



# Strategic support for decision makers

Policy tool for education  
for democratic citizenship and human rights

Publishing  
Editions



# **Strategic support for decision makers**

**Policy tool for education  
for democratic citizenship  
and human rights**

**Drawing upon the experiences  
of the Council of Europe's EDC/HRE project**

David Kerr and Bruno Losito

with

Rosario Sanchez, Bryony Hoskins,  
William Smirnov and Janez Krek

Council of Europe Publishing

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# Contents

Foreword.....	5
Executive summary.....	7
Acknowledgements.....	11
Preface .....	13
Section 1 – Introduction: using the policy tool .....	15
Section 2 – How to develop, implement, review and sustain EDC/HRE policies .....	19
Appendix 1 – Self-evaluation checklist on EDC/HRE: strategic support for decision makers .....	41
Appendix 2 – Definition of key terms .....	46
Appendix 3 – Key policy texts for EDC/HRE.....	48
Appendix 4 – Other Council of Europe EDC/HRE tools.....	50
Appendix 5 – Recommendation CM/Rec(2010)7 of the Committee of Ministers to member states on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education .....	52



## Foreword

Since its inception the Council of Europe has sought to defend and promote the values of democracy, human rights and the rule of law in our societies. Education is at the heart of this work, in introducing people, particularly young people, to these values, in providing opportunities for them to learn about and experience them and in laying the foundations for people to respect, protect and fulfil such values in their lives.

This publication is testimony to the effective partnership and collaboration between the Council of Europe and its 47 member states. It has its origins in the Organisation's flagship project Education for Democratic Citizenship and Human Rights, or EDC/HRE for short. It fulfils the wishes of member states to share their experiences and lessons learnt concerning EDC/HRE policy making. It aims, in particular, to draw to the attention of key decision makers – ministers, parliamentarians, high-level government officials – to the importance of EDC/HRE as a preventative measure in addressing the challenges facing all our societies. This policy tool is practical, packed with guidance and examples for all those involved in education for democratic citizenship and human rights. The result is a key resource for policy makers, practitioners and stakeholders, as well as a vehicle for exchange among institutions and individuals.

EDC/HRE is of paramount importance if our societies are truly to progress together along the path to democracy and human rights. It lies at the heart of ensuring that current and future generations of citizens (young and old) are adequately prepared and equipped to undertake their roles and responsibilities as citizens in their own communities and in wider society, in Europe and beyond. I hope this publication will be of assistance to those involved in EDC/HRE policies and, in particular, will strengthen their decision making. I also hope that it will help to consolidate and sustain effective practices and will encourage greater partnership and networking at all levels.

*Gabriella Battaini-Dragoni*  
*Director General of Education, Culture and Heritage, Youth and Sport*



# Executive summary

## Section 1 – Introduction: using the policy tool

Education for democratic citizenship and human rights (EDC/HRE) is recognised by member states as an essential element in the education of everyone, particularly young people. It is integral to the core mission of the Council of Europe in promoting human rights, democracy and the rule of law.

The aim of EDC/HRE is the establishment of sustainable forms of democracy in society based on respect for human rights and the rule of law. In a period of rapid and unprecedented change, EDC/HRE is one of society's strongest defences against the rise of violence, racism, extremism, xenophobia, discrimination and intolerance and is a preventative mechanism. It also makes a major contribution to social cohesion and social justice. The main objective of EDC/HRE is to help all people play an active part in democratic life and exercise their rights and responsibilities in society through exposure to educational practices and activities.

Approaches to EDC/HRE are a combination of teaching and learning, through experience or “doing”, that emphasise democratic learning, active participation and partnership learning. EDC/HRE is a lifelong learning process that takes place in connected “sites of citizenship”, in the classroom, education institution and local and wider community.

The aim of this policy tool is to offer strategic support to those making decisions about policy and to encourage more effective policy making in EDC/HRE, within and across Council of Europe member states and international organisations. The tool explains what EDC/HRE is and what it means in terms of policy making in a lifelong learning perspective, that is in different education and training phases – formal, informal and non-formal – from general education to vocational training and higher education to adult education. It sets out a policy cycle for EDC/HRE involving policy formation, policy implementation and policy review and sustainability.

The tool has been designed to support high-level policy making in member states, specifically for those involved in making key decisions about EDC/HRE policies. However, it can be used by anyone involved in forming, implementing and reviewing EDC/HRE policies, whether in government, international organisations, education and training institutions, non-governmental organisations (NGOs) or youth organisations. EDC/HRE, by its very definition,



is an evolving area and therefore it is anticipated that the tool will require updating in time.

