

LEARNING TO LIVE TOGETHER

Council of Europe report
on the state of citizenship
and human rights education in Europe



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Council of Europe report
on the state of citizenship
and human rights education in Europe

In accordance with the objectives
and principles of the Council of Europe Charter
on Education for Democratic Citizenship
and Human Rights Education

Council of Europe

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FOREWORD

FOREWORD

This report looks at the ways in which democracy and human rights are promoted through education in Europe today and puts forward priorities for action.

It shows that across Council of Europe member states, education is increasingly recognised as a tool for tackling radicalisation leading to terrorism, for successfully integrating migrants and refugees and for tackling disenchantment with democracy and the rise of populism. International co-operation in the area of education for democratic citizenship and human rights is growing, supporting national approaches by raising standards and allowing states to learn from each other's experiences.

But despite this growing understanding of the relationship between education and Europe's overall democratic health, challenges remain. In many countries, education for democratic citizenship and human rights education are not sufficiently mainstreamed. In some areas of learning, such as vocational training, they are often absent. Where they are present, in many cases not enough is being done to monitor their impact, meaning that they do not receive sufficient priority, with resources geared instead towards areas of education that are evaluated and ranked.

Concerted action is therefore needed on the part of politicians, government officials, education professionals and civil society, including young people, to support and embrace democratic citizenship and human rights within national education systems. To achieve this, we need to demonstrate the value of this education for our societies, whether for promoting democratic participation, helping young people learn to resolve conflicts respectfully or creating spaces in which controversial topics can be openly discussed. More needs to be done to share and learn from examples of existing practice. We need to develop reliable methods for evaluating what works in order to make best use of successful methods and approaches.

I hope that this report will inform the current debate around the role of education in our democracies and will encourage stronger take up of the models that have a positive impact. The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education provides a solid basis for action and co-operation among member states, and the Council of Europe remains committed to helping Europe's nations build education systems that support and strengthen democracy, human rights and the rule of law.

Thorbjørn Jagland
Secretary General of the Council of Europe

EXECUTIVE SUMMARY

The Council of Europe supports the promotion of human rights and democracy through education, as a means of building peaceful societies where the human dignity of all people is respected. With the adoption of the Charter on Education for Democratic Citizenship and Human Rights Education (Recommendation CM/Rec(2010)7) the member states committed themselves to the aim of providing every person within their territory with the opportunity of education for democratic citizenship and human rights education. Although the Charter is a non-binding legal instrument, it provides a unique common European framework of reference and is a focus and catalyst for action in the member states (Council of Europe 2010).

The present overview sums up the conclusions of the “Report on the state of citizenship and human rights education in Europe”, which takes stock of the achievements and gaps in this area and recommends priorities for action. This review exercise is part of the follow-up to the conclusions of the 25th Session of the Council of Europe Standing Conference of Ministers of Education (Brussels, 2016), which supported the development of a long-term strategy for a more coherent and comprehensive approach to education for democratic citizenship and human rights at European level and requested the Council of Europe to consider ways of increasing the impact of the Charter.

The full text of the report is available at www.coe.int/edchre, together with the results of the governmental and civil society surveys.

The review of the Charter is also part of the Council of Europe’s contribution towards the United Nations World Programme for Human Rights Education and the Education 2030 Agenda (Sustainable Development Goal Target 4.7) and the Paris Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education, which was adopted by European Union member states in 2015.

Key conclusions

Between 2012 and 2016, substantial progress was made in the 40 countries that responded to the survey: education for democratic citizenship and human rights gained more importance around Europe. In particular, education is increasingly recognised as an essential response to the challenges that our societies are facing. At the same time, feedback from civil society shows that relevant policies need to be supported more effectively, that co-operation between governments and civil society needs to be further developed, and that recognition of the work done by civil society needs to be improved. Other concerns and issues raised include the following:

1. Inconsistencies between policies and their implementation were reported by 66% of government respondents in 2016 compared with 20% in 2012.
2. Over 80% of government respondents felt that greater awareness of the relevance of citizenship and human rights education for addressing the current challenges in our societies is needed in order for such education to receive a greater priority in their countries.
3. Over a third of government respondents stated there are scarce or non-existent references to education for democratic citizenship and human rights in laws, policies and strategic objectives, in vocational education and training, and higher education (14 out of 40 respondents).

4. In almost two thirds of the countries, no criteria have been developed to evaluate the effectiveness of programmes in the area of education for democratic citizenship and human rights.
5. Only over half of government respondents stated that evaluations of strategies and policies undertaken in accordance with the aims and principles of the Charter have been done or foreseen.
6. An overwhelming majority of government respondents felt that the Council of Europe provides encouragement or motivation for stronger action and higher quality, as well as opportunities for sharing and co-operation with other countries. More needs to be done to take into account the specific needs and priorities of countries.
7. The Charter is a useful tool for non-governmental organisations both as a guideline for their internal policies and programmes and as a tool for advocacy directed at national and local authorities. However, the Charter is little known to young people. The manuals on human rights education with young people and children, *Compass* and *Compassito*, remain central to the citizenship and human rights education work done by civil society.
8. The Charter needs to be further developed as a shared framework for policy dialogue among and within countries.

Key recommendations

1. Include education for democratic citizenship and human rights education among the priority areas of education, youth and child policy and back it up with sufficient resources.
2. Ensure balanced provision of citizenship and human rights education in different areas and types of education, with particular focus on vocational education and training.
3. Strengthen the recognition both of the work done in this area by education professionals and by civil society, including youth organisations.
4. Make full use of the data available and support systematic evaluation of the effectiveness of education programmes, including public debates and broad consultations.
5. Give citizenship and human rights education a solid position in the curricula and develop appropriate assessment tools, with a view to reinforcing the status of such education while avoiding the pitfalls of standardised testing.
6. Increase co-operation between state authorities and civil society.
7. Support and encourage international co-operation.
8. Collect and promote examples of good practice illustrating the relevance of citizenship and human rights education for everyday life.
9. Increase the levels of promotion of the Charter to all the stakeholders involved, including examples of how it can be applied.
10. Further strengthen the Charter review process, support the development of strategic goals for the next five years and facilitate the development of national indicators/benchmarks/priorities for assessing progress achieved and guiding further action at national and international level.

PART I

OVERVIEW

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INTRODUCTION

VIEWPOINT

“Every day, we are confronted with news of hatred and violence; and the response we witness to violence and terror often involves more violence and terror, in a spiral of degrading barbarity. We all need to better think through our strategies if we are to tackle the world’s challenges today, from poverty to conflict, discrimination, disease, climate change and beyond. We will only progress if our decisions are grounded in the common understanding that we all belong to one humanity and that all of us are equally deserving of dignity, respect and justice.”

Zeid Ra’ad Al Hussein, United Nations High Commissioner for Human Rights

The Council of Europe promotes human rights and democracy through education, as a means of building peaceful societies where the human dignity of all people is respected. With the adoption of the Charter on Education for Democratic Citizenship and Human Rights Education (EDC/HRE)¹ in 2010, the member states committed themselves to the aim of providing every person within their territory with the opportunity of education for democratic citizenship and human rights education. This text also outlines the member states’ agreement on the objectives and principles (section II); policies (section III); and evaluation and

co-operation in this area (section IV). Improving the effectiveness of such education is an imperative for the Council of Europe member states, and the main focus of the present “Report on the state of citizenship and human rights education in Europe”.

DEFINITIONS

“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.

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

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

BACKGROUND

VIEWPOINT

“Signed in 1950, the European Convention on Human Rights, the first strong act of the Council of Europe, was also the first concrete expression of the ideals contained in the Universal Declaration of Human Rights. The Convention and the European Court of Human Rights have been very successful. They have an influence that makes them a source of inspiration even beyond Europe; and through the protection and development of rights they have been a factor for peace, stability and the strengthening of democracy. The essential point is that in the first place states take ownership of the Convention for the benefit of persons under their jurisdiction. At state level training in human rights must take place and I can only encourage the states to implement this. That is also part of shared responsibility.”

Guido Raimondi, President, European Court of Human Rights

The Council of Europe’s work on education for democratic citizenship and human rights benefits from the longstanding support of its member states:

- ▶ The Charter was adopted in the framework of the Swiss Chairmanship as one of the decisions intended to provide follow-up to the Action Plan adopted at the Committee of Ministers High Level Conference on the Future of the European Court of Human Rights (Interlaken, 2010) as a text that supports the prevention of human rights violations by strengthening the culture of human rights.
- ▶ The first Charter review conference was held in the framework of the Andorran Chairmanship

(Strasbourg, 2012), in co-operation with the European Commission and the European Wergeland Centre. The Andorran Chairmanship consequently organised a conference (Andorra la Vella, 2013), which gave impetus to the work on competences for democratic culture.

- ▶ Finland hosted the 24th Session of the Council of Europe’s Standing Conference of Ministers of Education (Helsinki, 2013), which called on the Committee of Ministers to “consider developing descriptors and a reference framework to assist member states in implementing a competence based education for democracy and intercultural dialogue”.
- ▶ Belgium hosted the 25th Session of the Council of Europe’s Standing Conference of Ministers of Education (Brussels, 2016), where the ministers undertook to support the development of a long-term strategy for education for democratic citizenship and human rights at European level. The ministers also endorsed the Reference Framework of Competences for Democratic Culture and requested the Council of Europe to consider ways of increasing the impact of the Charter.
- ▶ The 3rd Compass Forum on Human Rights Education (Budapest, 2016) provided initial input and proposals from non-governmental partners and governmental experts active in the Joint Council on Youth. Among other things, the forum called for the continuation of the Human Rights Education Youth Programme.²

2. “Message to the Council of Europe”, Learning Equality. Living Dignity, 3rd Compass Forum on Human Rights Education, European Youth Centre Budapest, 5-7 October 2016, available at <https://rm.coe.int/16806acdfc>, accessed 15 December 2017.

Today the Charter is used as a basis for sharing expertise, evaluating achievements and defining priorities for action. This learning process consists of a report and a conference organised every five years. The present report builds on the recommendations of the first review cycle (2012). While opinions were very diverse in relation to the need for and feasibility of stronger evaluation mechanisms, there was an emerging consensus on the benefits of ongoing dialogue among key actors in this area and on the added value of the Charter as a clear framework and impetus for such dialogue.

In 2016, 40 countries³ responded to the survey on the state of citizenship and human rights education in Europe, organised by the Council of Europe Education Department. In preparing their responses, the governments consulted a broad range of partners.

Feedback from civil society organisations, including youth organisations, was also collected directly by the Council of Europe Youth Department through an online survey, with almost 100 responses received from 44 countries. The present overview sums up the conclusions of these surveys.

3. Albania, Andorra, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Republic of Moldova, Monaco, Montenegro, Netherlands, Norway, Portugal, Romania, Serbia, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey and Ukraine.

RECOGNISING EDUCATION AS AN ESSENTIAL RESPONSE TO THE CHALLENGES FACED TODAY

VIEWPOINT

“If radicalisation is partially nurtured by a feeling of exclusion, is it not because we failed to transmit and promote our European values to uprooted young people yearning to build an identity? If social cohesion is jeopardised, isn't it because we forgot to build communities on common ground? If the integration of people with a migrant background is sometimes difficult, is it not because we also failed to provide a positive and confident identity, and we did not share our culture of democracy? ... In times of political turmoil, in times of uncertainty, the last thing we can afford is to neglect and forget the value of our values.”

Tibor Navracsics, EU Commissioner for Education, Culture, Youth and Sport

Between 2012 and 2016, substantial progress was made in the respondent countries: education for democratic citizenship and human rights education (EDC/HRE) is gaining more recognition in education systems and in school communities across Europe. In particular, education is increasingly recognised as an essential response to the challenges that our societies are facing.

The respondents from governments and civil society organisations found EDC/HRE to be most relevant in addressing the following challenges:

- ▶ violent extremism and radicalisation leading to terrorism;
- ▶ deficit of democratic participation of both vulnerable and non-vulnerable groups in society;
- ▶ integration of migrants and refugees.

The economic crisis, austerity measures and social exclusion were in general seen as slightly less of an issue for EDC/HRE to address. It could be of interest to reflect on the possible reasons for this, as well as on the possible connection between social exclusion and disillusion leading to the rise of populism.

It was also pointed out by the respondents that while EDC/HRE can make an important contribution towards addressing these challenges, it cannot do this alone and it must not be seen in isolation from the broader environment. The political, social and economic context influence people's values, beliefs and attitudes and EDC/HRE reforms are most effective when they are a part of a comprehensive strategy for social change.

EXAMPLE OF PRACTICE: GREECE

In the framework of the economic crisis in Greece, as well as the large influx of refugees and newly arrived migrants in the country, issues related to EDC/HRE are gaining ground in education at all levels. As a result, several public and civil society stakeholders have initiated and are planning activities to promote it. These include, apart from the bodies of the Ministry of Education itself, the Greek Ombudsman for Children, the scientific societies of EDC/HRE educators and university departments.

EXAMPLE OF PRACTICE: ITALY

Italy's National Youth Council organised a national training course in human rights education based on *Compass: Manual for Human Rights Education with Young People*, which brought together young trainers and activists. The course led to the inclusion of human rights education in the main priorities of the National Youth Council and a very active network of human rights educators in Italy. It paid special attention to the role of young migrants and refugees as human rights educators.

USEFUL RESOURCE

Final Declaration of the 25th Council of Europe Standing Conference of Ministers of Education Brussels, 11-12 April 2016

DIFFERENT PERCEPTIONS OF THE PRIORITY GIVEN TO EDUCATION FOR DEMOCRATIC CITIZENSHIP AND HUMAN RIGHTS EDUCATION

VIEWPOINT

"Human rights and citizenship education has been called upon in recent political statements to provide responses to the many challenges faced by our societies: extremism and populism, hate speech, discrimination and poverty, a general climate of fear and doubt. On the other hand, every day we note more cuts in education budgets, more human rights defenders and educators are facing danger and limited freedom in doing their work. It is time to match the political statements with policy measures, appropriate recognition and protection for the work of youth organisations active for human rights education."

Marko Grdošić, Chair of the Advisory Council on Youth of the Council of Europe

While according to government respondents the priority given to EDC/HRE is generally high across different types and levels of engagement and support, this perception was not shared by civil society respondents. In particular, the respondents considered that priority is given to EDC/HRE to a fair or to a large extent as follows: at the national government level (96% for government respondents and 29% for civil society respondents); at education institution level (91% for government respondents and 33% for civil society respondents); and to supporting training about EDC/HRE for teachers and school heads (88% for government respondents and 41% for civil society respondents).

Moreover, only 17% of civil society respondents claimed that there was a shared definition of EDC/HRE in their countries, compared with 78% of government respondents. Only 30% of civil society respondents are aware of any measures or activities planned to promote EDC/HRE in their countries, in accordance with the aims and objectives of the Charter, whereas 93% of government respondents report the existence of such measures.

FACTS AND FIGURES

- ▶ All 40 countries taking part in the survey reported that concrete measures had been taken to promote citizenship and human rights education, in accordance with the objectives and principles of the Charter, compared with two thirds of respondents in 2012.
- ▶ There has been an increase of over 30% in the number of countries where action has been undertaken or is foreseen to evaluate strategies and policies in this area in the last four years.
- ▶ Almost all countries have the Charter available in their language, and most countries have it available on the websites of their ministries of education or other relevant bodies.
- ▶ Only 30% of civil society respondents are aware of any measures or activities planned to promote EDC/HRE in their countries, in accordance with the aims and objectives of the Charter, whereas 93% of government respondents report such measures.

The substantial differences in perception point to the necessity of improving the channels for information sharing, feedback collection and analysis. In this respect, establishing a central focal point has proved to be effective in several countries.

One possible explanation for the discrepancies might be that it takes time to translate political commitment into practice. It will be interesting to see in the next review cycle to what extent the political impetus of 2016 has influenced education policy reforms in Europe. It will be important to include feedback from different partners to ensure a balanced representation of different perspectives.

EXAMPLE OF PRACTICE: LUXEMBOURG

In the light of failings related to the implementation of certain aspects of the EDC/HRE Charter, an independent centre has been set up to better co-ordinate and plan different components of EDC/HRE.

EXAMPLE OF PRACTICE: GEORGIA

The youth organisation Human Rights Association, in partnership with the Teachers Professional Development Centre, the Ministry of Education and Science, the Civic Education Teachers Forum and the European Wergeland Centre, developed a long-term training course for school teachers and youth workers on human rights and citizenship education, enabling participants to create common projects contributing to the inclusion and participation of young people in community life.

USEFUL RESOURCE

Share&Connect: Community of practice for educational professionals in the field of education for human rights, democratic citizenship and intercultural understanding. See European Wergeland Centre, www.theewc.org, accessed 8 December 2017.

LONG-TERM APPROACH AND POLITICAL AND PEDAGOGICAL PRIORITY

VIEWPOINT

"There is evidence that schooling systems in Europe have increased receptivity to inclusion of EDC/HRE approaches as one strategy to protect against discriminatory and prejudicial behaviours that undermine societies and contribute to youth alienation and potential radicalisation. I would argue that EDC/HRE is necessary for a healthy democratic society, regardless of the particular challenges faced at any given time. However, educational systems need to commit to carrying out EDC/HRE in a manner that is sustained and of high quality. This is consistent not only with the aim of the Council of Europe Charter but also the United Nations Sustainable Development Goal 4.7 and the Global Citizenship Education initiative."

Felisa Tibbitts, Professor of Human Rights Education, University of Utrecht

While most respondents consider that there are no inconsistencies between EDC/HRE principles and national education policies, 66% of government respondents reported inconsistencies between policies and their implementation in 2016, compared with 20% in 2012. The most salient implementation issues according to the respondents relate to the lack of resources, lack of a long-term approach, lack of evaluation tools and lack of awareness among key partners.

FACTS AND FIGURES

Bulgaria: the educational standard on civic education (EDC/HRE) is taught across many subject areas at school. However, there is no monitoring mechanism in place to research and analyse the extent to which the standard is being applied in class, in what way and in which curricula.

Croatia: The curricular reform launched in 2015 at the political level and in the strategy advocates citizenship education but on the implementation and curricular level citizenship education is marginalised, as one of seven cross-curricular topics. This new approach is now under public discussion.

Cyprus: Not enough data are collected to assess whether what is decided at policy level is implemented successfully.

Estonia: Often there is lack of pedagogic awareness about hidden curricula. This occurs when the knowledge obtained in civics classes about active and responsible citizenship in a democratic society is not supported by the school culture. EDC/HRE is often not valued in policy sectors outside education.

Greece: The greatest inconsistency exists between the curricula for EDC/HRE, the textbooks for use in schools and teaching practices. While there are state-of-the-art statements of principle, the instructional materials are mainly academic-oriented and the teaching practices are sometimes traditional. More innovative and creative approaches are needed.

In the last two years, education has received unprecedented levels of political interest as an essential part of responses to current societal challenges. This has provided multiple opportunities for promoting citizenship and human rights education. Nevertheless, stronger continuity and stability in education policy is required to ensure that EDC/HRE programmes transcend political changes and diffuse the education curricula systemically so that they have added value in the long run.

EDC/HRE must be given further political and pedagogical priority in the long term. This could entail – among other avenues for such reinforcement – the mandatory provision of EDC/HRE at least in formal education in an effort to prioritise it, considering that the number of countries where EDC/HRE is not an obligatory subject at any age has remained unchanged in recent years.⁴

EXAMPLE OF PRACTICE: LITHUANIA

One of the major national programmes financed by the state is the Long-term National and Citizenship Education Programme, which allocates funds to the preparation of educational materials, teacher training, and research and collaboration with non-governmental organisations (NGOs) for promoting democratic citizenship. The Ministry of Education and Science has approved the Inter-institutional Action Plan of Civic and National Education 2016-2020, an indication that these education areas are among Lithuania's priorities.

EXAMPLE OF PRACTICE: CYPRUS

During the school year 2015/2016, the Ministry of Education and Culture set anti-racist policy as a goal for all schools, entitled Sensitisation of students against racism and intolerance, and promotion of equality and respect, in the context of the No Hate Speech Movement of the Council of Europe. The Code of Conduct and Guide for Managing and Recording Racist Incidents was produced not to characterise or identify individuals as “racist” or “not racist”, but to identify any direct or indirect, purposeful or involuntary, acts and processes that lead to negative discrimination against individuals or groups based on their (perceived) diversity, develop urgent action for the prevention and handling of racist incidents, and develop anti-racist culture.

4. Comparing the 2012 report on the implementation of the Charter with the country responses in 2016, as well as Eurydice (2012).

CONNECTING CITIZENSHIP AND HUMAN RIGHTS EDUCATION TO EVERYDAY LIFE

VIEWPOINT

"Human rights may be deemed as abstract ideology or irrelevant and thus difficult to integrate in everyday life for teachers. In order for teachers to experience human rights education as relevant and prioritise to include it in their teaching, structures in teacher training and schools must systematically address relevance and responsibility. Further, clear and practical tools for teachers' everyday work need to be continuously updated and developed in co-operation with the wide array of actors in the educational system, including teachers, parents and students."

Jonas Christoffersen, Executive Director, The Danish Institute for Human Rights

Whereas government respondents considered that lack of support among education professionals, the media and the general public were the most important challenges to the promotion and development of such education, civil society organisations pointed to the lack of prioritisation by decision makers.

While these issues are very closely linked, what is clear is that it is essential to demonstrate the relevance of democracy and human rights for everyday life, be it for resolving conflicts without violence, building cohesive societies through participatory decision making, successful integration of vulnerable groups or addressing disenchantment in democracy and the rise of populism.

USEFUL RESOURCES

- ▶ The Council of Europe educational video *Beat Bullying* explores what bullying is and how it affects us all, and shows how citizenship and human rights education can help us to make it stop. The video is available in English, French, German and Russian.

- ▶ *Compass: Manual for Human Rights Education with Young People.*
- ▶ E-book: *Shared Histories for a Europe without Dividing Lines.* The e-book contains examples of teaching materials relating to significant historical examples of interactions and convergences within Europe.
- ▶ *Bookmarks - A manual for combating hate speech online through human rights education.*
- ▶ *Teaching controversial issues: A professional-development programme for teachers.*

EXAMPLE OF PRACTICE: UKRAINE

From February to March 2015, the NGO Nova Doba organised civic education seminars in 20 regions of Ukraine. They were aimed at strengthening professional networks and communication, and at supporting the process of mutual understanding and reconciliation in Ukrainian society. The trainers were deeply impressed by the desire of educators from both east and west Ukraine to communicate, to learn about and understand the situation, and solve problems.

EXAMPLE OF PRACTICE: EUROPE

The Inclusion Express campaign "Social rights are human rights too!" was developed by the Youth Express Network, together with young people facing exclusion and youth workers. The campaign advocated for access to social rights for young people facing discrimination, violence and exclusion. It built on the work done in the Enter! project of the Youth Department and involved activities both online and offline all over Europe, drawing attention to the importance of social rights and of education about accessing social rights for young people.

BALANCING PROVISION IN DIFFERENT AREAS AND TYPES OF EDUCATION

VIEWPOINTS

"A mere focus on how society works, and the values of humanism and democracy might be perceived as irrelevant for students who have received these narratives earlier on in their education. There is a need to connect education for human rights and democracy to the academic field of each student. That's how we make the education relevant and effective in its use."

Chiara Patricolo and Helge Schwitters, European Students' Union

Over a third of respondents (14 out of 40) stated that there are scarce or non-existent references to EDC/HRE in laws, policies and strategic objectives, in vocational education and training, and in higher education. Only seven respondents felt that citizenship and human rights education is promoted extensively in higher education institutions.

Respondents indicated that citizenship and human rights-related content is promoted mostly through specific departments at higher education institutions (e.g. law, educational sciences, history and psychology), but is rarely explicitly present elsewhere.

Unbalanced provision of EDC/HRE can be observed. Citizenship and human rights education appear to be less present in vocationally oriented education (where many disadvantaged and minority groups are found) compared with general education. Recent research suggests that disadvantaged young people lose out on political learning when placed in vocational education and this could be one explanation of why this is the case.

Given the importance of including citizenship and human rights-related issues in the whole education system and the need to further empower young people amidst the socio-economic crisis, the ethos of democracy and human rights needs to be more present and explicit both in vocational education and training, and in higher education.

EXAMPLE OF PRACTICE: GERMANY

Education for democratic citizenship and human rights education is already an essential component and cross-cutting issue at all levels of formal and non-formal education, including (ongoing) teacher training, in the German education system. Measures that already exist and are being further developed are consistent with the objectives and principles of the Council of Europe Charter on EDC/HRE. Therefore, the implementation of the Charter in Germany builds upon already existing educational policies and activities in EDC/HRE.

Further encouragement is received from the Council of Europe Charter according to the requirements at regional or state level as well as requirements in the respective educational institutions.

USEFUL RESOURCE

e-Pub - Higher Education for Democratic Innovation (Council of Europe Higher Education Series No. 21)

CLEAR AND MEANINGFUL CRITERIA AND APPROPRIATE ASSESSMENT TOOLS

VIEWPOINT

"[The Council of Europe report on the state of citizenship and human rights education] states that the formal assessment of subject domains contributes to their status in curricula. We deeply share this further acknowledging that the evaluation of citizenship and human rights education can be a sensitive area, yet demonstrates that a meaningful and internationally agreed-upon framework as well as corresponding tools and instruments for assessing knowledge, practices, value beliefs, attitudes, and behavioural intentions is possible at the system, school, teacher and student level."

Dirk Hastedt, Executive Director, International Association for the Evaluation of Educational Achievement

In almost two thirds of the countries, no criteria have been developed to evaluate the effectiveness of programmes in the area of citizenship and human rights education. Several respondents stated that they have yet to develop criteria for evaluation and that research in this area receives only moderate support.

There has been an ongoing debate as regards the assessment of citizenship and human rights education and the evaluation of the effectiveness of the programmes. Evidence from other subjects taught in schools suggests that formal assessment contributes to their consolidated status in the curricula. Evaluating the effectiveness of programmes often helps enhance

their effectiveness and secure resources. However, it is often pointed out that citizenship and human rights education – like any other “values” education – is a sensitive area, and that there are certain dangers and concerns in relation to state involvement.

Clear and meaningful criteria and appropriate assessment tools are needed to evaluate the effectiveness of citizenship and human rights education. A systematic formal national assessment for the effective implementation of policies in the framework of EDC/HRE using appropriate evaluation tools and instruments can help ensure it is adequately assessed, reinforce the status of such education, and secure its place in the curricula.

EXAMPLE OF PRACTICE: SPAIN

The Ministry of Education, Culture and Sport has recently devised a Strategic Plan for School Co-existence, with the collaboration of regional educational administrations (“autonomous communities”), the Observatory for Racism and Xenophobia, the Institute for Women, and other organisations.

Data collection to quantify the indicators of this general strategy for follow-up and assessment will take place steadily throughout the period of application of the plan and will rely on the participation of civil society, the different departments of the central government, and the autonomous communities.

DEVELOPING SYSTEMATIC AND APPROPRIATE EVALUATION INCLUDING A BROAD PUBLIC DEBATE

VIEWPOINT

“Civil society, by working collaboratively through broad coalitions, plays a key role in ensuring a high quality of human rights education, and needs to be given sufficient space for consultation and collaboration. A variety of stakeholders, including from marginalised groups, needs to be integrated in consultations.”

Salil Shetty, Secretary General, Amnesty International

Just over half (55%) of the respondents stated that evaluations of strategies and policies undertaken in accordance with the aims and principles of the Charter had been carried out or were foreseen. A more coherent and consistent approach is required to the assessment of progress in the area of EDC/HRE and to information and data collection and interpretation.

The replies received from the respondent countries show that collecting information from various actors is often difficult owing to the lack of established channels for such communication and to the data not being collected on a regular basis. On the other hand, the evidence suggests that including perspectives of different stakeholders is essential for the development of EDC/HRE. It enhances shared ownership and commitment, contributes to improved quality and strengthens effectiveness.

Citizenship and human rights issues and approaches need to be explicitly included in ongoing evaluations of education policy and practice and there should be effective ways of pooling such information from different sources.

EXAMPLE OF PRACTICE: NORWAY

The Ministry of Education and Research evaluates policy documents and steering documents on a continuous basis, using recognised research institutions. The issues being evaluated are generally directed towards quality in education, that is more general than the Charter’s contents, but often directly or indirectly relevant to the Charter’s aims and principles.

EXAMPLE OF PRACTICE: BULGARIA

A new standard on civic, intercultural and environmental education has been developed and will soon be enacted by the new curricula. The new curricula and educational standards have been subject to public discussions. They have been developed on the basis of extensive consultations and participation of education professionals, academia and civil society organisations.

EXAMPLE OF PRACTICE: TURKEY

Curricula of all courses have been reviewed and improved in the context of human rights and discrimination. Under a new system implemented by the Turkish Board of Education, the curricula are examined by experts in educational programmes and are open to the public for 15 days for online comment and then finalised. In addition, course books are examined by a group of experts chosen randomly from applicants. The experts examine the books with a view to assessing criteria such as human rights and discrimination.

INTERNATIONAL CO-OPERATION

VIEWPOINT

“International co-operation is key in sharing inspiring practices, and it would also be important to find the means to promote the upscaling of these methods and programmes by allocating balanced funding to this, shifting emphasis from innovation only. When evaluating good practice as well as citizenship and human rights education, it is important to introduce formative evaluation methods that support the formation of desired mindsets, and to avoid these crucial education areas falling victim to standardised testing.”

Eszter Salamon, President, European Parents' Association

The results show an increase in countries that either have, or are planning to take part in, international co-operation activities, from 45% in 2012 to 73% in 2016. This is due in great part to initiatives driven by the Council of Europe and European Union, including programmes such as Human Rights and Democracy in Action, which is open to all States Parties to the European Cultural Convention.

An overwhelming majority of respondents felt that the Council of Europe provides a shared framework of reference, encouragement or motivation for stronger action and higher quality, in addition to opportunities for sharing and co-operation with other countries. More needs to be done in order to provide relevant support in accordance with the specific needs and priorities of countries.

FACTS AND FIGURES

There is a high level of co-operation among countries (73% in 2016), to a large extent due to initiatives of the Council of Europe and the European Union.

There has been a substantial increase among countries (10 out of 30 replies) for those countries that participated in both cycles of the Charter review.

Although co-operation in the field of EDC/HRE has increased, opportunities for such co-operation are limited and insufficient. However, co-operation can be instrumental in addressing the current, serious challenges to democracy and human rights in Europe. Pooling of expertise and peer-to-peer learning among countries are essential for addressing such challenges effectively.

More opportunities for co-operation with other countries is needed to strengthen relevant and innovative action, and to improve the quality of citizenship and human rights education. Given the countries' commitment to the values and principles of human rights, democracy and the rule of law, targeted co-operative actions can ensure sustainable progress and tangible results.

EXAMPLE OF PRACTICE: EUROPE

The Joint Programme of the European Commission and the Council of Europe on Human Rights and Democracy in Action supports co-operation projects between three to eight countries with a view to exploring a topic of shared interest, collecting and analysing relevant data and producing practical tools for use in their education systems.

The projects cover a broad range of themes from teaching controversial issues and addressing violence at school, to digital citizenship and curriculum development.

STRENGTHENING THE CHARTER REVIEW PROCESS

VIEWPOINT

"The Council of Europe is perceived as one of the most significant organisations in Europe that systematically addresses the issues of democracy, human rights and the rule of law... The adoption of the Charter on Education for Democratic Citizenship and Human Rights Education by the Committee of Ministers of the Council of Europe in 2010 marked a significant shift in defining these themes in member countries and in the way they are perceived in education."

Kateřina Valachova, Minister of Education, Youth and Sports of the Czech Republic

A majority of the country respondents felt that the review process provided encouragement for stronger action and higher quality, an opportunity to promote good practice, a support tool for dialogue both with other countries and within countries, and access to expertise from other countries and from international institutions.

At the same time, according to the respondents from both governmental and civil society organisations, the Charter is not well known in member states. While the promotion of the Charter is not an aim in itself, endorsement by the Council of Europe member states through a unanimous adoption in 2010, as well as its appreciation by civil society organisations (74 respondents claim that it is useful or very useful), make it a powerful tool for lobbying, advocacy and policy dialogue. Its broader dissemination and promotion are therefore essential and need to be supported.

FACTS AND FIGURES

About 80% of civil society respondents claim that young people in their countries have limited or no knowledge of the Charter.

According to the conclusions of the civil society survey, many of the recommendations developed through the first review of the implementation of the Charter in 2012 were accepted by the youth organisations and NGOs. It is clear from the data collected that they mainly co-operate in promoting and implementing the Charter with other civil society organisations by organising common educational activities and advocacy campaigns or actions. This includes sharing and dissemination of good practices in EDC/HRE.

They also continue networking and sharing good practices at regional, national and European level to promote the Charter's implementation and ensure its dissemination to target groups so as to empower them to take action for the promotion and development of citizenship and human rights education. It is important to ensure that full use is made of the substantial potential of youth organisations and NGOs to support the implementation of the Charter.

The present report is expected to be a support tool for further development of EDC/HRE policy and practice. In particular, its findings will be used for the organisation of the Conference on the Future of Citizenship and Human Rights Education in Europe (20 to 22 June 2017), for the development of the Council of Europe co-operation programme 2018-2019, and for fundraising with other donors for relevant projects and programmes.

It will be important to further improve the methodology of future Charter reviews, in accordance with the substantial feedback received from the member states. In particular, respondents provided the following recommendations:

- a) Further specify some topics and definitions and provide guidance well in advance for both qualitative and quantitative data collection;
- b) Include questions that allow the development of comparative indicators among countries;
- c) Conduct quality EDC/HRE studies in member states to provide a more in-depth analysis of the situation;
- d) Focus on more thematic questions.

It is hoped that the report and the data that was collected during this exercise will be used extensively by many partners, researchers, education professionals and civil society organisations in Europe and beyond.

EXAMPLES OF RECOMMENDATIONS

Austria: given limited resources, the focus should be on fostering co-operation with other players at the level of the European Union, the United Nations and other multilateral institutions in order to avoid having similar questionnaires and surveys.

Iceland: submit the questionnaire on a regular basis and focus on elements that need to be worked on specifically.

Ireland: sustainable Development Goal 4.7 and indicator focuses only on formal education. It is crucial not to allow non-formal education fall off the agenda. There is a gap in research to support the use of indicators to map non-formal education and EDC/HRE, which means that at a time when the world is measuring the achievement of goals, the non-formal sector is silent – what gets measured gets treasured. It is crucial that this be addressed. In addition, it would be very useful and appropriate to consult young people on this survey and include space for young people's perspectives throughout the survey.

Lithuania: we would suggest conducting quality EDC/HRE studies in the member states. Such research would provide a more accurate analysis of the situation.

Portugal: more effective support should be given to the EDC/HRE National Coordinators to improve data collection. The next report should be a tool to inform policy making. Wide dissemination of the report through the Council of Europe and in each country could encourage progress in citizenship education.

FINAL COMMENTS

"We must rethink education to ensure that it equips all learners with the skills, attitudes and behaviours that they need to contribute fully to their societies and global solidarity. Education must be more than transmitting information and knowledge. It must be about learning to live in a world under pressure and advancing new forms of cultural literacy on the basis of respect and equal dignity. It must be about connecting the dots between the social, economic and environmental dimensions of sustainable development."

Irina Bokova, Director-General, UNESCO

Progress and challenges

Substantial progress has been made in member states and EDC/HRE is increasingly recognised in education systems and school communities across Europe. Youth and other civil society organisations remain faithful advocates and practitioners of the Charter.

At the same time, many important challenges need to be addressed. In particular, the survey demonstrates that lack of awareness of the relevance of such education to addressing the current challenges to the well-being of each individual and the well-being of our societies remains the main obstacle to promoting and developing such education effectively.

The key to making citizenship and human rights education relevant in everyday life is consistency between what we say about democracy and human rights and what we do to put this into practice – be it at school, in politics or in society at large.

Current social, economic and political crises must not be an excuse for governments to neglect their responsibility to provide every person within their territory with the opportunity of education for democratic citizenship and human rights education (Article 5 of the Charter). To quote the participants of the 3rd Compass Forum: "Human rights have to be promoted and defended at every level and at all times. We expect the Council of Europe and its member states to respond to the increase in violations and threats to human rights by stepping up their defence and promotion, in policies and in practice, at work and in classrooms, at borders and at sea, online and offline."

The universal agenda of the United Nations Sustainable Development Goals makes human rights education an integral part of quality education and a priority for

all governments. The Charter review is an additional opportunity for governmental and non-governmental partners in the Council of Europe to advocate citizenship and human rights education – by assessing what has been achieved, what lessons have been learned and what remains to be done.

It is important to make use of the current political momentum in order to highlight the relevance of EDC/HRE. From this perspective, the present review should be seen as an important contribution towards the Council of Europe Action Plans on Building Inclusive Societies and on the Fight against Violent Extremism and Radicalisation Leading to Terrorism. At the same time, citizenship and human rights education must not only be seen as an emergency response in times of crisis, but also as a long-term tool for building democratic societies based on respect and dialogue.

The Charter is the only international legal document that makes explicit reference to both education for democratic citizenship and human rights education. As such, it has potential for being further strengthened as a basic document for policy making and as a practical tool for promoting democracy, human rights and the rule of law through education. It remains to be discussed how exactly this can be done, in a way that takes due notice of each country's context, needs and priorities, while making full use of collective experience and expertise to strengthen Europe's defences against rising threats and challenges.

What is clear is that citizenship and human rights education needs to be constantly questioned, tested, reviewed and updated, and that this process must be inclusive, respectful and democratic. It must not be about adding more content to education systems, but rather about doing things differently. Council of Europe member states can learn a lot from each other's experiences and achievements.

USEFUL RESOURCES

- ▶ Council of Europe Action Plan on the Fight against Violent Extremism and Radicalisation Leading to Terrorism
- ▶ Council of Europe Action Plan on Building Inclusive Societies
- ▶ Council of Europe Reference Framework for the Development of Competences for Democratic Culture

PART II

DECLARATION, KEY ACTIONS AND EXPECTED OUTCOMES ON EDUCATION FOR DEMOCRATIC CITIZENSHIP AND HUMAN RIGHTS

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I. DECLARATION

The Conference on the Future of Citizenship and Human Rights Education in Europe held in Strasbourg from 20 to 22 June 2017, involving representatives of public authorities, education professionals and non-governmental organisations active in the education and youth fields:

Confirming its shared commitment to democracy, human rights and the rule of law;

Affirming education for democratic citizenship and human rights education (hereinafter “EDC/HRE”) as an integral part of the right to education;

Expressing concern at the serious challenges to democracy and human rights in Europe today, in particular the growing exclusion, discrimination and polarisation in our societies; the increasing use of populist and nationalist discourse; the disillusion with traditional democratic processes; the rise of terrorism and violent extremism; and the slow progress made in overcoming the barriers to the successful integration of migrants and refugees in our societies;

Taking note of the Declaration and the Action Plan adopted at the 125th Session of the Committee of Ministers (2015) on the Fight against Violent Extremism and Radicalisation Leading to Terrorism;

Taking note of the Action Plan on Building Inclusive Societies (2016-2019) adopted by the Committee of Ministers in 2016;

Referring to the Committee of Ministers Recommendation CM/Rec(2010)7 on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (hereinafter “the Charter”) adopted to support follow-up to the Declaration and Action Plan on the Future of the European Court of Human Rights;

Referring to the Final Declaration of the Council of Europe Standing Conference of Ministers of Education adopted at its 25th session in Brussels in 2016, which calls on the Committee of Ministers to instruct the Steering Committee for Educational Policy and Practice to consider ways of increasing the impact of the Charter, and to assist member states in implementing the Reference Framework of Competences for Democratic Culture;

Recognising the important contribution EDC/HRE will make to the achievement of UN 2030 Agenda’s Sustainable Development Goal 4 on quality education, in particular target 4.7;

Recognising that EDC/HRE is the responsibility of a wide range of actors, including public authorities, and not only education and youth actors;

Concerned by the potential misuse of EDC/HRE to promote populist and nationalistic agendas, and the associated undermining of the values underpinning EDC/HRE;

Taking into consideration the findings of the report on the state of citizenship and human rights education in Europe 2017 (hereinafter “the Report”), and *bearing in mind* the importance of an integrated and comprehensive cross-sectoral approach, covering all articles of the Charter and bringing together all key actors, including public authorities and civil society, acting together in a lifelong learning perspective;

Calls on the Council of Europe, its member states and all relevant actors to renew their commitment to the Charter’s implementation to further enhance EDC/HRE, and drawing on the Report, highlights the following Key Actions for the next phase of this effort.

II. KEY ACTIONS⁵

Policy

1. Include EDC/HRE in national, regional and local policy and practices for formal and non-formal education including youth work.

Implementation

2. Ensure quality, balanced provision of EDC/HRE in all areas and types of education, with specific attention paid to areas where EDC/HRE is less present such as pre-school education, vocational education and training, and higher education.
3. Recognise the value and strengthen the capacity of education professionals and educators in civil society,⁶ and empower them through training and other support.

Co-operation

4. Strengthen the commitment of, and co-operation, co-ordination and shared ownership between public authorities, national human rights institutions and civil society, including through public debate and consultations involving, amongst others, youth and student organisations, in developing, implementing and evaluating policies and practices regarding EDC/HRE.

6. Ensure access to EDC/HRE, paying particular attention to vulnerable and marginalised groups, including young people who are not in education or training.
7. Increase the visibility of the Charter amongst all current and potential stakeholders, including examples of how it can be implemented, through awareness raising, advocacy, relevant policy measures, capacity building and other targeted initiatives.
8. Collect and promote examples of learning practice illustrating the relevance of EDC/HRE to everyday life, with particular attention given to the experiences of vulnerable and marginalised groups.

Assessment, evaluation and research

9. Consistently integrate EDC/HRE in curricula, and develop appropriate programme and process evaluation and assessment tools.
10. Make full use of available data and support systematic evaluation of the impact and effectiveness of EDC/HRE programmes.
11. Develop partnerships with higher education institutions, research institutes and other relevant organisations to develop and promote research in this area.

5. Key Actions and Expected Outcomes are numbered for convenience, and do not indicate order of priority.

6. Many civil society organisations play a role in EDC/HRE. These include, but are not limited to, youth organisations, student organisations, teacher associations, trade unions, parents' associations, and other groups or individuals in the education, youth and other fields.

III. EXPECTED OUTCOMES

The above activities, undertaken by a range of actors, should be guided by, and aim to achieve, the following outcomes (“We want...”):

Policy

1. EDC/HRE relevant to everyday life, and a shared understanding of EDC/HRE, including between and within professions, recognising its relevance in professional development.
2. “Whole-school”/“whole-institution” approaches to EDC/HRE emphasising participatory decision making and the systematic consultation and involvement of children, youth and student organisations in developing policies and practices regarding EDC/HRE.

Implementation

3. Measures promoting EDC/HRE in all forms and at all levels of education, with particular attention to pre-school education, vocational education and training, and higher education.
4. New educational and advocacy resources for EDC/HRE, in digital formats where possible, supporting education and training by and of all actors, in addition to the use of existing Council of Europe materials.
5. Use of the Reference Framework of Competences for Democratic Culture in implementing the Charter and achieving its aims.
6. Sustainable financial resources available for civil society organisations to provide EDC/HRE.
7. Digital dimensions of citizenship and human rights reflected in curricula and resources for learning EDC/HRE.
8. EDC/HRE promoted to education professionals, youth workers, trainers and stakeholders in formal and non-formal education through activities co-organised with relevant national authorities responsible for education and youth and national youth councils.
9. EDC/HRE integrated into education and youth policies and youth work at local level, including as part of the training curricula of education professionals, youth workers, youth leaders and facilitators of formal and non-formal education activities.

