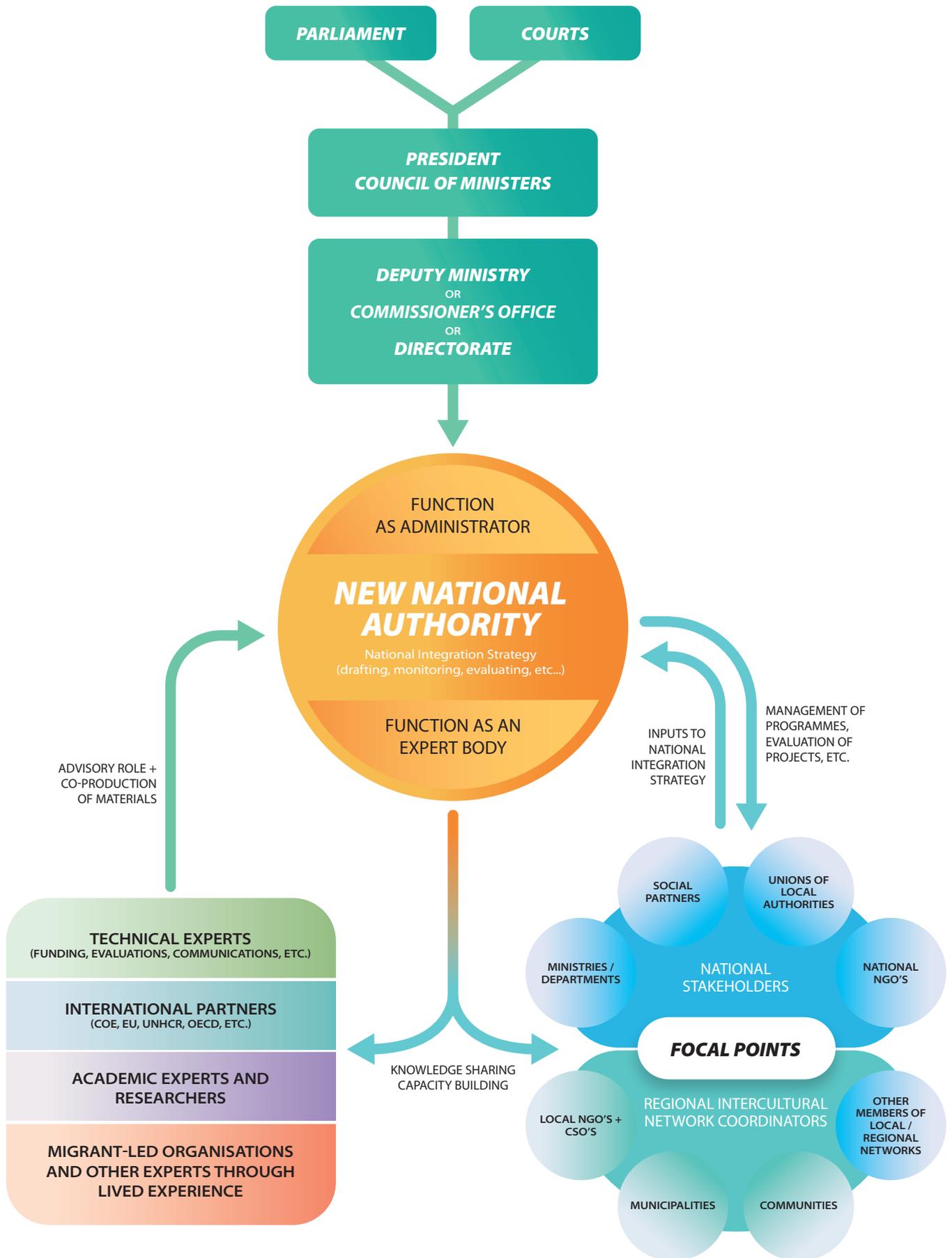
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All other correspondence concerning this document should be addressed to the Intercultural Cities Unit, Anti-Discrimination Department, DG of Democracy and Human Dignity Council of Europe, 67075 Strasbourg Cedex, France

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Executive summary

Based on research and consultations conducted during the European Union and Council of Europe joint project, *Building Structures for Intercultural Integration in Cyprus*, this Blueprint proposes how intercultural integration policy in the Republic of Cyprus might be practically developed and implemented across all levels of government, including several interim first steps.