## **Section 2 – How to develop, implement, review and sustain EDC/HRE policies**

### **Part A. Policy formation**

The first part of the policy cycle for EDC/HRE is policy formation, which is the starting point for all policy decisions. There are four key strategic steps concerning effective policy formation for EDC/HRE.

The first step concerns having a clear working definition of EDC/HRE. The current definitions proposed for the draft Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education could be used to help form policies:

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

The second step is raising awareness of EDC/HRE and making it a policy priority. The greater the awareness of EDC/HRE among key actors (decision makers, practitioners and stakeholders), then the greater the consensus that EDC/HRE should be a policy priority. Member states have found consensus building during policy formation to be crucial in strengthening links between policy formation and policy implementation.

The third step in policy formation is making regulations on EDC/HRE. The experience of the Council of Europe EDC/HRE project confirms that having clear regulations helps to underline the importance of EDC/HRE within education policies. It also contributes to more consistent policy making in EDC/HRE.

The fourth step is recognising the existence of (and then closing) “implementation gaps” between EDC/HRE policy formation and implementation. In EDC/HRE, successful transition from policy formation to implementation

requires careful planning and a clear strategic approach. However, the lack or inadequacy of strategic planning can create “gaps” that, in time, grow into obstacles that prevent the full and successful implementation of those policies.

## **Part B. Policy implementation**

The second stage of the policy cycle for EDC/HRE is policy implementation. Once policies are formed they need to be translated into effective practices. The experiences of member states confirm that policy implementation for EDC/HRE is a challenging, long-term and ongoing process. There are eight key strategic steps that need to be addressed if policy implementation for EDC/HRE is to be effective and sustainable.

The first step is agreeing the strategic support needed to turn EDC/HRE policies into effective practice, such as resources, support networks, training and the dissemination of good practice.

The second step concerns the implications of EDC/HRE for education and training frameworks. Nearly all European countries have addressed this step by including EDC/HRE as an explicit part of the school curriculum, at primary and secondary level. Member states also recognise the need to include EDC/HRE beyond schools, in vocational, higher and adult education, to achieve a lifelong learning perspective.

The third step is about tackling training and development needs. Successful policy implementation depends on addressing the training and development needs of those who deliver EDC/HRE policies and practices. They include key EDC/HRE actors – decision makers, stakeholders and practitioners with responsibility for EDC/HRE.

The fourth step, promoting democratic governance in education institutions, is necessary because EDC/HRE calls for an ethos that encourages active participation in the life of an organisation. Ensuring that education institutions promote democratic governance and enable students to play a part in decision making helps to develop a culture that values young people.

The fifth step is ensuring active participation. Member states have found from experience that, despite the existence of laws and regulations, various factors can set back the development of the democratic participation of students, practitioners and stakeholders in the running of educational institutions.

The sixth step is assessing learner outcomes from EDC/HRE programmes and activities. EDC/HRE aims to build knowledge and understanding together with developing skills, dispositions, attitudes and values consistent with the fundamental principles of democracy and human rights. Therefore it is vital to create opportunities for students to develop such knowledge, understanding, skills and dispositions, while at the same time assessing outcomes for learners.

The seventh step is that effective EDC/HRE involves engaging with and mobilising partnerships and networks in political and civil society and engaging them in policy formation, implementation and review. Decision makers in European countries have found that the sustainability of EDC/HRE is strengthened by the active development of partnerships and networks at all levels in society – local, regional, member state and international.

The eighth step concerns developing the criteria to monitor and evaluate the effectiveness of EDC/HRE programmes. Member states' experiences highlight that decision makers often assume that this comes after policy implementation. In fact the reverse is true. It is vital that this step is addressed during policy formation and implementation. This is because it provides a crucial link in the policy cycle between policy implementation and policy review and sustainability.

### **Part C. Policy review and sustainability**

The third stage of the policy cycle for EDC/HRE is policy review and sustainability. This involves reviewing policy formation and implementation for EDC/HRE and acting on the outcomes. Sustainability is more effective if review measures are built in from the start of the policy process for EDC/HRE rather than bolted on at the end. It is also helpful if those involved in policy decisions ensure that the review processes include both internal and external monitoring and evaluation and cover all aspects of EDC/HRE – people, institutions and processes.

A number of European countries have sought to build a robust and reliable evidence base for EDC/HRE, particularly in relation to education and young people. They have attempted to set up monitoring and evaluation which provide a variety of evidence from a range of people, sectors and levels.