Co-operation

10. International co-operation programmes on EDC/HRE involving key stakeholders at national level, including youth exchange programmes reflecting EDC/HRE objectives and programmes that, amongst other things, promote the exchange of best practice between youth and other civil society organisations.
11. Guidelines for collaborative approaches and transparent processes in reviewing the outreach and quality of EDC/HRE at national level.
12. Mechanisms for co-operation and co-ordination of EDC/HRE across sectors at national level, including representatives of formal and non-formal education providers and other actors and beneficiaries.

Access, visibility and relevance

13. Removal of obstacles to EDC/HRE, including gender inequality and other barriers preventing young people and vulnerable groups from accessing their human rights.
14. Charter and other EDC/HRE materials accessible to all including through translations into local languages, including regional and minority languages.

Assessment, evaluation and research

15. Enhanced quality EDC/HRE, notably by connecting EDC/HRE with recognised frameworks of competences, and through common criteria for evaluation across member states and by providers of EDC/HRE through non-formal education.
16. Tools and resources for evaluating the implementation of EDC/HRE programmes and processes in formal and non-formal education, including analysis and dissemination of data on effectiveness of EDC/HRE and examples of good practice.
17. Quality criteria/indicators for EDC/HRE, in formal and non-formal learning contexts at national level, consistently applied across Europe, as part of wider efforts towards achieving UN 2030 Agenda Sustainable Development Goal 4.7.
18. Independent, systematic and inclusive research on EDC/HRE at national and international levels.

Institutional

19. Council of Europe contribution to the UN 2030 Agenda review process, highlighting in particular the role of EDC/HRE in supporting the achievement of Sustainable Development Goal 4.7.

PART III

KEY MESSAGES

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INTRODUCTION

At the invitation of the Council of Europe, a number of persons provided their feedback on the conclusions of this report. Many of those who responded welcomed the progress made in the Council of Europe member states. As Costas Kadis, Minister of Education and Culture, Cyprus, points out, his ministry “is committed to the important role education has in a changing world, hence it considers that the educational system should focus on the acceptance of difference, tolerance, respect for other cultures as well as the preparation of tomorrow’s citizens for living in a multicultural environment in order to enable them to participate effectively in society”.

At the same time, many contributors agree that a lot remains to be done. “The most powerful way of learning is through participation and experience. Citizenship and human rights education is still a subject that is either taught theoretically and in fragments or is not included at all in the curriculum of many European schools”, says George Moschos, Deputy Ombudsman for Children’s Rights, The Greek Ombudsman.

The contributors also draw attention to the importance of inclusive public debates and vibrant civil society. “Nobody should be left at the margins, if we want to build pluralistic and open societies, if we want to prevent the populist threat and the establishment of authoritarian regimes”, say Anna Rurka, Sabine Rohmann, and Michel Aguilar from the Council of Europe Conference of International Non-governmental Organisations. Jana Hainsworth, Secretary General of Eurochild, suggests that “the emphasis needs to shift from pressurising children to find the right answer over to encouraging an appetite for learning. They should be consulted on matters of concern to them, and the weight of their opinions should be respected are working with them. They need to be given a safe space to ask questions and develop critical thinking while building respect for difference”.

Many contributors also highlight the importance of a systematic approach. Nils Muižnieks, Council of Europe Human Rights Commissioner, calls on member states to “design comprehensive policies to create a culture of human rights that permeates all strata of society, from schools to families and individuals, the media, the private sector, and state institutions. In this context, national action plans can prove particularly useful because they can mainstream the values of democratic citizenship and human rights in a coherent and systematic way”.

Full responses from all the contributors are included in the present chapter.

NURTURING THE UNDERSTANDING THAT WE ALL DESERVE DIGNITY, RESPECT AND JUSTICE

*Zeid Ra'ad Al Hussein,
United Nations High Commissioner for Human Rights*

Every day, we are confronted with news of hatred and violence, and the response to violence and terror often involves more violence and terror, in a spiral of degrading barbarity. We all need to better think through our strategies if we are to tackle the world's challenges today, from poverty to conflict, discrimination, disease, climate change and beyond. We will only progress if our decisions are grounded in the common understanding that we all belong to one humanity and that all of us are equally deserving of dignity, respect and justice.

The purpose of human rights and democratic citizenship education is to generate and nurture this understanding. Human rights and democratic citizenship education help children and adults identify their rights and claim them effectively; make informed choices; resolve conflict in a non-violent manner; and participate responsibly in their communities and society at large. It supports critical thinking and offers solutions to problems that are consistent with human rights principles.

To effectively perform this role, however, human rights and democratic citizenship education need to be relevant to the daily lives and experience of learners. They must engage people, through participatory learning methods, in a dialogue about how human rights norms can be translated into social, economic, cultural and political reality. And they must take place everywhere, at all levels of education and training and in the context of any learning opportunity – whether in a public or private, formal, informal or non-formal setting. Also, they must contribute to inclusiveness and ensure in this regard that they are relevant and applicable to all members of a given society, regardless of their status.

Within educational systems, in particular, policies and legislation should ensure the inclusion of human rights and democratic citizenship education at all levels, not only in primary and secondary school systems. Higher education institutions, for instance, have the social responsibility not only to educate ethical citizens committed to the construction of peace and the defence of human rights, but also to generate global knowledge enabling us to address current world challenges with human rights-based solutions. Vocational training should prepare learners to perform their professional duties in line with human rights principles.

We should never consider human rights and democratic citizenship education as “optional extras” or routine obligations – they are vital undertakings to sustain social cohesion, promote inclusion and participation and prevent violence and conflict in our societies. They are an investment in our present and our future that we cannot afford to overlook.

RETHINKING EDUCATION TO EQUIP ALL LEARNERS WITH SKILLS TO CONTRIBUTE FULLY TO THEIR SOCIETIES AND TO GLOBAL SOLIDARITY

Irina Bokova, Director-General, UNESCO

This report makes the stakes clear. Today, more than ever, we must rethink education to ensure that it equips all learners with the skills, attitudes and behaviours they need to contribute fully to their societies and global solidarity.

This is the importance of the 2030 Agenda for Sustainable Development, and specifically the Sustainable Development Goal 4 on education. This goal embodies a new vision of education for the 21st century – to advance human rights, empower citizens, bolster social inclusion and resilience, and mobilise innovation for sustainable development. Through Target 4.7 of the new goal, all countries have committed to ensuring that learners are provided with the knowledge and skills to promote human rights and global citizenship.

In this position of the United Nations Educational, Scientific and Cultural Organization (UNESCO) is clear. Education must be more than transmitting information and knowledge. It must be about learning to live in a world under pressure and advancing new forms of cultural literacy on the basis of respect and equal dignity. It must be about connecting the dots between the social, economic and environmental dimensions of sustainable development.

Taking this vision forward calls for action across the board – namely in advancing global citizenship education, education for human rights and education to prevent violent extremism. UNESCO is working with member states in Europe and across the world to identify new competences for learners, to develop new curricula and pedagogical guidance tools, and to support new approaches to teacher training. For example, UNESCO's 2017 Forum on Global Citizenship Education focuses on the role of teachers to advance citizenship and human rights education.

In turbulent times, education is essential to empowering women and men, girls and boys, with the values, attitudes and skills they need to withstand the pressures of change and make the most of its opportunities, to build more just, inclusive and peaceful societies.

FOCUSING ON STRENGTHENING STRUCTURES FOR HUMAN RIGHTS EDUCATION

*Jonas Christoffersen, Executive Director,
Danish Institute for Human Rights*

Clear structures for Human Rights Education (HRE) – especially for teachers and students – is crucial for carrying out principles set in, *inter alia* the Charter on Education for Democratic Citizenship and Human Rights Education. It follows from the Charter and national legislation that teachers play a crucial role in encouraging and teaching human rights in schools. Further, the Charter points towards incorporating HRE as a central topic in the curricula of educational institutions.

The Danish Institute for Human Rights has worked systematically for the strengthening of HRE in Denmark. The institute's extensive research on HRE illustrates that guidelines, policies and objectives for HRE are vague throughout the educational system, from school managements and teacher training colleges to municipality and state level actors.

A study carried out by the institute shows that many lecturers at Danish teacher training colleges do not feel competent in teaching HRE, for example in teaching how to link human rights to everyday work in schools. The study shows that 87% of students in teacher training colleges do not find that their education motivates them at all, or motivates them only to a lesser extent, to teach HRE. Furthermore, 74% responded that familiarity with concepts such as human rights, discrimination and equal opportunities is largely or to some extent a relevant factor for determining whether the topics will be included in the teaching (Decara and Timm 2013).

Human rights may be deemed abstract or irrelevant and thus difficult to integrate in everyday life for teachers. In order for teachers to experience HRE as relevant and prioritise it in their teaching, structures in teacher training and schools must systematically address relevance and responsibility. Further, clear and practical tools for teachers' everyday work need to be continuously updated and developed in co-operation with the wide array of actors in the educational system, including teachers, parents and students.

CONNECTING CITIZENSHIP AND HUMAN RIGHTS EDUCATION TO EVERYDAY LIFE

Elhadj As Sy, Secretary General, International Federation of Red Cross and Red Crescent Societies

Human rights are founded on an inherent conception of human dignity. Citizenship encompasses a sense of “obligation to community”. These two inherent notions are embedded in the International Federation of Red Cross and Red Crescent Societies (IFRC) approach to address the challenges undermining people’s dignity.

We see a culture of anger, fear, intolerance, mistrust and division prevail in today’s European context, and beyond. We see a collective responsibility to promote respect for human dignity and rights. However, such promotion cannot be confined to formal systems; it needs to inform everyday life, however informal that may be. Skills- and value-based education needs to be systematically incorporated into all types of curricula – both formal and informal – and should be done from the earliest age possible.

The experience of IFRC national societies as auxiliaries to their public authorities in the provision of humanitarian education testifies to the dire need to scale up investment and efforts in this area if we are to transform the way we think and relate to each other.

For this change to be genuine and sustainable, education systems need to create trust and ownership, and engage children, adolescents and young adults meaningfully, support inter-generational dialogue and collaboration, and contribute to building social capital. They need to put learners at the centre, to acknowledge and value their diverse knowledge, experiences and learning styles, and allow them to freely express themselves and participate actively in decision-making processes that affect their own learning and lives.

Learning to live together peacefully along with community engagement activities aimed at nurturing respect for diversity, fostering tolerance, intercultural dialogue and promoting social inclusion needs to form an integral part of the education system.

The impact of such a type of educational content and approach to individuals’ mindsets, attitudes and behaviours is evidenced by the IFRC’s global Youth as Agents of Behavioural Change initiative.⁷ Youth and adults undertake a personal transformation process allowing them to then act as role models and peer educators. They will then help others develop self-awareness, understand societal issues as well as learn and practice important skills such as empathy, active listening, critical thinking, non-violent communication and mediation. The initiative has shown great results in changing participants’ perception of themselves and others as well as reducing levels of discrimination and violence where they live.

As the Red Cross/Red Crescent family, we are strongly committed to encouraging and supporting individuals to take up an active role and responsibility in caring for themselves and others in their everyday lives.

7. See www.ifrc.org/en/what-we-do/principles-and-values/youth-as-agents-of-behavioural-change-yabc, accessed 11 December 2017.

RESPECTING CHILDREN'S OPINIONS

Jana Hainsworth, Secretary General, Eurochild

With the growing levels of inequality, social mobility, societal fragmentation and isolation of different communities in Europe, Eurochild sees an urgent need to invest in quality citizenship and human rights education. As advocates for the rights and well-being of children, we see the importance in including these in the curricula from an early age. With that we would hope to shape a new generation that understands and respects diversity and embraces social civility.

Integrating democratic citizenship and human rights education into all educational curricula is crucial. It needs to be actively promoted and advocated for by applying pressure on member states to uphold high standards of quality in this regard. Furthermore, its implementation needs to be monitored and evaluated. This is especially important now in light of increasing support for extreme political movements and the threat of violent radicalisation.

While integrating democratic citizenship and human rights education into children's curricula is important, it should not be our only focus. It is even more vital to embed participatory practices into all subject matters and across all forms of education, at all ages. It is not enough for children to be taught about their rights and responsibilities, they need to understand what these concepts mean in practice. The education system needs to respect children's rights; attend to the individual needs of each child; and nurture children's confidence so they listen to others, opinions and trust their own judgment. The emphasis needs to shift from pressurising children to find the right answer over to encouraging an appetite for learning. They should be consulted on matters of concern to them, and the weight of their opinions should be respected by those who are working with and for them.

The growing involvement of young people in violent extremism in recent years highlights the importance of promoting counter-narratives and introducing value-based education. Building children's understanding of the root causes of violent extremism (such as discrimination, prejudice and intolerance) is a good example of something that cannot simply be taught. It has to be practised and facilitated on a bilateral level. Teachers need to receive training on how to educate children on such sensitive topics and have the skills to attend to the needs of individual students while managing conflict. Students need to be given a safe space to ask questions and develop critical thinking while building respect for difference. Reforming education systems to allow for increased engagement and participation of children themselves is therefore crucial.

EVALUATION OF CITIZENSHIP AND HUMAN RIGHTS EDUCATION CAN BE A SENSITIVE AREA, BUT IT IS NECESSARY AND POSSIBLE

Dirk Hastedt, Executive Director, International Association for the Evaluation of Educational Achievement

On behalf of the International Association for the Evaluation of Educational Achievement (IEA), I would like to congratulate the Council of Europe for preparing this important report on the state of citizenship education. In our view, the report illustrates the diversity of approaches taken towards citizenship and human rights education and progress towards aims at the system and policy level, yet also a set of apparent gaps in terms of scope, implementation and evaluation.

In the context of formal education in schools, the IEA's primary area of activity, the information provided by the Council of Europe's member states echoes findings from our ongoing research into civic and citizenship education, which started more than 40 years ago. Our 2016 International Civic and Citizenship Study (ICCS) corresponds to a large number of the areas in the report as well as the underlying Charter for EDC/HRE and framework of competences. We therefore welcome the members' interest to initiate and promote research to describe the current situation at various levels and generate comparative information.

In particular, the report states that the formal assessment of subject domains contributes to their status in curricula. We fully share this view and include an array of domains in our studies, especially civic and citizenship education and computer/digital information literacy, besides the most prominent domains such as reading, mathematics and science. We further acknowledge that the evaluation of citizenship and human rights education can be a sensitive area, but we have demonstrated that a meaningful and internationally agreed-upon framework as well as corresponding tools and instruments for assessing knowledge, practices, value beliefs, attitudes, and behavioural intentions is possible at the system, school, teacher and student level.

I am convinced that the results of IEA's 2016 ICCS study, released in late 2017, will provide an opportunity to study important connections and similarities between the findings in this report and student outcomes – as well as for fruitful collaboration in the future.

EDUCATIONAL SYSTEMS SHOULD FOCUS ON RESPECT FOR OTHER CULTURES

Costas Kadis, Minister of Education and Culture, Cyprus

The Government of the Republic of Cyprus is committed to reforming the educational system with a view to turning into reality the vision of a better and more modern system that will meet the needs and challenges of the 21st century. The Ministry of Education and Culture (MOEC) puts special emphasis on redefining the aims and the content of curricula as well as the different school subjects, in order to form a more unified educational approach, aiming to create a system that will offer high quality education to pupils, thus assisting them to maximise their potential and acquire skills and knowledge that will enable them to become active citizens. The curricula are based on the principle that children should not only be aware of their rights and responsibilities but also be able to safeguard, respect, accept and tolerate the rights of others. A key point for this long-term approach is the development of the personality of every child through a commitment to the respect and safeguarding of the implementation of human rights.

The general aim of education in Cyprus is the development of free and democratic citizens with fully developed personalities who contribute to the social, scientific, economic and cultural progress of the country and to the promotion of co-operation, mutual understanding, respect and love among individuals and people, in the interests of freedom, justice and peace. The MOEC is committed to the important role education has in a changing world, hence it considers that the educational system should focus on the acceptance of difference, tolerance, respect for other cultures as well as the preparation of tomorrow's citizens for living in a multicultural environment in order to enable them to participate effectively in society.

Education for democratic citizenship (EDC) and human rights education (HRE) are among the political and pedagogical priorities of the MOEC, therefore specific actions are undertaken to incorporate them in school curricula. These actions include educational policies, policy implementation measures, learning environment changes and opportunities for the professional development of teachers.

LEARNING THROUGH PARTICIPATION AND EXPERIENCE

George Moschos, Deputy Ombudsman for Children's Rights, The Greek Ombudsman

The most powerful way of learning is through participation and experience. Citizenship and human rights education is still a subject that is either taught theoretically and in fragments or is not included at all in the curricula of many European schools.

The Greek Ombudsman, after consulting numerous students, has addressed various proposals to the Ministry of Education, asking for measures to be taken to strengthen the democratic character of schools and to promote participation of students in decision making in all classes and at all levels of education. These proposals include among others the organisation of regular class assemblies and discussions, the promotion of dialogue in classrooms during lessons, familiarisation with children's rights through practical examples and role playing, the involvement of students in the agreement and implementation of class and school rules, the operation of students' councils, the participation of students in conflict resolution procedures, the operation of peer mediation teams and the promotion of school activities on issues that are attractive and interesting for students such as physical and mental health issues, environmental awareness, artistic and cultural expression, etc. Relationship and sexuality education should also be included in such activities.

It is essential that teachers are trained to organise classroom relations and communication in ways that strengthen personal commitment and responsibilities and at the same time promote the values of listening, mutual respect and reaching agreements through dialogue. Sitting students in a circle in the classroom and organising small groups with specific tasks to be fulfilled through collaboration is very important.

We should carefully explore ways both in formal and in non-formal education to make children more aware and active regarding the role they are expected to play in their local communities, in order to have their human rights recognised and respected by everyone.

COMPASSION AND SOCIAL ENGAGEMENT ARE BUILDING BLOCKS FOR ENSURING DIGNITY AND JUSTICE FOR ALL

Nils Muižnieks, Human Rights Commissioner, Council of Europe

Democratic citizenship and human rights education are very close to my heart. At the start of my career in human rights I pored over UN and Council of Europe manuals to organise teachers' seminars and discussions with secondary school students. Today, as Commissioner for Human Rights, I continue to devote a great share of my work to promoting these values to the wider public. In the majority of my country visits, for example, I meet with university and high school students to discuss the human rights protection system, its origins and relevance to the contemporary issues that our societies face. I promote these values also in my meetings with ministers, parliamentarians and law enforcement officials. At the same time, my office engages all year round in meetings with judges, prosecutors, media professionals, and high school and university students to contribute to their formal and informal education programmes.

In an era where a large amount of information flows on the internet and through social media, I have given increasing prominence to my engagement on social media to promote human rights and democratic citizenship.

European countries have made tangible progress in increasing awareness about human rights and democratic citizenship, but this needs to be done on a continuous basis. We need to keep on nurturing these values and transform them into action. Governments should design comprehensive policies to create a culture of human rights that permeates all strata of society, from schools to families and individuals, the media, the private sector, and state institutions. In this context, national action plans can prove particularly useful because they can mainstream the values of democratic citizenship and human rights in a coherent and systematic way.

Democratic citizenship and human rights education do not only teach norms: they also make us more compassionate, more human, more socially engaged, thus providing the building blocks to ensure dignity, freedom and justice for all. We have to invest more in our own democratic citizenship and human rights education and that of others.

EDUCATION IS ESSENTIAL FOR NURTURING POSITIVE IDENTITIES AND FINDING COMMON GROUND

Tibor Navracsics, EU Commissioner for Education, Culture, Youth and Sport

Our common values are at the core of our communities. They are the backbone that makes the difference between cohesive societies and an aggregation of communities that live parallel lives, close but never together. For diversity to blossom and bear fruit, it takes common inspirations, a set of non-negotiable principles.

This is everything but an abstract discussion. If radicalisation is partially nurtured by a feeling of exclusion, is it not because we failed to transmit and promote our European values to uprooted young people yearning to build an identity? If social cohesion is jeopardised, isn't it because we forgot to build communities on common ground? If the integration of people with a migrant background is sometimes difficult, is it not because we also failed to provide a positive and confident identity, and we did not share our culture of democracy?

Our values are not a given. They must be learned, understood and owned by every citizen. Democracy is more than a process. Democracy is a mentality, an ethos, a reflex. It is a commitment that nurtures a system, and it is a sense of responsibility. That is why it must be secured. Considering that today's education is tomorrow's society, I firmly believe there is no better place to promote and pass on those values than families and schools – and no better vector than education to secure democracy.

This task is at the core of my mandate. That is why I, together with all EU member states, several weeks after the *Charlie Hebdo* and the Hyper Cacher attacks, signed the Paris Declaration in March 2015 to reaffirm our commitment to promote our common values and citizenship. Two years later, the balance shows how strong this commitment is. More than 1 200 projects are committed with Erasmus+ funding, a network of role models has been launched, eTwinning, the largest teachers' platform in the world, is being extended to third countries, and our co-operation with the Council of Europe is stronger than ever. And there is still a lot more to come. I am convinced that together, we have launched a movement that will not stop. In times of political turmoil, in times of uncertainty, the last thing we can afford is to neglect and forget the value of our values.

CONNECTING EDUCATION FOR HUMAN RIGHTS AND DEMOCRACY TO THE ACADEMIC FIELD OF EACH STUDENT IN HIGHER EDUCATION

Chiara Patricolo, Member, Executive Committee, and Helge Schwitters, Rights and Solidarity Coordinator, European Students' Union

What is, and what should be, human rights education and education for democratic citizenship within higher education? Only seven respondents report that citizenship and human rights education is promoted extensively in higher education institutions, and when it's done it's mostly provided in the faculties of law, social sciences and the humanities. The last observation is hardly surprising as it is obviously connected to the curricula of its students. The question then arises: what is, and what should, human rights education be in higher education? How can we make it relevant? Students within higher education study for other purposes than children and young people in primary and secondary education. We want to specialise ourselves within a specific field, we want to earn competences we deem relevant for our professional lives, and develop our critical thinking and understanding of the world. There's an inherent curiosity in each and every student that drives us towards finding the truth, new approaches, undiscovered knowledge and innovation. We should make use of this as the starting position for emphasising the relevance of human rights and democracy.

Students move on to employment as highly skilled workers with capacities to shape, and reshape our societies. Knowledge that can transform the world we live in, and offer new solutions to existing challenges, further develop our understanding and tools, and increase our understanding of ourselves and our surroundings. In all of this lies the power of education and knowledge. It shapes the world, and it empowers those who can access it. Human rights and democracy should be taught on these premises. We should teach our students how to use the knowledge they're seeking and developing, for the good of all society. They should constantly assess how science can be used, but also misused, to change the world we live in. We should stand up for truth in times of alternative facts, and share our knowledge democratically. A mere focus on how society works, and the values of humanism and democracy might be perceived as irrelevant for students that have received these narratives earlier on in their education. There is a need to connect education for human rights and democracy to the academic field of each student. That's how we make the education relevant, and effective in its use.

TRANSLATING COMMITMENT TO HUMAN RIGHTS INTO REALITY IS A SHARED RESPONSIBILITY

Guido Raimondi, President, European Court of Human Rights

Signed in 1950, the European Convention on Human Rights, the first strong act of the Council of Europe, was also the first concrete expression of the ideals contained in the Universal Declaration of Human Rights. The Convention also established an international mechanism to ensure compliance with the commitments of States Parties. Since 1998, this role has been played by an independent judicial body, the European Court of Human Rights. The Convention and the Court have been very successful. They have an influence that makes them a source of inspiration even beyond Europe, and through the protection and development of rights they have been a factor for peace, stability and the strengthening of democracy. Today, the Convention is much better known by judges, lawyers, the academic world and civil society actors.

However, more needs to be done. The essential point is that in the first place states take ownership of the Convention for the benefit of persons under their jurisdiction. The Convention now forms part of the domestic law of member states. Citizens must therefore be able to invoke their rights before national authorities. The Court strives to play a role in human rights training. It has prepared themed fact sheets as well as guides on jurisprudence or admissibility. It has developed a highly efficient database (HUDOC). Each year, it welcomes more than 18 000 visitors who attend hearings and receive training. However, the states must also, with the help of the Council of Europe, take initiatives in training, and in the translation of the Strasbourg judgments. It is principally at state level that this training in human rights must take place and I can only encourage the states to implement this. That is also part of shared responsibility.

BETTER UNDERSTANDING THE LINK BETWEEN HUMAN RIGHTS AND THE NEEDS OF DIFFERENT PEOPLE

Anna Rurka, President, Sabine Rohmann, Chair of the Education and Culture Committee, and Michel Aguilar, Chair of the Human Rights Commission, Conference of International Non-Governmental Organisations, Council of Europe

Education for active democratic citizenship and human rights constitutes the essential instrument for the effectiveness of rights. Nobody should be left at the margins, if we want to build pluralistic and open societies, if we want to prevent the populist threat and the establishment of authoritarian regimes.

We must raise the democratic voice, a voice that respects the diversity of the population that makes up our societies. The desire to reinforce each individual's capacity to act so that he or she has control over his or her own life, and can participate in the public decisions that concern him or her starts with education and leads to taking on responsibility. This can be learned from a very young age, in all areas of normal life and with multiple sources of support in particular digital technologies.

On the one hand, digital technologies accelerate and amplify the spread of human rights education; on the other, they favour the systematisation of applications that generalise and standardise the behaviour of each individual. This process, which goes largely unnoticed, erodes fundamental values and consequently the moral authority of the institutions that guarantee them. Civic space is formed either outside the institutionalised bodies, or in the gaps left by them. In this context, these institutions can no longer fulfil their functions without civil society and non-governmental organisations (NGOs).

We must understand in a much deeper way the link between human rights and the needs of individuals. This knowledge can only be genuinely achieved through peer-to-peer activities, more horizontal actions that constitute a real remedy for the future of democracy within the member states of the Council of Europe. The Conference of INGOs assumes its responsibility in this field, both on the ground and within the Council of Europe, and is ready to play its part in this development.

EVALUATION SHOULD HELP US GROW, AND INTERNATIONAL CO-OPERATION IS KEY

Eszter Salamon, President, European Parents' Association

Citizenship and human rights education must start in early childhood, in the family, and it must start as learning by doing, followed later by formal education efforts to strengthen and support the right habits and routines by adding theoretical background in the form of civic studies or similar curricular items. The learning by doing approach helps not only children, but also professional educators and parents to become more engaged and conscious active citizens, to apply the human rights approach in all aspects of their lives.

Citizenship and human rights education should be an overarching, transversal element and should not be taught as an isolated subject. It should be given priority politically and also in formal education, in a way that offers each and every child and their parents a meaningful engagement in all aspects of school leadership, from design to execution and evaluation, regardless of the school type, the track or any other aspect. It is a most unfortunate trend that while the European Union and its institutions have realised that this engagement is the key to educational success and also the right means to foster active participation in other areas (such as elections) and fight xenophobia, exclusion and populism, more and more countries are restricting the rights of children and parents in decision making in education.

International co-operation is key in sharing inspiring practices, and it is also important to find a way to promote the upscaling of these methods and programmes by allocating balanced funding, shifting emphasis from innovation only. When evaluating good practice as well as citizenship and human rights education, it is important to introduce formative evaluation methods that support the development of desired mindsets, and prevent these crucial areas of education from falling victim to standardised testing.

SYSTEMATIC INVESTMENT AND AN EMPHASIS ON THE APPLICATION OF HUMAN RIGHTS IN DAILY LIFE

Salil Shetty, Secretary General, Amnesty International

Human rights education is key to addressing the underlying causes of injustice around the world. The more people know about their rights and the rights of others in society, the better equipped they are to protect them.

Amnesty International welcomes the “Report on the state of citizenship and human rights education in Europe” and its key conclusions. This report comes at a crucial time, when discrimination, racial profiling and extremism are widespread across Europe. Several European countries are seeing an increase in hate crimes, especially targeting asylum seekers and other marginalised groups (Amnesty International 2016).

Amnesty International sees numerous challenges in the current political environments in Europe to implementing a long-term, sustainable human rights education strategy. For example, communities such as the Roma still face discrimination in accessing their economic, social and cultural rights (ibid.). There is an urgent need to challenge this, combat discrimination and change narratives. As stated in the UN Declaration on Human Rights Education and Training, Article 2,⁸ human rights education can make an important contribution to this.

Civil society, by working collaboratively through broad coalitions, plays a key role in ensuring a high quality of HRE, and needs to be given sufficient space for consultation and collaboration. A variety of stakeholders, including from marginalised groups, need to be integrated in consultations.

Amnesty International reaches around 430 000 people in Europe and Central Asia through our HRE work, the majority of projects being in formal education. Our work in 25 European countries across a range of educational spaces has shown that there can be a significant gap between policies, curricula and what is actually happening in everyday life in schools. Textbooks and interactions between school management, teachers and pupils may reinforce stereotypes and prejudices. Teachers may not feel confident and may not have the necessary knowledge to teach about and through human rights.

There is no one simple solution to address the complex societal issues of today. However, to create societies that respect the rights of all people, we need systematic investment and an emphasis on the application of human rights in daily life.

The second review cycle of the Charter is an important reference point for Europe regarding commitment towards HRE and is a step towards systematic and comprehensive information about implementation.

8. “Human rights education and training comprises all educational, training, information, awareness-raising and learning activities aimed at promoting universal respect for and observance of all human rights and fundamental freedoms and thus contributing, *inter alia*, to the prevention of human rights violations and abuses by providing persons with knowledge, skills and understanding and developing their attitudes and behaviours, to empower them to contribute to the building and promotion of a universal culture of human rights.”

SCHOOLING SYSTEMS NEED TO PROMOTE DIALOGUE AND A SHARED VISION OF HUMAN RIGHTS

Felisa Tibbitts, Professor of Human Rights Education, Faculty of Law, Economics and Governance, University of Utrecht

There is evidence that schooling systems in Europe have increased receptivity to inclusion of EDC/HRE approaches as one strategy to protect against discriminatory and prejudicial behaviours that undermine societies and contribute to youth alienation and potential radicalisation. I would argue that EDC/HRE is necessary for a healthy democratic society, regardless of the particular challenges faced at any given time. However, educational systems need to commit to carrying out EDC/HRE in a manner that is sustained and of high quality. This is consistent not only with the aim of the Council of Europe Charter but also the United Nations' Sustainable Development Goal 4.7 and the Global Citizenship Education initiative.

I would like to offer two recommendations for the "Report on the state of citizenship and human rights education in Europe". The first is for schooling systems to organise democratic spaces for a wide range of stakeholders to engage in dialogue and come to agreement about the specific ingredients and strategies for EDC/HRE. Such dialogues might take place at the highest level but also at the school level, where learners, educators, school support staff and families must co-exist in a shared community. A meaningful and dynamic EDC/HRE framework will be developed through a shared vision that includes human rights values and ways of working democratically and inclusively in classrooms and whole schools.

My second recommendation is to underline the importance of introducing and sustaining quality EDC/HRE in vocationally oriented education. This sector can be neglected in EDC/HRE-related curriculum reforms, thus reinforcing structural inequality among groups of students who differ in their career choices. Every learner deserves citizenship education that is based on human rights values and promotes inclusion, agency, respect and skills for positive engagement in society.

DEMOCRACY IS BEST TAUGHT IN PRACTICE

Kateřina Valachov, Minister of Education, Youth and Sports of the Czech Republic

The Council of Europe is perceived as one of the most significant organisations in Europe systematically addressing the issues of democracy, human rights and the rule of law. I highly appreciate the fact that the Council of Europe protects and defends these values. I am also happy to acknowledge that they are reflected in its activities in the field of education. The adoption of the Charter on Education for Democratic Citizenship and Human Rights Education by the Committee of Ministers (Council of Europe 2010) marked a significant shift in defining these themes in member countries and in the way they are perceived in education.

In the Czech Republic, citizenship education is enshrined in the documents of the curricula for primary and secondary education. We consider it to be an inherent component of what children have already been learning for many years. Thus, we see the “Report on the state of citizenship and human rights education in Europe” as a convenient opportunity to get acquainted with the approaches to the topic of EDC in other European countries as well as with new trends and forms of work with pupils. It is also a good opportunity to share our good practice with others.

Democratic administration, which covers one of the important parts of Section III of the Charter, has triggered deepening of our activities aimed at further strengthening the participation of all actors, parents, educators, professionals and the general public, and also pupils and students themselves, in the management of educational institutions. On that account, in the Czech Republic, we are currently implementing the project Systematic Support of Civil Education in Schools (stabilising the role of pupils’ parliaments in civic education), which aims to verify in practice the conditions for effective functioning of pupils’ parliaments in primary and secondary schools. It remains true that democracy is best taught in practice. Students assigned to this project actively use in specific situations the skills acquired on the basis of learned theoretical knowledge, and they learn to engage in democratic debate and join the search for acceptable solutions. We will be happy to share the project outputs with the other member states of the Council of Europe.

PART IV

REPORT ON THE CONFERENCE “LEARNING TO LIVE TOGETHER”

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The present conference report was prepared for the Council of Europe by Ana Perona-Fjeldstad, Executive Director of the European Wergeland Centre (EWC) in Oslo, Norway.

The EWC is a resource centre on education for intercultural understanding, human rights and democratic citizenship. Its work builds on Council of Europe recommendations and policies, such as the Charter on Education for Democratic Citizenship and Human Rights Education, which was developed to make sure that the values of human rights, democracy and the rule of law are promoted in and through education.

The EWC's main aim is to strengthen the capacity of individuals, educational institutions and educational systems to build and sustain a culture of democracy and human rights. It was established by the Council of Europe and Norway in 2008 and serves all 47 member states. The EWC is governed by a board composed of representatives of the Council of Europe and Norway.

EXECUTIVE SUMMARY

Over 400 representatives of public authorities, educational institutions and civil society organisations took part in the Conference on the Future of Citizenship and Human Rights Education in Europe in Strasbourg from 20 to 22 June 2017. The conference was organised within the framework of the Czech Chairmanship of the Committee of Ministers.

The aim of the conference was to explore how the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (Recommendation CM/Rec(2010)7) can be further strengthened as an effective support tool for building democratic societies based on respect for human rights.

The participants discussed how the conclusions of the report on the state of citizenship and human rights education in Europe (in accordance with the principles and objectives of the Charter) related to their own experiences; shared examples of good practice; and proposed recommendations for future action. The outcomes of this discussion were then captured in the document “Declaration, Key Actions and Expected Outcomes on education for democratic citizenship and human rights” (Council of Europe 2017b).

The present report provides an overview of the conference discussions, based on the structure of the above-mentioned Declaration, and provides substantial clarification on the rationale behind the actions and outcomes it contains. The main conference conclusions included the following:

- ▶ Europe is facing serious challenges to democracy and human rights. Education has an important role to play in addressing these challenges. The Council of Europe should undertake stronger political and strategic leadership in this area.
- ▶ While there is a broad range of contexts in the member states for education for democratic citizenship and human rights education, it is essential to have a shared understanding of strategic goals in this area. The Council of Europe should provide a platform for systematic collection of good practice, ongoing definition of quality criteria and development of recommendations for future action. It should support its member states in making progress towards these goals, in accordance with their respective needs and priorities.
- ▶ There are significant differences in perception with respect to obstacles to the development of

citizenship and human rights education between public authorities and civil society organisations. Ongoing public debate and broad and inclusive consultations on relevant education policy and practice are essential for overcoming such obstacles.

- ▶ Shared ownership of democratic societies and a sense of belonging are crucial for peace and security in Europe and in the world. It is therefore important to pay particular attention to vulnerable and marginalised groups and to address the issue of unequal access to citizenship and human rights education.
- ▶ More progress is needed in general education and it must remain a priority area. Further efforts need to be made in the areas of higher education, pre-school education and vocational education and training, where citizenship and human rights education are not sufficiently present.
- ▶ Capacity building for education professionals is of crucial importance and should be given more attention in the next review cycle of the Charter. Synergies between formal and non-formal education sectors are essential for improving the quality and sustainability of this work.
- ▶ Citizenship and human rights education are directly relevant to everyday life. It is essential to connect them to the specific needs of each category of learners. Such education should not be added on top of what they need to learn, but should be integrated in the development of essential competences.
- ▶ The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education and the Reference Framework of Competences for Democratic Culture are useful tools for policy dialogue and development, as well as for lobbying and advocacy, and links need to be further developed between them.
- ▶ The Council of Europe should strengthen its regional leadership in promoting synergies among international institutions in the area of citizenship and human rights education, in particular in the framework of UN 2030 Agenda for Sustainable Development.

The conclusions of the conference will be presented to relevant decision-making bodies within the Council of Europe, and will be used for the implementation of the Programme of Activities 2018-2019.

INTRODUCTION: CONFERENCE CONTEXT

Shared standards are a way to resolve disputes and build bridges

Education for democratic citizenship and human rights education is “about things that concern everyone” (Council of Europe 2012)

“How resilient are Europe’s democracies?”, asks the Secretary General of the Council of Europe Thorbjørn Jagland in his report “State of democracy, human rights and the rule of law” (Council of Europe 2017a). He suggests that:

Europe remains, in many parts of the world, a beacon of democratic progress. Today, however, many of our societies appear less protective of their pluralism and more accepting of populism ... Balanced discussion gives way to polarised, us-versus-them polemic, making it harder for members of society to find common ground ... The European Convention of Human Rights founder fathers understood that our best security policy is one which stops our societies from descending into xenophobia, aggressive nationalism and disregard for democratic institutions ... Our shared standards are a means of resolving disputes and building bridges, whether between governments or communities.

Education plays an important role in strengthening democratic societies. This is why the Council of Europe supports co-operation among its member states, which have a lot of good practice in the area of education for democratic citizenship and human rights education (EDC/HRE), and can learn a lot from each other. Based on this co-operation, legal texts are developed and adopted, and serve as a common framework of reference.

Common European standards on citizenship and human rights education

In 2010, the member states of the Council of Europe adopted the Charter on Education for Democratic Citizenship and Human Rights Education⁹ (hereinafter “the Charter”) within the framework of the Committee of Ministers Recommendation CM/Rec(2010)7. The Charter is a milestone setting a common European standard in this area. It is the only international legal document that makes explicit reference to both EDC and HRE. It has a strong role to play both with respect to informing policy making and as a practical tool for the promotion of education for democracy and human rights.

The Charter establishes the principle that the member states “provide every person within their territory with the opportunity of education for democratic citizenship and human rights education”, and not only to their citizens. As Deputy Minister Jaroslav Fidrmuc (Ministry of Education, Youth and Sports, Czech Republic) pointed out in his address to conference participants, the adoption of the Charter represented “significant shift in the way these themes are defined by member states and in the way they are perceived in the field of education”.¹⁰ Indeed, today there is a growing consensus in the Council of Europe member states that citizenship and human rights education “should not be about adding more on top to what educational systems already have to cope with, but rather about doing things differently”, according to the Council of Europe report “Learning to live together” (2017c: 80). Along with the Conference on the Future of Citizenship and Human Rights Education in Europe (20 to 22 June 2017, Strasbourg), this report was a result of the 2016/17 review of the implementation of the Charter.

9. Available at www.coe.int/en/web/edc/charter-on-education-for-democratic-citizenship-and-human-rights-education, accessed 30 November 2017.

10. Available at <https://rm.coe.int/jaroslav-fidrmuc-welcome-address-conference-june-2017/168072cf79>, accessed 30 November 2017.

The state of citizenship and human rights education in Europe: taking stock

In 2016, 40 countries responded to a survey on the state of citizenship and human rights education in Europe, organised by the Council of Europe Education Department. In preparing their responses, the governments consulted a broad range of partners. Feedback from civil society organisations, including youth organisations, was also collected directly by the Council of Europe Youth Department through an online survey, with almost 100 responses received from 44 countries. The results of these two surveys were summed up and analysed in the Council of Europe report on the state of citizenship and human rights education in Europe (2017a), which took stock of the current achievements and put forward priorities for action. At the invitation of the Council of Europe, a number of persons provided their feedback on the conclusions of the report.

The future of citizenship and human rights education in Europe: looking forward

The Conference on the Future of Citizenship and Human Rights Education in Europe brought together over 400 participants, including representatives of public authorities in charge of education and youth, national human rights institutions, international institutions, educational institutions and education professionals, youth workers and trainers, civil society and media from 45 of the 47 Council of Europe member states.

The aim of the conference was to explore how the Charter can be further strengthened as an effective support tool for building democratic societies based on respect for human rights. The participants discussed how the conclusions of the report on the state of citizenship and human rights education in Europe related to their own experiences; shared examples of good practice; and proposed recommendations for future action. The outcomes of this discussion were then captured in the document “Declaration, Key Actions and Expected Outcomes on education for democratic citizenship and human rights” (Council of Europe 2017b). The present report provides an overview of the conference discussions, based on the structure of the above-mentioned Declaration, and provides substantial clarification on the rationale behind the Key Actions and Expected Outcomes that it contains.

Joining forces across sectors, within the Organisation and with other partners

The conference was organised by the Directorate of Democratic Citizenship and Participation, Directorate General of Democracy (DG II), in co-operation with the European Programme for Human Rights Education for Legal Professionals (HELP) and the Directorate General Human Rights and Rule of Law (DG I), which supports Council of Europe member states in implementing the European Convention on Human Rights at the national level. It followed the guidance of an inter-sectoral preparatory group on the evaluation of the implementation of the Charter, which brought together representatives of the European Steering Committee for Educational Policy and Practice (CDPPE), the Joint Council on Youth (CMJ) and experts on EDC/HRE in formal and non-formal education settings.

Several parallel meetings took place on the margins of the conference, including the sixth meeting of the International Contact Group on citizenship and human rights education,¹¹ a meeting on the European Union/Council of Europe co-operation programme Human Rights and Democracy in Action, and a meeting of national human rights institutions (NHRIs), organised by the EU Agency for Fundamental Rights, the Council of Europe and the European Network of National Human Rights Institutions. Participants from youth non-governmental organisations (NGOs) convened the day before and the day after the conference, with a view to co-ordinate their contribution to the conference, and to discuss follow-up actions, at a separate meeting organised by the Council of Europe Youth Department.

Political impetus from the ministerial conference and call for action from youth organisations

This conference was part of the follow-up to the conclusions of the 25th Session of the Council of Europe Standing Conference of Ministers of Education (Brussels, 11 and 12 April 2016), which called for the development of a long-term strategy for a more coherent and

11. The International Contact Group on citizenship and human rights education was set up in 2011 with a view to ensuring close co-operation among regional and international initiatives in this field. It brings together the United Nations High Commissioner for Human Rights (OHCHR), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Organization for Security and Co-operation in Europe's Office for Democratic Institutions and Human Rights (OSCE/ODIHR), the European Commission, the EU Agency for Fundamental Rights (FRA), the Arab League Educational, Cultural and Scientific Organization (ALECSO), the Organization of American States (OAS) and the Council of Europe. Further information is available at www.coe.int/icg, accessed 1 December 2017.

comprehensive approach to EDC/HRE at European level, highlighting the “importance of education in preparing young people to meet the challenges of today and tomorrow’s societies”.¹² The ministers also called for an improved use of existing instruments, tools and resources developed over the past decade by Council of Europe expert bodies in education and other relevant sectors such as youth, and to consider ways of increasing the impact of such resources and of the Charter.

The conference also builds on the discussions at the 3rd Compass Forum on Human Rights Education (Learning Equality. Living Dignity), organised within the framework of the Estonian Chairmanship of the Committee of Ministers (Budapest, 5 to 7 October 2016). The participants called on Council of Europe member states to implement fully the Charter, take a leading role in implementing the United Nations Sustainable Development Goal (SDG) on inclusive and equitable quality education for all, and put in place transparent mechanisms for reviewing and evaluating the Charter with the systematic involvement of youth organisations.¹³

European contribution towards the UN 2030 Agenda on Education

The above-mentioned review organised in the framework of the Charter was also part of the Council of Europe’s contribution towards the UN World Programme for Human Rights Education and the UN 2030 Agenda (Target SDG 4.7), the aim of which is to, “[b]y 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture’s contribution to sustainable development”.¹⁴ The indicator of that achievement will be the extent to which global citizenship education and education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in national education policies, curricula, teacher education and student assessment.