This Blueprint proposes structures and mechanisms based on eight key elements required for success that were identified in a recent study, *Elements of multilevel governance of intercultural integration and their applicability to the Republic of Cyprus*, as distributed and discussed with national level representatives, local authorities and Cyprus' new Regional Intercultural Networks. These elements are handled here in the following order:

1. Clear political commitment from the highest level, motivating better vertical co-ordination;
2. Accumulation and brokering of knowledge by an expert Authority at the system's core, which can also act as the system's administrative centre;
3. Multi-stakeholder governance achieved through horizontal co-production, co-ordination and consultation at every level, facilitated by physical persons who are designated Focal Points;
4. Development, implementation and regular review of a National Integration Strategy;
5. Local leadership and the Regional Intercultural Network spearheading local planning and raising concerns from ground level as a crucial part of the process;
6. Commitment to an annual cycle of meaningful meetings and consultations;
7. Stable and strategic (not only short-term project) funding from both public and private sources, initially accelerated by an expert Working Group on Funding for Intercultural Integration; and
8. A system of continuous evaluation which would feed back into the policy-making cycle and any future funding decisions.

Whether the decision is taken to place central responsibility under a Ministry Directorate, or under a Commissioner foreseen by a new law, this Blueprint therefore suggests that the creation of a new central Authority (for intercultural integration), a nationwide network of Focal Points who bring a wide variety of perspectives and experiences to the table, and the clear guiding objectives of a new National Integration Strategy, are all indispensable elements required for coherence, active participation, and successful results.

Introduction

In recent years, Cyprus has been receiving an increasing number of migrants, mainly due to instability in the Middle East, Central Asia and Africa. Placed between three continents, Cyprus is not only a natural transit country, but also an attractive destination for permanent settlement. In addition, due to its relatively small population size, the Cypriot economy is largely dependent on foreign investment and labour. These types of migrants have also increased rapidly in recent years.

Migration has therefore been identified as a crucial issue by almost all political actors, and specific solutions have been proposed by the current President of the Republic during the election campaign that ended in February 2023. The current public discussion is concentrated on the issues of preventing migrants and potential asylum seekers from reaching the territory of the Republic of Cyprus, the quicker evaluation of asylum requests, effective return of those denied asylum, and the improvement of temporary accommodation infrastructures. The need for greater integration has also been raised in public discourse, not only as an end in itself but also as essential to building greater public support for immigration and immigrants.

The *Building Structures for Intercultural Integration in Cyprus* project (June 2021 - June 2023) has supported the creation of the Regional Intercultural Networks in the five districts of Cyprus. The project is being implemented by the Council of Europe's Intercultural Cities (ICC) Programme and the European Commission's Directorate General for Structural Reform Support, in partnership with the Civil Registry and Migration Department of the Ministry of Interior of the Republic of Cyprus. It was developed to support the Republic of Cyprus with the implementation of its National Action Plan on the Integration of Third-Country Nationals, by empowering local stakeholders to be part of that process. Using the Intercultural Cities Programme's tools, it has addressed several challenges of migrant integration, focusing on building trust, fostering community cohesion, and managing diversity.

Among the project deliverables, two research studies have been published that were used for the development of this document. The first, *Baseline overview and assessment of integration policies in the Republic of Cyprus*, revealed the daily reality and challenges currently faced in all sectors at local and national levels regarding the integration of migrants in Cyprus. It proposed possible actions at ministerial level, departmental level (public services), local authority level, and among civil society and migrants themselves. The second publication, *Elements of multilevel governance of intercultural integration and their applicability to the Republic of Cyprus*, explored various EU examples of multilevel governance for integration policy and suggested which elements could be borrowed by Cyprus to develop its own model of governance and administration.