It is vital that the outcomes of the evidence base are shared as widely as possible with all those involved with EDC/HRE policies and practices. Such sharing increases awareness of EDC/HRE as a policy priority and encourages discussion and debate leading to action.

## Acknowledgements

This policy tool has taken two years to produce. It has involved numerous processes, from conception, planning, discussion and consultations through writing, redrafting and piloting. Many people have been actively involved in these processes and it is important to acknowledge their invaluable contributions.

The idea for the tool came from the Ad hoc Advisory Group on Education for Democratic Citizenship (ED-EDCHR) and, in particular, from Reinhild Otte (chair) and Cesar Birzea, who offered valuable advice and support throughout. There was strong support also from Olof Olafsdottir, Head of Department of School and Out-of-School Education at the Council of Europe, who was instrumental in bringing together a skilled planning group.

The planning group first met in early 2008 and consisted of David Kerr, Bruno Losito, Rosario Sanchez, Bryony Hoskins, William Smirnov and Janez Krek. The group gelled quickly and rapidly drew up an outline plan for the tool, timeline for completion and delegation of tasks to get the tool completed on schedule. All members contributed to an initial review, analysis and reporting of relevant documents and reports on EDC/HRE. This document review provided much of the tool's substance. The planning group agreed that David Kerr and Bruno Losito would be the main authors, with both working on the first drafts and the former taking the lead role in the final editing.

Rosario Sanchez and Bryony Hoskins worked in partnership to draw together case studies of policy in member states for potential inclusion in the tool. This involved detailed interviews with many EDC/HRE co-ordinators from member states and the writing up of the outcomes.

William Smirnov and Janez Krek took the lead in pulling together the outcomes from the review of relevant policy documents for EDC/HRE and establishing the links between this tool and the other tools in the EDC/HRE Pack.

The network of EDC/HRE co-ordinators was instrumental in providing relevant and up-to-date policy examples and offering insightful comments on drafts of the tool at network meetings. A number of high-level decision makers involved in EDC/HRE policy in member states also piloted the tool and provided helpful suggestions for the final version.

The EDC/HRE secretariat at the Council of Europe offered vital professional and administrative support throughout, particularly Yulia Pererva and Sarah Keating-Chetwynd.

Above all, this tool is a team effort. I would like to thank all the contributors, particularly my colleagues in the planning group. I believe that we have created a tool that is practical and will be invaluable to all those involved in EDC/HRE policy decisions in member states and international organisations. This is because many of the contributors have vast experience in making real decisions about EDC/HRE policies and practices in member states. They have brought that expertise to bear in the planning and preparation of the tool.

*David Kerr  
Chair of the planning group, lead author and editor  
Slough (UK), January 2010*

## Preface

This policy tool has been produced in response to the conclusions of the Council of Europe's All European Study on Education for Democratic Citizenship Policies (2004). Three main conclusions are worth noting. First, that strong policies for EDC/HRE are crucial to building effective EDC/HRE practices. As the study reported:

“ownership of EDC policies is a key factor for effective implementation.” (p. 23)

Second, that there is often a “compliance/implementation gap” between policy formulation and policy implementation and EDC/HRE practices. As the study noted:

“formal provisions for EDC indicate compliance gaps among policy intentions, policy delivery and effective practice.” (p. 35)

Third, that there is a lack of consistency and continuity in the EDC/HRE policy cycle between policy formation and policy implementation, with little or no consideration, at that time, to policy review and sustainability. As was reported in the study:

“Quite often, policy makers are content with formulating goals and the expected courses of action, and do not follow up to see if there has been effective implementation.” (p. 45)

The tool is firmly rooted in the cumulative experiences and expertise built up by the Council of Europe's flagship Education for Democratic Citizenship and Human Rights project (EDC/HRE), which has been running since 1997. As was noted in the introduction to the Eurydice report on citizenship education in schools in Europe (2005) the project is recognised for its innovative approaches and practices:

“the project [EDC/HRE] constitutes a forum for discussion between EDC experts and practitioners from throughout Europe, in order to define concepts, develop strategies and gather good practice on EDC. On the basis of the findings and recommendations, the Council of Europe has set policy standards in the field of EDC and advocated their implementation by its member states.” (p. 7)

This policy tool is designed as a practical reference document, ensuring that the EDC/HRE project continues to set policy standards in the field. Its aim is to provide strategic support to decision makers in member states and international organisations to help them to better develop, implement, review and sustain effective EDC/HRE policies.