As UNESCO’s Director-General Irina Bokova points out in her written feedback on the Council of Europe report on the state of citizenship and human rights education in Europe:

This goal embodies a new vision of education for the 21st Century – to advance human rights, empower citizens, bolster social inclusion and resilience, and mobilise innovation for sustainable development ... [Education] must be about learning to live in a world under pressure and advancing new forms of cultural literacy based on respect and equal dignity. It must be about connecting the dots between the social, economic and environmental dimensions of sustainable development (Council of Europe 2017a: 31).

12. Final Declaration of the 25th Session of the Council of Europe Standing Conference of Ministers of Education, available at www.coe.int/en/web/education-minister-conference, accessed 1 December 2017.

13. “Learning equality. Living dignity. 3rd *Compass* Forum on Human Rights Education. Message to the Council of Europe”, available at <https://rm.coe.int/16806acdfc>, accessed 1 December 2017.

14. Target 4.7, Sustainable Development Goal 4, UN 2030 Agenda, available at <https://sustainabledevelopment.un.org/sdg4>, accessed 1 December 2017.

PUTTING LEARNERS AT THE CENTRE OF EDUCATION: FINDINGS, DISCUSSIONS AND RECOMMENDATIONS

The Council of Europe report on the state of citizenship and human rights education in Europe (2017a) was prepared based on a survey of governments (conducted with the participation of a wide range of stakeholders) organised by the Education Department, and a direct survey for civil society organisations organised by the Youth Department. As Gabriella Battaini-Dragoni, Deputy Secretary General of the Council of Europe, pointed out in her opening address, the report provides us with an “insight into how democracy and human rights in Europe have been promoted”¹⁵ and highlights the Charter on Education for Democratic Citizenship and Human Rights Education (hereinafter “the Charter”) as an effective tool in the promotion of human rights and democracy through education.

Between 2012 and 2016, substantial progress was made in the 40 countries that responded to the survey for governments; many took concrete measures in accordance with the objectives and principles of the Charter, which is now available in the languages of 38 countries (Council of Europe 2017b). The feedback received also affirms that the Council of Europe’s presence encourages stronger action and increases opportunities for co-operation. The report points out the areas where further improvement is required and identifies priority areas for action. It also notes that across Council of Europe member states:

education is increasingly recognised as a tool for tackling radicalisation leading to terrorism, for successfully integrating migrants and refugees and for tackling disenchantment with democracy and the rise of populism. International co-operation in the area of education for democratic citizenship and human rights is growing, supporting national approaches by raising standards and allowing states to learn from each other’s experiences.

But despite this growing understanding of the relationship between education and Europe’s overall democratic health, challenges remain. In many countries, education

for democratic citizenship and human rights education are not sufficiently mainstreamed. In some areas of learning, such as vocational training, they are often absent. Where they are present, in many cases not enough is being done to monitor their impact, meaning that they do not receive sufficient priority, with resources geared instead towards areas of education that are evaluated and ranked. (Council of Europe 2017a)

The participants of the Conference on the Future of Citizenship and Human Rights Education in Europe (20 to 22 June 2017, Strasbourg) discussed the conclusions of the report and the issues that it generated. The diversity of experiences, viewpoints and perspectives shared at the conference provide a useful background for the implementation of the Council of Europe Programme of Activities 2018-2019. The key outcomes of this discussion were captured in the document “Declaration, Key Actions and Expected Outcomes on education for democracy and human rights” (Council of Europe 2017b), issued at the end of the conference.

The present conference report is structured along the 10 key actions recommended in the conference Declaration.

Policy

Key action 1 – Include education for democratic citizenship and human rights education in national, regional and local policy and practices in formal and non-formal education including youth work

Issues raised in the report on the state of citizenship and human rights education in Europe

The report highlighted that the trend of explicit references to education for democratic citizenship and human rights education (EDC/HRE) in laws, policies and objectives across educational domains is in decline; there is a slight decline in the number of countries reporting revisions of EDC/HRE-related policies; and there is a considerable gap between education policies and education practice, with 66% of the government respondents reporting such inconsistencies (this is a

15. Gabriella Battaini-Dragoni, Deputy Secretary General of the Council of Europe, welcome address at the Conference on the Future of Citizenship and Human Rights Education in Europe, 20 June 2017, available at <https://rm.coe.int/gabriella-battaini-dragoni-conference-june-2017/168072cf02>, accessed 2 December 2017.

much higher percentage than in the first review cycle organised in 2012).¹⁶

While a majority of government respondents reported that a high priority was given to EDC/HRE at the national level, this perception was not shared by civil society actors, who were less aware of measures taken to promote EDC/HRE. In fact, civil society actors mention the lack of prioritisation by decision makers as the biggest challenge for EDC/HRE implementation (89%, compared to only 47% in 2012) along with the lack of a coherent youth policy strategy in many cases.

Issues raised at the Conference on the Future of Citizenship and Human Rights Education in Europe

Bridging the gap between policy and practice

The participants stressed that in order for EDC/HRE to be given greater priority in the member states, it is important to increase the awareness of how it can help address current challenges in European societies. In order to be effective EDC/HRE-related policies should be:

- ▶ inclusive: formulated through participatory and transparent processes;
- ▶ cross-sectoral: anchoring other relevant policies, not only between the non-governmental and governmental sectors but also between the ministries, local authorities, educational institutions and school stakeholders;
- ▶ cross-regional;
- ▶ evidence and knowledge based: good practices and relevant research should inform decision making.

Other issues discussed included the following:

- ▶ the formulation of EDC/HRE policies should be followed by the implementation of coherent long-term strategies, action plans and programmes;
- ▶ translating policies into practice takes time, sufficient financial resources, co-ordinated long-term approaches, adequate teaching and learning resources, systematic assessment and evaluation, and teacher preparation and support;
- ▶ effective implementation also requires an understanding of and enthusiasm for EDC/HRE among decision makers, educators, parents, students and civil society actors;

- ▶ there is a need to develop and strengthen a shared understanding of how EDC/HRE principles are translated into policy and practice in the member states.

Working together more effectively in complex political contexts

The influence of volatile political landscapes on long-term commitment to EDC/HRE was also raised by the participants. EDC/HRE programmes are developed and put into practice in a concrete political climate with ever-changing local needs, shifting focuses and inconsistent allocation of resources, which pose many challenges for civil society actors and for long-term planning. The participants stressed an urgent need to improve communication channels between policy makers and civil society. More effective ways of working together will help raise awareness of EDC/HRE initiatives, maximising their potential benefits and sustainability.

Need for stronger action from the Council of Europe

The participants highlighted the emerging need for stronger political action from the Council of Europe. They felt that the added value of the Council of Europe lies in its ability to provide guidance on vision-related goals and expected outcomes about substantive issues (e.g. focusing on EDC/HRE tackling anti-democratic developments across Europe). International organisations, they argued, have the possibility to steer agendas at a high level, set political priorities, and encourage political commitment. Furthermore, the participants discussed the need to be more explicit about how EDC/HRE can assist educational institutions in fulfilling their mission to provide quality education, which is closely connected to the UN Sustainable Development Goal 4 (SDG 4). SDG 4 clearly states that human rights and global citizenship are key aspects of quality education for all and Council of Europe member states have committed to the implementation of UN 2030 Agenda.

Consulting and involving children and young people

Many participants stressed the importance of effectively involving youth, children and student organisations when developing policies, especially those affecting them, in line with international human rights standards and principles such as the UN Convention on the Rights of the Child and the Council of Europe Recommendation CM/Rec(2012)2 on the participation of children and young people.¹⁷ Decision makers should spend more time with children and young people in order to understand them better and to represent their interests in relevant policies accordingly. The importance of

16. This second review cycle draws on the lessons from the first exercise, which consisted of a report and a conference, Democracy and Human Rights in Action – Looking Ahead: the Impact of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, organised in Strasbourg on 28 and 29 November 2012 in cooperation with the European Commission and the European Wergeland Centre. Further information: www.coe.int/en/web/edc/hre-conference-2012, accessed 2 December 2017.

17. Available at https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805cb0ca, accessed 2 December 2017.

providing feedback on relevant consultations was also mentioned, including an explanation of how various proposals were taken into account or why they could not be taken into account. Such participation lies at the very heart of EDC/HRE, and should be a sine qua non of the education policy in this area.

EXAMPLES OF PRACTICE

- ▶ The Czech National Parliament of Children and Youth (*Národní parlament dětí a mládeže* – NPDM) is an umbrella body for children and youth parliaments in the Czech Republic. Members are elected representatives from the regional and local parliaments of children and youth. The NPDM is the highest-level structure for participation for representatives of children and youth.¹⁸
- ▶ Other good practices are documented in the publications “Youth participation and good practices in different forms of regional and local democracy” (Gretschel et al. 2014) and “Human rights education in action. Practices of human rights education with and by young people” (Council of Europe 2017c).

Providing a space for practicing democracy and human rights: the whole-school approach

With respect to the whole-school approach (also referred to as the whole-institution approach in higher education), the participants discussed the role of schools as an arena for all students to openly address issues related to living together in and outside the classroom, and stressed that schools should provide a space where democratic competences can be developed. The importance of appropriate training for educators, school heads and other stakeholders – all working towards a common goal – was also underlined. The whole-school/whole-institution approach implies multi-disciplinary co-operation and openness for bottom-up decision-making processes and student-centred learning. The participants thus concluded that it is essential that this approach be promoted through relevant policy provisions.

EXAMPLE OF PRACTICE

- ▶ In 2015, Lithuania introduced the concept of “good schools”, which serves as a guideline to schools on how to improve education quality

(Ministry of Education and Science of Lithuania 2015). It is addressed to all interest groups: pupils, teachers, parents, school leaders and school authorities, as well as the general public. The concept aims to support the development of the “basic skills that make it possible to become civic-minded, humane, cherished members of society and to successfully plan personal and professional life”. Each school is given the opportunity to choose which aspects of the school’s activities it wants to improve first, and to build up a school improvement path based on self-assessment, school community needs and agreement. An assessment of the quality of school activities and an external evaluation are carried out to help determine whether the school is moving towards becoming a good school in a targeted manner, what progress is being made, and which areas of activity need the greatest impetus.

RECOMMENDATIONS

To member states:

- ▶ develop national action plans where human rights issues and human rights education are mainstreamed;
- ▶ promote effective and transparent participatory approaches in policy making, including all key stakeholders in relevant processes;
- ▶ support the whole-school/whole-institution approach with policy measures that embed EDC/HRE into the institution’s ethos.

To national human rights institutions:

- ▶ promote the development, implementation and assessment of EDC/HRE policies and national action plans ensuring the inclusion of multiple stakeholders.

To civil society actors:

- ▶ invest time in advocacy, including lobbying to keep EDC/HRE on the agenda as a priority for policy making.

To the Council of Europe:

- ▶ give priority to policy-level guidance;
- ▶ set the agenda and influence the bigger picture of EDC/HRE in Europe.

18. See www.npdm.eu, accessed 2 December 2017.

Implementation

Key action 2 – Ensure quality and balanced provision of citizenship and human rights education in all areas and types of education, with specific attention paid to areas where it is less present, such as pre-school education, vocational education and training, and higher education

Issues raised in the report

Over a third of government respondents stated there are scarce or no references to EDC/HRE in laws, policies and strategic objectives in vocational education and training and in higher education (14 out of 40 respondents). In their comments on the report, Chiara Patricolo and Helge Schwitters of the European Students' Union underline the importance of "[c]onnecting education for human rights and democracy to the academic field of each student ... We should teach our students how to use the knowledge they're seeking and developing, for the good of all society" (Council of Europe 2017a: 40).

Issues raised at the conference

Ensuring quality provision at all levels of education

The participants highlighted the need to enhance balanced provision of EDC/HRE at all levels, from a lifelong learning perspective and through common standards and approaches, and link it to the Council of Europe Reference Framework of Competences for Democratic Culture (CDC). They recalled that the inclusion of EDC/HRE at all levels of education is an important means of addressing the intolerance and discrimination that undermine society and contribute to exclusion and alienation. While the participants agreed that more attention needs to be given to EDC/HRE in vocational education, pre-school education and higher education (where it is currently less present), it was strongly emphasised that EDC/HRE efforts in primary and secondary schools (general education) must not be relegated to the second rank of priority, as it would constitute the wrong political message not to include EDC/HRE in entire educational sectors.¹⁹

Start early: giving priority to pre-school education

The participants emphasised the need to recognise early childhood education and care, also called "pre-school education", as an important arena for democratic citizenship. Kindergarten does not follow fixed

curricula so there is more flexibility to introduce EDC/HRE principles. The following needs for further work were discussed:

- ▶ bridging homes (parents/guardians), schools/early childhood institutions, communities and governments to develop better understanding and co-operation;
- ▶ nurturing democratic culture, based on human rights values and an enabling environment, where interactive modeling is an important part of the learning experience (i.e. sensitivity and respect for children's views and contributions);
- ▶ training of parents, educators and other professionals;
- ▶ developing materials (for educational as well as lobbying purposes).

Combining professional skills with education for democracy in vocational education and training

The participants felt that in vocational education and training the dimension of "values education" (with space for EDC/HRE) is often modest compared to the training on specific skills; it seems to have less focus on students as democratic citizens. It was suggested that a systematic and long-term approach towards EDC/HRE in vocational education and training should cover legislation, curriculum development, teacher training, and research and evaluation. In many countries vocational education and training is not under the jurisdiction of the ministry of education; therefore awareness of the importance of EDC/HRE should be raised in the ministry of labour or other public authorities responsible for vocational education and training. It was suggested that EDC/HRE pedagogy be adjusted to the context of the vocational education and training system. For instance, it could be linked to learning about the rights and responsibilities of an apprentice in the world of work. Experiences and methodologies from the youth sector could be of help for this purpose.

EXAMPLES OF PRACTICE

- ▶ Arbeit und Leben (unions and evening schools)²⁰ and the AdB project group (Germany) produced a tool for education for democratic citizenship with young people in the world of work (AdB 2016).
- ▶ The Vision Human Rights Culture project (Germany) aims to introduce human rights into the technical curricula of vocational schools and further education teacher training of Human Rights Ambassadors.²¹

19. Snezana Samardžić-Marković, Director General, Directorate General of Democracy, Council of Europe, closing remarks, available at <https://rm.coe.int/ssm-closing-remarks/168072be4c>, accessed 2 December 2017.

20. See www.arbeitundleben.de, accessed 2 December 2017.

21. See www.biat.uni-flensburg.de/humanrights/default.htm, accessed 2 December 2017.

Strengthening public engagement of higher education

The participants felt that EDC/HRE is closely connected to the democratic mission of higher education institutions (HEIs), also called their “public engagement” or “social mission”: educating future generations to be active members of their societies. They suggested that while academic freedom and institutional autonomy must always be protected, they should not be considered to be impeding EDC/HRE. On the contrary, they should open up possibilities for new ways of providing such education. The participation of students in higher education governance was mentioned on several occasions as an essential element of the development of democratic citizenship. Some participants raised concerns about low engagement in student elections, and underlined the need to analyse this. It was also proposed that student participation be more multifaceted, including university outreach activities, humanitarian work and intercultural experiences. It was recommended that all partners, including senior members of the academic community, promote the whole-institution democratic culture.

EXAMPLES OF PRACTICE

- ▶ The Free University of Berlin offers a Master’s programme on education for democratic citizenship (*Demokratiepaedagogik*). The course focuses on democratic school development and social competences.²² Enabling factors for successful implementation of the EDC/HRE perspective in higher education in Germany include the autonomy guaranteed in legislation under a highly decentralised system, where universities take an active role in public debate, and are encouraged to engage in partnerships with other socially engaged actors.
- ▶ In Georgia, EDC/HRE learning modules were introduced at seven HEIs as a result of the EU/ Council of Europe project Promoting Human Rights and Democratic Citizenship Education in Eastern Partnership Countries.²³
- ▶ Together, Moving Forward²⁴ is a small grants programme run by the European Students’ Union (ESU) aiming at building positive refugee-host interactions across Europe. ESU published a study on the recognition of qualifications held by refugees and their access to higher education in

22. See <http://degede.de/masterdemokratiepdagogik0.0.html>, accessed 2 December 2017.

23. Presentation on “EDC/HRE case of Georgia”, available at <https://rm.coe.int/16806c1c11>, accessed 18 December 2017.

24. See www.esu-online.org/?project=together-moving-forward, accessed 2 December 2017.

Europe (European Students’ Union 2017). With the Refugees Welcome Map campaign, meanwhile, the European University Association (EUA) aims to showcase and document the commitment of HEIs and organisations to supporting refugees.

RECOMMENDATIONS

To the member states:

- ▶ strengthen the provision of EDC/HRE in primary education, vocational education and training and higher education;
- ▶ encourage institutional leadership to prioritise the civic mission of HEIs.

To higher education institutions:

- ▶ prioritise their civic mission;
- ▶ promote EDC/HRE beyond the traditional disciplines (e.g. law, political science, education) through a whole-institution, interdisciplinary approach, as well as co-creation of knowledge and collaborative curriculum design;
- ▶ support training of academic staff to promote integration of the EDC/HRE perspective in their teaching and research;
- ▶ encourage student organisations to stimulate the participation of all other actors in the academic community in participatory policy, practice and governance in HEIs;
- ▶ follow more efficiently the recommendations of the EUA and ESU regarding the participation of students in governing bodies;
- ▶ enhance co-operation among HEIs with a view to supporting institutions under political pressure.

To civil society organisations:

- ▶ advocate for EDC/HRE to be included more prominently in pre-school education, vocational education and training and higher education;
- ▶ contribute expertise towards capacity-building programmes and activities;
- ▶ contribute towards relevant consultation processes.

To the Council of Europe:

- ▶ support co-operation activities on EDC/HRE in vocational education and training, including sharing of good practices, developing resources, and research and evaluation;
- ▶ work with other organisations and associations active in vocational education and training (e.g. the European Centre for the Development of Vocational Training and the European Training

Foundation) and link this work explicitly to UN 2030 Agenda (SDG 4.7 on global citizenship);

- ▶ facilitate the development of indicators on EDC/HRE in vocational education and training, based on parity of learning opportunities for EDC/HRE in vocational education and training and general education;
- ▶ extend the reference to higher education and research in the Charter on Education for Democratic Citizenship and Human Rights Education;
- ▶ set up an alliance among international institutions to promote EDC/HRE in higher education;
- ▶ establish a collaborative expert network of researchers and academics whose work is informed by the principles of EDC/HRE;
- ▶ support the development of Europe-wide civil society networks (with the participation of employers and trade unions).

Key action 3 – Recognise the value and strengthen the capacity of education professionals and educators in civil society, empowering them through training and other support

Issues raised in the report

Although EDC/HRE can address many of the current challenges in society, it cannot be seen in isolation from the broader environment and the social, economic and political context that influences people's values and attitudes. Therefore, there is an important shared responsibility for many actors in our societies to contribute towards positive social change. The report shows a substantial change from 2012²⁵ to 2016: the degree of co-operation and support for civil society organisations has decreased in a fifth of countries. Community and youth organisations in particular have been affected by the reduction of economic support. The NGO survey findings show that the level of recognition of work done by civil society organisations in an increasingly complex and difficult environment is perceived as non-existent by 41% of respondents.

Issues raised at the conference

Making "learning to live together" a priority for the professional development of all educators

There was strong agreement on the need for systemic, ongoing and consistent support for professional

development for educators (working in formal and non-formal settings). Not all educators are prepared to use participatory methodologies, which are essential for delivering quality EDC/HRE. The inclusion of EDC/HRE in pre-service teacher training was considered crucial to reach all future teachers. Research shows that continuous professional development as part of institutional policy is far more effective than one-off training events for individual staff members. The participants addressed the need to provide opportunities for capacity building across borders, arguing that international co-operation opens up perspectives for addressing both local needs and global challenges. Many advocated for the promotion of teacher autonomy, including appropriate organisational changes and the development of appropriate curricula. There is a need to develop quality educational resources for teachers, which could be adapted for use in various contexts, and the Council of Europe should have a leading role with respect to the areas where few materials are currently available. Many participants felt that the issue of training of educators was not sufficiently prominent in the report, and should be prioritised in future reviews.

Nurturing meaningful involvement of civil society: full partners in education

While many civil society organisations played a role in EDC/HRE,²⁶ the level of governmental support for such actors was seen as limited. It was suggested that provision of training for parents and administrative school staff, for youth workers and youth leaders, as well as for other key partners in education needs to be substantially increased. The importance of recognising civil society organisations as full partners, and of ensuring their meaningful involvement in the process of monitoring and evaluating implementation of EDC/HRE, was underlined. Youth-led EDC/HRE, which responds to issues of interest to young people, is an area that should be further explored.

EXAMPLES OF PRACTICE

- ▶ The European Youth Forum (2016) has collected examples of citizenship education provided by youth organisations, ranging from volunteering, international exchange/events and conferences, local youth work, training workshops, thematic projects and summer programmes to manuals, publications, advocacy and awards.
- ▶ National training courses on internet media literacy were organised by civil society organisations in Portugal. These courses for teachers

25. See details of the first review cycle in 2012 at www.coe.int/en/web/edc/edc/hre-conference-2012, accessed 2 December 2017.

26. These include, but are not limited to, youth organisations, student organisations, teacher associations, trade unions, parents' associations, and other groups or individuals in the education, youth and other fields.

were developed in co-operation with the Council of Europe No Hate Speech Movement, on the basis of the Council of Europe publication “Bookmarks”,²⁷ and are part of a broad range of activities related to this campaign.

- ▶ The project United Youth Against Hate and Violent Extremism in Europe²⁸ aims to provide skills to youth trainers, youth activists and young people at risk of social exclusion to enable them to act against violent extremism and hate speech, fostering young people’s active participation, promote social cohesion and increase a sense of European citizenship. This initiative is organised by the Human Rights Education Youth Network, UNITED for Intercultural Action, the European Youth Press and the Council of Europe Youth Department.

RECOMMENDATIONS

To the member states:

- ▶ acknowledge the contribution of formal, non-formal and informal education to the promotion of human rights and democracy through education;
- ▶ include in budgets support for pre-service as well as in-service training on EDC/HRE for all areas and types of education;
- ▶ recognise civil society organisations as full partners;
- ▶ strengthen support mechanisms for civil society organisations (including youth organisations) to share resources on EDC/HRE;
- ▶ make available sufficient and long-term financial support (based on actual needs) to NGOs providing quality EDC/HRE;
- ▶ make available training opportunities for civil society educators;
- ▶ encourage and support schools in strengthening their co-operation with civil society and developing extra-curricular EDC/HRE activities.

To national human rights institutions:

- ▶ carry out capacity building for educational authorities, civil servants and other actors;

- ▶ make use of the Council of Europe Reference Framework of Competences for Democratic Culture (RFCDC) in training activities.

To higher education institutions:

- ▶ promote research on the benefit of involving civil society organisations in delivering EDC/HRE, with a view to facilitating “evidence-based dialogue”.

To civil society organisations:

- ▶ motivate teachers to use EDC/HRE approaches and assist with methodology.

To the Council of Europe:

- ▶ encourage networking between educators from civil society and educators from the formal sector;
- ▶ encourage member states to recognise the contribution of civil society organisations to EDC/HRE in formal and non-formal education settings.

Key action 4 – Strengthen the commitment of, and co-operation, co-ordination and shared ownership between public authorities, national human rights institutions and civil society, including through public debate and consultations involving, among others, youth and student organisations, in developing, implementing and evaluating policies and practices regarding education for democratic citizenship and human rights education

Issues raised in the report

Broader opportunities for co-operation, networking and exchange of expertise are required to address both local needs and global challenges. The NGO survey stressed the need to give greater priority to supporting co-operation with NGOs, including youth organisations, in the field of EDC/HRE at national level. Co-operation between governments and EDC/HRE actors is perceived as moderate by about 50% of respondents. More needs to be done to share and learn from examples of existing practice. With respect to international co-operation, the report shows a considerable increase in the number of countries that have or are planning international co-operation activities (from 45% to 73%), to a great extent through participation in EU or Council of Europe-driven initiatives. At the same time, current opportunities for such co-operation do not meet the existing demand.

27. No Hate Speech Movement in Portugal, www.odionao.com.pt, accessed 7 December 2017.

28. See www.unitedagainstracism.org/projects/united-youth-against-hate-and-violent-extremism-in-europe, accessed 7 December 2017.

Issues raised at the conference

Strengthening co-operation between public authorities and civil society

As a conference participant noted: “In this moment in time, with so many challenges, it makes more sense to work together than to work apart”. The need to develop strategies and set up or improve sustainable mechanisms for the co-operation of a broad range of stakeholders – “partners in education” – was discussed extensively. The participants suggested that the Council of Europe and its member states support national and regional networks of stakeholders, with a view to raising the quality and improving the accessibility of EDC/HRE. They felt that the involvement of a broad range of actors (including local authorities) is likely to enhance the impact of EDC/HRE. The need to bridge homes (parents/guardians) and schools/early childhood institutions with communities and government agencies was also mentioned as a prerequisite for quality EDC/HRE. In conflict areas that public authorities have difficulty accessing, NGOs and youth organisations can help reach “invisible children”, for instance through online tools, and co-ordinated efforts will produce better results.

EXAMPLE OF PRACTICE

- ▶ Equal partnership was key to the “Somos” initiative, organised by Lisbon City Hall in co-management with NGOs. It was launched with the aim to develop a human rights culture in the city through training and awareness-raising actions involving citizens and NGOs in Lisbon under the slogan “We are the rights that we have”. The programme has about 2 000 beneficiaries yearly and is supported by a network of multipliers trained by the city hall in co-operation with youth organisations.

Building broader and deeper partnerships between formal, non-formal and informal education

Several participants suggested that increased co-operation between non-formal, informal and formal education can help improve the quality of EDC/HRE. Relevant activities can be organised in co-operation with youth associations and schools, thus providing opportunities for experiential learning and personal development for young people. Civil society organisations often develop user-friendly and effective EDC/HRE tools, which can be relevant for teachers and other professionals in formal education. Participants proposed that tools from the formal sector be promoted to trainers, youth workers and others in non-formal education in activities co-organised with public authorities. EDC/HRE themes can provide space for non-formal education methods

and approaches in a formal education setting. There is therefore high potential for schools and youth associations to build broader and deeper partnerships.

EXAMPLES OF PRACTICE

- ▶ In Serbia, NGOs and national authorities co-operate in providing training to schools in citizenship education.
- ▶ Estonia’s Interesting School initiative by the Ministry of Education and Research sends a clear joint message from the state (authorities and educators) and the public (parents, school benefactors, etc.) that attending school is and must be interesting, that developing student curiosity is important, and that schools must be creative.²⁹

Creating more opportunities for sharing experience

Many participants felt more opportunities should be given to different stakeholders for working across borders and exchanging experiences. They stressed that international co-operation programmes (e.g. traineeships, online platforms, or distant and blended e-learning approaches) should meet the needs of the countries involved. Mobility of students and staff is another important element of international co-operation, as relevant programmes promote contacts among people of different origins and backgrounds, and are very suitable for promoting EDC/HRE.

EXAMPLES OF PRACTICE

- ▶ The EU/Council of Europe Joint Programme Human Rights and Democracy in Action supports co-operation between three to eight countries with a view to exploring a topic of common interest, collecting and analysing data and producing practical tools for use in the education systems of participating countries.³⁰
- ▶ Amnesty International’s Human Rights Friendly Schools programme supports schools and their communities in building a global culture of human rights.³¹
- ▶ Erasmus+ is an EU programme that promotes student and educator mobility, reform of existing overlapping structures and greater co-operation in the field of education with non-EU countries. It is intended to reach all European students, trainees, teachers, trainers and youth. Up to five million persons will benefit from EU grants

29. See www.hm.ee/en/huvitav-kool, accessed 7 December 2017.

30. See <http://pjp-eu.coe.int/en/web/charter-edc-hre-pilot-projects>, accessed 7 December 2017.

31. See www.amnesty.org/en/human-rights-education/human-rights-friendly-schools, accessed 7 December 2017.

for education or training experience abroad between 2014 and 2020.³²

Promoting stronger co-operation among intergovernmental institutions

The participants suggested that co-operation in the area of EDC/HRE should be further encouraged among international institutions such as the EU, Council of Europe, the Organisation for Economic Co-operation and Development (OECD), the Organization for Security and Co-operation in Europe's Office for Democratic Institutions and Human Rights (OSCE/ODHIR), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Office of the United Nations High Commissioner for Human Rights (OHCHR), aiming at streamlining policy documents, exchanging information and promoting synergies. It was also pointed out that the work of the Council of Europe on EDC/HRE needs to be closely and explicitly connected to UN 2030 Agenda and the SDGs.

RECOMMENDATIONS

To the member states:

- ▶ involve civil society (including the youth sector) and NHRIs in the implementation of EDC/HRE strategies, which should encompass a long-term perspective (not just ad hoc consultations);
- ▶ allocate sustainable financial resources to co-operation among relevant partners.

To NHRIs:

- ▶ develop technical support (e.g. digital platforms, input into EDC/HRE curricula);
- ▶ connect national work on HRE with regional and international mechanisms (e.g. different human rights mechanisms, UN SDGs, World Programme for Human Rights Education).

To civil society organisations:

- ▶ build sustainable partnerships with other organisations active in EDC/HRE.

To the Council of Europe:

- ▶ encourage and support dialogue between government and civil society;
- ▶ facilitate co-operation among international institutions;
- ▶ promote synergies with other co-operation programmes of other international institutions (e.g.

through a possible EDC/HRE partnership with the Erasmus+ programme, which has several strands related to human rights);

- ▶ support the NHRIs by raising awareness of their existence, role, expertise and competences in EDC/HRE.

Access, visibility and relevance

Key action 5 – Ensure access to education for democratic citizenship and human rights education, paying particular attention to vulnerable and marginalised groups, including young people who are not in education or training

Issues raised in the report

There were substantial discrepancies between the responses from the NGOs and from the government with respect to the main obstacles to EDC/HRE. While the government respondents pointed out the lack of interest and support from education professionals, media and the public as the main challenges to the promotion of EDC/HRE, civil society organisations emphasised the lack of political will, prioritisation and commitment on the part of decision makers. While all government respondents said that they took concrete measures to promote EDC/HRE, only 30% of respondents were aware of such measures. The issue of access to EDC/HRE is touched upon by some of the contributors to the report; Felisa Tibbitts, Professor of Human Rights Education at the University of Utrecht (Netherlands), notes that "Every learner deserves citizenship education that is based on human rights values and promotes inclusion, agency, respect and skills for positive engagement in society." (Council of Europe 2017a: 55). Furthermore, the report points out that the political, social and economic context influence people's values, beliefs and attitudes and EDC/HRE reforms are most effective when they are a part of comprehensive strategies for social change.

Issues raised at the conference

Ensuring access for marginalised and vulnerable groups

The participants stressed the need to ensure access to EDC/HRE for all social groups, including the economically disadvantaged, migrants and refugees. It was suggested that local and national authorities should ensure such access particularly for young people who are not in education or training, and young people living in rural and isolated areas, through the use of both formal and non-formal education programmes.

32. See https://ec.europa.eu/programmes/erasmus-plus/about_en, accessed 7 December 2017.

Making full use of new technologies

In a digital era, learners should be reached via the communication channels that they use in their everyday life and digital media opportunities should be embraced. Participants felt that it was important to reflect on the use of social media for the purpose of advancing human rights and democratic principles (the digital dimension of EDC/HRE), as well as on the use of social media for anti-democratic purposes (and possible remedies).

It is of interest to connect EDC/HRE to critical issues in social media and public life, and to demonstrate the benefits of the EDC/HRE pedagogy, which fosters critical analysis of society, encourages personal reflections on one's values and strengthens motivation to apply EDC/HRE principles to everyday life. Participants recognised that youth associations are often very experienced with the use of social media and can provide support for older generations in gaining access to digital tools. It was also highlighted that online training tools allow users to choose the time and content of the training in accordance with their needs, and enable through interactive features such as interviews and chats a proactive exploration of the contexts, approaches and dilemmas of human rights protection.

EXAMPLES OF PRACTICE

- ▶ The European Programme for Human Rights Education for Legal Professionals (HELP) supports Council of Europe member states in implementing the European Convention on Human Rights (ECHR) at the national level. A wide range of training resources on the ECHR, developed and collected under HELP, is available online, translated into the national languages of beneficiary countries. Users can choose the content that is most relevant to their specific field of interest.³³
- ▶ Amnesty International offers free online courses on human rights that are accessible throughout the world.³⁴

RECOMMENDATIONS

To the member states:

- ▶ ensure access to EDC/HRE activities for all learners;

33. See www.coe.int/en/web/help, accessed 7 December 2017.

34. See www.amnesty.org/en/latest/education/2016/06/six-free-online-courses-to-learn-more-about-human-rights, accessed 7 December 2017.

- ▶ improve accessibility of EDC/HRE materials for vulnerable groups (e.g. Braille, audio, easy-to-read versions) and children and young people who are not in education or children and young people from isolated areas;
- ▶ improve accessibility of online training and education tools for disabled persons and older generations;
- ▶ promote the use of existing online tools for addressing discrimination, bullying and intolerance;
- ▶ support the development of online training tools that are more personalised and include real-life stories;
- ▶ expand the target audience of online training programmes to local and state officials, university students, social workers and other groups of professionals.

To national human rights institutions:

- ▶ monitor the inclusion of vulnerable groups in EDC/HRE strategies, including capacity building;
- ▶ involve representatives of vulnerable groups in NHRIs' EDC/HRE activities.

To civil society organisations:

- ▶ make use of alternative and diverse channels and tools (e.g. exhibitions, YouTube videos) to reach as many people as possible and make EDC/HRE accessible to all levels of society, particularly those that are vulnerable and marginalised.

To the Council of Europe:

- ▶ encourage member states to ensure access to EDC/HRE for economically disadvantaged people, migrants and refugees;
- ▶ facilitate exchange of good practices and lessons learned, help to build networks of partners working on this issue, support research and raise awareness;
- ▶ promote the use of indicators that measure who has been reached and encourage disaggregation of data in EDC/HRE evaluations.

Key action 6 – Increase the visibility of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education among all current and potential stakeholders, including examples of how it can be implemented, through awareness raising, advocacy, relevant policy measures, capacity building and other targeted initiatives

Issues raised in the report

The report recalls that the Charter is an international legal document that expresses the commitment of the Council of Europe member states to “providing every person within their territory with the opportunity of citizenship and human rights education”. According to most respondents the present review process is perceived as an encouragement for stronger action and as a support tool for further development of policy and practice. The Charter is available in almost all countries in their official language but many do not have the translated versions in minority languages. Dissemination is done mostly online through ministries’ websites. At the same time, the Charter is not well known within the member states. For example, about 80% of the civil society respondents claim that young people in their countries have limited or no knowledge of the Charter. While promotion of the Charter is not an aim in itself, its endorsement by Council of Europe member states through a unanimous adoption in 2010, as well as its appreciation by civil society organisations, make it a powerful tool for lobbying, advocacy and policy dialogue. Its broader dissemination and promotion are therefore essential and need to be supported.

There was mixed feedback concerning the usefulness of Council of Europe resources and materials, which are extensively used in some countries and largely unknown in others. Many respondents reported that it is difficult to know how these materials are used due to the general lack of relevant monitoring and assessment tools and/or due to decentralised systems.

Issues raised at the conference

Developing deeper understanding and sharing practical examples

The participants felt that the objectives of the Charter need to be reinterpreted by each country or institution according to their own context. Examples of good practice would help to demonstrate how the principles of the Charter are put into practice, as well as how Council of Europe tools can be used to promote the values of democracy and human rights in different educational settings. Conducting qualitative studies in the member states would help to develop a deeper understanding of the current situation and possible ways forward. It was also suggested that the RFCDC could be very useful for putting into practice the objectives and principles of the Charter, and recommended that its relationship with implementation of the Charter be further clarified.

Facilitating a more inclusive and participatory review process

The Charter implementation reviews aim to strengthen sustainability and raise the quality of EDC/HRE in formal and non-formal educational contexts. In this context,

participants highlighted the need to include all stakeholders in a more transparent and participatory manner in the review process, and support participation of vulnerable and marginalised groups in this exercise. Capacity building of education professionals is a major issue in most countries; it should be given more attention in the next review process of the Charter, together with a selected number of priority areas for further development, such as gender mainstreaming in education.

Improving relevance and adaptability of the Council of Europe materials

The following challenges in using Council of Europe materials were mentioned: lack of available translations; insufficient relevance to local and national realities; some tools are already outdated (need to update with CDC framework, for instance); and new tools are needed for emerging priority areas (e.g. pre-school education and vocational education and training). The discussions revealed the need to design tools that are adaptable and that can be easily contextualised, as well as the importance of adapting the Council of Europe materials to existing curricula and training systems.

EXAMPLES OF PRACTICE

- ▶ In Ukraine, a new EDC/HRE manual was developed based on the Council of Europe materials. They have been amended to fit the local context and meet the requirements of the curriculum reform to develop democratic competences in 12 different subjects between the fifth and ninth grades.³⁵
- ▶ The Council of Europe Living Democracy manuals for teachers, which include high-quality lesson materials and introduce EDC/HRE in an interactive way, are available in many languages and have been successfully adapted for use in different countries.³⁶

Boosting advocacy efforts

In several sessions the participants stressed the need to strengthen political commitment towards EDC/HRE and boost advocacy efforts. International organisations’ declarations and legal documents as well as compilations of good practices and surveys/reports are very important advocacy tools that can help to draw the attention of policy makers to the importance of EDC/HRE.

35. See www.theewc.org/Content/Home/News/New-manual-from-the-Schools-for-Democracy-in-Ukraine, accessed 7 December 2017.

36. See www.coe.int/en/web/edc/living-democracy-manuals, accessed 7 December 2017.

RECOMMENDATIONS

To the member states:

- ▶ support the development of qualitative studies that would provide a deeper analysis and improved understanding of how the commonly agreed EDC/HRE principles and objectives (as defined in the Charter) translate into education policy and practice;
- ▶ support adaptation, translation and dissemination of the Council of Europe materials (with the co-operation of civil society).

To civil society:

- ▶ use, disseminate and promote Council of Europe materials on EDC/HRE;
- ▶ provide feedback on Council of Europe materials;
- ▶ share good practice on the use of Council of Europe materials.

To the Council of Europe:

- ▶ provide an online databank of EDC/HRE materials;
- ▶ update existing resources in accordance with the CDC framework;
- ▶ clarify the relationship between the CDC and the Charter;
- ▶ develop a mapping system with criteria for good practices;
- ▶ develop new educational resources in EDC/HRE, including in digital form, especially in areas that are less developed (e.g. vocational education and training).

Key action 7 – Collect and promote examples of learning practice illustrating the relevance of citizenship and human rights education to everyday life, with particular attention to the experiences of vulnerable and marginalised groups

Issues raised in the report

Country respondents have identified the following key challenges to the promotion and development of EDC/HRE: lack of media interest and support (73% of respondents); lack of awareness/interest/support among education professionals (78%); and lack of public interest and support (73%).

Issues raised at the conference

Connecting effectively to the concerns of ordinary people

It was pointed out at the conference that in the era of globalisation, with so many people feeling “left

behind”, those defending and promoting democracy and human rights are sometimes perceived as acting in the interests of elites. It is essential to connect EDC/HRE effectively to the concerns of ordinary people, and to pay particular attention to the needs of people who are in vulnerable situations, with the aim of including them and restoring their sense of dignity. As one of the participants put it, if we do not focus on the losers of democracy we risk losing democracy altogether.

Many participants felt that the use of abstract terminology in EDC/HRE makes it difficult for the wider public to relate to it. It is crucial to make the case for human rights and democratic values not in terms of abstract ideology or legalistic concepts, but as relevant to us, as they are “about things that concern everyone”, according to the Council of Europe “Charter for all” (Council of Europe 2012). It was suggested that the language used needs to be more accessible and adapted for different age groups and different local and regional contexts. Recounting “first-hand life experiences” in EDC/HRE, in particular from persons belonging to marginalised groups, is also key. Along with giving a voice to people in vulnerable situations, this can encourage empathy among the majority population by providing a human face to what could be seen as abstract human rights issues.

In conclusion, the participants highlighted the need to rethink communication strategies and redefine human rights in more pragmatic terms, without losing sight of their normative roots. The CDC was mentioned as an important step towards bringing these topics closer to teachers’ practice, and demonstrating how democratic and human rights values relate to our everyday life.

Dealing with controversial issues: safe spaces

Everyday life abounds in controversy and schools need to lay the groundwork on how to deal with it. In an age of increased uncertainty, schools need to help build resilience and provide opportunities for personal “meaning-making” in relation to burning societal problems. In order to create “safe spaces” it is important to equip education personnel and school managers with relevant competences; teaching and managing needs to be linked, be both proactive and reactive and be effectively embedded in the school context. It was also emphasised that anti-radicalisation programmes within educational institutions in place in many countries must not undermine trust, stifle public debate and work against the core values and principles of EDC/HRE.

EXAMPLE OF PRACTICE

- ▶ The Council of Europe/EU Controversial Issues Pack was mentioned as a good example of relevant adaptable material available in several languages. The ministries of education of Finland, Sweden, Norway, Denmark and Iceland are

currently co-operating on the capacity-building project Teaching Controversial Issues³⁷ based on these Council of Europe-EU materials, and run by the European Wergeland Centre. A similar project is being supported by the ministries of education of the Baltic countries.³⁸

RECOMMENDATIONS

To the member states:

- ▶ develop an awareness-raising campaign to demonstrate the added value of EDC/HRE approaches and their relevance to everyday life to the wider public (such as the No Hate Speech Movement).

To civil society organisations:

- ▶ collect and disseminate good practice illustrating the relevance of EDC/HRE for addressing current challenges.

To the Council of Europe:

- ▶ raise awareness of the relevance of EDC/HRE for addressing current challenges, in particular by providing training for:
 - decision makers in charge of education policy and practice;
 - government officials in a position to advocate for EDC/HRE in the member states;
 - civil society representatives;
- ▶ be more creative in demonstrating how EDC/HRE works in practice, support the member states and other partners in developing their own solutions, and disseminate innovative practices;
- ▶ provide guidance on how to collect and disseminate good practice.

Assessment, evaluation and research

Key action 8 – Consistently integrate education for democratic citizenship and human rights education in curricula, and develop appropriate programme and process evaluation and assessment tools

Issues raised in the report

37. See www.theewc.org, accessed 7 December 2017.

38. See <http://pjp-eu.coe.int/en/web/charter-edc-hre-pilot-projects/baltic-partnership-for-human-rights-education-and-education-for-democratic-citizenship> and www.humanrightsestonia.ee/balti-inimoigushariduse-koostoo-projekt, both accessed 7 December 2017.

The respondents pointed out the difficulty of finding the right balance with respect to integrating EDC/HRE into curricula while avoiding a curriculum overload and ensuring that educators are appropriately trained. As highlighted by a Greek respondent: “The key challenges identified by the new curricula and instructional approaches pertain to giving the relevant courses a more active learning approach through the use of a wide spectrum of materials and methods”. Moreover, political context substantially influences support for EDC/HRE and the initiation of review cycles. In general, the curriculum revision and development process was deemed inclusive and participatory by the respondents. In many countries this process was not exclusively related to EDC/HRE, but was part of a broader reform. A variety of stakeholders took part in this process, such as groups or committees of experts, NGOs, teacher associations and student councils. The survey suggested that there is a need to establish effective and durable criteria for evaluation of EDC/HRE programmes, and to develop appropriate assessment tools.