The current Blueprint aims to combine the conclusions from both studies in a practical way, making recommendations that can immediately be put into operation. Representatives of the following national authorities have been consulted in the elaboration of this document: the Ministries of Agriculture, Education, Health, and Interior; the Deputy Ministry of Tourism; Offices of the Commissioners for Administration and Protection of Human Rights, for Children's Rights, for the Citizen; the Union of Cyprus Municipalities and the Union of Cyprus Communities; as well as the Co-ordinators of the Regional Intercultural Networks. Their feedback and proposals have been taken into account in the production of this Blueprint.

Element 1

Commitment and foundational frameworks

Initial political commitment is a vital element in the construction and maintenance of any structures for intercultural integration, but on its own it is an insufficient guarantee of success. Even if set as a national priority, the intercultural integration approach requires involvement across the political spectrum, across public sectors, and across civil society. Building commitment should therefore be approached as an ongoing and multilevel process.

The demonstration of commitment needs to start at the highest political level. In Cyprus, this means the President of the Republic or the Council of Ministers, as the head of the country's executive power. Within a legislative framework, the President of the Republic or the Council of Ministers would need to appoint an existing authority or official – a Ministry, Deputy-Ministry, or a Commissioner's Office – to develop a draft proposal and forward it to the Parliamentary Committees and the Plenary. This would be accompanied by seed-funding allocation in a forthcoming state budget. Such a legislative framework would then regulate all the mechanisms and bodies proposed in this Blueprint.

This step involves strategic choices: for instance, should the Republic of Cyprus start with a smaller Commissioner's Office, the new Deputy-Ministry, or should the oversight be entrusted to a larger public service – in other words, a new Directorate of an existing Ministry, which would be empowered with new responsibilities and powers? This decision will to a large extent define the legislative process and other specifics of hierarchy, checks and balances, the sharing of responsibilities between the executive, legislative and possibly judicial powers, including the development of a roadmap for how to involve all major political parties in the consultation process. But, in either case, due to the public nature of any such new Authority (for Intercultural Integration), it would be subject to the scrutiny of legislators (the Parliament of the Republic of Cyprus and its respective Committees), independent state services/officers (Audit Services) and the Courts.

Such an Authority should, within a legislative framework, immediately proceed with identifying and appointing Focal Points among the various ministries and government bodies whose work impacts migrant integration, as well as among relevant public sector, municipality, and specialist civil society organisations (as elaborated below in Element 3).

The Authority, together with such Focal Points, should then undertake co-production of a national intercultural integration plan, to be known as the 'National Integration Strategy'. This process is described below in Element 4.

During the entire process, proper communication with the general public would be essential, requiring the involvement of both news and cultural media, as well as creative deployment of social media targeted to both newcomers and existing residents. This would need to be done by developing an appropriate communication strategy, to promote positive integration narratives, especially those developed by the Council of Europe on the "diversity advantage"¹ and "anti-rumours".²

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1. *Intercultural Cities Step by Step – a practical guide for apply the urban model of intercultural inclusion (Council of Europe, revised edition, April 2021).*
 2. *Intercultural Cities Anti-Rumours Methodology webpage.*

Element 2

An administrative and expert authority

The recent Intercultural Cities Index reports describing ongoing integration work in Cyprus demonstrated that the intercultural integration themes supported by specialised expertise at the national level achieved much higher success scores at the regional/district level than those themes not centrally supported. For example, the work of the Ministry of Education has strongly influenced the capacity of teachers in all districts to deal with intercultural integration issues. Due to the high mobility of teachers between districts, the total score on Intercultural Education was comparatively high in all concerned districts and in comparison to other Intercultural Cities.³

A new Authority (for Intercultural Integration) in Cyprus would therefore need to encompass within its mission the dual functions of being both an administrative entity and also an expert agency, able to support those working at more local levels with specialised skill training and knowledge. As an administrative entity, such an Authority should ensure effective coordination between the local and national levels (see Elements 3 - 6). It would also ensure stable funding and reporting processes to national, European, and private donors (see Elements 7 and 8). National funding should cover the Authority's core operational costs and programming through a transparent funding mechanism (see Element 7).