The policy tool will be an important companion to the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, which was adopted in the framework of the Committee of Ministers Recommendation CM/Rec(2010)7. It will provide practical support for decision makers concerning EDC/HRE policies. It will enable them to see how policy making in their context matches up to the draft charter and help them to take steps to ensure the decisions they are taking through the full EDC/HRE policy cycle are effective.

The tool also provides an overarching view of the main issues and challenges concerning EDC/HRE policies and practices. Such an overview is pivotal to the coherence and consistency of the EDC/HRE pack. This policy tool forms the first tool in the EDC/HRE Pack (tool 1). It raises issues that are picked up and followed through in greater detail for particular audiences in the other tools in the pack. The policy tool should be read in conjunction with the other tools in the pack:

- Democratic governance of schools (tool 2);<sup>1</sup>
- How all teachers can support citizenship and human rights education: a framework for the development of competences (tool 3);<sup>2</sup>
- Tool for quality assurance of education for democratic citizenship in schools (tool 4);<sup>3</sup>
- School-community-university partnerships for a sustainable democracy: education for democratic citizenship in Europe and the United States (tool 5).<sup>4</sup>

It is hoped that this policy tool fulfils its aims and purposes and proves to be people and policy-friendly. If so it will make a significant contribution to improving the quality of policy provision and practice in EDC/HRE across member states and in international organisations. It will also justify the time and effort of all those who contributed to its production.

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1. Backman, E. and Trafford, B. (2006), *Democratic governance of schools*. Strasbourg: Council of Europe Publishing.

2. Brett, P., Mompoin-Gaillard, P. and Salema, M. H. (2009), *How all teachers can support citizenship and human rights education: a framework for the development of competences*. Strasbourg: Council of Europe Publishing.

3. Birzea, C. et al. (2005), "Tool for quality assurance of education for democratic citizenship in schools". UNESCO, Council of Europe and Centre for Educational Policy Studies (CEPS).

4. Hartley, M. and Huddleston, T. (2010), "School-community-university partnerships for a sustainable democracy: education for democratic citizenship in Europe and the United States". Strasbourg: Council of Europe.

# Section 1 – Introduction: using the policy tool

The Policy Tool for EDC/HRE draws on experiences from the Council of Europe’s flagship Education for Democratic Citizenship and Human Rights (EDC/HRE) project, which has been running since 1997.<sup>5</sup> The tool offers strategic support to those involved in making key policy decisions and encourages more effective policy making in EDC/HRE, within and across member states and in international organisations.

## How is the policy tool organised?

The tool has two sections.

Section 1 introduces the tool, its aims and purposes, structure and how it can be used. It finishes with a diagram of the policy cycle for EDC/HRE that highlights the key strategic steps for decision makers in relation to that cycle.

Section 2 contains the main part of the tool. It focuses on how to develop, implement, review and sustain policies for EDC/HRE. It follows the policy cycle and explores the key strategic steps in relation to EDC/HRE that are the most pressing for those making policy decisions concerning policy formation, policy implementation and policy review and sustainability. It shows how these steps can be supported by key strategic actions.

Further information – including: a short self-evaluation checklist for decision makers and action planning monitoring grid, based on the key strategic steps outlined in section 2; a working definition of EDC and HRE; a list of key policy texts for EDC/HRE and links to other Council of Europe tools – is contained in separate supporting appendices.

## What is EDC/HRE?

Education for democratic citizenship and human rights (EDC/HRE) is recognised by member states as an essential element in the education of all people, particularly young people. It is integral to the core mission of the Council of Europe in promoting human rights, democracy and the rule of law.

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5. For further details and information about the Education for Democratic Citizenship and Human Rights (EDC/HRE) project visit [www.coe.int/edc](http://www.coe.int/edc).



There is a shared understanding, across member states and international organisations, about the core aim, objective and approaches to EDC/HRE.

The aim of EDC/HRE is the establishment of sustainable forms of democracy in society based on respect for human rights and the rule of law. In a period of rapid and unprecedented change, EDC/HRE is one of society's strongest defences against the rise of violence, racism, extremism, xenophobia, discrimination and intolerance and is a preventative mechanism. It also makes a major contribution to social cohesion and social justice.

The objective of EDC/HRE is to help all people play an active part in democratic life and exercise their rights and responsibilities in society through exposure to educational practices and activities.