Issues raised at the conference

Fostering the consistent presence of citizenship and human rights education in curricula

There was consensus on the need to secure and boost the position of EDC/HRE in curricula, safeguarding it from political change. Curricula should allow for critical exploration of political and social realities and support students in participating actively in their societies. Education professionals, students and civil society should be involved in all phases of curriculum development (design, piloting, implementation and review). Sharing good practices on EDC/HRE could be of help for many countries undergoing curricular reform. The participants advocated the need to move from a content-led teaching practice to creating a learning environment where learners are able to learn what they need to know. It was also recommended that the member states take advantage of the autonomy of NHRIs and involve them in curricular development, monitoring and evaluation, as well as provision of advice to government, parliament and responsible education authorities.

EXAMPLES OF PRACTICE

- ▶ The Croatian Comprehensive Curricular Reform (2014–2016) was halted midway, following a change in government. This abandonment led to the public campaign Croatia Can Do Better!³⁹
- ▶ In the latest policy reform process in Denmark, HRE was included in the obligatory parts of three subjects (history; civic education and social

39. See <http://euroclio.eu/voice/croatia-can-better>, accessed 7 December 2017.

science; and health, sexuality and family) and optional parts of other subjects. The Danish National Human Rights Institute had a central role in this process.

Mainstreaming citizenship and human rights education in evaluation and assessment

It is important to differentiate between assessment and evaluation. Assessment is the systematic measurement of the degree of proficiency achieved by the learner, and evaluation is the systematic measurement of the effectiveness of the educational system or programme (assessment may be used as one element of evaluation). There was consensus among the participants that in order to improve practice it is important to analyse what works, adapt EDC/HRE strategies accordingly and allocate sufficient resources to evaluation and assessment. Cross-sectoral co-operation was also considered essential for developing effective evaluation.

The participants identified the following challenges with respect to assessment tools:

- ▶ such tools are not intended to measure changes over longer periods of time;
- ▶ media, family and peers play an important role in the development of such competences, and it is difficult to identify the specific influence of formal education;
- ▶ any “values education” is a sensitive area, and it is always important to clarify the purpose of the assessment.

If democratic competences were assessed in ways that are suitable for value based education, this would help reinforce the status of EDC/HRE within education systems. There is a need to identify, promote and use common criteria for assessment in formal and non-formal settings, and participants suggested that the CDC could provide very useful input in this regard. It is important to understand how the CDC criteria and recommendations relate to member states’ policies and practices, and how they can be of help for the development of assessment tools.

RECOMMENDATIONS

To the member states:

- ▶ develop flexible competence-based curricula;
- ▶ address teachers’ overload and promote teacher autonomy;
- ▶ involve education professionals, students, civil society organisations and NHRIs in all phases of curriculum development (design, piloting, implementation and review);

- ▶ promote the understanding that EDC/HRE is an ongoing process that should be constantly reviewed and improved;
- ▶ allocate resources to the development of baseline studies mapping the extent and quality of national EDC/HRE strategies;
- ▶ include quantitative and qualitative approaches in the evaluation of EDC/HRE programmes.

To civil society organisations:

- ▶ contribute to EDC/HRE curriculum development and review.

To the Council of Europe:

- ▶ make available a package of practical materials for curriculum development, evaluation and assessment that are readily accessible in different languages;
- ▶ facilitate a coalition of like-minded organisations working on EDC/HRE curriculum reform, including the use of existing or new online platforms;
- ▶ map existing practices on EDC/HRE programme evaluation at different levels (local, regional, national and international) and in formal and non-formal education;
- ▶ develop quality criteria/indicators for EDC/HRE that can be applied consistently throughout Europe.

Key action 9 – Make full use of the available data and support systematic evaluation of the impact and effectiveness of education for democratic citizenship and human rights education programmes

Issues raised in the report

A little over half (55%) of the respondents stated that evaluations of strategies and policies undertaken in accordance with the aims and principles of the Charter had been carried out or were anticipated. A more coherent and consistent approach is required for the assessment of progress in the area of EDC/HRE. The replies received from the respondent countries show that collecting information from various actors is often difficult owing to the lack of established channels for regular communication. On the other hand, evidence suggests that including perspectives of different stakeholders is essential for the development of EDC/HRE. It enhances shared ownership and commitment, contributes to improved quality and strengthens effectiveness. Citizenship and human rights issues and approaches

need to be explicitly included in ongoing evaluations of education policy and practice and there should be effective ways of pooling such information from different sources.

Issues raised at the conference

Providing evidence of what works

The participants acknowledged the existence of substantial difficulties with respect to evaluating the effectiveness of EDC/HRE. However, they agreed that such evaluation is both desirable and possible. There is a need to collect data in a systematic way in order to provide evidence that can inform policy, show what works and how it works, and demonstrate how EDC/HRE can help address the challenges that our societies are facing today. Demonstrating the effectiveness of EDC/HRE would help improve its visibility, prioritisation and funding. The participants discussed the need to specify measurable indicators of impact of EDC/HRE programmes while recognising that not all results will lend themselves to such measuring (as one of the participants put it “when it is difficult or impossible to measure something, it does not necessarily mean that it is not important”). Co-operation among different stakeholders is paramount. Researchers, HEIs and NGOs can have an important role in evaluating the impact of EDC/HRE programmes and disseminating the findings.

EXAMPLES OF PRACTICE

- ▶ The Swedish Schools Inspectorate produced a quality assessment report (2012) based on inspections conducted at both school and classroom level. The former concerned the overall climate for communication in schools, including head teachers’ responsibility to ensure that there is a comprehensive strategy and a common policy in the handling of questions related to democracy and fundamental values. The latter concerned communication in the classroom and teachers’ responsibility for ensuring that the democratic mission and fundamental values are integrated into the teaching of individual subjects.⁴⁰
- ▶ HRE is one of the strategic priorities for Amnesty International in its Strategic Goals period 2016 to 2019. The organisation has developed a unified reporting system and measurement framework to monitor and communicate progress in HRE. The understanding of HRE, approaches and bodies of work vary from region to region, and from

country to country. A measurement framework with a quantitative dashboard and a qualitative achievement scale enables the organisation to effectively communicate its HRE work worldwide.⁴¹

RECOMMENDATIONS

To the member states:

- ▶ develop consistent and systematic approaches to the evaluation of the impact and effectiveness of EDC/HRE;
- ▶ make full use of the data available for policy making and implementation;
- ▶ involve civil society organisations in the monitoring and evaluation of the implementation of EDC/HRE.

To civil society actors:

- ▶ support the development of indicators allowing the comparison of EDC/HRE and assessing progress across the member states;
- ▶ contribute to the monitoring and evaluation of the implementation of EDC/HRE.

To the Council of Europe:

- ▶ facilitate the development of standards, criteria and indicators through dialogue between the countries, based on what they have (or should have) in common;
- ▶ develop quality standards for EDC/HRE with special emphasis on the learner-centred approach, connected to the CDC framework. Such standards can help support the evaluation, monitoring and sharing of information on quality EDC/HRE practices;
- ▶ develop tools to analyse and disseminate data on effectiveness of EDC/HRE programmes;
- ▶ engage with human rights mechanisms (e.g. the Universal Periodical Review of the Human Rights Council) in monitoring evaluation of HRE programmes in schools and HEIs;
- ▶ link to international measurements that are under development in relation to UN 2030 Agenda (SDG 4.7).

40. See www.skolverket.se, accessed 7 December 2017.

41. See www.amnesty.org/en/human-rights-education, accessed 7 December 2017.

Key action 10 – Develop partnerships with higher education institutions, research institutions and other relevant organisations to develop and promote research in this area

Issues raised by the report

Country respondents indicated that although there has been support for research carried out by independent organisations there is a lack of a coherent approach in this area, with limited funding available.

Issues raised at the conference

Promoting policy dialogue

The discussion addressed the purposes and status of research in the area of EDC/HRE; the need for greater dialogue between researchers and policy makers; co-operation between researchers and research users; challenging political contexts; the need to distinguish more carefully between evaluation and research and to recognise areas of complementarity; concerns about the limitations of government-funded evaluation programmes to assess the effectiveness of EDC/HRE; how research in the formal sector of education can inform practices in youth work and how research in youth work can inform practices in the formal sector; research frameworks/theories and the need for intersectionality; research dissemination; and the role that the Council of Europe can play in enabling and disseminating research.

Addressing imbalances and raising the visibility of research

Some participants felt that most educational initiatives (at least in the formal sector) are geared towards political rights and responsibilities, and tend to downplay the importance of social and economic rights. In the current climate, where distrust of political actors is high, research can help identify ways of addressing such imbalances and of tailoring education programmes to the needs of students more effectively. There is a growing demand for research into the ways in which young people are drawn to anti-democratic and extremist ideologies. EDC/HRE would receive more visibility if there were a stronger research base on its potential for the prevention of violent radicalisation. Research that is premised on intersectionality (i.e. recognising learners' multiple identities and power differentials in society) is critical and could do much to strengthen EDC/HRE.

VIEWPOINTS: PROMOTING HUMAN RIGHTS AND DEMOCRACY THROUGH EDUCATION IN EUROPE TODAY

To provide a broader context for the Conference on the Future of Citizenship and Human Rights Education, three speakers were invited to share their perspectives on promoting human rights and democracy through education in Europe today, from the point of view of academics, teachers and civil society: Mr Kishore Singh, former UN Special Rapporteur on the Right to Education, Ms Haldis Margrete Holst, Deputy General Secretary, Education International and Ms Natalia Chardymova, Director, Academy of Innovation (Russian Federation).

Mr Kishore Singh highlighted inequality and discrimination as a key challenge. He called on the participants to contribute to the UN's 2030 Agenda for an inclusive society, which covers humanistic values that are also included in the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education and the EU Paris Declaration on promoting citizenship education. Mr Singh also pointed out that privatisation of education, particularly at the higher education level, is a serious challenge. "Education must be a common good," he said, concluding, "We must give more importance to social justice and equity in education. These are key pillars for the United Nations".

Ms Haldis Margrete Holst pointed out that while human rights are a part of the mission of a teacher, the values of democracy are contested in many parts of the world. She felt that this gave the Council of Europe a special mandate to put democracy on the agenda, including in education. She stressed that to protect democracy one has to know about his/her responsibility to stand up for others. Ms Holst also raised the issue of privatisation of education, which in her view often leads to the simplification of complex issues (which are costly to teach): "Complexity is essential for understanding the views of other people and for learning to live together with people who are different from us, and must therefore be safeguarded".

Ms Natalia Chardymova shared her views on the challenges that civil society representatives face in promoting human rights education. She pointed out that sometimes they might feel that "their hands are tied", leading to self-censorship, because "fear prevents them from acting in a meaningful way". Ms Chardymova suggested that the Charter be used for advocacy of human rights education, as a set of guiding principles, and that it "can help to open doors". In conclusion, she observed that the "human rights education community is growing thanks to the work of civil society organisations and thanks to the work of the Council of Europe".

THE PERSPECTIVE OF INTERNATIONAL INSTITUTIONS: SUPPORTING PROGRESS TOWARDS COMMON OBJECTIVES ON CITIZENSHIP AND HUMAN RIGHTS EDUCATION

On the last day of the Conference on the Future of Citizenship and Human Rights Education representatives of the European Commission, the EU Fundamental Rights Agency, the Organisation for Economic Co-operation and Development (OECD), the Organization for Security and Co-operation in Europe's Office for Democratic Institutions and Human Rights (OSCE/ODIHR), the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the United Nations *Educational, Scientific and Cultural Organization* (UNESCO) discussed current challenges and future priorities, and their respective roles in the area of citizenship and human rights education. It was noted that the main role of international institutions is to steer the agenda, set political priorities and encourage political commitment, as well as to support peer learning among the member states. The speakers stressed that it is essential to collect and analyse data (at national and international level), in order to feed evidence into decision making, observing that "the most important monitoring takes place in the classroom".

The speakers also emphasised the need for formal and non-formal education to work together in this area and mutually reinforce each other. Taking into

account multiple perspectives is essential for sound democratic societies; civil society plays an important role in giving voice to different groups of people. It was suggested that "populism is a consequence of lack of citizenship and human rights education" and an expression of frustration with the inequalities and injustices produced by globalisation, though globalisation also has the potential to help develop solidarity and co-operation. The speakers suggested that demonstrating how education can be used to address the current threats to democracy and human rights can help draw the attention of decision makers to the importance of citizenship and human rights education.

The discussants stressed the importance of reaching out "beyond the limited circles", using new technologies and promoting innovation. Learning is changing radically in today's world, and it is important to look ahead and to adopt relevant strategies. As the UN OHCHR representative pointed out in her concluding remarks, "Today we need dialogue – more than ever – with those who see the world differently. We need to take a hard look at the 'blind spots' and reconsider our approaches".

CLOSING REMARKS FROM THE CONFERENCE

Message of support from the Committee of Ministers

In the closing session, Maria Esther Rabasa Grau, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of Andorra to the Council of Europe, presented a number of observations on the Conference on the Future of Citizenship and Human Rights Education from her perspective as a Chair of the Committee of Ministers Rapporteur Group on Education, Culture, Sport, Youth and Environment:

- ▶ education for democratic citizenship and human rights play an important role in promoting “living together” in dignity and mutual respect. This is one of the most important challenges in Europe today;
- ▶ there is consensus among the member states on a number of important principles enshrined in the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, as well as in other important texts adopted by the Committee of Ministers, such as the Recommendation on ensuring quality education (CM/Rec(2012)13) and the Recommendation on the dimension of religions and non-religious convictions within intercultural education (CM/Rec(2008)12);
- ▶ the report on the state of citizenship and human rights education (Council of Europe 2017a) shows a lot has been achieved, but much remains to be done. The conference provided a good opportunity for sharing experiences and good practices and for reflecting on how the Charter’s principles could be put into practice more effectively, including with the help of the Reference Framework of Competences for Democratic Culture, which was launched by the Andorran Chairmanship of the Council of Europe’s Committee of Ministers in 2013.

Beyond the conference: next steps

Council of Europe Director General of Democracy Snezana Samardžić-Marković also provided her feedback on the main points highlighted at the conference. In particular, she reflected on where the Council of Europe’s action can be of most help for the member states, and proposed the following avenues:

- ▶ the Council of Europe needs to look at how the standards set by the Charter can be further developed in different areas. The Framework of Competences is a good example of a potential new vehicle, as are the new Committee of Ministers’ recommendations in

the youth field. It is essential to strengthen the countries’ ownership of these instruments;

- ▶ in terms of monitoring and evaluation, the Charter review takes place every five years. Between these fixed points, the Council of Europe needs to work closely with the member states and other partners to improve the way quality is defined and information is collected and analysed. It is crucial to involve all key actors from the formal and non-formal education sectors in this work, as their confidence in the quality of Council of Europe action is crucial for sustainability and impact;
- ▶ with respect to co-operation and support, the Council of Europe will continue to ensure that the principles behind education for democratic citizenship and human rights education, and the practical measures required to promote its integration into formal and non-formal education, are in turn integrated into Council of Europe capacity-building programmes in the education and youth sectors, which are offered to public authorities or civil society, including in many cases directly to young people;
- ▶ the Council of Europe is convinced that a systematic and standards-based dialogue with the member states is the best way forward and it is committed to improving the quality of such dialogue. Likewise, the Council of Europe is aware of the need to support the recognition of the role of civil society, including youth organisations.

The Council of Europe Secretariat will submit the recommendations from the conference to relevant Council of Europe committees, with a view to translating them into action in the framework of the co-operation programme 2018-19.

Final thought: education for democracy and human rights is the best investment in our future

To conclude, we would like to recall the words of Zeid Ra’ad Al Hussein, UN High Commissioner for Human Rights, who wrote in his comments on the Council of Europe report: “We should never consider human rights and democratic citizenship as ‘optional extras’ or routine obligations – they are vital undertakings to sustain social cohesion, promote inclusion and participation and prevent violence and conflict in our societies. They are an investment in our present and in our future which we cannot afford to overlook” (Council of Europe 2017a: 30).

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PART V

ANALYTICAL SUMMARY OF REPLIES

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EXECUTIVE SUMMARY

Thorbjørn Jagland, Secretary General of the Council of Europe, pointed out in his annual report that, «Democratic citizenship and human rights education are ... increasingly important in addressing discrimination, prejudice and intolerance, and thus preventing and combating violent extremism and radicalisation in a sustainable and proactive way» (Council of Europe 2016)⁴². In order to support the Organisation's member states in the development of such education, the Council of Europe organised from 2016 to 2017 a review on the State of citizenship and human rights education in Europe, in accordance with the objectives and principles of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education⁴³. The present section sums up and analyses replies from the governments to a questionnaire on this topic. Forty countries responded, and their replies are available on the Council of Europe website: www.coe.int/edc.

Substantial progress has been made in the member states and education for democratic citizenship and human rights education (EDC/HRE) is gaining ground in education systems and school communities across Europe. All countries that took part in the survey reported that concrete measures were taken to promote citizenship and human rights education, in accordance with the objectives and principles of the Charter, compared to two thirds of respondents in 2012. The number of countries where action has been taken or is foreseen to evaluate strategies and policies in this area has increased by a third in the last four years. Almost all countries have the Charter available in their language, and most have it available on the websites of their ministries of education or other relevant bodies.

At the same time, a number of concerns were identified, including growing inconsistencies between policy and practice and lack of awareness of the relevance of

citizenship and human rights education for addressing current societal challenges; lack of criteria for the evaluation of relevant policies; lack of explicit reference to citizenship and human rights education in laws and policies related to vocational education and training, and higher education.

Key recommendations include the following: member states should a) make full use of the data available, b) facilitate the development of national indicators/benchmarks/priorities, and c) make full use of opportunities for international co-operation. The Council of Europe should a) broadly disseminate the findings of the report, b) develop guidance for data collection, and c) facilitate a more systematic, structured and ongoing dialogue among the countries, based on the findings of the present report and in accordance with the needs and priorities of countries.

This review exercise is part of the follow up to the conclusions of the 25th Session of the Council of Europe Standing Conference of Ministers of Education (Brussels, 11-12 April 2016), which undertook to support the development of a long-term strategy for a more coherent and comprehensive approach to education for democratic citizenship and human rights at European level and requested the Council of Europe, *inter alia* to consider ways of increasing the impact of the Charter.

The Charter review is also part of the Council of Europe's contribution towards the United Nations World Programme for Human Rights Education and the United Nations' 2030 Education Agenda (Target 4.7) and the Paris Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education adopted by EU member states in 2015.

The conclusions of the report were debated at the Conference on the Future of Citizenship and Human Rights Education (Strasbourg, 20-22 June 2017) and will provide a backdrop for the design of Council of Europe activities in 2018-19. The ultimate goal of this work is to strengthen the Charter as an effective support instrument for the promotion of respect and dialogue through education in the Organisation's member states.

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43. Committee of Ministers' Recommendation CM/Rec(2010)7 on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education

MAIN FINDINGS

The main findings of the present analytical summary are as follows.

General support for education for democratic citizenship and human rights

1. The challenges for which EDC/HRE is deemed to be most relevant are as follows: i) violent extremism and radicalisation leading to terrorism, ii) deficit of democratic participation of both vulnerable and non-vulnerable groups in society, and iii) integration of migrants and refugees.
2. The priority given to EDC/HRE is generally high across different types and levels of engagement and support. Countries increased their prioritisation of EDC/HRE-related training for teachers and school leaders. However, making financial support available became much less of a priority.
3. All countries took concrete measures to promote citizenship and human rights education, in accordance with the objectives and principles of the Charter (compared to two thirds of respondents in 2012). Almost all respondents indicate that future activities are foreseen to promote EDC/HRE.
4. For EDC/HRE to receive greater priority, the most influential actions are i) improved awareness of the relevance of EDC/HRE for meeting current challenges in our societies, ii) increased visibility of EDC/HRE in the media, and iii) advocacy by prominent personalities. These are closely followed by the availability of data on the effectiveness of EDC/HRE with respect to meeting current challenges in our societies, including examples of good practice.
5. According to the majority of respondents there are no major inconsistencies between principles and national education policy in EDC/HRE. When it comes to the implementation of EDC/HRE policies, a substantial number of countries report such inconsistencies (66%). The most salient implementation issues, according to the country respondents, are related to the lack of resources and a long-term approach, as well as a lack of evaluation tools and awareness among key partners.

Use of Council of Europe materials

6. Almost all country respondents indicate that the Charter is available in their own language, and 83% of respondents indicated that the Charter is available on the website of their ministry of education or other relevant bodies. However, one third of the countries do not disseminate the Charter by other means.

7. With respect to the Council of Europe materials, according to the respondents the most useful tools are: i) the Charter on EDC/HRE, ii) "Democratic governance of schools" (Bäckman and Trafford 2007), "How all teachers can support citizenship and human rights education" (Brett, Mompoin-Gaillard and Helena Salema 2009), iv) "Compass" (Council of Europe 2012b), and v) "Compassito" (Council of Europe 2012c). However, the comments from countries also reveal the challenges they have encountered while using these resources, including a lack of translated versions, the difficulty of monitoring how these materials are used and insufficient relevance of these resources to local and national realities.

Approaches to education for democratic citizenship and human rights

8. There is a shared working definition of EDC/HRE in 31 countries (78% of the respondents). At the same time, lack of awareness and support among education professionals, the media and the general public are cited among the key challenges for the development of EDC/HRE.
9. There is a declining trend across the education domains of explicitly referencing EDC/HRE in laws, policies and objectives. There is also a slight decline in the number of countries reporting revisions of EDC/HRE-related policies. The reasons cited include the difficulty of finding the right balance so as to avoid a curriculum overload, while ensuring that educators are appropriately trained. Political context plays an important role in providing the support needed and in initiating review cycles.
10. A third of the respondents stated there is scarcely any reference to EDC/HRE in vocational education and training. Vocational education and training includes many disadvantaged and minority students. The lack of laws, policies and strategic objectives on EDC/HRE could be one explanation for why vocational learning is not encouraging young people to be politically engaged. A similar lack of emphasis can be found in higher education policies and objectives.
11. In general, the curricula revision and updating process was deemed inclusive and participatory by the respondents. An inclusive and participatory approach to the process is particularly important considering that EDC/HRE often deals with controversial issues and conflicting perspectives. The diverse forms of feedback received by the ministries or relevant bodies comprise a diversity of opinions and approaches.

12. In higher education there has been a fair degree of stability in the promotion of EDC/HRE. However, it is worth mentioning that the country respondents made scant reference to the concepts of democracy and human rights underpinning the existing official legislation and regulatory framework in higher education institutions. Most often the respondents indicated that EDC/HRE content is promoted through specific departments at higher education institutions (e.g. law, educational sciences, history and psychology) and through participation in the governance structures, but that it is rarely explicitly present elsewhere.
13. With regards to the promotion of democratic governance in educational institutions, the general picture seems very positive as all respondents indicated that in their countries there are relevant education laws, policies and strategies. The situation remained stable for almost all of these countries up to the 2016 review.
14. A majority of EDC/HRE-related training activities are available for teachers (83%), school leaders (70%), youth leaders (68%), and teacher trainers (68%). The trends between 2012 and 2016 for those countries that participated in both cycles show a fairly large amount of consistency in responses regarding all forms of training except for the training of parents, where there has been substantial increase since 2012.
15. A quarter of countries indicated lower levels of co-operation and support for civil society organisations. It is community and youth organisations that have been affected the most by a reduction of support.
16. A trend analysis between 2012 and 2016 indicates that more than half the countries maintained their commitment to methods for the development of competences for diversity and equality and settling conflict. Of concern is the drop in 11 countries in support for methods that develop social cohesion and combat discrimination.
17. Feedback from the parliaments showed that the following areas were of concern to this focus group: a) contribution of education to the development of democratic culture, b) strengthening teachers' training and professional development, c) combatting and preventing violent extremism and radicalisation leading to terrorism, violence and bullying in schools, d) minority issues, in particular related to the integration of migrants and the Roma population, e) knowledge of the history and the democratic traditions of the country, f) parliamentary control to oversee the implementation of adopted legislation in the prevention of bullying, accessibility of education in the regions, and ensuring the quality and availability of ethnic minority education.

Research and evaluation

18. The majority of country respondents (58%) stated that they have not yet developed criteria to evaluate the effectiveness of EDC/HRE programmes. The responses reconfirm the considerable work that still needs to be done to raise awareness of the importance of evaluating EDC/HRE programmes and the need to establish effective and durable criteria for such evaluation.
19. The country respondents indicate that although there has been support for research carried out by independent organisations there is a lack of a coherence in this area and funding has been either interrupted or limited by the government.
20. Over half of the respondents stated that evaluations have been done in the last four years or are foreseen, regarding strategies and policies undertaken in accordance with the objectives and principles of the Charter.

International co-operation

21. There is a high level of co-operation among countries and this is to a large extent through initiatives driven by the Council of Europe and the European Union. The majority of countries reported interactions with the Council of Europe (95% of respondents), followed by the United Nations system (93%), the European Union (90%) and the Organization for Security and Co-operation in Europe (OSCE) (65%).
22. About half of the countries have stated that their current level of satisfaction was very high with respect to the opportunities for sharing and co-operation with other countries provided by the Council of Europe (22 out of 40 countries) and provision of a shared framework of reference/common standards (17 out of 40 countries). This is indicative of a broader demand for co-operation, networking and exchange of expertise to address both local needs and global challenges.

Next review

23. The respondents have expressed most interest in the following areas for the next review cycle: i) training, ii) formal general and vocational education, and iii) skills for promoting social cohesion, valuing diversity, and handling differences and conflict.
24. With regards to suggested improvements for the next review cycle, respondents have provided some recommendations: a) further specify some topics and definitions, and provide advance guidance for both qualitative and quantitative data collection, b) include questions that allow the development of comparative indicators among countries, c) conduct quality EDC/HRE studies in the countries to provide a more in-depth analysis of the situation, and d) focus on more thematic questions.

INTRODUCTION

“[T]he past 12 months have seen a gear shift in Europe’s security concerns. Recent terrorist attacks have sent a shockwave through our societies. Unco-ordinated responses to the migrant crisis have sustained chaos at our borders ... Combined with ongoing economic uncertainty, such insecure conditions are creating fertile ground for nationalists and xenophobes who seek to exploit public anxiety. Hate crime, anti-Semitism and Islamophobia are on the rise. Trust in state as well as European institutions is in decline.”, noted Secretary General Thorbjørn Jagland in his annual report in 2016 (Council of Europe 2016).

The Secretary General also highlighted the increasing importance of EDC/HRE in addressing discrimination, prejudice and intolerance, and thus preventing and combating violent extremism and radicalisation leading to terrorism in a sustainable and proactive way (Council of Europe 2016).

This work builds on longstanding support of the Council of Europe member states, and in particular:

- ▶ The Charter was adopted in 2010 in the framework of the Swiss Chairmanship of the Council of Europe, as part of decisions intended to provide follow-up to the Declaration and Action Plan adopted unanimously at the conference at Interlaken in February 2010 on the future of the European Court of Human Rights.
- ▶ The first review conference 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 held in the framework of the Andorran Chairmanship in Strasbourg on 29-30 November 2012, in co-operation with the European Commission and the European Wergeland Centre. The Andorran Chairmanship consequently organised the conference Competences for Democratic Culture and Intercultural Dialogue in Andorra la Vella on 7 and 8 February 2013, which gave impetus to the Council of Europe work on competences for democratic culture.

- ▶ Finland hosted the 24th session of the Council of Europe Standing Conference of Ministers of Education (Helsinki, 26-27 April 2013), which called on the Committee of Ministers to “consider developing descriptors and a reference framework to assist member states in implementing a competence based education for democracy and intercultural dialogue”.
- ▶ At the 25th session of the Council of Europe Standing Conference of Ministers of Education (Brussels, 11-12 April 2016), “mindful of the particular challenges with which Europe is faced, in particular terrorism and violent extremism, the greatly increased number of refugees and migrants arriving in Europe, an increased sense of crisis, the rise of populism and the jeopardising of democratic values as a reaction to that sense of crisis”, the ministers undertook to support the development of a long-term strategy for a more coherent and comprehensive approach to education for democratic citizenship and human rights at European level. Furthermore, the ministers endorsed the Council of Europe Reference Framework of Competences for Democratic Culture and requested the Council of Europe to consider ways of increasing the impact of its Charter (Council of Europe 2016).

The Charter review is also part of the Council of Europe’s contribution towards the United Nations World Programme for Human Rights Education and the United Nations’ 2030 Education Agenda (Target 4.7) and the Paris Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education adopted by the EU member states in 2015.

Improving the effectiveness of education for democratic citizenship and human rights as a means to address the current challenges is an imperative for the Council of Europe member states and, as such, the primary focus of this report.

Background

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

The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (“the Charter”, Council of Europe 2010) 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 50 States Parties to the European Cultural Convention.⁴⁴

The Charter was adopted by the member states in 2010 in the framework of the Committee of Ministers Recommendation CM/Rec(2010)7. While the Charter is a non-binding legal instrument, it is an important political 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. It provides a common framework of reference and is a focus and catalyst for action in the member states, considering also current emerging needs to address challenges to democracy and human rights through education. It is also a way of disseminating good practice and raising standards.

The Charter sets out 16 specific articles concerning education for democratic citizenship and human rights education under four main headings, and makes particular recommendations, which member states can refer to when drafting education policies in compliance with the Charter. Specifically, these articles are:

Section I - General provisions

- Article 1 - Scope
- Article 2 - Definitions
- Article 3 - Relationship between education for democratic citizenship and human rights education
- 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 non-governmental organisations, 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 conflict

Section IV - Evaluation and co-operation

- Article 14 - Evaluation and review
- Article 15 - Co-operation in follow-up activities
- Article 16 - International co-operation

Furthermore, the Committee of Ministers recommends that the governments of member states:

- ▶ implement measures based on the provisions of the Charter;
- ▶ ensure that the Charter is widely disseminated to their authorities responsible for education and youth.

Scope and definitions

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” (Council of Europe 2010).

44. The 50 comprise the 47 member states of the Council of Europe plus Belarus, the Holy See and Kazakhstan.

Second review cycle

The first review cycle of the implementation of the Charter was organised in 2012, two years after the adoption of the Charter. It consisted of a report and a conference 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 organised in Strasbourg on 28 and 29 November 2012 in co-operation with the European Commission and the European Wergeland Centre. In accordance with the decision of the Council of Europe Steering Committee for Educational Policy and Practice (at its first plenary meeting in 2012) the second review cycle was to be conducted five years after the first review.

Hence, the present analytical summary is part of the second review cycle of the implementation of the Charter, which draws on the lessons from the first exercise in 2012. The main input to the second review cycle consists of a survey for the governments (organised by the Education Department of the Council of Europe) and a survey for civil society organisations (organised by the Youth Department of the Council of Europe).

The goals of this second review cycle are to provide a clear and reliable picture of what has been achieved since 2012, define strategic guidance for future action and effectively support and promote stronger action in the member states in the area of EDC/HRE.

1.2. Objectives and methodology

The survey

This report is in essence an analytical summary of the replies received from the governments to the questionnaire on the state of citizenship and human rights Education in Europe. It is based on the replies received from the countries, as well as on a provisional data analysis prepared by the Secretariat and on other relevant sources (see appendices).

The aim of the survey was to gather information on the progress made since 2012 in the area of citizenship and human rights education in the States Parties to the European Cultural Convention, in accordance with the objectives and principles of the Charter. The questionnaire was divided into the following five sections:

- ▶ Section I: Background information
- ▶ Section II: General questions (Q1 – Q9 and Q26)
- ▶ Section III: Questions on specific articles of the Charter (Q10 – Q25)
- ▶ Section IV: Follow-up questionnaire (Q27 – Q29)
- ▶ Section V: Focus Group (Parliamentarians; Q30 – Q34)

The questionnaire included multiple choice questions as well as open-ended sections in which respondents could provide comments, examples of good practice and further information.

The consultation process was initiated in February 2016. A questionnaire was sent out⁴⁵ by the Secretariat to the representatives of the Steering Committee for Education Policy and Practice with a copy to the Coordinators for Education for Democratic Citizenship and Human Rights (EDC/HRE Coordinators) and Permanent Representations of the member states to the Council of Europe, for completion by governments. The first deadline was set for mid-June 2016, but following several requests from member states the final deadline for submissions from member states was extended to July 25, 2016.

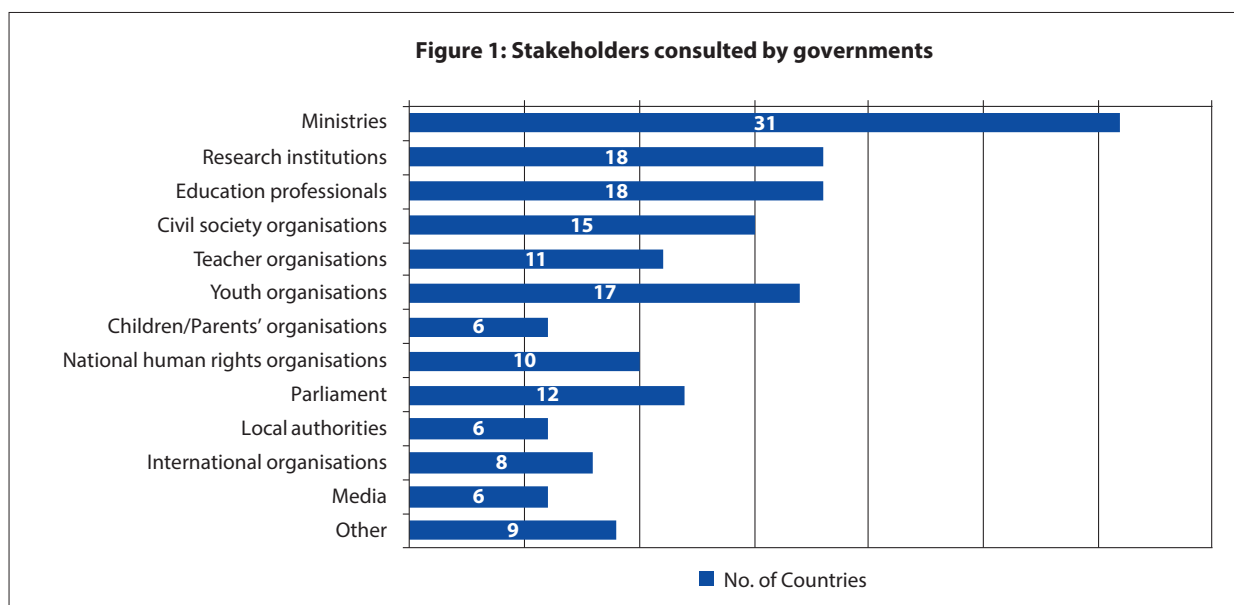
Questionnaires were completed by designated representatives in each country, the majority of whom worked in ministries, boards or national agencies that deal with education and youth. About half of respondents (19 out of 40) were EDC/HRE Coordinators.⁴⁶ A list of other recommended contributors was included in the questionnaire, and 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. Replies from key stakeholders came mainly from research institutions, education professionals and civil society organisations such as teacher, youth, children and parents' organisations (see Figure 1). Comments from a number of countries reveal that this process helped to strengthen the co-operation among different national stakeholders.

Forty replies were received, which is an 80% return rate. This is the same return rate as for the first review on this topic, which was organised in 2012. Thirty-two of the country respondents were from the same countries that participated in the 2012 evaluation.⁴⁷ The 40 replies and the 32 country responses from both the 2012 and 2016 cycles provided the raw data to be entered into a spreadsheet and processed and analysed by the Secretariat. A quantitative analysis was carried out to generate a series of descriptive statistics. Responses to identical questions from 2012 and 2016

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

46. The EDC/HRE Coordinators are officially appointed contact persons whose main tasks are to ensure that Council of Europe information on this topic is disseminated in the member states, and to keep international partners (the Council of Europe, the network of co-ordinators, and other international organisations where appropriate) informed of EDC/HRE developments in their own countries. Most of the co-ordinators are representatives of ministries of education or similar professional bodies.

47. see Appendix 1 for a comparative list of countries participating in the 2012 and 2016 surveys.



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

questionnaires for the 32 countries that participated in both review cycles were analysed. These 32 countries are not necessarily representative of all the countries in the Organisation; it may only be that they are likely to be the most engaged in Council of Europe and EDC/HRE activities. Nevertheless, at least trends can be seen for these countries comprising more than half of the States Parties to the Cultural Convention. The quantitative data was complemented with a qualitative analysis of the open-ended responses.

Replies to the 2016 questionnaire for the governments were received from: Albania, Andorra, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, the Czech Republic, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Latvia, Liechtenstein, Lithuania, Luxembourg, the Republic of Malta, Moldova, Monaco, Montenegro, Norway, Portugal, Romania, Serbia, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, The Netherlands, Turkey and Ukraine.

In 2016 no reply was received from: Armenia, Denmark, the Holy See, Italy, Kazakhstan, Poland, the Russian Federation, San Marino, “the former Yugoslav Republic of Macedonia”, the United Kingdom and Kosovo*.⁴⁸ No reply was received either in 2012 and in 2016 from: the Holy See, San Marino and Kosovo.*

48. All references to Kosovo, whether the territory, institutions or population, in this text shall be understood in full compliance with United Nation’s Security Council Resolution 1244 and without prejudice to the status of Kosovo.

It should be noted that the 2016 questionnaire also included a Focus Group section to be addressed to the education commissions in the national parliaments or other similar bodies in member states. The goal was to enquire if legislation has been adopted in the last five years (or if it is in preparation) with a view to supporting and promoting EDC/HRE. Also, national education commissions were asked about the thematic areas of education of particular concern to them. Although all countries were invited to respond to this section, only about half the country respondents (19 countries) provided feedback from their parliaments.

Structure of the analytical summary

This analytical summary includes five main parts. The first part offers an overview of replies to the general questions in the questionnaire, which for the purpose of this report have been related to the contribution of citizenship and human rights education to addressing current challenges and promotion of the Charter. The second part offers an overview of replies to the questions on specific articles of the Charter (General Provisions, Objectives and Principles, Policies, and Evaluation and Co-operation), which have been related to approaches to citizenship and human rights education. The third part includes feedback on areas of interest and improvement for the next review cycle. Part four provides information on the replies received from the focus group, which included representatives of the education committees of national parliaments. Finally, part five offers some Key conclusions.

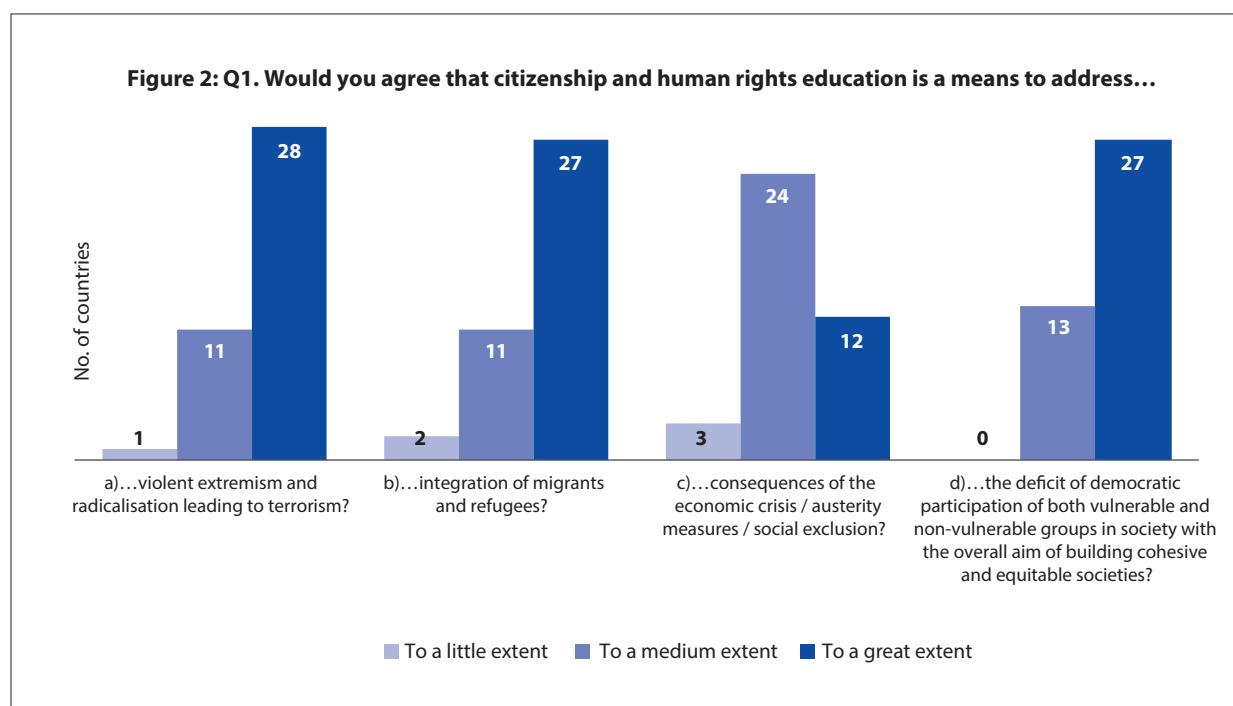
OVERVIEW OF REPLIES

Contribution of citizenship and human rights education to addressing current challenges and promotion of the Charter

General questions (Q1 – Q9)

The questionnaire enquired about the extent to which EDC/HRE was considered to be a means to address a number of current challenges. EDC/HRE was deemed most relevant to: i) violent extremism and radicalisation leading to terrorism, ii) deficit of democratic participation of both vulnerable and non-vulnerable groups in society, and iii) integration of migrants and refugees, with just under 30 countries out of the 40 respondents, or about 70%, identifying strongly (to a great extent) with this opinion (see Figure 2).

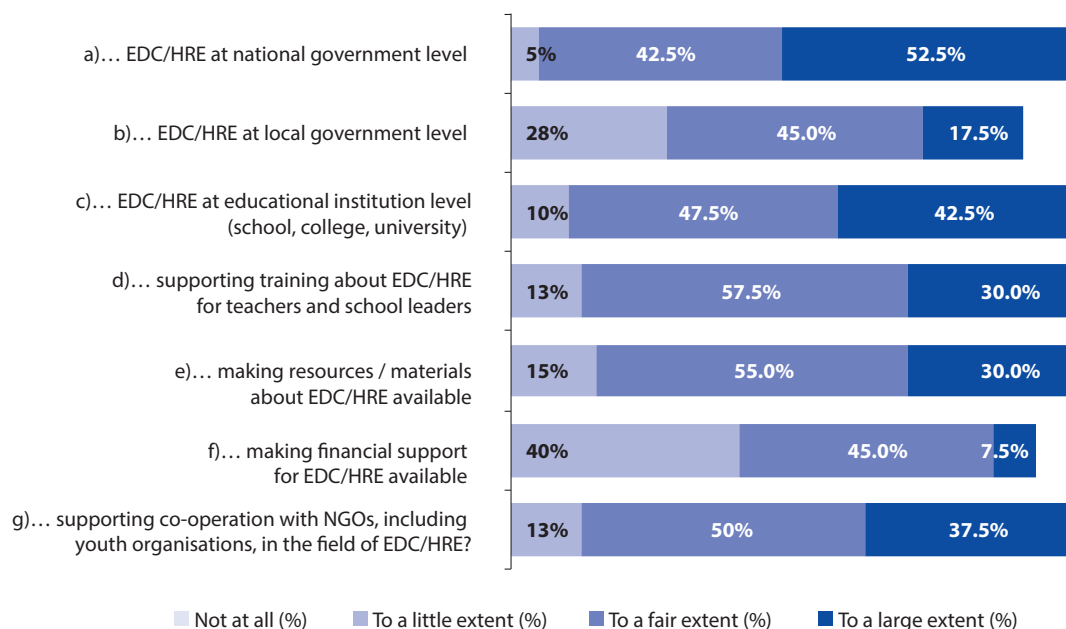
The economic crisis was in general seen as slightly less of an issue for EDC/HRE to address (with only 12 out of 40⁴⁹ country responses to this question, or 30%, giving this the strongest score). It was also pointed out that while EDC/HRE can make an important contribution towards addressing these challenges, it cannot do this alone and it must not be seen in isolation from the broader environment. The political, social and economic context influence people's values, beliefs and attitudes and EDC/HRE reforms are most effective when they are a part of comprehensive strategies for social change.