As a centre of expertise, the Authority should proceed with the development of a solid infrastructure for knowledge sharing. This might include a database of good practices and stakeholders, which would lead to the development of effective partnerships with research and education institutions at all levels, as well as with NGOs and civil society organisations (including individuals with "lived experience") working in relevant fields. The Authority should also form and coordinate, probably via an advisory body of leading experts, and in collaboration with international experts such as the Council of Europe, an evaluation framework covering all levels of governance and implementation (see Element 8).

The knowledge brokering function of the Authority should be integrated into the National Integration Strategy, to ensure capacity building of all stakeholders. In doing so, local and national levels should jointly develop a knowledge sharing sub-strategy, which includes:

- a. identifying the barriers to knowledge sharing and possible solutions to those barriers;
- b. specifying research/knowledge fields and objectives;
- c. developing a multiannual programme of research on various issues covered by the National Integration Strategy, and identifying those able to lead research on each issue;
- d. selecting technology for sustainable knowledge sharing platform(s);
- e. setting standards for the support of knowledge and skill development by key stakeholders at both national and local level;
- f. assessing individual or organisational capacity for development (e.g., assessing absorptive and receptive capacity, commitment and/or readiness for technical training or knowledge/skill utilisation);
- g. observing international developments in relation to research priorities; and,
- h. synthesising and adapting information gathered for use in different local contexts.

In practice, the Authority's body of experts and others selected from the database of experts would meet regularly to discuss issues, and would also support any thematic working group meetings by preparing materials, analysing data and synthesising research findings, in order to build the capacity of the Focal Points and their partners.

3. *Intercultural Cities Index Analysis for Cyprus regions*

Element 3

Horizontal co-production, co-ordination and consultation

As suggested in previous working papers,⁴ to implement the principles of intercultural integration, the new central Authority would need to ensure multilevel and multi-stakeholder governance. The core principle of horizontal and vertical co-ordination was particularly addressed in interviews during the preparation of this Blueprint, and the consensus was that the proposed arrangements should concentrate on three aspects: human resources, communications, and an operative framework (through meetings). The latter is elaborated below, in Element 6.

Cross-sectorial coordination should be addressed simultaneously by:

- a. The Authority's Head (Commissioner/Deputy-Minister/Director);
- b. The Authority's staff (public procurements);
- c. The Expert/Advisory Body members;
- d. Focal Points appointed by the Authority.

The Focal Points would be crucial points of both horizontal and vertical co-ordination. The consensus among interviewees was that these need to be named physical persons, who should work within specific Terms of Reference proposed by the Authority and agreed with their respective ministries/organisations, empowering them to operate and communicate within their own sector and in relation to other sectors. As a first order of business, therefore, Terms of Reference for such Focal Points should be drafted, making clear that their role is not only to attend meetings and widely disseminate information afterwards, but also to gather information, ideas and perspectives from their own department, organisation or network level, that might enrich or guide the national policy-making process. The recently established Regional Intercultural Networks would each require at least one such Focal Point, but other Focal Points might be needed to supplement the representation of the all-important local and grassroots level (e.g. any national platform representing migrants' voices, or the two national unions of local authorities). In certain cases, due to the complexity of a particular government authority, or a relative lack of thematic connectedness between that authority's departments, more than one Focal Point might be appointed per authority. It should also be recognised in the Terms of Reference that the Focal Points can only operate based on the nature of the authority they represent (for example, the Office of the Commissioner for Children Rights has a strictly monitoring rather than a decision/policy making role).