Approaches to EDC/HRE are a mixture of teaching and learning, through experience or "doing", that emphasise democratic learning, active participation and partnership learning. EDC/HRE is a lifelong learning process that takes place in connected "sites of citizenship", in the curriculum, school community and local and wider community. These "sites of citizenship" promote EDC/HRE through their ethos and democratic governance.

## **Why is the policy tool needed?**

The EDC/HRE project has demonstrated the importance for EDC/HRE of clear and consistent policy making with appropriate strategic supports, in laying the foundations for the development of effective and sustainable practices.

For many involved in policy making – decision makers, practitioners and stakeholders – EDC/HRE remains a new area about which they feel uncertain and inadequately prepared. The aim, objective and approaches to EDC/HRE are not always understood and their implications for policy and practice only partially recognised. As a result, there are often sizeable "implementation gaps" between the formation of EDC/HRE policies and their translation into effective and sustainable practices.

Given this, there is a need to strengthen decision making to help develop a clearer and more consistent approach to EDC/HRE – one that will promote high-quality policy formation and implementation and secure effective and sustainable policy and practice in EDC/HRE.

## **What does the policy tool do?**

The tool explains what EDC/HRE is and what it means in terms of policy making in different education and training phases from general education to vocational training and higher education to adult education. It supports EDC/HRE in formal, informal and non-formal education and training in a lifelong learning perspective.

Drawing on the experience of the EDC/HRE project it:

- provides a coherent overview of the policy cycle for EDC/HRE across education and training phases;
- synthesises the key steps for those making policy decisions in relation to EDC/HRE and offers key, strategic support on how to approach them;
- encourages reflection on and review of current EDC/HRE policy approaches;
- promotes the long-term sustainability of EDC/HRE.

## **Who is the policy tool for?**

It is for high-level decision makers at member state level and in international organisations, namely those involved in making key policy decisions about EDC/HRE. However, it can be used by anyone involved in forming, implementing and reviewing EDC/HRE policies, whether in government and international organisations, education and training institutions, non-governmental organisations (NGOs) or youth organisations.