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

49. Where not all countries replied to a specific question, the total number is still indicated in this text as 40 for ease of comprehension by a diverse audience.

Figure 3: Q2. In your country, is priority given to...



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016). NB: For questions a,c,d,e and g the number of respondents is 40. For question b there were 37 respondents and for question f there were 38 respondents.

The priority given to EDC/HRE is generally high across different types and levels of engagement and support, as shown in Figure 3. Over half of the countries that responded said that EDC/HRE was largely their priority at the national level of government. This rose to 38 countries out of 40 assessing that EDC/HRE was either a fairly or to a large extent a priority. In comparison to the slightly different pool of countries that responded to the 2012 assessment, there are fewer countries that indicated that priority is given to EDC/HRE at a local level. Support is high in 2016 in terms of training in EDC/HRE for teachers and school leaders (35 out of 40 or 88% of respondents), co-operation with NGOs and youth organisations (88%), and making resources and materials available (34 out of 40 or 85% of respondents).

There are some additional findings regarding trends on priorities for the countries that responded to both the 2012 and 2016 review cycles (see Table 1). The most

notable finding is the consistency of the responses across time, with at least half the countries responding in exactly the same way to each of the elements regarding their priorities. Countries increased their priority level the most on supporting training about EDC/HRE for teachers and school leaders with 11 countries out of 30 or 37% increasing their priority score. This was followed by an increase for 8 countries out of 30 or 27% in the national priority given to EDC/HRE. In contrast, and more worryingly, the greatest decrease in priorities was for making financial support available (9 out of 29 country responses or 31%) and making available (8 out of 30 country responses or 27%). Europe-wide research suggests that reductions in funding could well be a continuation of the effects of the economic crisis in certain countries in Europe and that this can be associated with societal challenges now and in the future (Hoskins, Kerr and Liu 2016).

Table 1. Changes in priorities in EDC/HRE for different domains across time for the countries that participated in both the first and the second cycle of the Charter review (Q2)

	National		Local		Education		Support		Resources		Finance		Co-operation	
	No.	%	No.	%	No.	%	N	%	No.	%	No.	%	No.	%
Decrease	7	23.3	5	20.0	5	16.1	3	10.0	8	26.7	9	31.0	6	20.0
Increase	8	26.7	5	20.0	5	16.1	11	36.7	5	16.7	3	10.3	7	23.3
Same	15	50.0	15	60.0	21	67.7	16	53.3	17	56.7	17	58.6	17	56.7
No. of countries	30		25		31		30		30		29		30	

For the majority of countries any change in policy emphasis is typically one position up or down the scale (not at all, a little, fair, large), but for local government there were three countries with either a two- or three-degree decrease in priority. This suggests that for a small number of countries there has been a large drop in priority given to EDC/HRE at the local level.

The qualitative data in 2016 indicated for several country respondents that EDC/HRE in their countries is now either part of a wider national policy or exists in connection with broader initiatives in human rights and education (e.g. Estonia, Montenegro, Norway, Sweden and Ukraine). In fewer cases, there are specific EDC/HRE initiatives at a local or national level like in Switzerland and Germany where there is support from the cantons and the *Länder*, respectively.

Table 2. Trends in implementing measures and plans to promote EDC/HRE across time for the countries that participated in both the first and the second cycle of the Charter review (Q6 & Q7)

	Q6 Measures		Q7 Planned measures	
	No.	%	No.	%
Total 2012	22	68.8	24	80.0
Total Y 2016	32	100	27	90.0
Change	10	31.3	3	10.0
No. of countries	32		32	

All countries that took part in the 2016 assessment said that they took concrete measures to promote citizenship and human rights education, in accordance with the objectives and principles of the Charter (see examples in Box 1). This represents a positive change since the last review cycle in 2012 when fewer than 70% or 22 out of 32 countries were reported to be implementing measures on EDC/HRE. For those countries that participated in both review cycles there has been slightly less than a third of an increase in implementation (see Table 2). In addition, the country responses to question 7 show there has also been a 10% increase (3 out of 30 countries) in planned projects in this field across the two-cycle group of countries, with up to 27 out of 30 or 90% of countries having planned projects (see Table 2).

BOX 1: EXAMPLES OF NEW EDUCATIONAL INITIATIVES AT NATIONAL LEVEL

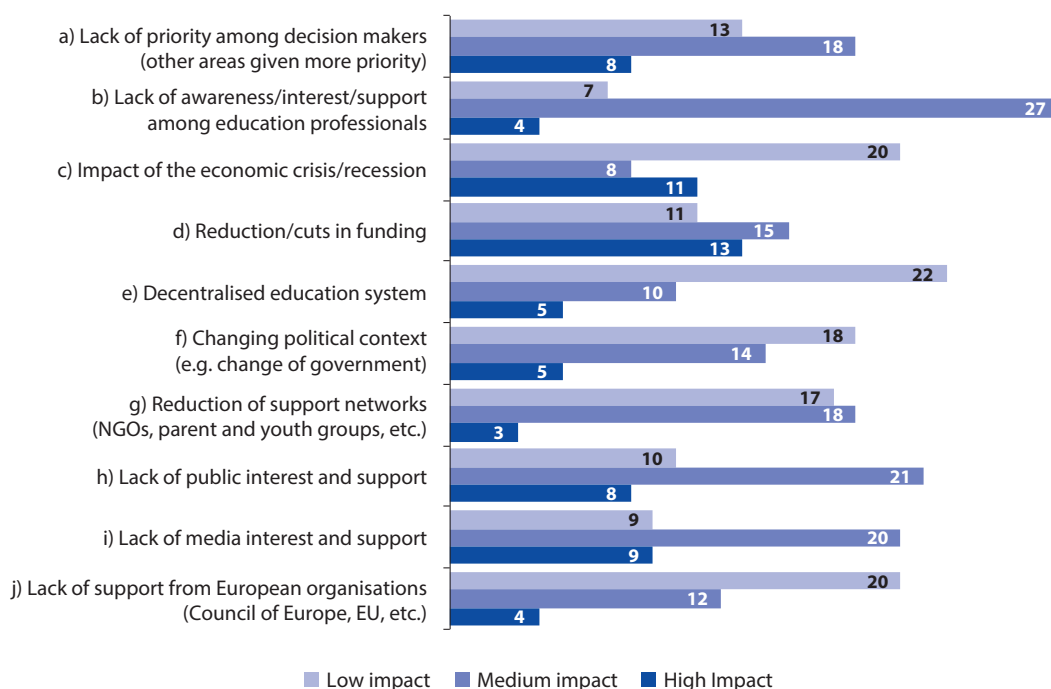
Lithuania: the Ministry of Education and Science recently approved the Inter-institutional Action Plan of Civic and National Education for 2016-2020. Furthermore, one of the major national programmes financed by the state was the Long-term National and Citizenship Education Programme, under which funds were allocated to the preparation of educational materials, teacher training, research and collaboration with NGOs for the promotion of democratic citizenship.

Portugal: in the curricular framework under the Decree-Law no. 139/2912, July 5, the reference document "Citizenship Education guidelines" was produced, including different thematic areas of citizenship education and specific curricular guidelines developed by the Ministry of Education in partnership with other public sectors and civil society organisations. These partnerships, in many cases linked to national plans/national strategies and protocols, have been intensified through joint projects, in-service teacher training, awareness-raising sessions and other initiatives implemented in schools.

Most of the said measures are related to: i) policy or curricular reforms, ii) teacher training, iii) making resources and support available, and iv) co-operation between and within countries, and across different sectors (e.g. NGOs, youth organisations, schools).

Country respondents have identified the following challenges as salient for the promotion and development of EDC/HRE, according to their medium to high impact: i) lack of media interest and support (73% of respondents), ii) lack of awareness/interest/support among education professionals (78%), iii) lack of public interest and support (73%), and iv) reduction/cuts in funding (71%). As for challenges to the promotion and development of EDC/HRE having a rather low impact, half of the respondents have indicated the decentralised education system, the impact of the

Figure 4: Q26. What are the key challenges to the promotion and development of education for democratic citizenship and human rights in your country?



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

economic crisis/recession, and lack of support from European organisations (see Figure 4). It was also pointed out that the political, social and economic context is probably more important in terms of hindering the development of EDC/HRE than any of the above-mentioned challenges.

For EDC/HRE to receive greater priority among countries, the three main actions that appear to have the largest influence are: i) availability of data on effectiveness of EDC/HRE, ii) increased visibility of EDC/HRE in the media, and iii) increased political will, with all receiving responses from just under half of countries. When the two categories of “fair” to “large extent” are combined, then the 3 most influential actors change to: i) improved awareness of relevance of EDC/HRE for meeting the current challenges in our societies, ii) increased visibility of EDC/HRE in the media, and iii) advocacy by prominent personalities (all with 33 out of 40 country respondents or 83%). These are closely followed by availability of data on effectiveness of EDC/HRE with respect to meeting the current challenges in our societies, including examples of good practice (32 out of 40 countries or 82%). The need for more resources allotted to EDC/HRE seems to be fairly important as well (78% of respondents).

Table 3. Trends in inconsistencies found in EDC/HRE principles and education policies, policies and practices, and policies with other sector policies across time for the countries that participated in both the first and the second cycle of the Charter review (Q4)

	Principles & policies		Policies & practice		Policies & other sectors	
	No.	%	No.	%	No.	%
Total 2012	3	10.0	6	20.0	4	14.8
Total 2016	10	33.3	20	66.7	13	48.1
Change	7	23.3	14	46.7	9	30.0
No. of countries	30		30		27	

NB: In the second review cycle the response boxes were changed from “yes/no” to degree of inconsistency. In order to make the comparison over time we have combined “a little” and “a lot” responses into the “yes” category and used the “not at all” category as the “no” response.

The review inquired whether there were inconsistencies found in countries between EDC/HRE principles and national education policies, between policies and practices, and between education policies and other sector policies. The analysis shows that in the majority of cases country respondents suggest that there are no inconsistencies between principles and national education policy in EDC/HRE. Nevertheless, since 2012, the level of inconsistency between principles and policies has increased by 23% (7 more countries) for the group of countries that participated in both reviews (see Table 3).

When it comes to the implementation of EDC/HRE policies in practice, a substantial number of countries observe a fair level of inconsistency, 66% in 2016. Since 2012 the level of inconsistency between policies and practices has risen considerably, with an almost 50% increase for the countries that participated in both review cycles (see Table 3).⁵⁰ One possibility is that consistent involvement in the review cycles itself could have helped to raise awareness of these issues and thus influence the perception of the level of inconsistencies by the country respondents. Caution should also be taken when drawing strong conclusions from this data due to changes within the response options for this question (see Table 3).

The most salient implementation issues according to the country respondents' qualitative data are related to the lack of resources and a long-term approach, but also the lack of tools to evaluate EDC/HRE programmes (as stated in a comment from one of the respondents: "there is not enough data collected to assess whether what is decided at policy level is implemented successfully"). Furthermore, respondents highlighted that sometimes low levels of awareness among different stakeholders can create obstacles for the implementation of EDC/HRE policies.

Over a half of the respondents in 2016 stated that strategic approaches have been taken to counter these inconsistencies since 2012 including, but not limited to, new national education policies and strategic plans, amendment of legislative frameworks, reorganisation and review of citizenship education programmes, and support for specific activities on EDC/HRE such as conferences, thematic projects and publications.

One important area in which the situation is quite positive is related to future activities planned to promote EDC/HRE. In 2016 almost all (93%) respondents indicate that future activities are foreseen in particular related to: i) curricular reform, ii) providing further support and resources (e.g. translation of materials, training, campaigns to raise awareness), and iii) international co-operation with other countries or international institutions. In 2012 those countries who participated in both review cycles were mostly already planning measures for EDC/HRE with 24 out of 32 countries or 80% planning them (see Table 2, Q7). In 2016, 3 more countries, representing a 10% increase, are now also planning new measures, bringing the total for this group to 90%.

50. Note that in the second review cycle the response boxes were changed from "yes/no" to degree of inconsistency, from "not at all", "a little" to "a lot". In order to make the comparison over time we have combined "a little" and "a lot" responses into the "yes" category and used the "not at all" category as the "no" response. Caution should be taken with the results as there are considerable changes over time and this could be down to the change in response category.

A further aspect of improvement with regards to the promotion of the Charter since 2012 is related to its **availability in the national language(s)**. Almost all country respondents (38 out of 40) have the Charter available in their own language. This represents slightly less than a quarter increase (7 out of 32 countries) since 2012 for those countries involved in both review cycles (see Table 4). Furthermore, in 2016, 83% of respondents indicated that the Charter is available on the website of their ministry of education or other relevant bodies, and 60% have disseminated it by other means. Availability on the web increased by almost a quarter (7 out of 32 countries) since 2012 for those countries involved in both review cycles (see Table 4). However, one third of the countries do not disseminate the Charter by other means. This does not represent a significant change from the 2012 review.

Table 4. Changes in Charter availability across time for the countries that participated in both the first and the second cycle of the Charter review (Q8)

	National language		Website		Other methods	
	No	%	No	%	No	%
Total 2012	24	75.0	20	62.5	22	68.8
Total 2016	31	96.9	27	84.4	21	65.6
Change	7	21.9	7	21.9	-1	3.1
No. of countries	32		32		32	

Almost two thirds of the respondents (23 countries) have indicated that they do not have the translated version in the minority languages. The reasons provided include the following: there are no official minority languages; minority groups also speak the official language; and the Charter is currently being translated.

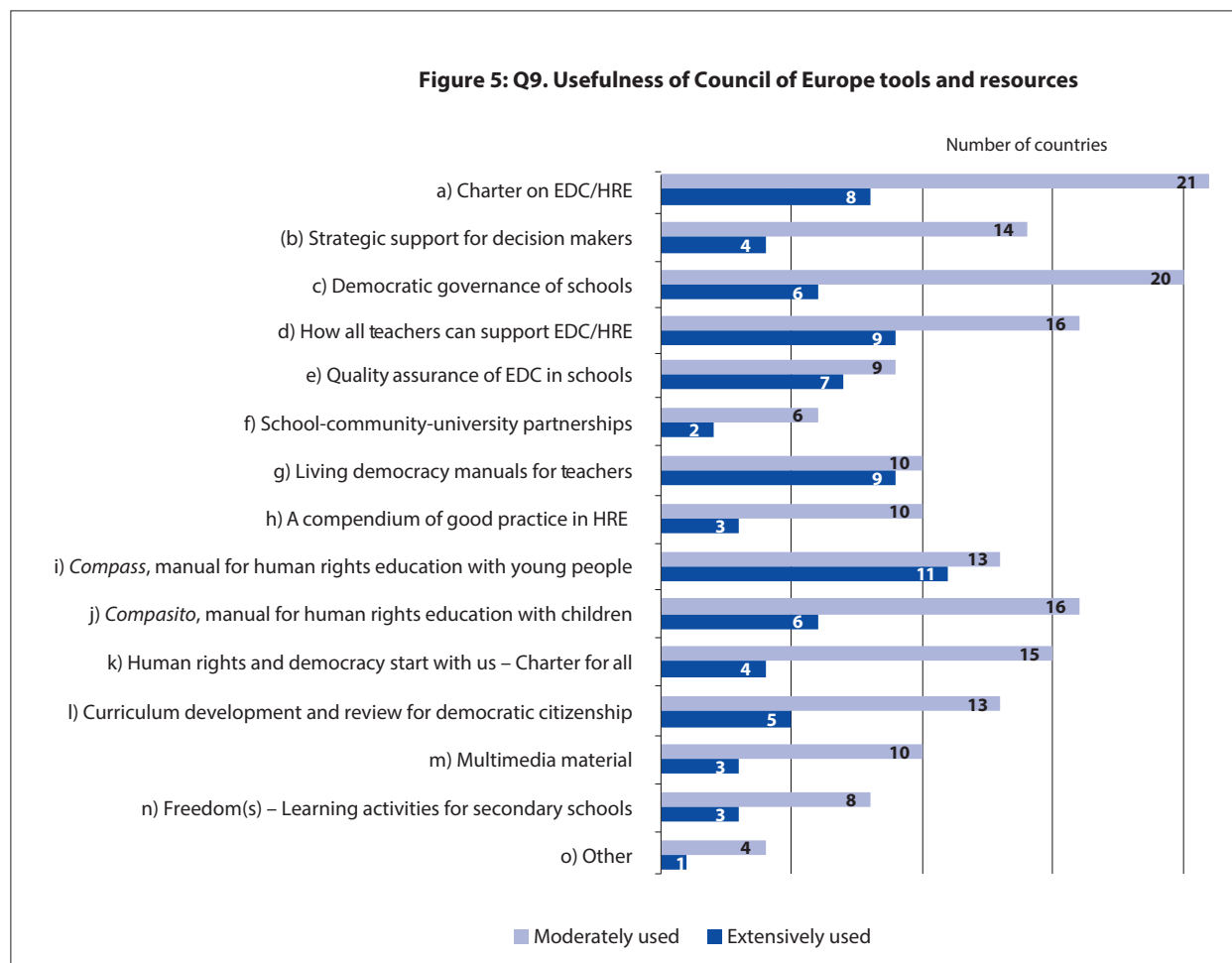
The questionnaire also sought to gauge the usefulness of the tools and resources produced by the Council of Europe for the promotion of EDC/HRE.⁵¹ As shown in Figure 3, according to the respondents the most useful tools (i.e. moderately or extensively used) are: i) the Charter on EDC/HRE, ii) *Democratic Governance of schools*, iii) *How all teachers can support EDC/HRE*, iv) *Compass*, and v) *Compasito*. As for the least useful resources (i.e. scarcely or not used) respondents identified i) *A compendium of good practice in human rights education*, ii) *Freedom(s) – Learning activities for secondary schools on the case law of the European Court of Human Rights*, and iii) *School-community-university partnerships for sustainable democracy*. With regards to the publications *Quality Assurance of Education for*

51. Access to tools and resources of the Council of Europe for EDC/HRE is provided at: www.coe.int/en/web/edc/resources, accessed 12 December 2017.

Democratic Citizenship in Schools, Living Democracy Manuals for Teachers, Human Rights and Democracy Start with Us – Charter for All, Curriculum development and review for citizenship and human rights education, and Strategic Support for Decision Makers – Policy tool for education for democratic citizenship and human rights, respondents provided mixed feedback as some indicated they were either unaware of the resources or did not have information about their use, while others stated different degrees of usefulness ranging from the lowest to the highest.

The results also show that there are many countries that are not aware of how extensively the Council of Europe tools are used, with a large number responding “do not know” to several of the items within the question on use of Council of Europe tools (Q9). This means caution should be taken when comparing the responses as the country responses range from as low as 15 countries to 23 for the trend analysis. Nevertheless, when analysing the trends for countries that have responded in both reviews there are some

interesting findings (see Figure 5 and Table 5). The highest percentage increase in country usage since the 2012 cycle was for *Compasito* (almost a 50% increase or 8 out of 17 countries), *School-Community-University partnerships for Sustainable Democracy* (almost a 50% increase or 7 out of 15 countries) and the Charter (close to 45% increase or 10 out of 23 countries). The largest percentage decrease in use was for “A compendium of good practice in human rights education” (6 out of 15 countries, a 40% decrease) and *Strategic Support for Decision Makers* (5 out of 16 countries or just over a 30% decrease). For the majority of countries any change in usage is typically one movement up or down the scale (not used, scarcely, moderately, extensively) but for the *Charter, Quality assurance of education for democratic citizenship in Schools* and *School Community University partnerships for Sustainable Democracy* three countries indicated a larger increase in positions on the scale of usage, for example changing from “not used” or “scarcely used” to “extensively used”. This suggests that for some countries these tools have started to become important national resources in the last four years.



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

Table 5. Changes in the use of Council of Europe tools across time for the countries that participated in both the first and the second cycle of the Charter review (Q9)

	a.		b.		c.		d.		e.		f.		g.		h.		i.		j.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Decreased	3	13.0	5	31.3	2	10.5	2	10.5	1	6.7	3	20.0	4	21.1	6	40.0	3	16.7	2	11.8
Increased	10	43.5	3	18.8	5	26.3	5	26.3	6	40.0	7	46.7	8	42.1	5	33.3	7	38.9	8	47.1
Same	10	43.5	8	50.0	12	63.2	12	63.2	8	53.3	5	33.3	7	36.8	4	26.7	8	44.4	7	41.2
No. of countries	23		16		19		19		15		15		19		15		18		17	

NB: a = Charter, b = strategic support, c = democratic governance of schools, d = How all teachers can support, e = quality assurance of EDC, f = school-community-university partnerships, g = living democracy manual for teachers, h = compendium of good practice in HRE, i = Compass, j = Compasito. The remaining tools were not asked about in 2012.

Several countries reported that many of the resources have high visibility among policy makers and experts and have been used for the development of local and national EDC/HRE strategies and curricular reforms. Several respondents also stated that these resources are very useful in non-formal education settings, in particular for youth organisations.

However, comments from countries also reveal the challenges they have encountered while using these resources. First the lack of translated versions of these publications into national languages has been an obstacle for their dissemination and use. Second, the difficulty of monitoring how these materials are used can be linked to the general lack of monitoring and evaluation tools and to the decentralisation of the education system. Third the insufficient relevance of these resources to local and national realities was mentioned as a reason for their limited use in some countries.

Approaches to citizenship and human rights education

Questions on specific articles of the Charter (Q10 – Q26)

Section I – General provisions

With regards to Article 3 of the Charter (Relationship between education for democratic citizenship and human rights education), 78% of the respondents (31 countries) confirmed that there is a shared working definition of EDC/HRE in their country.

Since 2012 there has not been much change with regard to the development of a shared definition (see Table 6). Two countries out of the 29 responding to this question have developed a shared definition since 2012, bringing the total up to 24 out of 29 countries or 83% (slightly higher than the group of countries that participated only in the 2016 questionnaire). This is a high level for this group of countries and the increase, although small, is going in a positive direction.

Table 6. Changes in the number of countries with shared definitions of EDC/HRE across time for the countries that participated in both the first and the second cycle of the Charter review (Q10)

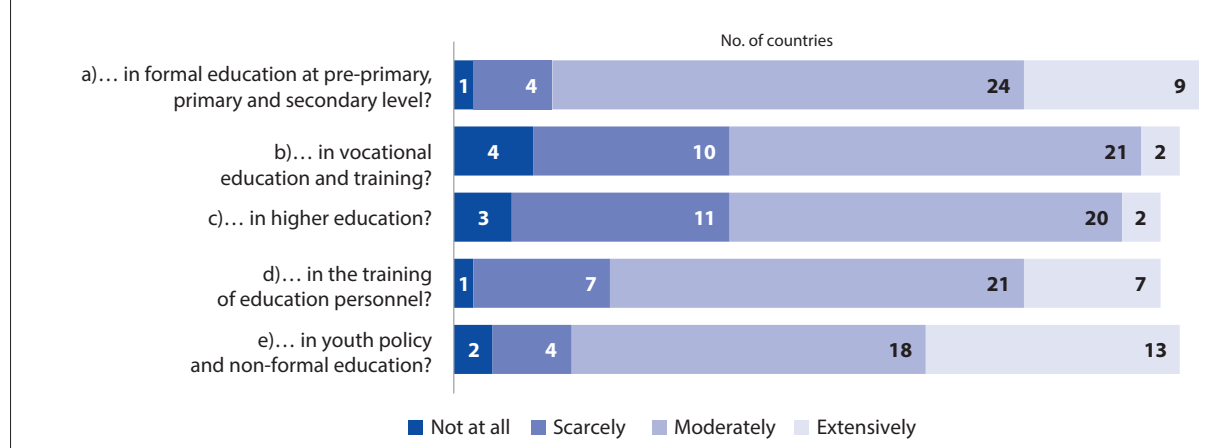
	No.	%
Total 2012	22	75.9
Total 2016	24	82.8
Change	2	6.3
No. of countries	29	

Section II – Objectives and principles

Respondents were asked about the extent to which education laws, policies and strategic objectives explicitly refer to EDC/HRE, in accordance with Article 5 of the Charter on objectives and principles of EDC/HRE. As shown in Figure 6, there is a strong emphasis on EDC/HRE in formal education (pre-primary, primary and secondary level), as well as in youth policy and non-formal education, and the training of education personnel. More worrying, over a third of the respondents stated there is no to scarcely any reference to EDC/HRE in vocational education and training (14 out of 40 respondents). Vocational education and training includes many disadvantaged and minority students. Recent research across diverse European countries finds that disadvantaged and minority young people lose out on political learning as they often attend vocational education and training and this form of education is found to be less supportive of political learning (see Van de Werfhorst 2009; Janmaat and Mons 2011; Eckstein et al. 2012; Janmaat et al. 2014; Hoskins and Janmaat 2016). The lack of laws, policies and strategic objectives on EDC/HRE could be one explanation for why vocational learning is not encouraging young people to be politically engaged. A similar picture regarding the lack of emphasis can be found in higher education policies and objectives (14 out of 40 country respondents).

A major concern is that the trends across the education domains of explicitly referencing EDC/HRE in laws, policies and objectives are all negative (see Table 7). For the countries that participated in both cycles about 60% (17 and 18 countries out of 29 and 30 respectively) reported a decline in explicit references in laws, policies and objectives to EDC/HRE in both formal and vocational education (see Table 7).

Figure 6: Q11. In your country, to what extent do education laws, policies and strategic objectives explicitly refer to EDC/HRE...



Almost half (or 12 out of 27 countries) also reduced explicit references to EDC/HRE in higher education.

Table 7. Changes in the extent that education laws, policies and objectives explicitly refer to EDC/HRE in the different education domains for the countries that participated in both the first and the second cycle of the Charter review (Q11)

	Formal		Vocational		Higher		Training for Ed.		Youth policy	
	No.	%	No.	%	No.	%	No.	%	No.	%
Decreased	18	60.0	17	58.6	12	44.4	10	35.7	11	40.7
Increased	1	3.3	3	10.3	0	0.0	2	7.1	1	3.7
Same	11	36.7	9	31.0	15	55.6	16	57.1	15	55.6
No. of countries	30		29		27		28		27	

Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

The scale of the decline in some countries is of note. The country responses on this scale range from “not at all”, “scarcely”, and “moderately” to “extensively”. Typically, within the overall questionnaire country responses changed just one position in either direction on the scale. However, the decline for vocational education mentioning EDC/HRE for three countries was three steps down the scale, that is from “extensively” to “not at all” and for another five countries it was two steps down the scale. This suggests that the situation for learning EDC/HRE for disadvantaged and minority students, who often end up in vocational education, is only getting worse and there is significant work that could be done in this sector. EDC/HRE within vocational education and training could be considered an area for focus within the next review cycle. For higher education, the scale in reduction was also of note, with one country with a three-position decline and seven countries with a two-position decline.

Section III – Policies

Article 6: Formal general and vocational education

A majority of the respondents (35 out of 40 countries or 88%) have indicated that EDC/HRE is promoted in schools and colleges through a cross-curricular approach, followed by EDC/HRE as obligatory subject matter (78%), a whole-school approach (73%), and finally, EDC/HRE as optional subject matter (45%). Compulsory and elective courses cover topics such as human rights, citizenship/civic education, democracy, intercultural education and social sciences.

In terms of the revision and updating process of EDC/HRE curricula since 2012, the overall picture shows that revisions mainly take place in lower secondary (over two thirds of the respondents), followed by primary (65%), upper secondary school (63%) and pre-primary education (43%). When comparing the situation with the 2012 reviews there has been a slight decline in the number of countries reporting revisions taking place in all domains (see Table 8). The largest decline in number is for pre-primary with six fewer countries implementing revisions.

Table 8. Identifies Changes in the extent that revisions and updates have taken place for the countries that participated in both the first and the second cycle of the Charter review (Q13)

	Pre-primary		Primary		Lower Secondary		Upper Secondary	
	No	%	No	%	No	%	No	%
Total 2012	19	79.2	22	81.5	25	92.6	25	92.6
Total 2016	13	54.2	21	77.8	23	85.2	21	77.8
Change	-6	25.0	-1	3.7	-2	7.4	-4	14.8
No. of countries	24		27		27		27	

In most cases the reasons for the absence of a revision process are: i) the structure of the educational

system (e.g. in Norway pre-primary is not considered an education level, and vocational education and training has a specific curriculum approach), ii) the decision to carry out a revision process is taken at a local/regional level, and iii) EDC/HRE is not present across all levels of education in the country.

The key challenges in this process identified by the respondents were related to the difficulty of finding the right balance so as to avoid a curriculum overload, and at the same time have EDC/HRE as a specific subject for which teachers and educators are appropriately trained. As highlighted by the Greek respondent: “The key challenges identified by the new curricula and instructional approaches pertain to giving the relevant courses a more active learning approach through the use of a wide spectrum of materials and methods”.

Moreover, countries suggested that the political context plays an important role in providing the support needed and in initiating review cycles that are in accordance with current national and international frameworks. Interestingly, in Cyprus the curriculum revision was influenced by the growing diversity of personal and community identities: “The main idea permeating the New Curricula (2010) is that Greek Cypriot children are encouraged to negotiate their identities and at the same time to respect the identities of both the members of the recognized religious minorities and communities in Cyprus, as well as of the people who have migrated to the island... The right and obligation for education implies the determination of the society to reject any kind of exclusion and that the democratic school entails a school where all children are entitled to become educated (Cyprus)”.

In general, the revision and updating process was deemed inclusive and participatory by the respondents. This process was in many countries not exclusively related to EDC/HRE curricula but part of a broader curricula reform. It should be noted that in most countries there was a variety of stakeholders that took part in the process, such as groups or committees of experts, NGOs, teacher associations and student councils. In Norway, teachers and higher education institutions contribute to curriculum development. The Sami Parliament (indigenous people’s parliament) is involved in defining the content of the national Norwegian curriculum to include Sami content. In Belarus, Bulgaria, Croatia and Romania the process was subject to public consultation. The inclusive and participatory approach to the process can be deemed particularly important considering that EDC/HRE often deals with controversial issues and conflicting perspectives. The diverse forms of feedback received by ministries or relevant bodies allow the taking into account of a diversity of opinions and approaches.

Article 7: Higher education

In higher education there has been a fair degree of stability in the promotion of EDC/HRE between 2012 and 2016 with about 60% or 15 out of 26 countries responding with the same level of emphasis (see Table 9). Seven countries (Belarus, Bosnia and Herzegovina, Finland, France, Germany, Latvia and Moldova) reported extensive promotion in 2016.

Table 9. Changes in the extent that EDC/HRE has been promoted in higher education for countries that participated in both the first and the second cycle of the Charter review (Q14)

	No.	%
Decreased	6	23.1
Increased	5	19.2
Same	15	57.7
No. of countries	26	

As already noted during the 2012 review cycle, the high level of autonomy of higher education institutions limits the extent to which governments can control provision of EDC/HRE. However, it is worth mentioning that the country respondents made scant reference to the concepts of democracy and human rights underpinning the existing official legislation and regulatory framework in higher education institutions. Most often the respondents indicated that EDC/HRE content is promoted through specific departments at higher education institutions (e.g. law, educational sciences, history and psychology), but is rarely explicitly present elsewhere.

Nevertheless, several countries provided detailed information on how human rights are included in the mission statements of higher education institutions. In Germany, for instance, such statements confirm the commitment of higher education institutions to human rights. They ensure freedom of teaching, learning and research within the framework of an understanding of knowledge that is based on democratic principles and is committed, amongst other things, to a humane, free and just society, to realising the equality of the sexes, to considering the particular concerns and requirements of the disabled, to eliminating and preventing all discrimination and to promoting international understanding. Educating the individual to respect human dignity and to communicate basic values, as stipulated in the Basic Constitutional Law, represents a key task of higher education institutions in the Federal Republic of Germany.

It might be of interest for the Council of Europe to encourage more substantial feedback from respondents on EDC/HRE in higher education in the next review cycle of the Charter.

Article 8: Democratic governance

With regards to the promotion of democratic governance in educational institutions, the general picture

seems very positive as all respondents indicated that in their countries there are education laws, policies and strategies concerning i) decision-making procedures, ii) school culture and rules, iii) pupil and student participation (e.g. student councils), and iv) parental and family involvement. In relation to school and community links in and out of school, and as noted in the 2012 evaluation analysis, there are still some countries (5) reporting that they do not have any education laws, policies and strategies that concern this specific level.

Looking at the trends between 2012 and 2016, what is noticeable is that all the countries that participated in both review cycles already had laws and policies for democratic governances in education in 2012 for decision-making procedures, school culture and rules, and parental and family involvement and almost all had them for pupil participation and community links (see Table 10). The situation remained stable for almost all these countries up to the 2016 review.

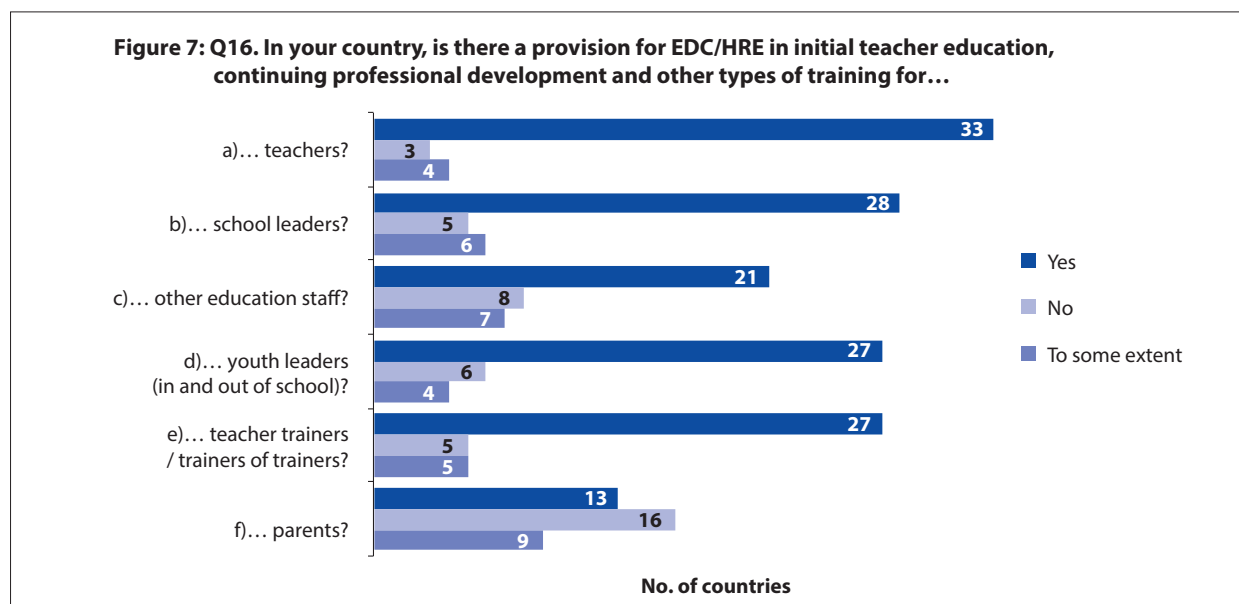
The 2016 qualitative responses commented on the practice of democratic governance across educational institutions, stating that legislation and policies are available at a local, regional and/or national level with an emphasis on lower and upper secondary education. In general, the decision-making process seeks to include different stakeholders, in particular the school administration, teachers, parents and students through school boards, student councils and parent-teacher associations.

Table 10. Changes in laws, policies and strategies on promoting democratic governance in education for countries that participated in both the first and the second cycle of the Charter review (Q15)

	a) Proce- dures		b) School culture		c) Pupil partici- pation		d) Parent family involve- ment		e) Com- munity links	
	No.	%	No.	%	No.	%	No.	%	No.	%
Total 2012	32	100.0	32	100.0	31	96.9	32	100.0	28	90.3
Total 2016	32	100.0	32	100.0	32	100.0	32	100.0	27	87.1
Change	0	0.0	0	0.0	1	3.1	0	0.0	-1	-3.2
No. of countries	32		32		32		32		31	

Article 9: Training

There is a mixed situation regarding provision of EDC/HRE training for a variety of actors (see Figure 7). A majority of the training activities are available for teachers (83%), school leaders (70%), youth leaders (68%) and teacher trainers (68%). The trends between 2012 and 2016 show a fairly large amount of consistency in responses for all forms of training except the training of parents (see Table 11). In this case the trend shows an increase in the amount of training of parents in EDC/HRE with 10 countries out of 25 or 40% increasing their training provision. The largest decrease in training provision was for school leaders with 6 out of 28 or just over 20% of responses showing reduction of this training provision, and training for youth leaders with 5 out of 25 or about 20% of responses this training provision.



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

Table 11. Trends in provision of EDC/HRE in training for educators across diverse domains for countries that participated in both the first and the second cycle of the Charter review (Q16)

	School Teachers		Other leaders		Youth leaders		Teacher trainers		Parents			
	No.	%	No.	%	No.	%	No.	%	No.	%		
Decreased	4	13.3	6	21.4	4	18.2	5	20.0	4	16.0	6	24.0
Increased	1	3.3	4	14.3	5	22.7	2	8.0	2	8.0	10	40.0
Same	25	83.3	18	64.3	13	59.1	18	72.0	9	76.0	9	36.0
No. of countries	30		28		22		25		25		25	

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

In terms of the relationship between the government and other stakeholders, the highest levels of co-operation and support are with NGOs (88% of respondents stated a fair to large extent) and youth organisations (78%), as was also observed with a slightly different group of countries in the 2012 evaluation. When analysing trends for countries that participated in both cycles between 2012 and 2016 we can see a fair amount of change (see Table 12). A quarter or more countries indicated a lower response in their levels of co-operation and support for civil society organisations (see Table 12). It is community and youth organisations that have been affected the most with a reduction of support by about 35% of countries, which equates to 10 and 11 countries respectively. Community groups and youth organisations also experienced the largest decline in country responses. The scale for responses ranged from “not at all”, “a little”, “fair” to “large”. For youth organisations four countries gave a two-position decline and for community groups three countries gave a two-position decline. Nevertheless, we should keep in mind that in seven other countries (just under a quarter) support increased for community groups, notwithstanding small increases in support for youth organisations, according to four country responses.

Table 12. Trends in co-operation and support by governments with various civil society organisations for countries that participated in both the first and the second cycle of the Charter review (Q17)

	NGOs		Youth organisations		Community groups		Parents	
	No.	%	No.	%	No.	%	No.	%
Decreased	9	29.0	11	36.7	10	34.5	7	25.0
Increased	5	16.1	4	13.3	7	24.1	6	21.4
Same	17	54.8	15	50.0	12	41.4	15	53.6
No. of countries	31		30		29		28	

BOX 2. EXAMPLES OF CO-OPERATION INITIATIVES WITH NGOS, YOUTH ORGANISATIONS AND OTHER STAKEHOLDERS

In the Republic of Belarus there are 256 children’s and youth associations and organisations, including the Belarusian Association of UNESCO Clubs, Belarusian Republican Youth Union, Belarusian Republican Pioneer Organisation, Voluntary Labour League of Youth, Belarusian Republican Scout Association, Belarusian Association of Guides and Belarusian Association of Assistance to Disabled Children and Young People. All children and young people have equal rights to participate in the work of associations and organisations.

In Estonia, the Ministry of Education and Research ran the initiative Interesting School (Huvitav Kool). It aims at reflecting society’s expectations of school and education in order to make the learning experience interesting for students, teachers and parents as well as for educational benefactors and friends of education. The initiative sends a clear joint message by the state and the public that going to school can and must be interesting, that developing a student’s natural curiosity is important, and that school must be creative. Many teachers, heads of school, students, parents and educational benefactors have put forward their visions of an interesting school as they see it.

In France, professionals from the world of industry and business are important partners in a citizens’ “reverse force”, which has been set up to enable members of the public to share their experience and play a part in passing on values. This initiative has enriched the longstanding partnership with civil society regarding citizenship education, particularly with associations’ school partners (popular education movements, large mainstream organizations, specialised associations).

In Serbia, NGOs have been providers for teacher trainings for civic education. The Ministry of Youth and Sports co-operates with the Ministry of Education in different areas. Local offices for youth co-operate with schools and provide trainings.

In Ukraine, from February to March 2015, the NGO Nova Doba organised civic education seminars in 20 regions, aimed at strengthening professional networks and communication, and at supporting the process of mutual understanding and reconciliation in Ukrainian society. The trainers were deeply impressed by the desire of educators from both east and west Ukraine to communicate, and to learn about and understand the situation, and solve problems.

Article 11: Criteria for evaluation

The majority of country respondents (58%) stated that they have not yet developed criteria to evaluate the effectiveness of EDC/HRE programmes. Since 2012, the situation appears stable in terms of the overall number of countries that have evaluation criteria, at about 40% or 11 or 12 out of 30 countries (see Table 13). Nevertheless, this masks some variation, in particular the fact that 5 countries have stopped using the evaluation criteria they were using in 2012 and 4 countries have developed new criteria since 2012.

Table 13. Trends in the development of evaluation criteria for countries that participated in both the first and the second cycle of the Charter review (Q18)

	Q18 Evaluation criteria	
	No.	%
Total 2012	12	40.0
Total 2016	11	36.7
Change	-1	3.3
No. of countries	30	

Countries highlighted the difficulty of evaluating and measuring the effectiveness of EDC/HRE programmes in terms of the methodology to be used for this purpose – e.g. standardised testing, self-evaluation, and peer-to-peer evaluation. While skills and attitudes usually develop over a long period of time, evaluation tools are usually not intended to measure changes over a longer period of time. Diverse interpretations of the goals of EDC/HRE create additional challenges in this area. The broader context, peers and media play an important role in the development of values, attitudes, skills and behaviours, and this makes it difficult to define the exact influence and impact of formal education.

As for the countries that are developing (or will develop) criteria for evaluation, the review process is conducted either on a case-by-case basis or using a general broader framework that has been established beforehand. Some respondents indicated that evaluation frameworks were elaborated by external evaluators (e.g. researchers, education experts), and in some cases international guidelines were used as a reference.

Furthermore, in some cases specific criteria to evaluate the effectiveness of EDC/HRE programmes have been developed in the framework of the EU/Council of Europe Joint Programme Human Rights and Democracy in Action (e.g. projects on the Charter on Education for Democratic Citizenship and Human Rights Education: Diversity of Approaches and Teacher training in EDC/HRE: how to develop students' ability to assess information from media and social networks). These criteria have been used in research to evaluate the effectiveness of EDC/HRE programmes through

questionnaires for teachers, school leaders, students, parents, and children's and youth organisations.

The responses reconfirm the considerable work that still needs to be done to raise awareness of the importance of evaluating EDC/HRE programmes and the need to establish effective and durable criteria for such evaluation. The development of such criteria can build upon the existing work within the Organisation such as the Reference Framework of Competences for Democratic Culture,⁵² the existing research in the field such as work conducted by the International Association for the Evaluation of Educational Achievement (IAE) on the International Civic and Citizenship Education Study (ICCS) 2009 and 2016,⁵³ and the Organisation for Economic Co-operation and Development's research on measuring Global Competence (OECD 2016), in collaboration with international organisations such as the UN⁵⁴ and the United Nations Educational, Scientific and Cultural Organization (UNESCO 2015) for research on developing indicators on Global Citizenship Education, and the EU's research into the development of indicators on Active Citizenship and Civic Competence (Hoskins, Saisana and Villalba 2014).

Article 12: Research

Research helps to evaluate the effectiveness of new or existing EDC/HRE practices. When asked to indicate the extent to which research was initiated and promoted to take stock of the current situation, 73% of respondents stated that there is support from a moderate to large extent. There has been quite a large degree of fluctuation between 2012 and 2016. Almost a third of country respondents (9 countries) increased their score on their countries, research initiatives, the same as those that decreased their score on research initiatives, and just over one third maintained the same score (11 countries) (see Table 14). The decreases were more intense than the increases with 3 countries declining two positions on the scale from "large", "moderate", "a little" to "not at all". The 2016 country respondents indicate that although there has been support for research carried out by independent organisations there is a lack of a coherent approach in this area, and funding has been either interrupted or limited by the government. Countries suggested that in order to obtain further support for such research there should be more efforts towards influencing political will, strengthening co-operation and recognition, with a view to promoting the increase of funding and resources for this area.