All Focal Points should be supplied with accessible communication materials (brochures, infographics, questionnaires, etc.) in order to efficiently disseminate material and collect feedback that would, in turn, be communicated to the Authority. Bespoke training should be offered to them, as well as clear guidance on expectations for their performance. All such support for their role should be financed via the budget of the central Authority.

The above concept shall, among other deliverables, result in development and review of the National Integration Strategy, through regular meetings and involvement of all parties (see Element 4 below).

4. *Elements of multilevel governance of intercultural integration and their applicability to the Republic of Cyprus (Council of Europe, August 2022).*

Element 4

National Integration Strategy development

Development of a National Integration Strategy is required to ensure that there are no contradictions between national and local policy-making, to maximise the most effective and interculturally competent models of integration practice, and to ensure that any new Authority guiding such a Strategy can function sustainably. Due to the cross-sectorial nature of integration policies, the challenge is not solely the Strategy's development, but also its effective implementation.

Bearing in mind previous attempts to develop such a master document for Cyprus, in particular the previous National Action Plan on the Integration of Third-Country Nationals developed through public-private partnership and funded by EU AMIF, the new National Integration Strategy shall be based on a clear political commitment, not only during its initial development, but also over the longer term. The Strategy would therefore need to be: multi-dimensional in terms of its philosophy and methodology, as well as its thematic priorities; sensitive and aligned with local/regional strategies; oriented to the full cycle of programming (from data collection to evaluation); and augmented by funding and public communication sub-strategies.

The main methodology of the National Integration Strategy should be based on the Intercultural Integration approach as defined by respective Council of Europe Recommendations and Frameworks⁵ and their core principles of equality, participation and interaction. The Intercultural Cities Programme has developed 15 thematic priorities (e.g. education, culture, access to services, intercultural competence, safety, labour, etc.), supported by a evaluation, benchmarking and knowledge sharing framework. Those priorities would need to be addressed through the horizontal co-operation and involvement of Cyprus' various sectorial bodies and government departments, as well as local and civic stakeholders, by means of regular meetings (as further elaborated in Element 6).

In terms of the geographic scope, the National Integration Strategy should be developed as a single "compendium-style" document, setting the framework and standards (uniform objectives, themes, working methods, performance indicators, etc.) that can then be elaborated by separate local/regional Strategies and Action Plans. The local stakeholders should be able to further fine-tune the actions and adjust them to the local level (as elaborated in Element 5), while simultaneously contributing to and commenting upon the content of future National Integration Strategies. The development of standardised methodologies, national/local key performance indicators and other parameters, applied in local contexts, will be vital for generating both greater funding and cross-regional synergies.

The participatory process of making and reviewing the Strategy is almost as important as the outcome. Such a process should cover the entire cycle from data collection, policy making, implementation, financial and human resourcing, to monitoring and evaluation. In that respect, the National Integration Strategy should specify who is responsible for providing human resources, on both national and local levels, as well as including a specific funding sub-strategy (see Element 7, below).

The National Integration Strategy should also be empowered with a strong collaborative component in terms of learning from parallel work abroad, utilising the expertise and tools of the existing intercultural integration platforms, as developed by the European Union and the Council of Europe.



5. [*Recommendation CM/Rec\(2022\)10 of the Committee of Ministers to member States on multilevel policies and governance for intercultural integration*](#)
[*Recommendation CM/Rec\(2015\)1 of the Committee of Ministers to member States on intercultural integration*](#)
[*Model Framework for an intercultural integration strategy at the national level \(Council of Europe, Steering Committee on Anti-Discrimination, Diversity and Inclusion \(CDADI\) 2021\)*](#).

Element 5

Local leadership and Regional Intercultural Networks

Experience has shown that any effective national intercultural integration strategy should be developed through the meaningful involvement of local stakeholders. This objective is not easy to achieve since, even under a new legislative framework, local authorities in Cyprus might lack powers to implement policy on a range of issues closely related to migrant integration, such as policing, international relations, or population data collection/analysis.