52. See <https://rm.coe.int/16806ccc07>

53. See the IEA ICCS website for more details on the ICCS 2016 study and the ICCS 2019 follow-up study, available at <http://iccs.iea.nl/>, accessed 13 December 2017.

54. Goal 4.7 of the UN development goals, see <https://sustainabledevelopment.un.org/sdg4>, accessed 13 December 2017.

Table 14. Trends in the extent to which research has been initiated and promoted on EDC/HRE for countries that participated in both the first and the second cycle of the Charter review (Q19)

	No	%
Decreased	9	31.0
Increased	9	31.0
Same	11	37.9
No. of countries	29	

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

With regards to the extent to which educational approaches and teaching methods are promoted to enable pupils/students to acquire competences related to these skill areas, the general picture was that there was a high emphasis on the development of all the four skills listed. A majority of the respondents indicated these approaches and methods are promoted either to a moderate or to a large extent.

The trend analysis between 2012 and 2016 indicates that more than half the countries maintained their commitment to methods for the development of competences for diversity and equality and settling conflict (see Table 15). Of concern is the drop in 11 countries in support for methods that develop social cohesion outcomes and combat discrimination. Nevertheless, 6 countries increased their support for combatting discrimination, though only 3 countries increased their support for methods that promote social cohesion.

Table 15. Trends in the extent that methods are promoted that enable students to gain a range of competences linked to EDC/HRE for countries that participated in both the first and the second cycle of the Charter review (Q20)

	Social Cohesion		Diversity & Equality		Settle conflict		Combat discrimination	
	No	%	No	%	No	%	No	%
Decrease	11	34.4	9	28.1	9	28.1	11	34.4
Increase	3	9.4	4	12.5	2	6.3	6	18.8
Same	18	56.3	19	59.4	21	65.6	15	46.9
No. of countries	32		32		32		32	

In 2016, the country respondents suggested that the following measures can help promote these educational approaches and teaching methods: improving co-ordination between different stakeholders, strengthening the teaching profession, including these

approaches in the policy-making process, and in particular stressing the need to work more intensively on preventive measures, instead of interventions when conflicts or bullying have already occurred.

In Slovenia, the relevant ministry has prepared content intended for all audiences, especially teachers, school leaders and parents, in order for them to have the necessary information and advice regarding the integration of immigrant children into the education system.⁵⁵

Section IV – Evaluation and co-operation

Article 14: Evaluation and review

The questionnaire asked whether governments have taken any action (or will in the future) to evaluate strategies and policies undertaken in accordance with the objectives and principles of the Charter. Over half of the respondents stated that evaluations have been done in the last four years or are foreseen. The trend is also positive in conducting these evaluations, and there was just over a 30% increase (9 countries out of 32) (see Table 16). Those who said in 2016 that no action has been taken or is foreseen provided a number of reasons, including the following: it would duplicate the efforts of external evaluators; there are not enough human and financial resources to do so; and specific aspects of the Charter are indirectly evaluated through other studies in the education field.

Table 16. Trends in action undertaken to evaluate strategies and policies towards the principles of the charter for countries that participated in after both first and the second cycle of the Charter review (Q21)

	Evaluation and review	
	No.	%
Total 2012	8	27.6
Total 2016	17	58.6
Change	9	31.0
No. of countries	29	

Countries that have carried out evaluations in recent years also commented on some of their key findings. First, raising awareness and strengthening knowledge about EDC/HRE within the school community (teachers, students, parents, etc.) are among the most salient issues identified. Second, lack of resources allotted has impacted the ability to carry out in-depth evaluations and reviews, and therefore these actions have not been given due attention.

55. See www.zrss.si/objava/vkljucevanje-otrok-beguncev, accessed 13 December 2017.

Article 15: Co-operation in follow-up activities

There is a high level of co-operation among countries (73% in 2016) and this is to a large extent through initiatives driven by the Council of Europe and the European Union. There has been a one-third increase in cooperation among countries (10 out of 30 replies) (see Table 17). Country respondents also provided feedback on what is needed to encourage such co-operation activities, highlighting the importance of adequate financial resources and sharing information in a timely manner between partners and within the countries, so as to avoid overlapping between initiatives.

Table 17. Trends in co-operation undertaken with other countries for the countries that participated in both the first and the second cycle of the Charter review (Q21)

Co-operation with other countries		
	No.	%
Total 2012	12	40.0
Total 2016	22	73.3
Change	10	33.3
No. of countries	30	

It is worth mentioning here that since 2013 a considerable number of countries⁵⁶ have participated in one or more projects in the framework of the Council of Europe/EU Joint Programme Human Rights and Democracy in Action. Several of these and other countries have also participated in the Regional Summer Academies organised by the European Wergeland Centre and the Council of Europe. Many countries mentioned these initiatives in their replies to the questionnaire as examples of good practice.

BOX 3. SOME EXAMPLES OF INTERNATIONAL CO-OPERATION PROGRAMMES AND PROJECTS

- ▶ Promoting Human Rights Education and Democratic Citizenship - EU/Council of Europe Joint Programme (2015-2017)
 - **Armenia, Azerbaijan, Georgia, Republic of Moldova, Ukraine and Belarus**
- ▶ Human Rights and Democracy in Action – EU/Council of Europe Joint Programme (2013-2016)
 - **Croatia, Hungary, Montenegro and Romania:** Travel pass to democracy: supporting teachers for active citizenship

56. Armenia, Azerbaijan, Belarus, Cyprus, Croatia, Finland, France, Georgia, Greece, Hungary, Ireland, Montenegro, Republic of Moldova, Romania, Ukraine, Spain and the United Kingdom.

- **Cyprus, Ireland, Montenegro, Spain and the United Kingdom:** Teaching controversial issues: developing effective training for teachers and school leaders
- **France, Finland and Ireland:** Three Country Audit of the Lower Secondary Citizenship and Human Rights Education Curriculum
- **Greece, Hungary, Montenegro, Poland and Romania:** Addressing Violence in Schools through Education for Democratic Citizenship and Human Rights Education
- **Belarus, Georgia, Lithuania and the Russian Federation:** Teacher training in EDC/HRE – how to develop the ability of students to assess information from media and social networks?
 - ▶ Pestalozzi – The Council of Europe’s programme for the professional development of teachers and education actors
 - ▶ Council of Europe Reference Framework of Competences for Democratic Culture: testing of the descriptors: Andorra, Armenia, Belarus, Belgium, Czech Republic, Estonia, Georgia, Luxembourg, Montenegro, Norway, Portugal and Romania
 - ▶ Other
 - **Estonia, Latvia and Lithuania:** Regional Baltic Summer Academy “Local Partnerships for Human Rights through History”
 - **Norway and Slovakia:** Seminar in Norway in 2015 on HRE organised with the Ministry of Education in Slovakia
 - Switzerland and Ukraine: Development of Citizenship Competences in Ukraine

Article 16: International co-operation

Regarding cooperation with international organisations and institutions, the majority of countries reported interactions with the Council of Europe (95% of respondents), followed by the United Nations system (93%), the European Union (90%) and the Organisation for Security and Co-operation in Europe (OSCE) (65%). There have been no significant changes in levels of co-operation since the 2012 review cycle (see Table 18). Other organizations mentioned by respondents were the British Council, European Youth Forum, European Parliament, European Wergeland Centre, North-South Centre of the Council of Europe, International Holocaust Remembrance Alliance, Organization of Ibero-American States and the Organisation internationale de la Francophonie (OIF).

Table 18. Trends in co-operation undertaken with international organisations for the countries that participated in both the first and the second cycle of the Charter review (Q21)

	Council of Europe		UN		OSCE		EU	
	No.	%	No.	%	No.	%	No.	%
Total 2012	30	100.0	28	96.6	17	63.0	27	90.0
Total 2016	28	93.3	28	96.6	17	63.0	27	90.0
Change	-2	6.7	0	0.0	0	0.0	0	
No. of countries	30		29		27		30	

As shown on the table below in Table 19, in terms of expectations respondents indicated that they sought mainly an exchange of good practices, knowledge and skills as well as networking and partnership opportunities.

Expectations from international co-operation on EDC/HRE	Recommendations to make the co-operation more useful
<ul style="list-style-type: none"> • Exchange of good practices/ knowledge/skills • Networking and partnership opportunities • Coherent approach to EDC/HRE across European countries • Fostering democratic culture • Enhancing national expertise and capacity building 	<ul style="list-style-type: none"> • Enhance joint activities and partnerships between countries • Availability of resources in other languages • More funding for projects and programmes • Support teacher training and capacity building • Improve country co-operation to solve common challenges • Take into account specific needs of countries

As shown in Figure 8, the questionnaire also enquired about the respondents' level of satisfaction with regards to their expectations from the Council of Europe. A majority of the countries expressed satisfaction with all options on the list. About half of the countries have stated that their current level of satisfaction was very high with respect to the opportunities for sharing and co-operation with other countries (22 out of 39

countries) and provision of a shared framework of reference/common standards (17 out of 40 countries).

This assessment is consistent with the extensive co-operation activities several countries have chosen to participate in since 2012 as stated in the analysis of Article 15 above. They are indicative of a broader demand for co-operation opportunities, networking and exchange of expertise required for addressing both local needs and global challenges.

Impetus for dialogue and co-operation within the country, authoritative encouragement to ensure respect of commitments, and technical assistance were deemed useful to a lesser extent.

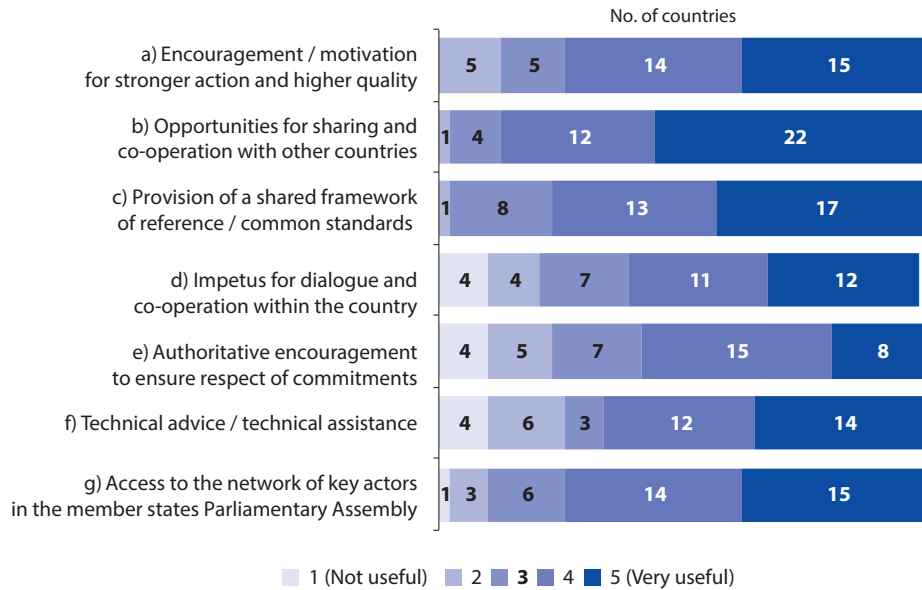
Feedback on areas of interest and improvement for the next review cycle

The 2016 questionnaire included a follow-up section to enquire about particular areas of interest and improvement for the next review cycle. As shown in Figure 9, respondents have expressed great interest in giving a higher priority to the following areas: i) training; ii) formal general and vocational education; and iii) skills for promoting social cohesion, valuing diversity, and handling differences and conflict. The top three medium priority choices were i) research, ii) role of NGOs, and iii) evaluation and review. Combining the two categories medium to high priority, the top five were 1) skills for promoting social cohesion, valuing diversity and handling differences and conflict, 2) formal general (pre-primary, primary and secondary school) and vocational education, 3) higher education, 4) democratic governance, and 5) research.

With regards to suggested improvements to ensure meaningful and useful data collection for the next review cycle, respondents provided recommendations:

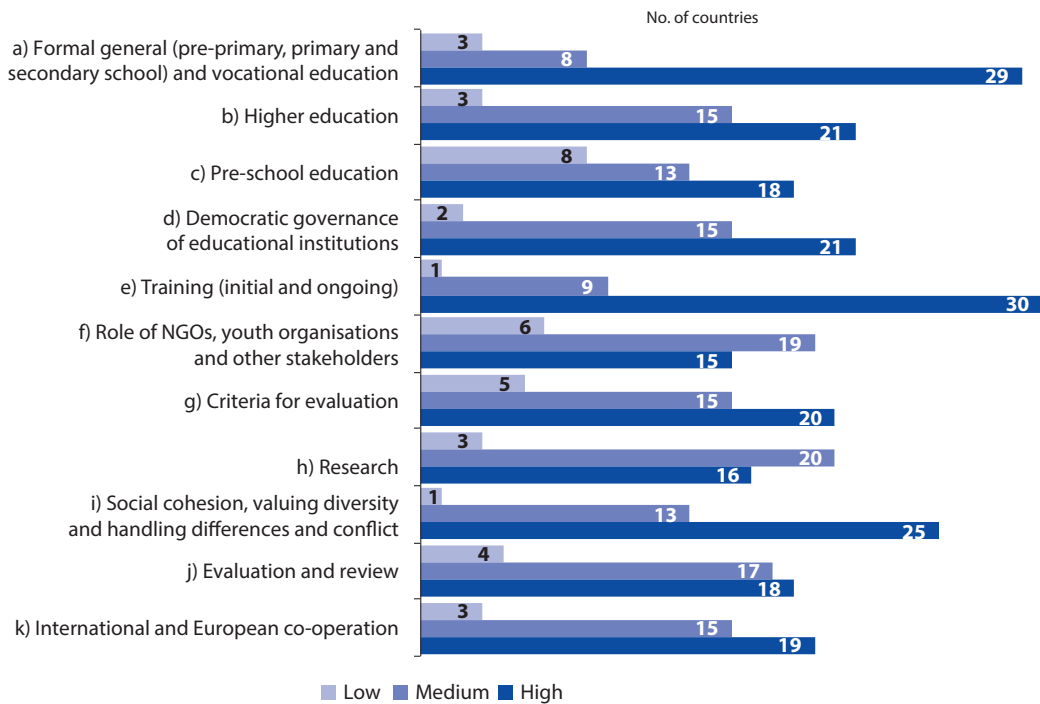
- ▶ Further specify some topics and definitions – e.g. with regards to research, training and evaluation, and provide guidance well in advance for both qualitative and quantitative data collection.
- ▶ Include questions that allow the development of comparative indicators among countries, such as the presence of EDC/HRE in the curricula (as a cross-curricular topic, as a separate subject, or as contents within a subject), the levels at which it is taught, specific contents included, methodology used and assessment methods.
- ▶ Conducting quality EDC/HRE studies in the countries to provide a more in-depth analysis of the situation.
- ▶ Focus on more thematic questions.

**Figure 8: Q25. What are your expectations from the Council of Europe?
Please indicate the current level of satisfaction**



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).

Figure 9: Q27. What particular areas should the follow-up questionnaire focus on for the next review cycle?



Source: Survey responses to the questionnaire for governments on the implementation of the Charter (2016).
NB: The number of respondents for question a=37, b=36, c=31, d=36, e=39, f=34, g=35, h=36, i=38, j=35, k=34

The questionnaire also asked in what ways the Charter review process can be of support to the countries. A majority of the respondents have stated that the review process is most useful for giving access to expertise from other countries and from international institutions, followed by being a support tool for dialogue with other countries, providing encouragement for stronger action and higher quality, as well as providing the opportunity to promote good practices. This attests to the added value that the review process of the Charter can have and is in support of the further development of an appropriate methodology and support tools.

Focus Group 2016: parliamentarians

The goal of the Focus Group section in the questionnaire to be addressed to the education commissions in the national parliaments or other similar bodies was to enquire if legislation has been adopted in the last five years (or if it is in preparation) with a view to supporting and promoting EDC/HRE. The examples of legislation to support and promote EDC/HRE that have been provided by countries can be found in Appendix II.

The respondents to the Focus Group section also mentioned that the following thematic areas were of particular concern to their respective parliaments:

- ▶ Contribution of education to the development of democratic culture;
- ▶ Strengthening teachers' training and professional development;
- ▶ Combatting and preventing violent extremism and radicalisation leading to terrorism, violence, and bullying in schools;
- ▶ Minority issues, in particular related to the integration of migrants and the Roma population;
- ▶ Knowledge of the history and the democratic traditions of the country;
- ▶ Parliamentary control to oversee the implementation of adopted legislation in the prevention of bullying, the accessibility of education in the regions, the guarantee of quality and availability of ethnic minority education.

It should be noted that only about half of the respondents (19 countries) provided feedback (full or partial) from their parliaments. Several respondents mentioned difficulty in contacting relevant interlocutors in the parliament, which confirms that in general collecting information from actors outside the formal education sector is difficult in many countries.

In any case, lack of feedback from the parliaments is a somewhat contradictory picture considering the priority given to EDC/HRE at policy level, according to the replies of the majority of countries. It would be interesting

to explore this issue in the framework of future co-operation programmes of the Council of Europe.

Key conclusions

The second review cycle of the implementation of the Charter is being organised at a time when Europe faces serious challenges to democracy and human rights. "Democratic citizenship and human rights education are ... increasingly important in addressing discrimination, prejudice and intolerance, and thus preventing and combating violent extremism and radicalisation in a sustainable and proactive way", as noted by the Secretary General Thorbjørn Jagland in his annual report (Council of Europe 2016).

The analysis of the questionnaire responses of States Parties to the European Cultural Convention demonstrates that substantial progress has been made in the countries and that EDC/HRE is gaining ground in education systems and school communities across Europe. All countries that took part in the survey reported that concrete measures were taken to promote citizenship and human rights education, in accordance with the objectives and principles of the Charter, compared to two thirds of respondents in 2012. There is an over 30% increase in the number of countries where action has been taken or is foreseen to evaluate strategies and policies in this area in the last four years. Almost all countries have the Charter available in their language, and most countries have it available on the websites of their ministries of education or other relevant bodies.

At the same time, a lot remains to be done to ensure effective and sustainable promotion of democracy and human rights through education. Some provisional conclusions and recommendations on the priority areas for future action are included below.

Long-term approach and political and pedagogical priority

Inconsistencies between policies and their implementation are reported by 66% of respondents in 2016 compared to 20% in 2012. The most salient implementation issues according to the respondents are related to the lack of resources, lack of a long-term approach, lack of evaluation tools and lack of awareness among key partners.

In the last two years education has received unprecedented levels of political interest as an essential part of responses to current societal challenges. This has provided multiple opportunities for the promotion of citizenship and human rights education. Nevertheless, stronger continuity and stability in education policy is required to ensure that EDC/HRE programmes transcend political changes and diffuse the education

curricula systemically so that they have an added value in the long run. EDC/HRE must be given further political and pedagogical priority in a long-term perspective. This can potentially entail – among other avenues for such reinforcement – the mandatory provision of EDC/HRE at least in formal education in an effort to essentially prioritise it considering, that the number of countries where EDC/HRE is not an obligatory subject at any age has remained unchanged in recent years.⁵⁷

Connecting citizenship and human rights education to everyday life

Over 80% of respondents felt that a) awareness of the relevance of citizenship and human rights education for addressing the current challenges in societies, b) increased visibility of citizenship and human rights in the media, and c) advocacy by prominent personalities are needed in order for such education to receive a greater priority in their countries.

While education is seen by decision makers as an essential part of solutions to current challenges, a lot remains to be done to demonstrate the relevance of democracy and human rights values for our everyday life. These concepts and approaches are often seen as alien, abstract and irrelevant by many educators, students and their parents.

Balanced provision in different tracks and types of education

Over a third of respondents stated there is hardly any to no reference at all to EDC/HRE in laws, policies and strategic objectives, in vocational education and training, and higher education (14 out of 40 respondents). Only seven respondents noted that citizenship and human rights education is promoted extensively in higher education institutions. Respondents indicated that citizenship and human rights-related content is most of the time promoted through specific departments at higher education institutions (e.g. law, educational sciences, history and psychology), but is rarely explicitly present elsewhere.

Unbalanced provision of EDC/HRE can be observed among the different tracks of education level and types. Citizenship and human rights education appears to be less present in vocationally-oriented education (where many disadvantaged and minority groups are found) as compared to general education. Recent research suggests that disadvantaged young people lose out on political learning when placed in vocational education

and this could be one explanation about why this is the case. At the same time, explicit promotion of citizenship and human rights-related content in higher education institutions remains quite low. Considering the importance of citizenship and human rights-related issues across the education system and the need to further empower young people amidst socio-economic crisis, the ethos of democracy and human rights needs to be more present and explicit both in vocational education and training, and in higher education.

Criteria for evaluation

In almost two thirds of the countries no criteria have been developed to evaluate the effectiveness of programmes in the area of citizenship and human rights education. Several respondents have stated they have yet to develop criteria for evaluation (58%), and that research in this area receives only moderate support.

There has been ongoing debate as regards the assessment of EDC/HRE and the evaluation of the effectiveness of programmes therein. Evidence from other subjects taught in schools suggests that formal assessment contributes to their consolidated status in the curricula. Evaluation of the effectiveness of programmes often helps enhance such effectiveness and secure relevant resources. However, it is often pointed out that citizenship and human rights education – like any other values education – is a sensitive area, and that there are certain dangers and concerns with respect to state involvement in this area. Clear and meaningful criteria and appropriate assessment tools are needed in order to evaluate the effectiveness of citizenship and human rights education. A systematic formal national assessment for the effective implementation of policies in the framework of EDC/HRE using appropriate evaluation tools and instruments can help ensure that citizenship and human rights education is adequately assessed, reinforce the status of such education, and secure its place in the curricula.

Systematic and appropriate evaluation

Only about half the respondents stated that evaluations of strategies and policies undertaken in accordance with the aims and principles of the Charter have been done or are foreseen. A more coherent and consistent approach to the assessment of progress in the area of EDC/HRE as well as to information and data collection and interpretation is required. The replies received from the countries show that collecting information from various actors can be difficult, as often there are no established channels for such communication and the data is not collected on a regular basis. On the other hand, the evidence suggests that including perspectives of different stakeholders is essential for the development of EDC/HRE, as it enhances shared ownership

57. Comparing the 2012 report on the implementation of the Charter (Council of Europe 2012) with countries' responses in 2016, as well as Eurydice (2012).

and commitment and contributes to improved quality and effectiveness. Citizenship and human rights issues and approaches need to be explicitly included in ongoing evaluations of education policy and practice and there should be effective ways of pooling together such information from different sources.

International co-operation

The results show an increase of countries that have carried out or are planning to take part in international co-operation activities, from 45% (in 2012) to 73% (in 2016), to a great extent through initiatives driven by the Council of Europe and the European Union such as the Human Rights and Democracy in Action programme, which is open to all States Parties to the European Cultural Convention. An overwhelming majority of respondents felt that the Council of Europe provides a shared framework of reference, encouragement for stronger action and higher quality as well as opportunities for sharing and co-operation with other countries. More needs to be done in order to provide relevant support in accordance with the specific needs and priorities of countries.

Although co-operation among countries in the field of EDC/HRE has increased, the current opportunities for such co-operation remain rather limited and do not meet the existing demand. Such co-operation ought to be further reinforced as it can be instrumental in addressing the current, serious challenges to democracy and human rights in Europe. Pooling of expertise and peer-to-peer learning between countries are essential for addressing such challenges effectively. More opportunities for co-operation with other countries are needed to strengthen relevant and innovative action, and to improve quality of EDC/HRE. Given the countries' commitment to the values and principles of human rights, democracy and the rule of law, targeted co-operative actions can ensure sustainable progress and tangible results.

Further strengthening the Charter review process

A majority of the country respondents felt that the review process provided encouragement for stronger action and higher quality, an opportunity to promote good practice, a support tool for dialogue with other countries and within the country, and access to expertise from other countries and from international institutions. Thus, the 2016 report on the state of citizenship and human rights education in Europe is expected to be a support tool for further development of EDC/HRE policy and practice. In particular, its findings will be used for the organisation of the Conference on the State of Citizenship and Human Rights Education in Europe (20 to 22 June 2017), for the development of the

Council of Europe co-operation programme 2018-2019 as well as for fundraising with other donors for relevant projects and programmes. It is also hoped that the report and the data collected in the framework of this exercise will be extensively used by many partners, researchers, education professionals and civil society organisations in Europe and beyond.

It will be important to further improve the methodology of future Charter reviews, in accordance with the substantial feedback received.

In particular, the respondents provided the following recommendations: a) further specify some topics and definitions and provide guidance well in advance for both qualitative and quantitative data collection; b) include questions that allow the development of comparative indicators among countries; c) conduct quality EDC/HRE studies in the countries to provide a more in-depth analysis of the situation; and d) focus on more thematic questions.

3. FINAL COMMENT

Upon conclusion of the analytical summary of replies to the questionnaire for governments as part of the second review cycle of the state of citizenship and human rights education in Europe in accordance with the objectives and principles of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education for the years 2012-2017, it can be safely argued that substantial progress has been made in the countries and that EDC/HRE is gaining ground in education systems and school communities across Europe. At the same time, important challenges remain, more urgent now considering, among other things, the adverse socio-economic conditions in many European countries, the continuing arrival of refugees, asylum seekers and migrants, as well as the risk of a new outbreak of discrimination and racism and new forms of violent extremism and radicalisation leading to terrorism.

The Charter is the only international legal document that makes explicit reference to both education for democratic citizenship and human rights education. As such, it has potential for being further strengthened as a basic document for policy making and as a practical tool for the promotion of democracy, human rights and the rule of law through education. By adopting the Charter the Council of Europe member states expressed their commitment to “providing every person within

their territory with the opportunity of citizenship and human rights education”. However, the present survey demonstrates that lack of awareness of the relevance of such education to addressing the current challenges to the well-being of each individual and the well-being of our societies as a whole remains the key obstacle to the effective promotion and development of such education. It is important to make use of the current political momentum in order to highlight this relevance. From this perspective, the present review should be seen as an important contribution towards the Council of Europe Action Plans on Building Inclusive Societies and on the Fight against Violent Extremism and Radicalisation Leading to Terrorism. However, citizenship and human rights education must not only be seen as an emergency response in times of crisis, but also as a long-term basic tool for building democratic societies based on respect and dialogue.

It is important to explore how the Charter can be further strengthened as an effective support instrument in this area. What is clear is that such education needs to be constantly questioned, tested, reviewed and updated and that this process must be inclusive, respectful and democratic. However, it should not be about adding more on top of what education systems already have to cope with, but rather about doing things differently. And the Council of Europe member states can learn a lot from each other’s experiences, challenges and achievements.

APPENDIX I: REPLIES RECEIVED FROM THE STATES PARTIES TO THE EUROPEAN CULTURAL CONVENTION

COUNTRY	2012	2016
Albania	Yes	Yes
Andorra	Yes	Yes
Armenia	Yes	No
Austria	Yes	Yes
Azerbaijan	No	Yes
Belarus	Yes	Yes
Belgium	Yes	Yes
Bosnia and Herzegovina	No	Yes
Bulgaria	Yes	Yes
Croatia	No	Yes
Cyprus	Yes	Yes
Czech Republic	Yes	Yes
Denmark	Yes	No
Estonia	No	Yes
Finland	Yes	Yes
France	Yes	Yes
Georgia	Yes	Yes
Germany	Yes	Yes
Greece	Yes	Yes
Holy See	No	No
Hungary	Yes	Yes
Iceland	Yes	Yes
Ireland	Yes	Yes
Italy	Yes	No
Kazakhstan	Yes	No
Latvia	No	Yes
Liechtenstein	Yes	Yes
Lithuania	No	Yes
Luxembourg	Yes	Yes
Malta	Yes	Yes
Moldova	Yes	Yes
Monaco	Yes	Yes
Montenegro	Yes	Yes
The Netherlands	See footnote ⁵⁸	Yes
Norway	Yes	Yes
Poland	Yes	No
Portugal	Yes	Yes
Romania	Yes	Yes
Russian Federation	Yes	No
San Marino	No	No
Serbia	Yes	Yes
Slovak Republic	Yes	Yes
Slovenia	Yes	Yes
Spain	Yes	Yes
Sweden	Yes	Yes
Switzerland	No	Yes
“the former Yugoslav Republic of Macedonia”	Yes	No
Turkey	Yes	Yes
Ukraine	Yes	Yes
United Kingdom	Yes	No
Kosovo	No	No

58. The reply from the Netherlands was submitted after the deadline, and it was not possible to include it in the 2012 report.

APPENDIX II: EXAMPLES PROVIDED BY COUNTRIES OF LEGISLATION TO SUPPORT AND PROMOTE EDC/HRE IN THE FRAMEWORK OF THE FOCUS GROUP 2016: PARLIAMENTARIANS

Azerbaijan:

- ▶ The State Strategy on Development of Education in the Republic of Azerbaijan (2013) pays special attention to providing a secure and non-violent learning environment in which the rights of all are respected.
- ▶ In preparation of a renewed subject “Citizenship” for secondary schools.

Belgium:

- ▶ DASPA (Dispositif d’Accueil et de Scolarisation des Primo-Arrivants)
- ▶ Plan to combat and prevent radicalisation

Estonia:

- ▶ Amendment of Constitution: lowering age for voting to 16 years old in local election. It will be implemented in the 2017 local municipality elections for the first time.

Finland:

- ▶ Government decrees 2012 and 2014 to allocate more resources and focus on citizenship education in basic and upper secondary education

Lithuania:

- ▶ A new version of the Law on Education of the Republic of Lithuania, 2011.

Monaco:

- ▶ Creation of a High Commissioner for the Protection of Rights, Liberties and for Mediation (Ordonnance Souveraine n°4.521, 2013)

Serbia:

- ▶ Education strategy until 2020
- ▶ Strategy of prevention and protection against discrimination
- ▶ National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons (2015-2020)
- ▶ Strategy for social inclusion of Roma in the Republic of Serbia (2016-2025)
- ▶ National strategy for gender equality (2016-2020)
- ▶ Laws on Preschool, Primary, and Secondary Education
- ▶ Law on Student Standards (Official Gazette of the Republic of Serbia, no. 55/2013)

Spain:

- ▶ Organic Act 8/2013, of December 9, for the improvement of educational quality (LOMCE).
- ▶ Royal Decree 126/2014, of February 28, which establishes the basic curriculum for primary education.
- ▶ Royal Decree 1105/2014, of December 26, which establishes the basic curriculum for compulsory secondary education and bachillerato.
- ▶ Order ECD/65/2015 of January 21, which describes the relationship between competences, content and assessment criteria in primary education, compulsory secondary education and bachillerato.
- ▶ The Autonomous Communities have also published their regulation frameworks for co-existence and participation in schools.

Switzerland:

- ▶ New curriculum framework for both the French and the German-speaking areas of Switzerland

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PART VI

CIVIL SOCIETY ORGANISATIONS SURVEY

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EXECUTIVE SUMMARY

Background

This review of the implementation of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education presents the findings from the data collected from representatives of youth organisations and other non-governmental organisations (NGOs) working with young people. It was carried out in 2016 in order to analyse how the Charter is implemented in the member states of the Council of Europe and what role youth organisations and NGOs have in this process.

The data was collected through an online questionnaire, using the software SurveyMonkey, made available for the respondents in English, French and Russian from May to August 2016. The questionnaire was developed on the basis of the general questionnaire provided by the Education Department of the Council of Europe that was targeting governments. However, some questions were added and the other ones were adapted in order to better fit the specificities of youth NGOs.

Of the responses, 96 were taken into consideration for the review, and 70 more were received but were dismissed as they were incomplete or spam. The respondents were from 44 countries, of which 36 were States Parties to the European Cultural Convention of the Council of Europe. Some respondents chose to provide the answers for the region they work in rather than a specific country: Europe, the Middle East and the Western Balkans. Taking into account the specificity of the work of the Youth Department, which includes working with international youth organisations and involving participants from outside Europe in some educational activities, the evaluators decided to include all responses in the review. However, the contribution of respondents from outside Europe was not included in the quantitative analysis but was taken in consideration for the qualitative aspects of the review.

The respondents represent a variety of youth organisations (formal or informal) and other NGOs active either at local, regional, national or international level. These organisations work mainly in the field of Education for Democratic Citizenship and Human Rights Education (EDC/HRE) implementing educational activities and/or advocacy campaigns.

Where possible and relevant, the results of this review were compared to the previous review conducted in 2012. However, given that the respondents to this survey are not necessarily the same as those from 2012, the comparison is to some extent limited in terms of relevance and depth. The review of the implementation of the Charter faces some limits as well. Assessing the extent to which respondents know or use the Charter cannot be done with a high level of precision. Due to the relatively small number of answers to the survey, generalisation of the results is difficult.

Key findings

1. The absence of a shared definition of education for democratic citizenship and human rights education at national level. Only 17% of the respondents claim there is a shared definition of education for democratic citizenship and human rights education in their countries – in Poland, Italy, the Slovak Republic, Greece, Germany, Chile, the Czech Republic, Denmark, Albania and Jordan. This definition comes mainly from “Compass” (Council of Europe 2012) or from the Charter itself. Only a few respondents indicate the sources for this definition. Those who took part in the survey have difficulties in singling out both definitions and explain the differences between EDC and HRE. Some state they are the same or that one feeds the other. They also argue about which definition is more containable: is EDC a part of HRE or vice versa?

2. Information on the Charter is mainly found online and in educational activities at European level. Respondents learnt about the Charter mainly from the educational activities at European level they participated in (almost 47%) but also from the internet (over 31%). Very few survey participants got to know about the Charter from information provided by their governments – only about 3%.

3. The Charter proved to be a useful tool for youth organisations and NGOs. Three fourths (74%) of the respondents claim the Charter is useful or very useful to the policies and activities of their youth organisations and NGOs. They promote it primarily in the non-formal educational activities they organise (77%) and use it as an advocacy and lobbying tool (41%). In the promotion and implementation of the Charter, youth organisations and other NGOs co-operate with different stakeholders, mainly with other organisations and NGOs (71%) or European institutions (70%). This co-operation includes different actions, such as organising common activities, strategy planning and development of EDC/HRE curricula or involvement in expert groups.

4. Young people know little about the Charter. About 80% of the survey participants claim that young people in their countries have very limited or no knowledge about the Charter.

5. COMPASS and COMPASITO are central to EDC/HRE activities. In order to plan and implement EDC/HRE activities, the youth organisations and NGOs use materials developed by the Council of Europe, mainly “Compass” (47% use it extensively and moderately) and “Compasito” (40%). These tools are used mainly in youth policy and non-formal education, in formal education, training of educational personnel or vocational education and training.

6. Some areas of EDC/HRE need greater priority at national level. Supporting training about EDC/HRE for youth workers and youth leaders, making resources about EDC/HRE available and supporting co-operation with NGOs, including youth organisations, in the field of EDC/HRE are receiving the greatest priority at national level. In order for EDC/HRE to receive greater priority in their countries, survey participants think that urgent action or some action is required to increase EDC/HRE media coverage, improve the awareness of the relevance of EDC/HRE for meeting challenges in our societies, allot more resources for EDC/HRE educational and youth projects, use political pressure from regional and international institutions, and make data available on the effectiveness of EDC/HRE with respect to meeting challenges in our societies.

7. The lack of priority among decision makers is perceived as the main challenge to EDC/HRE. Respondents mention many challenges they face in their EDC/HRE practice. The greatest challenge they highlighted is

related to the lack of priority among decision makers (more than 89%), but 93% of the respondents see increased opportunities for training for teachers and youth workers as a means to address the challenges they face. In 2012, the lack of financial support for sustainability was identified as the greatest challenge, (74%), though this went down to 49% in 2016.

8. The impact of the promotion measures for EDC/HRE appears limited (where those measures exist). Only 30% of the respondents are aware of any measures or activities planned to promote EDC/HRE in their countries, in accordance with the aims and objectives of the Charter. These activities include: co-operation with the national EDC/HRE coordinator in the development of educational activities (Georgia), allocation of funds to EDC/HRE activities with young people (Pakistan), a training activity organised by the government within the Pestalozzi Programme (Andorra), launching a new funding scheme for NGOs related to co-operation with schools (Czech Republic), and launching the No Hate Speech Movement youth campaign (Germany).

9. A cross-curricular approach to EDC/HRE seems to be the most popular in formal general and vocational education, according to the respondents. However, about a third of survey participants were not able to specify what approaches are used in this domain.

10. The integration of EDC/HRE in national youth strategies or youth policies appears limited. Some 33% of the respondents claim that EDC/HRE is included in national youth strategies or youth policies in their countries.

11. EDC/HRE provision in the training of partners in education is considered insufficient. When asked whether there is provision for EDC/HRE in initial teacher education, continuing professional development and other types of training for partners in education, half of those surveyed answered negatively, 21% positively and 29% did not know. However, the answers vary significantly for each category of partner in education. Youth workers and trainers, youth leaders and teachers stand on top of the scale while school leaders, parents, school staff and school administrative staff are at the other end. Teacher trainers hold an intermediary position. Since the 2012 survey, a regression can be observed for each category except for parents and teachers, who remained approximately at the same level.

12. The level of co-operation between governments and EDC/HRE actors is perceived as moderate. Governments seem to have a relatively similar level of co-operation and support with human rights organisations, NGOs and youth organisations with respectively 45%, 53% and 51% of respondents considering that co-operation exists to a moderate or large extent.

13. The level of governmental recognition and support for EDC/HRE actors is seen as limited. A little more

than half of the respondents consider that the level of recognition from state authorities of the role of youth organisations and NGOs as important providers of citizenship and human rights education is moderate or significant. The level of governmental support for youth organisations and NGOs involved in EDC/HRE is considered rather limited, with three quarters of participants declaring that their government doesn't support them at all or only a little.

14. Educational approaches and teaching methods in respondents' countries prepare young people only partially to face today's challenges. Less than half (43%) of the participants declared that educational approaches and teaching methods promoted in their country enable young people to acquire competences to promote social cohesion to a moderate or large extent. This number rises to 46% when it comes to valuing diversity and equality (particularly between different faiths and ethnic groups) and 49% for settling disagreements and conflicts in a non-violent manner.

15. Many of the recommendations developed during the Human Rights and Democracy in Action – Looking Ahead conference in 2012 – where the results of the first review of the implementation of the Charter was introduced – were taken on board by the youth organisations and NGOs. It is clear from the data collected that they mainly co-operate in the promotion and implementation of the Charter with other civil society organisations by organising common educational activities and advocacy campaigns or actions. This includes sharing and dissemination of good practices in EDC/HRE. They also continue networking and sharing good practices at regional, national and European level to promote the Charter's implementation and 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.

Recommendations

Based on the findings from the survey and the results of the working groups that discussed them during the 3rd Compass Forum on Human Rights Education, the consultants recommend the following actions:

1. The Council of Europe could support the states in the development of strategic goals for EDC/HRE and the criteria for evaluation across sectors with responsibility for education (all forms of education comprised). This process should include representatives from the youth organisations and other NGOs as important partners that implement EDC/HRE programmes at national and local level.
2. More priority could be given to learning about the Charter and its translation into the lives of young

people in Europe using online tools. This should also be backed up by tools and training courses for civil society to better advocate for human rights education at all levels. "Compass" and the "Charter for all" to some degree.

3. Support for national networks of human rights educators and NGOs should be ensured to allow for broad coalitions able to take action for the advancement of quality and accessibility of HRE with young people.

4. EDC/HRE Coordinators should make greater efforts in consulting and co-operating with civil society, especially youth organisations, in a transparent and open manner. In an ideal scenario, this should be included in their mandate.

5. The states should be encouraged to include EDC/HRE in their youth strategies and policies.

6. The Council of Europe could develop strategies to increase co-operation between NGOs and the governments.

7. The next review cycle should keep the separate questionnaire along with other methods of consultation with civil society. The results of the current review should be advertised at country level and civil society should be encouraged to use it in its advocacy work. The reviews need better follow-up at national level.

8. Visibility of EDC/HRE should be enhanced. The use of social media and online platforms should be considered.

9. EDC/HRE resource materials should be reviewed on a regular basis to adapt them to the changing social context and reality of young people. New tools should also be developed.

10. Funding for EDC/HRE activities should be made available, together with bigger and broader recognition given to the non-formal education sector. The Charter allows for this, but in practice these areas have been missing.

INTRODUCTION

About the Charter

The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education was adopted by the Committee of Ministers in 2010 with the recommendation that it be implemented and widely disseminated to the authorities responsible for education and youth. It was the first European document to set standards for education for democratic citizenship and human rights education (EDC/HRE) both in formal and non-formal education in the member states, followed by the UN Declaration on Human Rights Education and Training in 2011. The Charter recognises the role of EDC/HRE and youth work and provides aims and guidelines on how they can be implemented both in formal and non-formal education. Despite its non-binding character, it has become a handy instrument to foster EDC/HRE at different levels – from local to international.

The 2010 Charter, prepared jointly by the education and youth sectors in the Council of Europe Secretariat, recognises the role of youth organisations and non-formal education in contributing to EDC/HRE:

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 (Council of Europe 2010).

In 2012, the Council of Europe initiated and ran the first review of the implementation of the Charter in its member states, consisting of an analysis of responses coming from governments, youth organisations or other non-governmental organisations (NGOs). Such an approach, involving different stakeholders, both governmental and from civil society, allowed for the recognition of different actors and the drawing of a more complete picture related to the implementation of the Charter. The review was reflected upon during

the Human Rights and Democracy – Looking Ahead conference that took place in Strasbourg on 29 and 30 November 2012, which aimed to take stock of the results achieved since the adoption of the Charter and discuss the challenges faced by the States Parties to the European Cultural Convention, with the view to planning future strategies in this area and assessing the support measures needed from the Council of Europe and other international institutions. A similar approach was used for the overall review of the implementation of the Charter, with the results presented at the conference held at the Council of Europe in 2017.

About this review

This review of the implementation of the Charter by youth organisations and NGOs was initiated at the end of 2015. The review process was designed to answer the following questions:

- ▶ How is the Charter used by young people? To what extent do they find it useful/helpful? How aware are they about the Charter?
- ▶ How is the Charter promoted in the member states? What is the role of youth NGOs in this process?
- ▶ How is the child/youth friendly version of the Charter (“Charter for all”) used by young people in order to raise awareness of the document and promote EDC/HRE?
- ▶ What are the obstacles impeding the implementation of the Charter?
- ▶ To what extent were the recommendations of the first review of the Charter taken into consideration in the following five years?

In May 2016, the questionnaire, in English, French and Russian, was circulated online to the representatives of youth organisations and other NGOs by the Youth Department of the Council of Europe. It was also promoted on Facebook and Twitter. It was designed

on the basis of the questionnaire for the governments developed by the Education Department of the Council of Europe to allow for comparisons between both surveys. However, it was adapted in order to fit the specificities of the youth organisations, e.g. questions about youth work were added and some questions of the original questionnaire were made optional as they could be irrelevant for youth organisations.

The questionnaire is divided into three sections, with section 3 including several sub-sections:

- I. Information about the respondent
- II. General questions
- III. Questions on the specific articles of the Charter
 1. General provisions
 2. Objectives and principles
 3. Policies
 4. Evaluation and co-operation

The evaluators received 166 (148 in English, 10 in Russian and 8 in French) responses, of which 70 were incomplete or spam. The majority of incomplete questionnaires included only respondents data, leading evaluators to discard them as they would not bring any content value to the review of the implementation of the Charter. Therefore, this report analyses the answers of 96 (86 in English, 5 in French and 5 in Russian) respondents who completed the whole questionnaire.

The respondents were asked to state the name of the country they would be providing the answers for. Altogether, the respondents claim to describe the situation related to the implementation of the Charter in 44 countries and 3 regions (in the last review – 28 countries):

The States Parties to the European Cultural Convention of the Council of Europe (36 countries):

Albania - 2	Latvia - 1
Andorra - 1	Luxembourg - 1
Armenia - 2	Netherlands - 1
Austria - 1	Norway - 1
Azerbaijan - 1	Poland - 1
Belgium - 3	Portugal - 2
Bosnia and Herzegovina - 1	Romania - 8
Croatia - 1	Russian Federation - 2
Cyprus - 1	Serbia - 2
Czech Republic - 1	Slovak Republic - 1
Denmark - 3	Slovenia - 1
Estonia - 4	Spain - 1
France - 4	Sweden - 1
Georgia - 4	Switzerland - 1

Germany - 4	"The former Yugoslav Republic of Macedonia" - 2
Greece - 6	Turkey - 6
Hungary - 1	Ukraine - 3
Italy - 5	United Kingdom - 1

Unfortunately, no answer was received from the following States Parties to the European Cultural Convention: Belarus, Bulgaria, Finland, the Holy See, Iceland, Ireland, Kazakhstan, Liechtenstein, Lithuania, Malta, Moldova, Monaco, Montenegro and San Marino.

Other respondents indicated regions or countries that are not States Parties to the European Cultural Convention:

Brazil - 1	Pakistan - 2
Chile - 1	Uganda - 1
India - 1	Europe - 4
Jordan - 1	Middle East - 1
Kosovo* - 1	Western Balkans - 1
Libya - 1	

Some respondents represent ed European/international youth NGOs; therefore, they chose to provide answers about the regions where they primarily carry out their activities. The contribution of respondents from outside Europe was not included in the quantitative analysis but was taken into consideration for the qualitative aspects of the review.

The findings of this review were discussed during the 3rd Human Rights Education Forum held in Budapest in October 2016, which gathered educators, policy makers and human rights education practitioners in formal and non-formal education from all over Europe. Forum participants provided feedback and shared practices that contributed to the final version of this review. The evaluation of the Human Rights Education Youth Programme was also presented, including references to the reception and implementation of the Charter by youth organisations.

About the respondents

The respondents represent a variety of youth organisations: the biggest number come from the youth organisations registered local, regional or national level (about 35%), followed by international youth organisations (11.5%).

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

Some 6% of the people who took part in the survey claim to be affiliated to an informal group of young people, at different levels. The rest of the respondents belong to: federations of NGOs at national level (about 5%), networks of educators and practitioners (4%), minority group organisations (4%), student organisations or councils (4%), national youth councils (4%) and teachers' unions/councils (1%). About a quarter (24%) of the respondents specified different types of organisations from the ones suggested as answers to the question. This includes: various NGOs working with groups that are not exclusively young people (women's rights organisations, human rights organisations, human rights foundations, patients' organisations and international religious organisations) or other types of organisations/institutions such as human rights institutes, university units, think tanks, youth wings of political parties or research institutes.

Those who responded to the survey are mostly in managerial positions in their organisations (members of boards, executive directors, secretary generals, heads of units). Others describe their positions as policy officers, project managers and co-ordinators, trainers, advocacy or programme officers or volunteers in the organisation.

The organisations that respondents represent are active in the field of EDC/HRE, implementing projects and initiatives such as trainings for different target groups (young people, children, education professionals), awareness-raising activities, campaigns, youth exchanges, workshops, seminars or round tables, and translation and adaptation of educational materials. Some initiatives mentioned by the respondents include:

- ▶ Working with Roma people on their literacy skills in Greece
- ▶ Influencing educational and youth policies in Romania
- ▶ Working with war orphans providing therapy and fostering reconciliation in Bosnia and Herzegovina
- ▶ Providing learning opportunities on children's rights through smartphones in Denmark
- ▶ Developing animated videos on human rights instruments in Turkey
- ▶ Mapping youth organisations representing the African diaspora in Italy
- ▶ Providing support to young women who enter politics in Turkey
- ▶ Advocating for the implementation of international HRE standards into national legislation in Denmark
- ▶ Creating a youth parliament for children and young people in Estonia to enhance their participation in decision-making processes in the government.

KNOWLEDGE ABOUT THE CHARTER

Defining education for democratic citizenship and human rights education

The Charter provides both definitions in Section I :

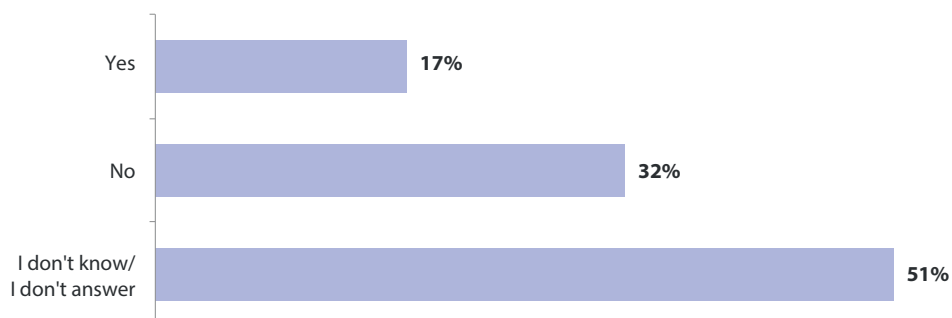
“Education for democratic citizenship” means education, training, awareness-raising, information, practices and activities which aim, by equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour, to empower them to exercise and defend their democratic rights 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.

As further explained in the Memorandum to the Charter, both definitions derive from the ones already existing and used in the Council of Europe. They differ in their final aim (one aims at the promotion and protection of democracy and the rule of law, while the other at the promotion and protection of human rights and fundamental freedoms). The issue of empowerment presented in the definitions may look different but is somehow very complementary: it is difficult to build a universal culture of human rights without playing an active part in a democratic process or without valuing diversity. Both definitions can be disputed, however, this is not the purpose of this review.

When asked about a shared definition of EDC/HRE in the country, 51% of the respondents claimed not to know or declined to answer the question. Only about 17% were sure of the existence of such a definition (Poland, Italy, the Slovak Republic, Greece, Germany, Denmark, Albania and the Czech Republic). The survey respondents from outside Europe (Chile and Jordan) pointed out the existence of such a definition in their countries.

Figure 10: Is there a shared working definition of EDC/HRE in your country?



However, when asked about providing the used definition and the source of it, the respondents usually mentioned the definitions from “Compass” or from the Charter.

We asked the respondents to identify differences between EDC and HRE. Respondents provided many answers to this question, which is part of the questionnaire for the NGOs only and does not appear in the questionnaire for the governments. Some of the replies refer exactly to what has been explained above (definitions from the Charter). However, some participants came up with their own explanations:

The former (EDC) is national but the latter (HRE) is universal.

Education for human rights contains the knowledge and skills about human rights protection, and attitudes to promote and protect us and other human rights. The intercultural dimension is very connected to the human rights dimension of education. Democratic citizenship education provides information about knowledge and skills needed to competently participate in a democratic society such as political education, economic education and peaceful conflict resolution. Human rights and democratic citizenship education are connected in the political systems that are in the Convention for the Protection of Human Rights and Fundamental Freedoms, or any other document for human rights protection.

Human rights education is an important area – one of many – in which students can learn to be active global citizens. This activity provides a case study of one group, Amnesty International, where students might learn about human rights – and possibly join as members. Citizenship education can be defined as educating children, from early childhood, to become clear-thinking and enlightened citizens who participate in decisions concerning society.

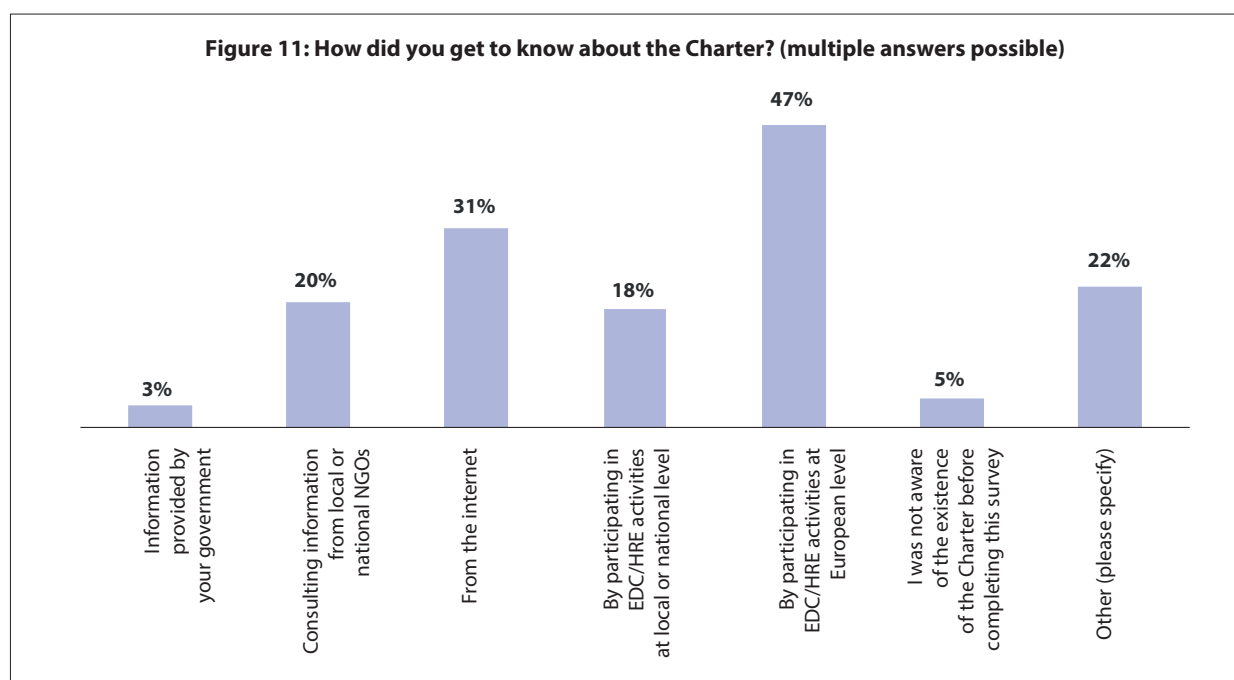
Human Rights Education is the field to create people’s awareness about their rights. Democratic Citizenship is an approach on how to create a society which is created by involvement of everyone’s decision.

Democratic citizenship – teaches the good sides of it and encourages more people to take part in society’s developing process. HRE – teaches the rights that we as human beings have and ensures that the people are treated properly.

Six respondents think there is no difference between both definitions and three say that one complements the other or that it would not exist without the other. Several people provided explanations on either EDC being a part of HRE or vice versa. One person from Ukraine highlighted the problem of defining EDC in his/her country as it is often confused with another term – national and patriotic education – used in national policy documents.

Sources of knowledge and use of the Charter in youth organisations and NGOs

The implementation of the Charter very much depends on people being aware of its existence and knowing how to use it. It seems that the role of educational activities at European level is quite remarkable here as 47% of respondents learnt about the Charter by participating in EDC/HRE activities at European level. The internet plays an important role as a source of information about the Charter – 31% of people participating in the survey got to know about it by browsing the web.



Only about 3% of the respondents learnt about the Charter from the government. Respondents learnt more about the Charter by consulting information from other NGOs (about 20%), as well as other sources of information such as university studies, the Advisory Council on Youth, e-mail or international youth organisations.

The Charter seems to be useful or very useful for the policies and activities of youth organisations and other NGOs (74%); only about 5% of respondents find it irrelevant to their work. As Figure 12 shows, such organisations use and promote it mainly in the non-formal educational activities they carry out (77%), while also deploying it as an advocacy and lobbying tool (41%).

Some negative comments provided by the respondents include complaints about the impracticality of the Charter or its legal character, which does not provide any advice on how to implement EDC/HRE in the activities run by the youth organisations or other NGOs.

The successful implementation and promotion of the Charter relies a lot on partnerships between different stakeholders in EDC/HRE. Youth organisations and NGOs co-operate with various partners in the promotion and implementation of the Charter. It does not come as a surprise that they mainly co-operate with other youth organisations and NGOs on a regular basis (often to always: 71%), but also with international organisations (primarily the Council of Europe) as they either implement projects that are financed by

the European Youth Foundation or run national and regional training courses in HRE (often to always: 53%). Other partners they co-operate with include human rights organisations (often to always: 52%), national or regional authorities responsible for education (often to always: 52%), and local governments (often to always: 39%). They work the least with the offices of ombudspersons (often to always: 10%).

The high level of co-operation with the authorities comes as a surprise, considering only 3% of the respondents stated they learnt about the Charter from the authorities. This may suggest a shift in roles – organisations informing governments about the Charter or different understandings of the question: organisations may get, for example, different kinds of support from governments for running EDC/HRE activities (e.g. financial), which in their understanding may be considered co-operation with the authorities.

In the comments section, other institutions or organisations were mentioned, such as think tanks, international networks and the No Hate Speech Movement National Campaign Committees. The co-operation includes different actions, such as financial or educational support, organising educational activities together, strategy planning and development of EDC/HRE curricula in schools, the EU structured dialogue process, ad-hoc referrals, involvement in expert groups, online consultations or sharing expertise and collecting examples of good practice.

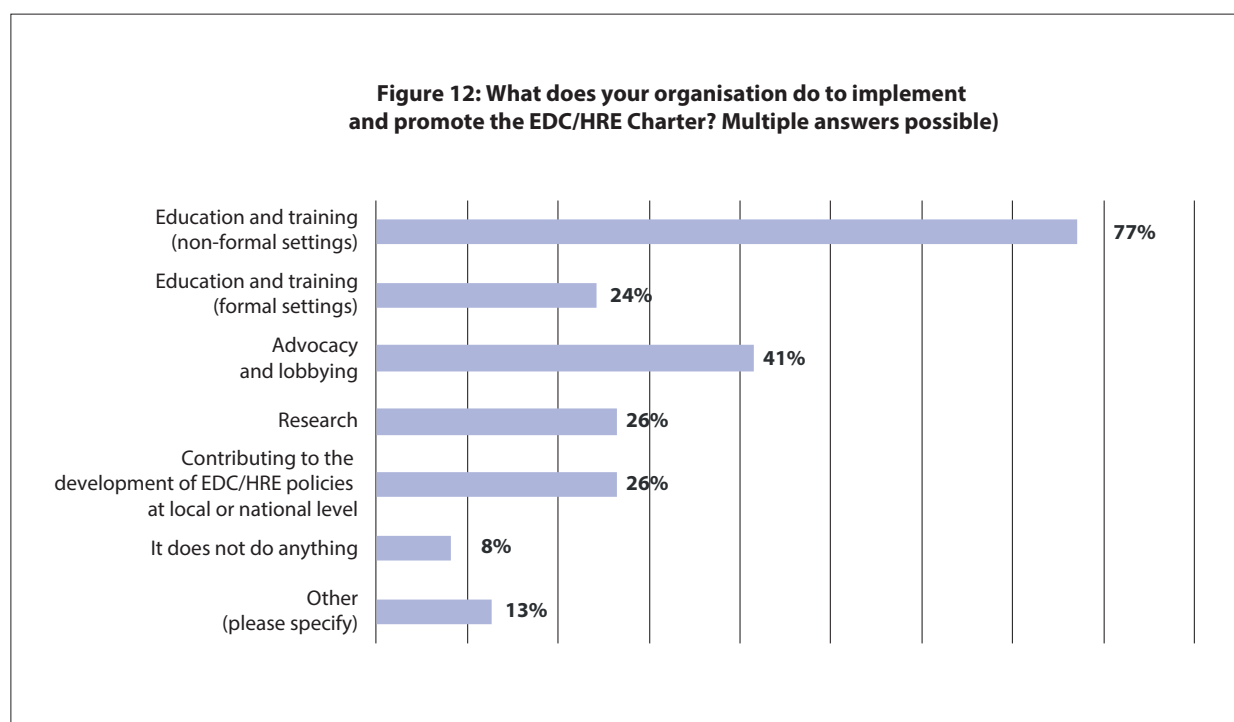
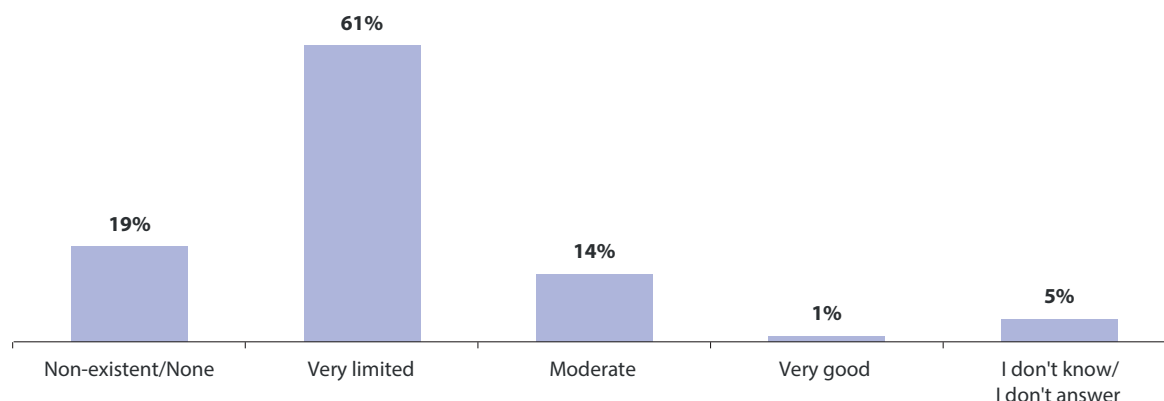


Figure 13: What is the level of awareness you believe/estimate young people in your country have about the EDC/HRE Charter?



General knowledge about the Charter

How aware about the Charter are young people in the respondents' countries? Four fifths (80%) of people who took part in the survey estimate that this level of knowledge/awareness is non-existent or very limited, while 14% of them deem it moderate or very good.

One way to raise people's awareness of the Charter and its provisions is to make sure it is available in different languages. According to the website of the Council of Europe,⁵⁹ it is now available in 25 languages. We asked the survey participants if this is the case in their country. Some 57% claim that the document is available in the language of the country where they live, with 26% stating that it is available on the web site of their ministry of education or other relevant body. About 13% of the respondents claim one can consult the document in the minority languages spoken in their country.

The use of educational materials produced by the Council of Europe

The Council of Europe has produced a number of tools and resources⁶⁰ to support the planning and implementation of EDC/HRE activities, both in formal and non-

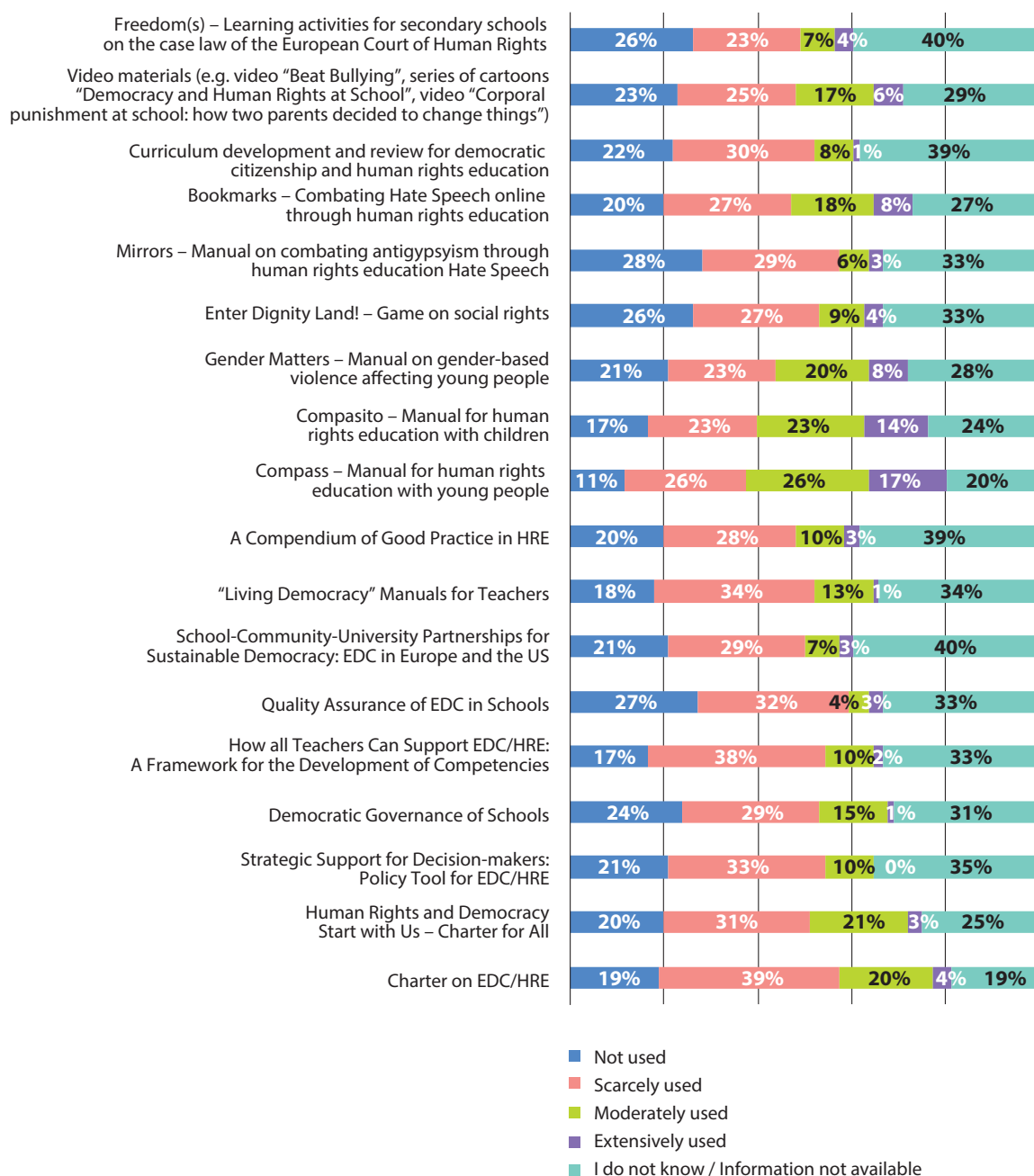
formal education. Over the years they have become an important element of the work of youth organisations and NGOs that run EDC/HRE activities. Figure 14 shows how, according to the respondents, these tools and resources are used by teachers, youth workers, youth leaders and/or trainers in their countries. As the respondents in this survey come primarily from the non-formal education sector, it does not come as a surprise that the tools produced by the Youth Department are the ones used the most with nearly half of the respondents using "Compass – Manual on human rights education with young people" moderately or extensively. "Compassito – Manual on human rights education for children", "Gender matters – Manual on gender-based violence affecting young people" and "Bookmarks – A manual for combating hate speech online through human rights education" are used moderately or extensively by respectively 40%, 30% and 29% of respondents; the Charter itself and "Charter for all" follow closely with 27% and 25%.

The utilisation of these tools varies according to the context: 70% of the respondents use them moderately or extensively in youth policy and non-formal education, half of them in training of educational personnel, 40% in formal education at pre-primary, primary and secondary level, 37% in formal education at pre-primary, primary and secondary level, and 36% in vocational education and training.

59. See www.coe.int/en/web/edc/charter-on-education-for-democratic-citizenship-and-human-rights-education, accessed 13 December 2017.

60. These materials can be consulted at the following web sites: www.coe.int/en/web/edc/resources (Education Department), www.coe.int/en/web/compass (Youth Department) and www.coe.int/en/web/compass/resources (Youth Department), all accessed 13 December 2017.

Figure 14: The use of Council of Europe tools and resources



GENERAL INFORMATION

Priorities for education for democratic citizenship and human rights education

According to the survey participants, the governments in their countries give the greatest priority to four main areas (Figure 15): supporting training about EDC/HRE for youth workers and youth leaders (41% answered to a fair extent or to a large extent), supporting co-operation with NGOs, including youth organisations (37%), EDC/HRE at educational institution level (33%) and making resources/materials about EDC/HRE available (37%). The areas that get less consideration include: supporting training about EDC/HRE for teachers and school leaders (20%), EDC/HRE at local government level (18%) and making financial support for EDC/HRE available (18%).

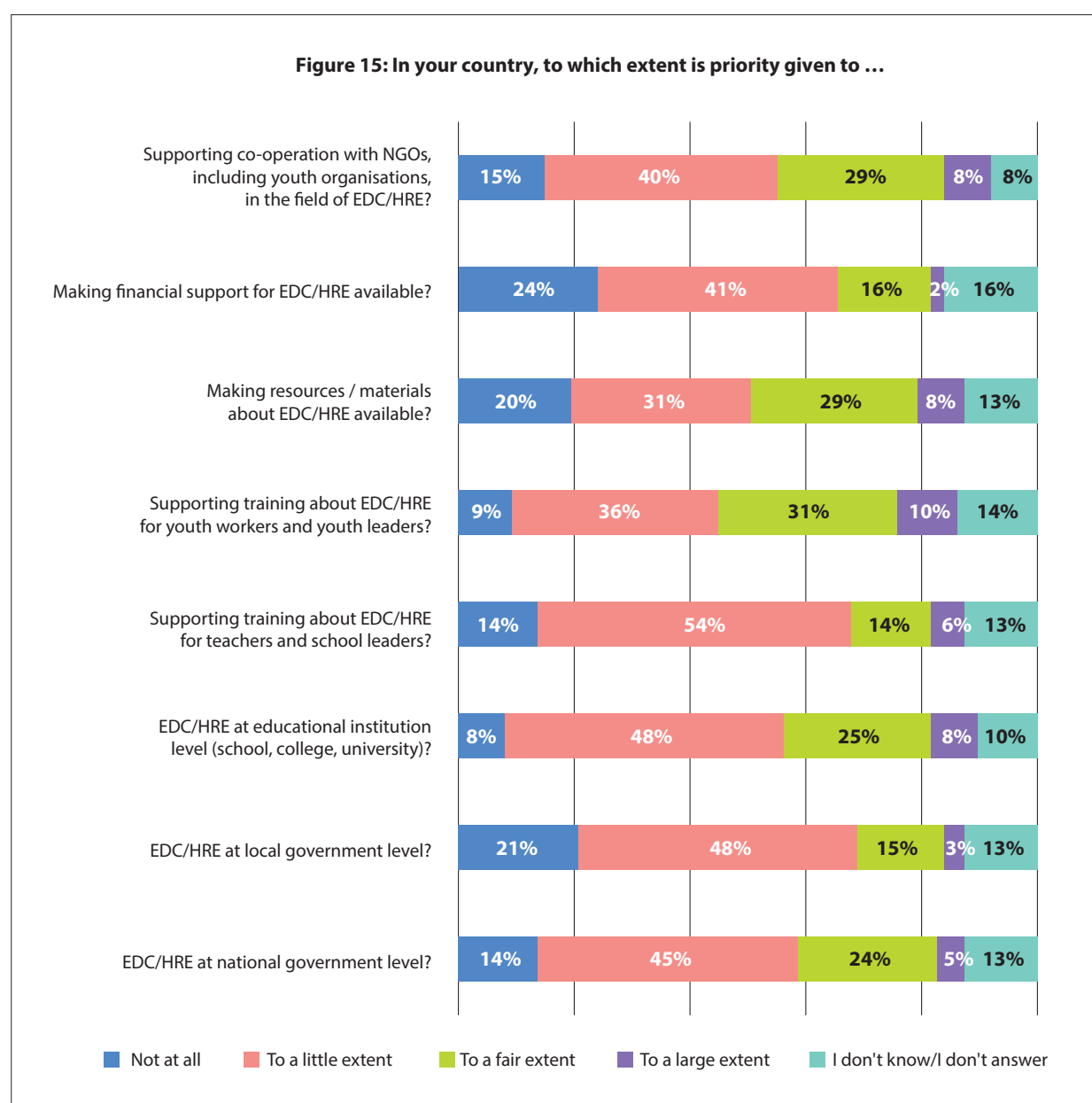
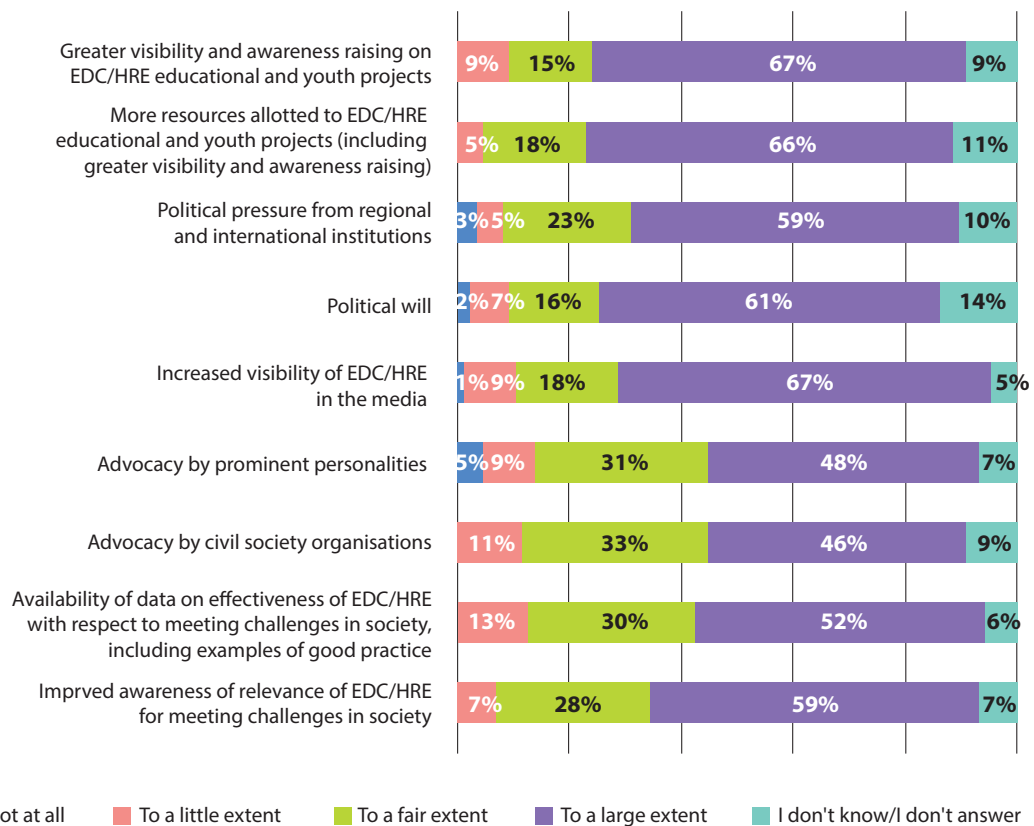


Figure 16: What would be needed for EDC/HRE to receive a greater priority in your country?



When asked about what would be needed for EDC/HRE to get greater priority the respondents identified five main areas: an improved awareness of the relevance of EDC/HRE for meeting challenges in society (87% to a fair or large extent), increased EDC/HRE media coverage (85%), more resources allotted for EDC/HRE educational and youth projects (84%), political pressure from regional and international institutions (82%), and the availability of data on the effectiveness of EDC/HRE with respect to meeting challenges in society, including examples of good practice (82%).

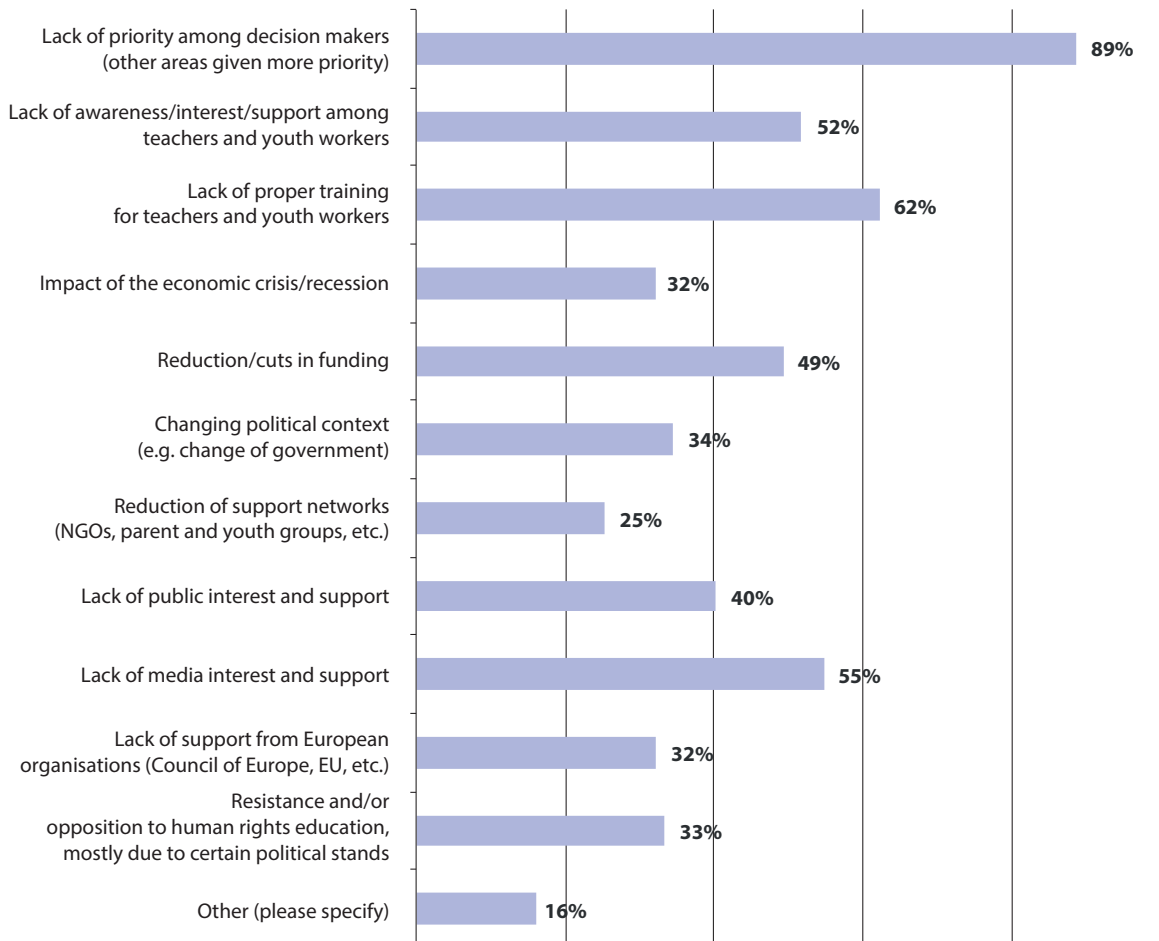
Challenges to education for democratic citizenship and human rights education

Working in EDC/HRE, whether in formal or non-formal education, involves various challenges. We asked the respondents what challenges to their practices in EDC/HRE they were seeing: the lack of priority among decision makers seems to be the greatest challenge (89%). This is similar to the outcomes of the review

of the Charter in 2012, where the lack of political support was rated as the third biggest challenge by respondents, though the rating increased from 47% to almost 89%. The lack of proper training for teachers and youth workers (62%) is the second challenge identified by the survey participants, followed by the lack of media interest (55%) and the lack of awareness/interest/support among teachers and youth workers (52%). This corresponds to the previous question about priorities, where the need for increased media coverage was rated the highest. However, there seems to be a change regarding the perception of the lack of financial resources. Nearly half of the 2016 respondents considered the reductions and cuts in funding influence a key challenge to their EDC/HRE work. In 2012, 74% of the respondents identified the lack of financial support for sustainability of the programmes as a key challenge.

Survey participants mentioned several challenges in addition to the ones provided to them as answers to the question: a lack of awareness of modern technology tools for EDC/HRE and a resistance to using them,

Figure 17: What are the key challenges to the promotion and development of education for democratic citizenship and human rights in your country? (multiple answers possible)

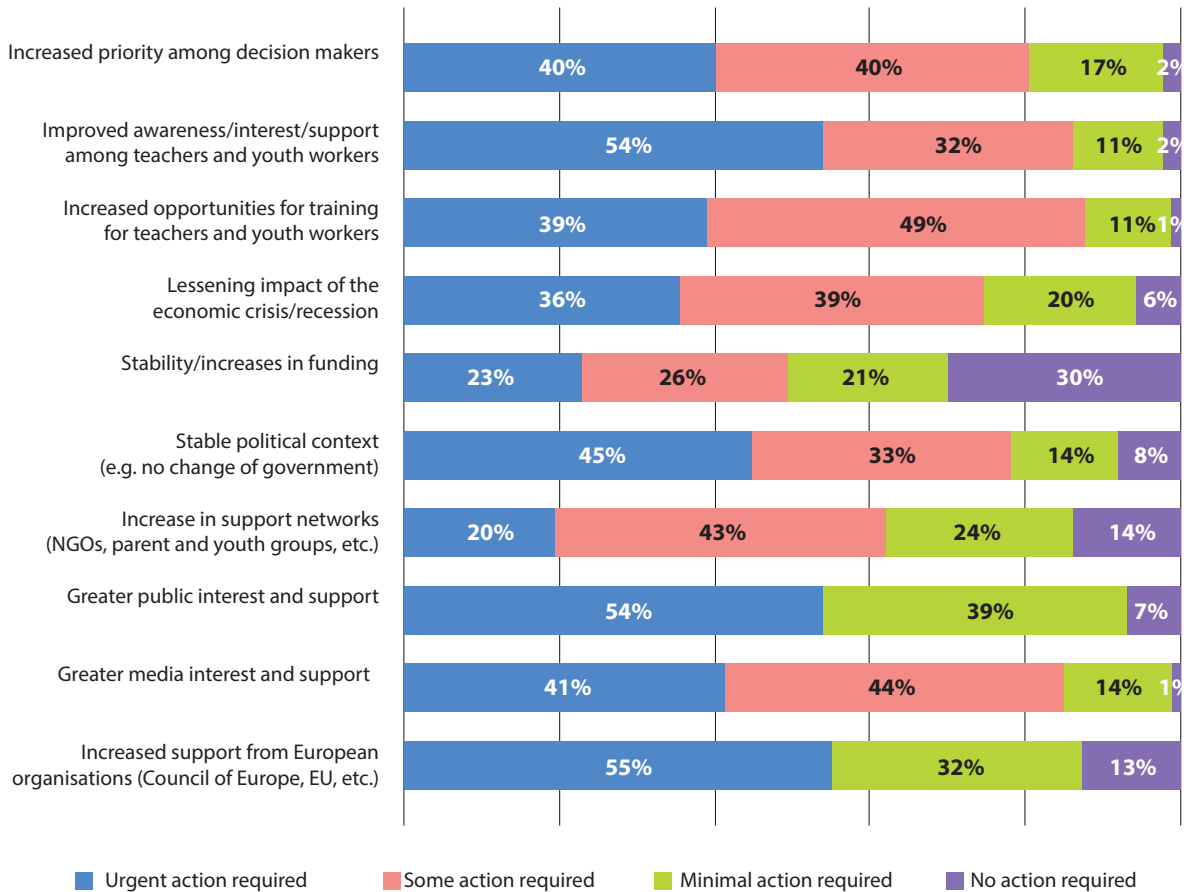


especially in schools, a lack of support from field offices of the Council of Europe, an excessive focus on single issues only (e.g. refugees or terrorism), and not taking into account the universal aspect of EDC/HRE.

What then needs to be done to address these challenges? This is the next question respondents provided

answers to. According to 93%, increasing the opportunities for training for teachers and youth workers is one of the ways to overcome the above-mentioned challenges and it requires either urgent or some action. It was closely followed by greater public interest and support, increased priority among decision makers and greater media interest and support.

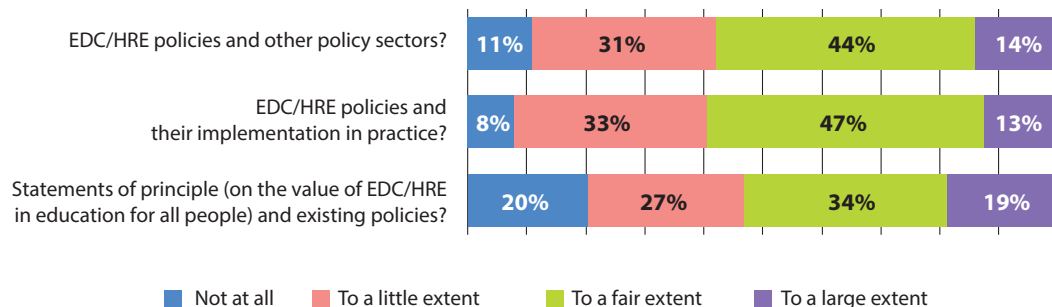
Figure 18: What needs to be done to overcome the key challenges to the promotion and development of education for democratic citizenship and human rights in your country? (Please indicate the level of action required in relation to each challenge)



Respondents who left comments related to this question acknowledged the role of the Council of Europe in addressing the challenges to their EDC/HRE work. However, the support coming from local, regional or national authorities is seen as very limited. As EDC/HRE is very contextualised and rooted in local contexts for many respondents, such support to address the challenges is more than needed.

Different inconsistencies can create additional challenges to EDC/HRE work. The answers to the question related to identified inconsistencies (Figure 9) were spread quite evenly – all scored from 50% to 59% (to a fair and large extent). According to the respondents the area that creates the most inconsistencies is related to EDC/HRE policies and their implementation in practice (8%).

Figure 19: In your country, are there any inconsistencies between ...



Objectives and principles of the Charter

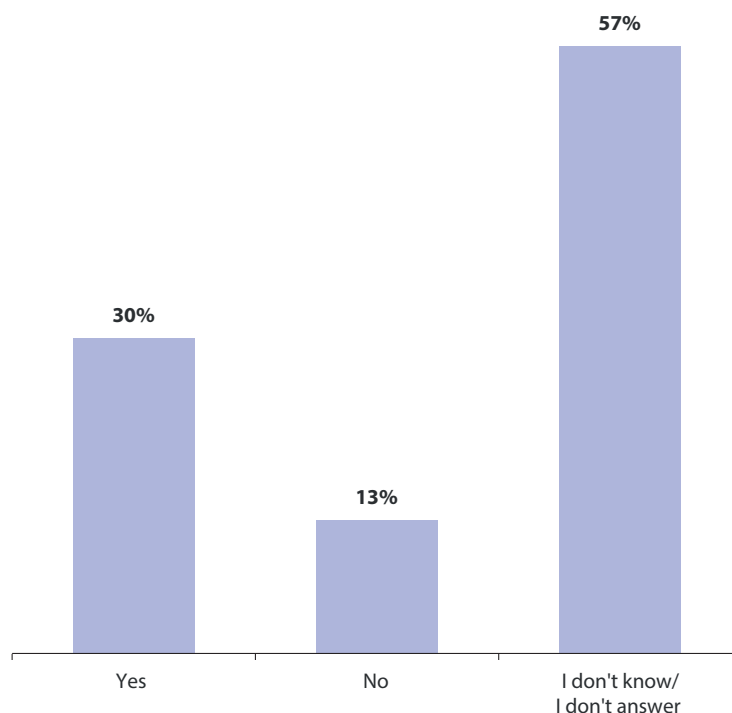
The Charter, in Section II, lists 10 objectives and principles that should guide member states in the framing of their policies, legislation and practice. These are:

- ▶ A universal right to EDC/HRE for all citizens in Council of Europe member states
- ▶ Involvement of society as a whole, including stakeholder involvement, such as NGO participation in the development of EDC/HRE
- ▶ Incorporating all forms of education (formal, informal, non-formal) within the remit of EDC/HRE
- ▶ Support for NGOs and youth organisations in their involvement with EDC/HRE
- ▶ Promotion of EDC/HRE 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

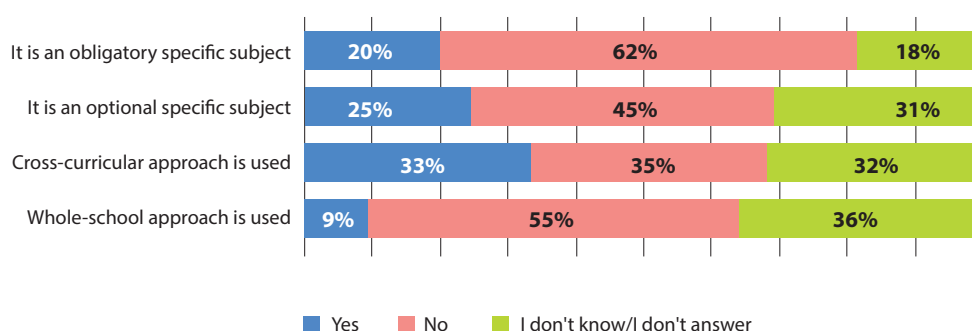
As these objectives are directed mainly towards the governments of the member states, although they highlight a very important role for civil society, we asked the survey participants if they were aware of any measures or activities planned in their countries to promote EDC/HRE in accordance with the aims and objectives of the Charter (Figure 20). Some 30% of the respondents were aware of such measures and activities. They highlighted the following actions: co-operation with national EDC/HRE Co-ordinators in the development of educational activities (Georgia), allocation of funds to EDC/HRE activities with young people (Pakistan), a training activity organised by the government within the Pestalozzi Programme (Andorra), and launching a new funding scheme for NGOs related to the co-operation with schools (Czech Republic), launching the No Hate Speech Movement Youth Campaign (Germany). However, there was a lot of bitterness in the comments to the questions related to the passivity and lack of awareness about EDC/HRE within governments.