Promising practices from both Cyprus and elsewhere, however, show that there are a number of models that could overcome these obstacles. Mixed working groups involving both national and local government representatives have already taken place in many domains of Cypriot governance, such as the Presidential Commissioner for Development of Mountain Areas, which has created synergies between the Local Communities and Deputy-Ministry of Tourism.

The role of the Union of Cyprus Municipalities (UCM) and Union of Cyprus Communities (UCC) is also very important in that regard. Their participation would bring expertise about the existing operational and legal frameworks and competences, as well as the possible challenges, gaps and solutions concerning co-operation with, or implementation of proposed actions by, local authorities.

The Regional Intercultural Networks, which are now present in each district of Cyprus, have mapped the civil society landscape in their region and are able to offer channels for their efficient representation and engagement, enabling greater outreach to the local population. The Regional Intercultural Networks have already prepared two-year action plans or strategies and, as an interim measure, they can start implementing them during the period in which the first National Integration Strategy is still being developed and agreed.



Element 6

Regular meetings

Annual Strategy Review meetings will be held, these meetings will contribute to the development of vertical and horizontal co-ordination, encompassing the local level, on: a) development of annual or multiannual strategies and programmes of activities, b) agreements on joint implementation, and c) joint monitoring and evaluation. Furthermore, such meetings would share evidence of good practice to and from the local level, and disseminate project results to other regional, national and international levels.

Thematic meetings could be organised as required to look at specific topics and actions in depth and in particular during the lead up to the re-issuing of the National Integration Strategy.

A programme of regular meetings should be developed on an annual basis, which could include:

- ▶ Annual Strategy Review meetings involving all parties, national Focal Points, Experts, Regional Intercultural Networks, and local authorities, discussing broad and strategic topics and general evaluation;
- ▶ Ad hoc meetings around relevant thematic issues (health, housing, education, labour, culture, etc.) including priorities identified by the regional Action Plans, with sector-specific contents and standards, and chaired by respective thematic Government Ministries;
- ▶ Technical expert meetings on various functions: data collection and intelligence, policy laboratories, fundraising and funding mechanisms, administration, technology, evaluation, EU and international collaborations, etc.;
- ▶ Regional Intercultural Network meetings further developing, implementing and monitoring Regional Intercultural Strategies and Action Plans specific to district needs.

Thus regular meetings should include those that are: horizontal – i.e. with Focal Points from other departments/sectors/bodies; vertical – i.e. with both higher and lower-level stakeholders; and/or, thematic. There should be a concerted effort to ensure that the most involved (active and expert) participants attend every meeting, in addition to certain national Focal Points who would ensure continuity and coherence across multiple meetings. Examples of attendees for specific types of meeting are given below:

EXAMPLE OF THEMATIC MEETING	EXAMPLE OF A FUNCTIONAL WORKING GROUP
Intercultural education:	Funding mechanisms:
<ul style="list-style-type: none"> ▶ Authority staff member(s) ▶ Expert Body representative(s) national ▶ Expert Body representative from abroad ▶ National Authority Focal Point: i.e. Ministry of Education (Pedagogical Institute) ▶ Commissioner for Children Rights Focal Point ▶ Another national Focal Point ▶ A local authority/CSO Focal Point ▶ Regional Intercultural Network Focal Point(s) 	<ul style="list-style-type: none"> ▶ Authority staff member(s) ▶ Expert Body representative(s) national ▶ Ministry of Finance (DG Development) ▶ Private stakeholder representative ▶ Regional Intercultural Network Focal Point(s) ▶ CSO representative/stakeholder(s)
<p>Frequency of meetings: every six months or more often if needed (ad hoc)</p>	<p>Frequency of meetings: as needed (i.e. more frequently when developing a new scheme or budgeting)</p>

Element 7

Funding

Stable and sufficient funding is crucial for the sustainability of this process. The state budget should provide continuous funding sufficient to support both the routine operations of the Authority as well as its own programmes as specified in the National Integration Strategy, in terms of:

Core funding:

- ▶ Administrative costs and staff salaries of the head office
- ▶ Administrative costs and staff salaries of Regional Intercultural Network Co-ordinators
- ▶ Expertise, data collection, studies, and evaluation

Actions funding:

- ▶ The management of core programmes as specified by each National Integration Strategy.

In addition, resources from European and other international donors should be utilised for the international and cross-border dimension of actions, testing of new approaches, networking and capacity building activities. The municipalities should contribute either in-kind or by undertaking the regional/local actions. Finally, private donors might be involved in the funding of specific actions of mutual interest. For the latter, specific financial incentives, such as tax deductions, might be considered.

As an interim step before the first National Integration Strategy is fully approved and costed, a specialised Working Group on Funding (of Intercultural Integration) could proceed with identifying, categorising and analysing the existing intercultural integration practices from various ministries and putting them into a single, comprehensive picture of current spending. This would be a two-way process, in which the national and local authorities would be asked to:

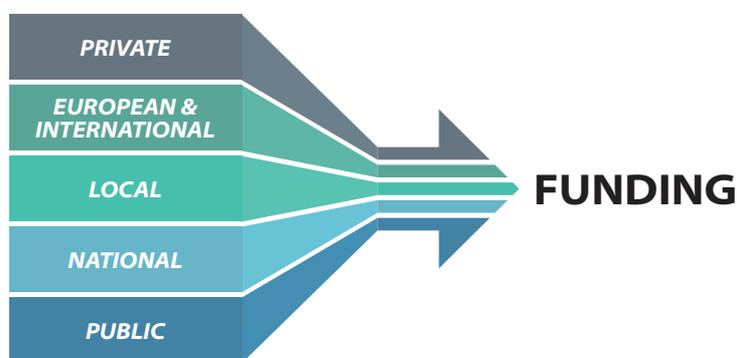
- describe their current practices and opportunities for improvement/expansion;
- state their potential contributions to the National Integration Strategy;
- integrate their existing actions into sectorial strategic plans (as requested by the Ministry of Finance); and,
- implement them, both as separate actions and, later, as part of the National Integration Strategy.

The national programmes, working through grant mechanisms, might be additionally empowered by horizontal priorities (modelled on EU funding schemes, where environmental and social inclusion issues are cross-cutting, for example) on the thematic issues of intercultural integration. For example, grant-giving mechanisms from the Deputy-Ministry of Culture to creative and cultural organisations could include focus on, or criteria relating to, intercultural integration and representation of diversity.

Similarly, EU funding opportunities (i.e. AMIF, Erasmus+, Horizon, CERV, ESF+, ERDF, RRF etc) could be used to scale up and generate indirect impact in terms of the implementation of the National Integration Strategy, or to supplement more local fundraising efforts by civil society.

The programme implementation specified by the National Integration Strategy and its related Action Plan(s)

would likely begin with mini-grants (seed grant schemes), gradually developed into a national Intercultural Integration Fund from all the above sources (public, EU, private and self-generated income).