Figure 20: Are there currently any measures/activities planned to promote citizenship and human rights education in your country, in accordance with the aims and objectives of the Charter?



POLICIES

Figure 21: How is EDC/HRE implemented in the schools and colleges in your country? This question is optional



Article 6. Formal general and vocational education

It is difficult to get a clear picture on whether EDC/HRE is an obligatory or optional subject in schools and colleges in respondents' countries, as Figure 21 shows. More than a third of respondents could not answer the question. The cross-curricular approach seems to be used much more than the whole-school approach, involving all the partners in education; 65 people answered this optional question.

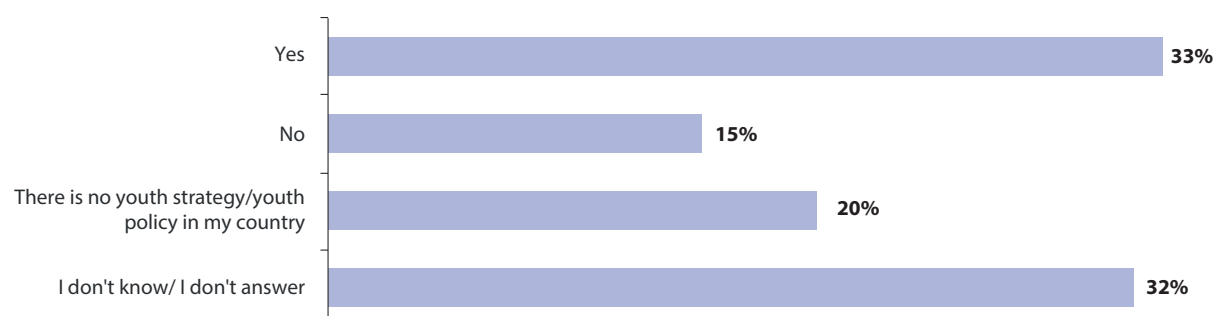
Where EDC/HRE is included in school curricula, a third of the respondents did not know whether the curricula had been subjected to revision and updating since 2012. The number of positive answers is fairly limited, however: in pre-primary education answers ranged from 9% "Yes" to 52% "No"; in primary school 18% "Yes" to 46% "No"; in lower secondary school (including vocational) from 18% "Yes" to 44% "No"; and in upper

secondary school (including vocational) from 25% "Yes" to 41% "No"; 60 people answered this optional question.

On whether EDC/HRE is included in national youth strategies/youth policy, a third of participants could not answer and nearly a fifth declared there was no youth policy/strategy in their country. Nearly the same number of respondents answered that EDC/HRE was not included (Figure 22). The 33% of respondents that answered positively represented the following countries: Albania, Armenia, Azerbaijan, Belgium, Croatia, Estonia, France, Georgia, Germany, Greece, Kosovo, the Netherlands, Romania, Russia, Slovakia, Slovenia, Spain, and Switzerland.

The contents of the comments section for this question highlighted the diversity of situations in the represented countries. Some participants provided quotes from and references to national youth strategies/youth policy while others referred to indirect mentions of EDC/HRE in the youth policies of their country.

Figure 22: In your country, is EDC/HRE included in national youth strategies/youth policy?



Article 7. Higher education

The level of promotion of EDC/HRE provisions in higher education institutions is mainly regarded as poor by participants – two thirds considering that EDC/HRE provisions are not at all promoted (14%) or only to a minimal extent (57%). The remaining third is more positive, seeing EDC/HRE provisions moderately (23%) or extensively promoted (5%); 56 people answered this optional question.

Article 8. Democratic governance

Regarding the existence of education laws, policies and strategies that promote democratic governance in educational institutions and particularly schools, the answers varied significantly from one area of school/institution life/functioning to another. It seems that there are more laws, policies and strategies dedicated to students' participation, such as school councils (66% of the respondents answered positively), to parental/family involvement in schools (61%) and decision-making procedures (55%). The results appear less positive when it comes to school culture/rules (47%) and school/community links – in and out of school (41%). These results very much correspond to those from 2012, when 63% of the respondents confirmed the existence of educational laws, policies and strategies that promote democratic governance

in educational institutions. However, in the 2012 review students' participation was rated higher, at 75%.

In the comments section to this question, participants advocated for more democratic governance in schools and educational institutions, highlighting its benefits for all stakeholders and society as a whole. Some pointed out the discrepancies between the laws, policies and strategies and their implementation in schools as well as their non-compliance with the Charter's principles. Challenges related to collaboration with some specific groups and tokenistic participation of students were also mentioned.

Article 9. Training

When asked whether there is a provision for EDC/HRE in initial teacher education, continuing professional development and other types of training for partners in education, nearly half of the surveyed people answered negatively, 20% positively and 31% didn't know. However, the answers vary significantly for each category of partner in education. Youth workers and trainers, youth leaders and teachers stand on top of the scale while school leaders, parents, school staff and school administrative staff are at the other end. Teacher trainers hold an intermediary position. Since the 2012 survey, a regression can be observed for each category except for parents and teachers, who remained approximately at the same level.

Figure 23: Q27. In your country, is there a provision for EDC/HRE in initial teacher education, continuing professional development and other types of training for ...

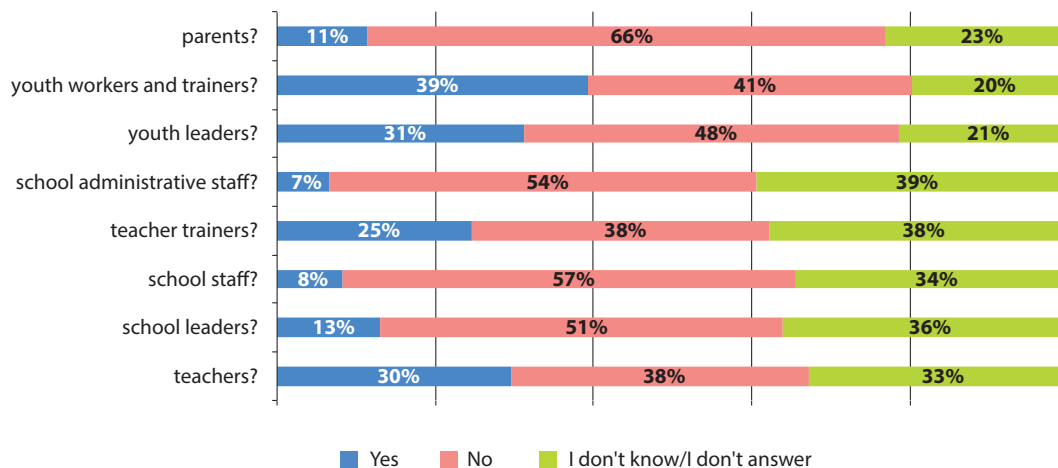
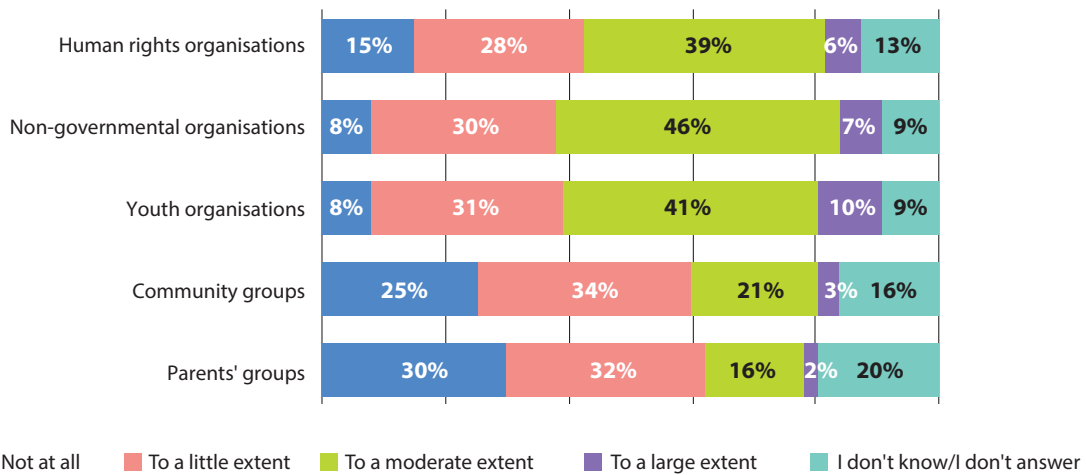


Figure 24: To what extent, in your country, is there co-operation and support between the government and the following organisations and groups that foster EDC/HRE?



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

Governments seem to have a relatively similar level of co-operation and support with human rights organisations, NGOs and youth organisations with respectively 45%, 53% and 51% of respondents considering that co-operation exists to a moderate or large extent. The figures for community groups and parents' groups are also close but generally less positive, as a type of co-operation which the surveyed people seem less informed about.

As highlighted in Figure 25, a little more than half of the respondents consider that the level of recognition from state authorities of the role of youth organisations and NGOs as important providers of citizenship and human rights education is moderate or significant. A slightly smaller half think otherwise, considering that the level of governmental support is very limited, if not non-existent.

Figure 25: What is the level of recognition by state authorities of the role of youth organisations and NGOs as important providers of citizenship and human rights education?

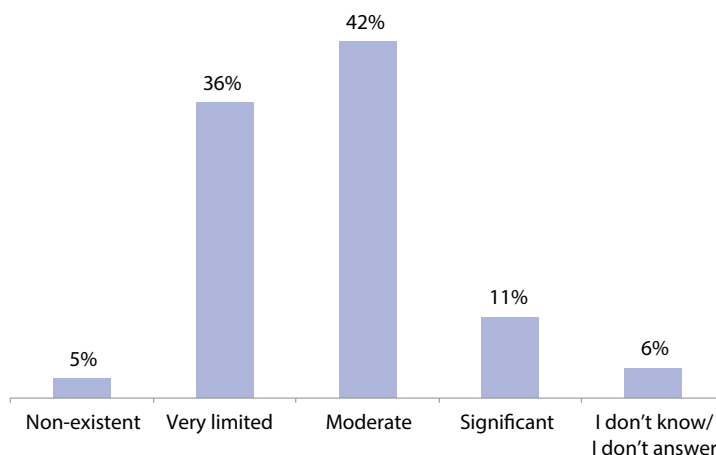
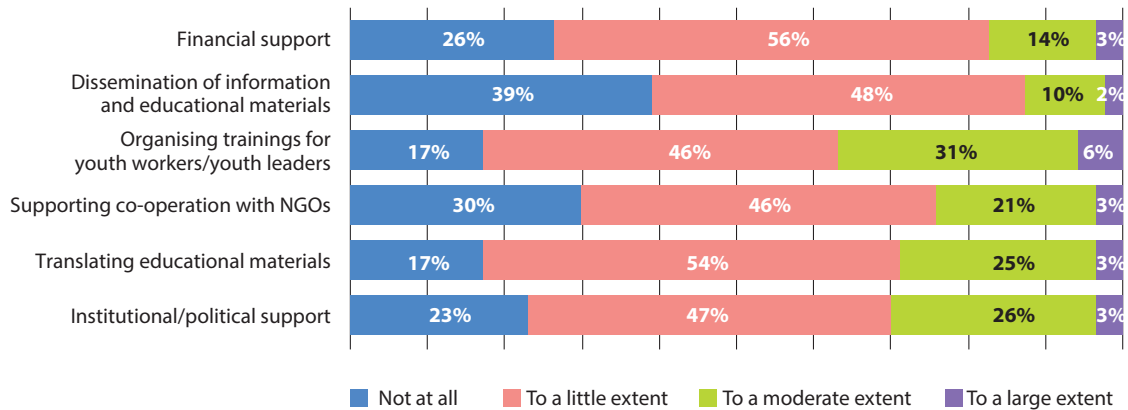


Figure 26: How does your government support youth organisations and NGOs involved in EDC/HRE?



Overall, the level of governmental support for youth organisations and NGOs involved in HRE/EDC is considered rather limited, with three quarters of participants declaring that their government doesn't support them at all or only to a little extent. Institutional and political support and translating educational materials are seen as the weakest forms of governmental support discussed. Respondents are more positive when it comes to governments supporting co-operation with NGOs, financial support and the dissemination of information and educational materials, even though numbers remain rather low.

In the comment sections, some respondents drew attention to the challenges in getting support from governments faced by newly-established organisations, organisations focusing on innovative practices, or organisations that do not share governmental priorities.

Article 11. Criteria for evaluation

When asked whether criteria have been developed to evaluate the effectiveness of EDC/HRE programmes, 64% of respondents declared they did not know, which marks a significant increase compared to 2012 (46%). Nearly a third (30%) answered negatively (43% in 2012) and under 6% (representing Albania, Croatia, Germany, Greece, Norway) responded "yes" (10% in 2012); 60 people answered this optional question.

Article 12. Research

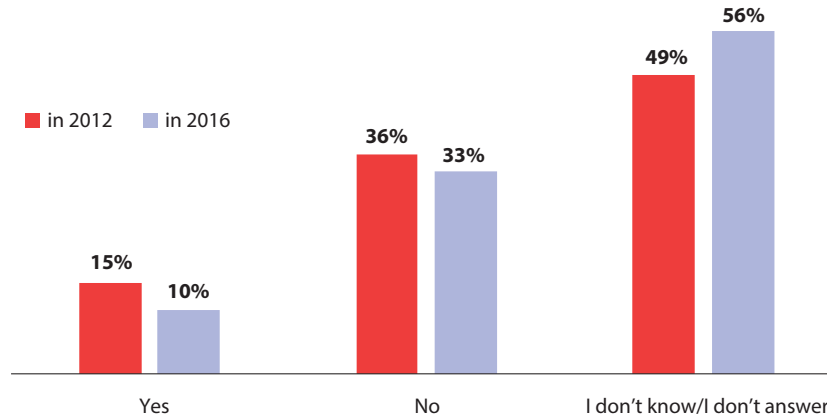
Only 65 people shared their views on the research that has been initiated and promoted on EDC/HRE to take stock of the current situation. The amount of research on EDC/HRE is perceived as limited, with half answering "not at all" or "to a little extent". Less than 20% consider that research on EDC/HRE has been initiated and promoted to a moderate extent or to a large extent while 32% don't know.

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

Of the participants, 43% declared that the educational approaches and teaching methods promoted in their country enable young people to acquire competences to promote social cohesion to a moderate or large extent, 46% felt it helped young people value diversity and equality (particularly between different faiths and ethnic groups), and 49% saw its utility in helping to settle disagreements and conflicts in a non-violent manner. Combating all forms of discrimination and violence (especially bullying) was ahead with 56%. At the other end of the scale, around 10% of the surveyed people considered that the educational approaches and teaching methods promoted in their country do not enable young people to gain competencies in those areas. One can observe quite a decline in comparison to the results of the 2012 review. The two areas that scored higher in 2012 were promoting social cohesion at (54%) and valuing diversity and equality (58%).

EVALUATION AND CO-OPERATION

Figure 27: Has any action been taken or is it foreseen at national level to evaluate strategies and policies undertaken in accordance with the aims and principles of the Charter?



Article 14. Evaluation and review

When asked whether any action has been taken or foreseen at national level to evaluate strategies and policies undertaken in accordance with the aims and principles of the Charter, more than half of the respondents declared they did not know. More than a third answered negatively and only 11% responded “yes”. The comparison with data from 2012 shows a small decline.

Article 15. Co-operation in follow-up activities

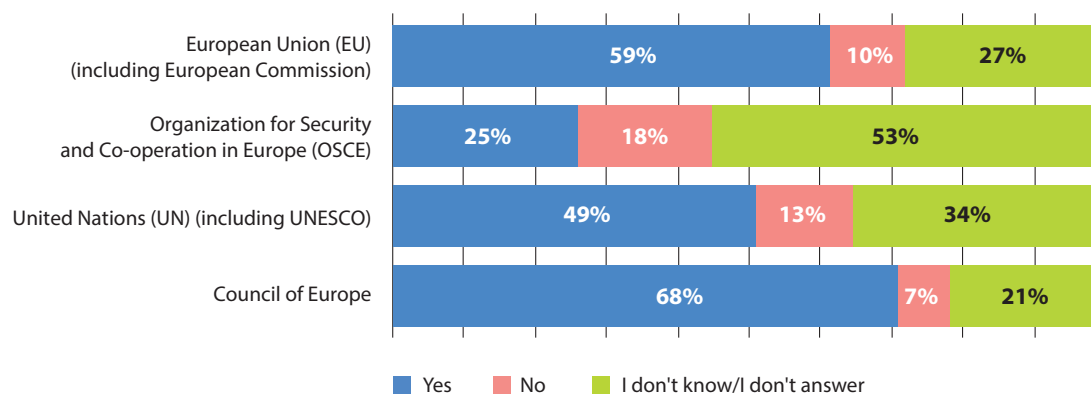
The level of awareness regarding international co-operation in pursuing the aims and principles of the Charter is also limited. More than 61% of the respondents didn't know or didn't answer on bilateral or

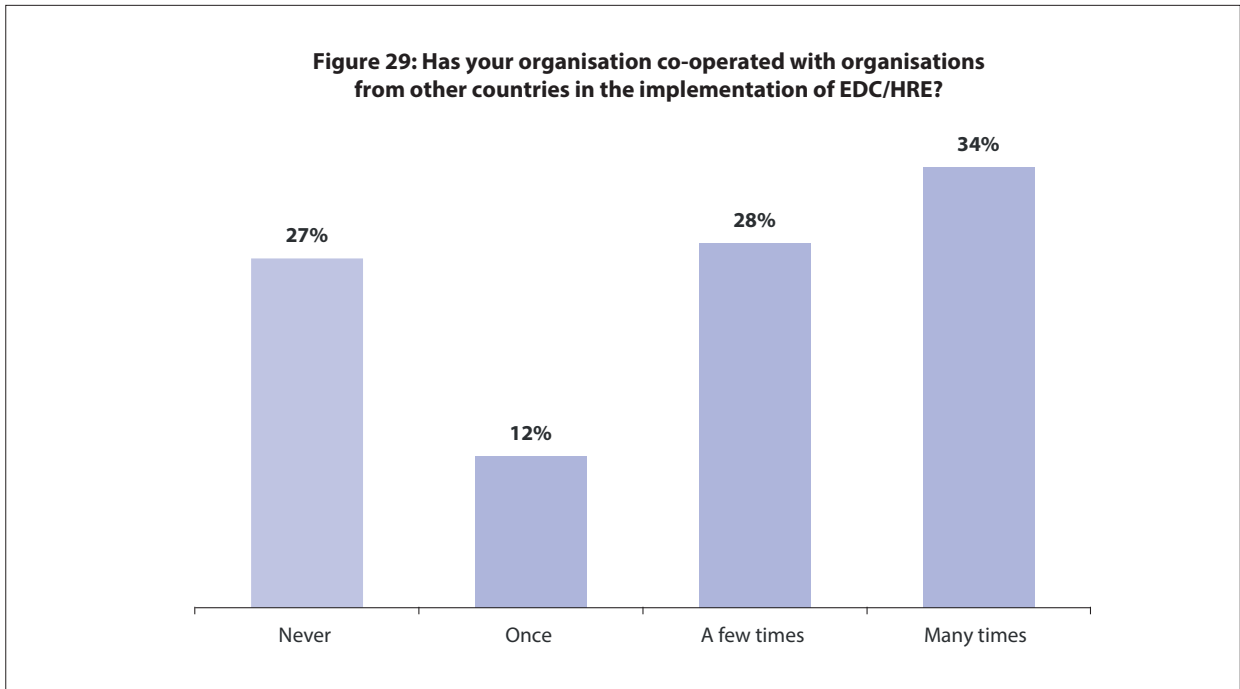
multilateral co-operation (excluding collaboration with and through international organisations for this question); 14% declared that co-operation activities with other countries have been organised or planned by their government in pursuing the aims and principles of the Charter, while 25% answered negatively.

Article 16. International co-operation

Overall, respondents were more confident when it came to co-operation with international institutions on EDC/HRE. The level of co-operation with the Organization for Security and Co-operation in Europe (OSCE) is perceived to be significantly lower compared to other institutions; it is also the least known. Unsurprisingly, co-operation with the Council of Europe is the most widespread. It is followed by the European Union and the United Nations.

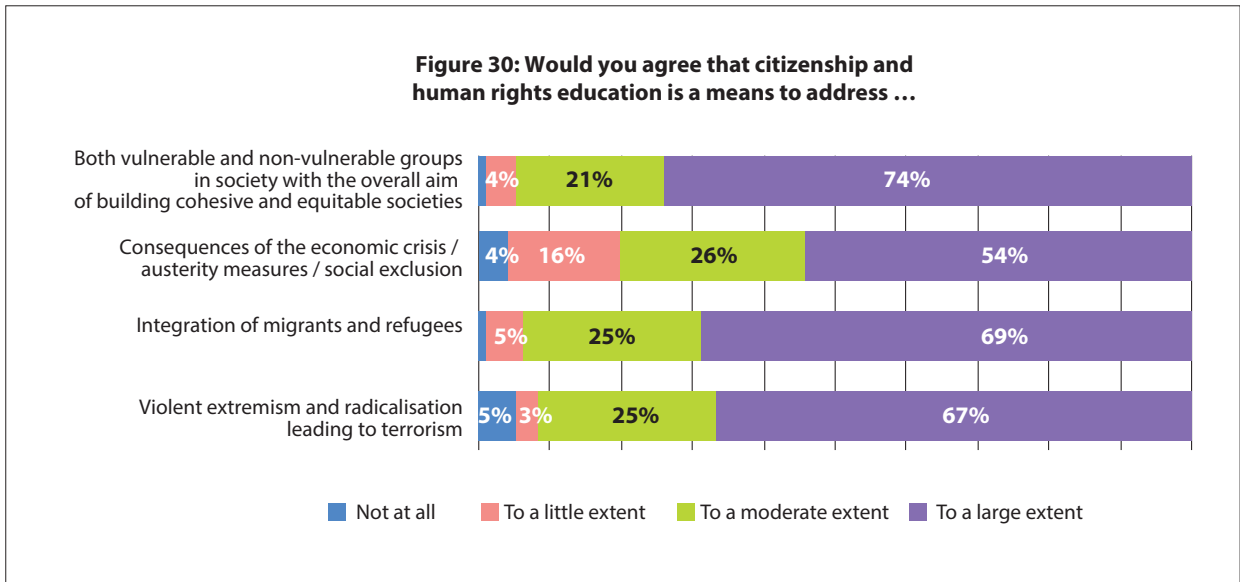
Figure 28: In your country, is there co-operation on EDC/HRE with the following organisations/institutions?





As far as the co-operation between organisations from different countries on EDC/HRE is concerned, 66% of the respondents noted co-operation with organisations from other countries in the implementation of EDC/HRE at least a few times, while a quarter had never co-operated with such organisations. Respondents from outside Europe (Brazil, India, Jordan, Lebanon, Libya and Uganda) are over-represented among the third of the respondents whose organisation had not engaged in international co-operation in the implementation of EDC/HRE. EDC and HRE are without doubt regarded as a means to address challenges societies are now facing, such

as violent extremism and radicalisation leading to terrorism, integration of migrants and refugees, the consequences of the economic crisis/austerity measures / social exclusion, and targeting vulnerable and non-vulnerable groups in society to improve social cohesion and equity. It has to be noted that respondents were slightly less positive regarding dealing with the consequences of the economic crisis and social exclusion. The representatives of the youth organisations highlighted the importance of using the correct terminology. Some felt, the term “radicalisation leading to terrorism” could be discriminatory, as it is usually associated with people who consider themselves Muslim.



CONCLUSIONS AND FINAL REMARKS

In 2012, the participants of the Human Rights and Democracy in Action – Looking Ahead conference came up with several recommendations to different stakeholders, including civil society organisations:

- ▶ Co-operate 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 process
- ▶ Continue the networking and the sharing of good practices at regional, national and European levels to promote the Charter's implementation
- ▶ Ensure the dissemination of the Charter to target groups and empower them to take action for the promotion and development of citizenship and human rights education.

The results of the survey show that many of those recommendations were taken on board by the youth organisations and NGOs. It is clear from the data collected that they mainly co-operate in the promotion and implementation of the Charter with other civil society organisations by organising common educational activities and advocacy campaigns or actions. This includes well sharing and dissemination of good practices in EDC/HRE. However, co-operation with the governments is seen as very limited or non-existent, both in developing common projects and involving civil society partners in the Charter review process. Governments are seen by the youth organisations and NGOs as passive in providing information about the Charter and even perceived as not knowledgeable enough about it. This also applies to the government's responsibility to disseminate the Charter: they are the least important source of information for the youth organisations and NGOs.

Knowledge about the Charter among young people is very limited, if not non-existent. One can argue about how much young people, who are often beneficiaries of the youth organisations, should know about it. However, taking into account the fact that many respondents claim that the Charter is very useful in the work of their organisations and that they implement many EDC/HRE activities, very low knowledge about the Charter among youth is worrisome. Knowing the Charter or even being aware of its existence may support young people in claiming their right to quality EDC/HRE in their spaces, such as schools.

The Charter is mainly a policy tool, though it is treated by the youth organisations as a practical instrument. This is where some disappointment is seen, as young people would like to find therein clear advice on how to implement their EDC/HRE activities. The explanatory memorandum to the Charter seems to be such a tool, however, the language used in it does not seem youth friendly.

Educational materials developed either by the Youth or Education Department in the Council of Europe are indispensable tools for translating the Charter into EDC/HRE practice. They are very popular among the youth organisations and other NGOs and are used in their daily activities. The role of "Compass" and "Compassito" is especially highlighted by the respondents. There is a need for some work to disseminate other tools, especially the ones developed by the Education Department highlighting its significance for the work of youth organisations.

It seems that EDC/HRE does not get enough media coverage, which is problematic for many respondents. The media have an important role to play, especially in highlighting the effects of EDC/HRE. In this respect, the role of social media seems indispensable.

The data collected highlights the limited awareness of respondents regarding the EDC/HRE implemented. A lack of collaboration between actors from the formal and non-formal education sectors could possibly explain this. Respondents consider the amount of EDC/HRE in primary, secondary and higher education as poor. Not surprisingly, the training of partners in education lacks EDC/HRE provisions and no improvement is noticeable compared to 2012. Likewise, the 2016 data show stagnation in the existence of education laws, policies and strategies that promote democratic governance in educational institutions and particularly schools.

There also seems to be some confusion and a lack of awareness when it comes to the inclusion of EDC/HRE in national youth strategies/youth policy.

The level of recognition from state authorities of the role of youth organisations and NGOs as important providers of citizenship and human rights education is overwhelmingly perceived as limited and governmental support for those organisations is clearly considered insufficient. Respondents particularly felt the absence of institutional and political support, financial support, and translated educational materials.

The lack of criteria to evaluate the effectiveness of EDC/HRE programmes is particularly worrisome for the improvement of the quality of EDC/HRE and the development of evidence-based EDC/HRE practices. It is all the more concerning that the situation on that point has deteriorated since 2012. More research on EDC/HRE and better dissemination and accessibility of what is available seems necessary.

Finally, EDC and HRE are without doubt regarded as a means to address the challenges societies are now facing, such as violent extremism, the integration of migrants and refugees and social exclusion.

APPENDICES

Key findings of the survey from 2012

In this section are presented the main findings of the survey for youth organisations and NGOs: "Assessing The impact of the Charter on Education for Democratic Citizenship and Human Rights Education". It was presented at the Human Rights and Democracy in Action – Looking Ahead conference in 2012, and 87 respondents from 24 European countries and 4 countries outside Europe contributed to the survey.

Use of the Charter. Almost half the respondents (48%) stated that the Charter has helped them and their organisation to improve the quality of EDC/HRE programmes.

Challenges for EDC/HRE. The main challenges that youth organisations and NGOs were facing in 2012 were the lack of financial resources and to a lesser extent the lack of awareness about EDC/HRE among government officials and other target groups, the lack of political support, and the lack of recognition and support from formal education entities.

EDC/HRE in words and in deeds. More than half the respondents saw some inconsistencies between the statements of principles on the value of EDC/HRE and the existing policies as well as between existing policies for EDC/HRE and their implementation. Further, 45% of respondents noticed inconsistencies between EDC/HRE and policies in other sectors.

Governmental action in favour of EDC/HRE in formal education. The majority of respondents declared that their governments had barely taken the necessary measures to ensure access to EDC/HRE in laws, policies and strategies in formal education.

Provisions for ongoing training and personal development in EDC/HRE for partners in education. Half of respondents declared that there were enough provisions for ongoing training and personal development in EDC/HRE for youth leaders and youth workers/trainers. The numbers drop to 28% for teachers, around 20% for school staff and 12% for parents.

Role of non-governmental organisations, youth organisations and other stakeholders. Half of the respondents felt that co-operation between the formal education sector and NGOs 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 stating the opposite.

Encouragement and development of research. Almost half of the respondents replied they did not know whether criteria had been developed to evaluate the effectiveness of EDC/HRE programmes and policies at national and local level in their countries (10% "yes", 43% "no"). Concerning their own organisations, 41% answered positively, 19% answered negatively and 31% considered the matter not relevant.

Evaluation at national level. The respondents were asked whether there has been any action foreseen/undertaken at national level to evaluate strategies and policies undertaken with respect to the Charter. Almost half (49%) replied they did not know, 36% said "no" whilst 15% said "yes".

Co-operation with other organisations at international level. Almost half (48%) of respondents have had co-operation with the European Union, 45% with the Council of Europe, 28% with the United Nations and 20% with the Organization for Security and Co-operation in Europe.

Online questionnaire

Information about the respondent

Name

Country

Position/title

E-mail address

Name of the organisation

Website

Type of organisation:

- Youth organisation (registered) at national level
- Youth organisation (registered) at local or regional level
- International youth organisation
- Informal youth group/organisation (not registered) at national level
- Informal youth group/organisation (not registered) at local or regional level
- Federation of non-governmental organisations active at national level
- Network of educators and practitioners
- Minority groups organisation
- Student organisation/council
- Teachers' union/organisation
- Parents' association
- Other type of NGO (please specify which one)

Description of activities in respect to human rights education and/or education for democratic citizenship (please describe briefly what kind of activities your organisation implements, specify the target groups and aims)

.....
.....

What country does this questionnaire concern? (leave empty if the same as the country specified above)

.....

REVIEW OF THE EDC/HRE CHARTER

General questions

1. How did you get to know the EDC/HRE Charter?

- Consulting information from your government
- Consulting information from local or national NGOs
- From the internet
- By participating in EDC/HRE educational activities at local or national level
- By participating in EDC/HRE educational activities at European level
- I was not aware of the existence of the Charter before completing this survey
- Other (please specify).....

2. To what extent is the EDC/HRE Charter useful to the policies and activities of your organisation?

Not at all A little Moderately A lot

3. What does your organisation do to implement and promote the EDC/HRE Charter? (multiple answers possible)

- Education and training (non-formal settings)
- Education and training (formal education settings)
- Advocacy and lobbying
- Research
- Contributing to the development of EDC/HRE policies at local or national level
- Other (please specify)

4. How often does your organisation co-operate with the following partners to implement education for democratic citizenship and human rights activities? (please tick only one box in each row)

- Never Rarely Sometimes Often Always
- National or regional governmental authorities in charge of education
- National or regional governmental authorities in charge of youth
- National or regional authorities/institutions dealing with human rights
- National bodies in charge of the implementation and monitoring of EDC/HRE-related policies
- Local government
- Schools
- Universities
- Human rights organisations
- Offices of ombudspersons
- Other NGOs or youth organisations
- Other (please specify)
- Please specify briefly what this co-operation includes.....

5. What level of awareness do young people in your country have about the EDC/HRE Charter?

Non-existent Very limited Limited Moderate Significant I don't know/I don't answer

6. In your country, to what extent is priority given to... (please tick only one box in each row)

- Not at all To a little extent To a fair extent To a large extent I don't know/I don't answer
- EDC/HRE at national government level
- EDC/HRE at local government level
- EDC/HRE at educational institution level (school, college, university)
- Supporting training about EDC/HRE for teachers and school leaders
- Supporting training about EDC/HRE for youth workers and youth leaders
- Making resources / materials about EDC/HRE available
- Making financial support for EDC/HRE available
- Supporting co-operation with NGOs, including youth organisations, in the field of EDC/HRE
- Other (please specify).....

7. What would be needed for EDC/HRE to receive greater priority in your country?

- Not at all* *To a little extent* *To a fair extent* *To a large extent* *I don't know/I don't answer*
- Improved awareness of relevance of EDC/HRE for meeting the current challenges in our societies
- Availability of data on effectiveness of EDC/HRE with respect to meeting the current challenges in our societies, including examples of good practice
- Advocacy by civil society organisations
- Advocacy by prominent personalities
- Increased visibility of EDC/HRE in the media
- Political will
- Political pressure from regional and international institutions
- More resources allotted to EDC/HRE educational and youth projects
- Greater visibility and awareness raising on EDC/HRE educational and youth projects
- Other (please specify).....

8. What are the key challenges to the promotion and development of education for democratic citizenship and human rights in your country? (multiple answers possible)

- Lack of priority among decision makers (other areas given more priority)
- Lack of awareness/interest/support among teachers and youth workers
- Lack of proper training for teachers and youth workers
- Impact of the economic crisis/recession
- Reduction/cuts in funding
- Changing political context (e.g. change of government)
- Reduction of support networks (NGOs, parent and youth groups, etc.)
- Lack of public interest and support
- Lack of media interest and support
- Lack of support from European organisations (Council of Europe, EU, etc.)
- Resistance and/or opposition to human rights education, mostly due to certain political stands
- Other (please specify)

9. What needs to be done to overcome the key challenges to the promotion and development of education for democratic citizenship and human rights in your country? (please indicate the level of action required in relation to each challenge)

- Urgent action required* *Some action required* *Minimal action required* *No action required*
- Increased priority among decision makers
- Improved awareness/interest/support among teachers and youth workers
- Clearer information about HRE
- Increased opportunities for training for teachers and youth workers
- Lessening impact of the economic crisis/recession
- Stability/increases in funding
- Stable political context (e.g. no change of government)
- Increase in support networks (NGOs, parent and youth groups, etc.)
- Greater public interest and support

- Greater media interest and support
- Increased support from European organisations (Council of Europe, EU, etc.)
- Other (please specify)

[optional] 10. In your country, are there any inconsistencies between...

- Not at all To a little extent To a fair extent To a large extent
- Statements of principle (on the value of EDC/HRE in education for all people) and existing policies?
- EDC/HRE policies and their implementation in practice?
- EDC/HRE policies and other policy sectors?

11. Are there currently any measures/activities planned to promote citizenship and human rights education in your country, in accordance with the aims and objectives of the Charter?

- Yes No I don't know/I don't answer
- If yes, please specify
-
- If not, please explain why not
-

12. Is the Charter...

- Yes No I don't know/I don't answer
- Available in the language(s) of your country?
- Available in the minority language(s) of your country?
- Available on the website of the ministry of education or other relevant bodies?
- Disseminated to the target audiences by other means?

13. The Council of Europe has produced a number of tools and resources to promote and support EDC/HRE within and across the States Parties to the European Cultural Convention. Please indicate how much they are used, in your country, by teachers/youth workers/youth leaders/trainers (please tick only one box in each row)

- Not used Scarcely used Moderately used Extensively used I do not know/Information not available
- Charter on Charter on Education for Democratic Citizenship and Human Rights Education
- Human rights and democracy start with us – Charter for all
- Strategic support for decision-makers: policy tool for EDC/HRE
- Democratic governance of schools
- How all teachers can support EDC/HRE: A framework for the development of competencies
- Quality assurance of education for democratic citizenship in schools
- School-community-university partnerships for sustainable democracy
- Living democracy manuals for teachers
- A compendium of good practice in human rights education
- Compass – Manual for human rights education with young people
- Compasito – Manual for human rights education with children
- Gender matters – Manual on gender-based violence affecting young people
- Enter dignity land! – Game on social rights
- Mirrors – Manual on combating antigypsyism through human rights education

- Bookmarks – Combating online through human rights education
- Curriculum development and review for democratic citizenship and human rights education
- Video materials (e.g. video “Beat Bullying”, series of cartoons “Democracy and Human Rights at School”, video “Corporal punishment at school: how two parents decided to change things”)
- Freedom(s) – Learning activities for secondary schools on the case law of the European Court of Human Rights
- Other (please specify).....

Questions on specific articles of the Charter

GENERAL PROVISIONS

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

14. Is there a shared working definition of EDC/HRE in your country?

Yes No I don't know

If yes, please provide it here and specify the source (where is it available?)

[Optional] 15. In your opinion, what are the differences between education for democratic citizenship and human rights education?

Objectives and principles

Article 5. Objectives and principles

16. The Council of Europe has produced a number of tools and resources to promote and support EDC/HRE within and across the States Parties to the European Cultural Convention. These tools and resources are available at www.coe.int/en/web/edc/resources and at www.coe.int/compass. Please indicate the usefulness, in your country, of the following Council of Europe tools and resources... (please tick only one box in each row)

- not at all Scarcely Moderately Extensively I don't know/I don't answer
- In formal education at pre-primary, primary and secondary level
- In vocational education and training
- In higher education
- In the training of education personnel
- In youth policy and non-formal education

Optional comments

POLICIES

Article 6. Formal general and vocational education

[optional] 17. How is EDC/HRE implemented in the schools and colleges in your country?

- Yes No I don't know
- It is an obligatory specific subject
- It is an optional specific subject
- Cross-curricular approach is used
- Whole-school approach is used
- Other (please specify)

Optional comments

[optional] 18. If EDC/HRE is included in school curricula in your country, has it been subject to revision and updating since 2012 at the level of ...

Yes No I don't know/I don't answer

Pre-primary education?

Primary school?

Lower secondary school (including vocational)?

Upper secondary school (including vocational)?

Optional comments

19. In your country, is EDC/HRE included in national youth work/youth policy strategies?

Yes No I don't know/I don't answer There is no youth work strategy/youth policy in my country

If yes, please explain how

Article 7. Higher education

[optional] 20. To what extent are EDC/HRE Charter provisions promoted and implemented in higher education institutions in your country?

Not at all Scarcely Moderately Extensively I don't know/I don't answer

Optional comments

Article 8. Democratic governance

[optional] 21. In your country, are there any education laws, policies and strategies that promote democratic governance in educational institutions, particularly schools, concerning the following points: (please tick one box in each row)

Yes No I don't know/I don't answer

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)?

School / community links (in and out of school)?

Optional comments

Article 9. Training

22. In your country, is there a provision for EDC/HRE in initial teacher education, continuing professional development and other types of training for... (please tick one box in each row)

Yes No I don't know

Teachers

School leaders

School staff

Teacher trainers

School administrative staff

Youth leaders

Youth workers and trainers

Parents

Optional comments

Article 10. Role of non-governmental organisations (NGOs), youth organisations and other stakeholders

23. To what extent, in your country, is there co-operation and support between the government and the following organisations and groups that foster EDC/HRE?

Not at all To a little extent To a moderate extent To a large extent I don't know/I don't answer

Human rights organisations

Non-governmental organisations (NGOs)

Youth organisations

Community groups

Parents' groups

Others (please specify)

Optional comments

24. What is the level of recognition from state authorities of the role of youth organisations and NGOs as important providers of citizenship and human rights education?

Non-existent Very limited Limited Moderate Significant I don't know/I don't answer

Optional comments

25. How does your government support youth organisations and NGOs involved in EDC/HRE?

Not at all To a little extent To some extent To a large extent

Financial support

Dissemination of information and educational materials

Organisation of trainings for youth workers/youth leaders

Supporting co-operation with NGOs,

Translating educational materials

Institutional/political support

Other (please specify)

Optional comments

Article 11. Criteria for evaluation

26. In your country, have criteria been developed to evaluate the effectiveness of EDC/HRE programmes?

Yes No I don't know/I don't answer

Optional comments

Article 12. Research

[optional] 27. In your country, to what extent has research on EDC/HRE been initiated and promoted to take stock of the current situation?

Not at all To a little extent To a moderate extent To a large extent I don't know/i don't answer

Optional comments

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

28. In your country, to what extent are educational approaches and teaching methods promoted that enable young people to acquire competences to...

Not at all To a little extent To a moderate extent To a large extent I don't know/I don't answer

Promote social cohesion?

- Value diversity and equality (particularly between different faiths and ethnic groups)?
 - Settle disagreements and conflicts in a non-violent manner?
 - Combat all forms of discrimination and violence (especially bullying)?
- Optional comments

EVALUATION AND CO-OPERATION

Article 14. Evaluation and review

29. Has any action been taken or is it foreseen at national level to evaluate strategies and policies undertaken in accordance with the aims and principles of the Charter?

- Yes No I don't know/I don't answer
- Optional comments

Article 15. Co-operation in follow-up activities

30. Have any co-operation activities with other countries been organised or planned by the government in pursuing the aims and principles of the Charter?

- Yes No I don't know/I don't answer
- Optional comments

Article 16. International co-operation

31. In your country, is there co-operation on EDC/HRE with the following organisations/institutions? (please tick only one box in each row)

- Yes No I don't know/I don't answer
 - Council of Europe
 - United Nations (UN) (including UNESCO)
 - Organization for Security and Co-operation in Europe (OSCE)
 - European Union (EU) (including European Commission)
 - Other international/European organisations (please specify)
- Optional comments

32. Has your organisation co-operated with organisations from other countries in the implementation of EDC/HRE?

- Never Once A few times Many times
- Please specify what this co-operation includes/included

33. Would you agree that citizenship and human rights education is a means to address:

- Not at all To a little extent To a medium extent To a great extent
- Violent extremism and radicalisation leading to terrorism.....
- Integration of migrants and refugees
- Consequences of the economic crisis / austerity measures / social exclusion
- Both vulnerable and non-vulnerable groups in society with the overall aim of building cohesive and equitable societies

34. Would you like to receive news about the activities of the youth department in the field of HRE?

- Yes
- No

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Results of the second review with non-governmental and youth organisations (available online):

- ▶ Dariusz GRZEMNY, Poland, expert with the Youth Department
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- ▶ Marko GRDOŠIĆ, Chair of the Advisory Council on Youth of the Council of Europe
- ▶ Jana HAINSWORTH, Secretary General, Eurochild, UK
- ▶ Dirk HASTEDT, Executive Director, International Association for the Evaluation of Educational Achievement
- ▶ Costas KADIS, Minister of Education and Culture, Cyprus
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