Element 8

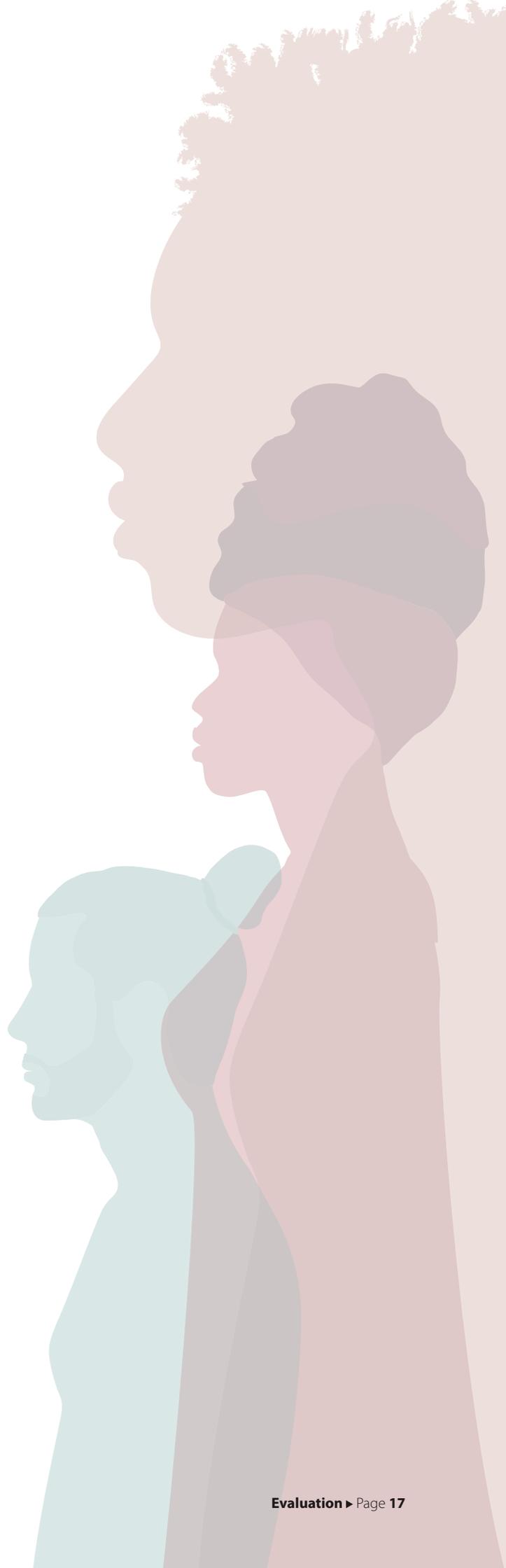
Evaluation

Evaluation is one of the most essential elements for the long-term development of effective intercultural integration structures in Cyprus. The following guiding principles would need to be further developed by a technically expert working group:

- a. Evaluation should be an ongoing process, planned strategically. This implies a number of duties on all levels of governance: national, local, working groups, strategic teams (functions).
- b. Evaluation should be correlated to the intercultural competence themes (e.g. capacity building, data collection, research) and embedded as a continuous horizontal action across all administrative and programming sections. From that viewpoint, the tools include: periodic research, quality assurance bodies, reporting procedures, qualitative and quantitative methodology, and impact assessments.
- c. Evaluation should consider: impact on the end-users, policy development, administrative capacity at national and local levels, innovations achieved, and international benchmarking.
- d. During the evaluation phase, those public bodies like the Commissioners' Offices (for Children Rights, Citizen, Gender Equality or Ombudsperson) that are granted solely with a non-executive, monitoring role by the government, should be actively included and their knowledge and expertise utilised.

Key performance indicators should also be co-produced by those who have the most practical experience of the sector.

For instance, on the theme of education, obvious key performance indicators might include several proposed by the national Authority – e.g. the number of intercultural educational programmes and the number of persons involved in them – but other key performance indicators for the sector could be developed by a working group consisting of national stakeholders (i.e. the Ministry of Education), local educational or decentralised programme management (local authorities, regional representatives of national programmes like schools boards, parents associations, etc.), academia (private and public), and civic society organisations (NGOs, training providers, development enterprises, migrants associations).





Conclusions

Initial decisions and tasks

This is a summary of actions derived from the Elements above, but it is – like the suggested meetings in Element 6 – intended merely as a proposal. A different set of priorities or sequencing of actions may be preferred by those tasked with operationalising this Blueprint.



The member states of the European Union have decided to link together their know-how, resources and destinies. Together, they have built a zone of stability, democracy and sustainable development whilst maintaining cultural diversity, tolerance and individual freedoms. The European Union is committed to sharing its achievements and its values with countries and peoples beyond its borders.

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