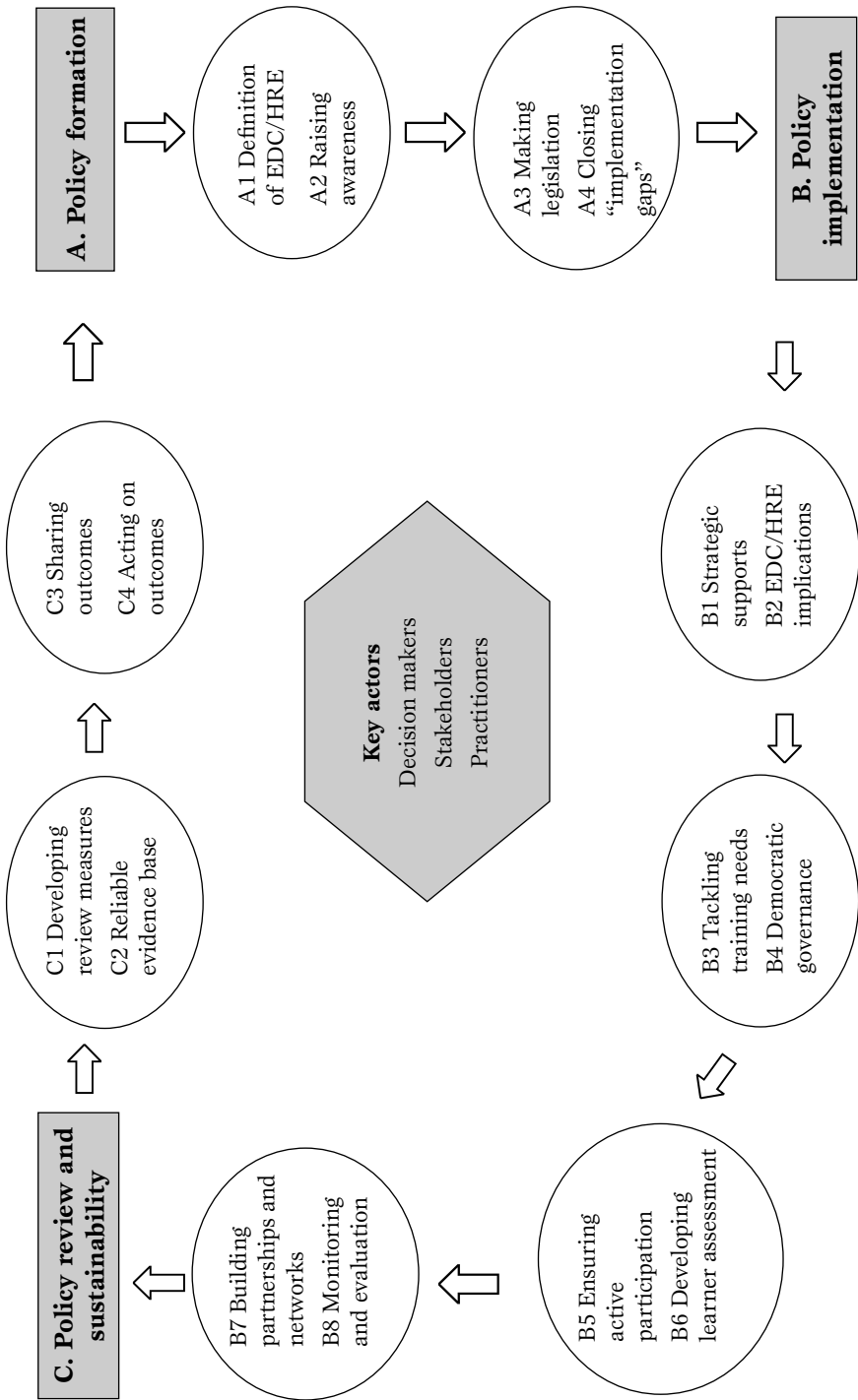
## **How can the policy tool be used?**

Though the policy tool is compact, it is not intended to be read as a continuous document. Rather, when you are familiar with it, particular sections and issues can be selected and used as appropriate.

The policy tool represents current developments across member states of the Council of Europe. EDC/HRE, by its very definition, is an evolving area. Its strength and contribution comes from being responsive to change and relevant to the needs of democratic societies. Given this, in time, there will be new contexts in society, new debates and objectives and the need for new and revised EDC/HRE policies, regulations and practices to consider. In due course, the tool will require updating to take these developments into account.

It is hoped that this policy tool:

- provides a stimulus to those involved in making decisions about EDC/HRE policies;
- deepens a culture of reflection, review and action among decision makers in relation to EDC/HRE policy formation, implementation and review;
- helps to improve the quality of policy provision and practice in EDC/HRE across all sectors in society and, in so doing, ensures the long-term sustainability of EDC/HRE within and across member states and international organisations.



## **Section 2 – How to develop, implement, review and sustain EDC/HRE policies**

This section outlines the key strategic steps for decision makers in relation to EDC/HRE policies and demonstrates, with the aid of policy examples, how they can be strategically addressed.<sup>6</sup> The key steps are those cumulatively identified by member states through their involvement, since 1997, in the Council of Europe’s flagship EDC/HRE project. It is divided into three interrelated parts: policy formation, policy implementation and policy review and sustainability.

### **Part A. Policy formation**

The first part of the policy cycle for EDC/HRE is policy formation. Policy formation is the starting point for all decision makers. There are four key strategic steps (A1 to A4) concerning effective policy formation for EDC/HRE.

#### **A1. Having a shared working definition of EDC/HRE**

The starting point in forming policy is having a shared working definition of EDC/HRE. Having a shared knowledge and understanding of the definition of EDC/HRE will increase the capacity of key actors to explain, simply and clearly, to a range of audiences, what is the purpose and essence of EDC/HRE in society.

Shared working definitions of EDC and HRE from international institutions provide a useful tool for forming policy. In the course of the EDC/HRE project, the definitions of EDC and HRE have been constantly updated.

The current definitions contained in the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education could be used by decision makers.<sup>7</sup> These definitions are comprehensive and member states have found it helpful to translate them into clearer, more accessible working definitions that set out the aim, objective and approaches to EDC/HRE for their particular context.

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6. It should be noted that the policy examples used in the tool have been chosen as illustrative of how member states have provided strategic support for EDC/HRE policies rather than as examples of “best practice”. Many countries have adopted similar approaches to these steps. The examples represent a range of member states of the Council of Europe.

7. See Appendix 2 – Definition of key terms.

## **A2. Raising awareness of EDC/HRE and making it a policy priority**

Armed with a shared working definition for the country's particular context, the second challenge to be overcome is raising awareness of EDC/HRE and making it a policy priority. The two processes go hand-in-hand. The higher awareness about EDC/HRE is among key actors (policy makers, practitioners and stakeholders), the greater the consensus is that EDC/HRE should be a policy priority. Likewise, the more that is understood about the contribution of EDC/HRE to society's well-being, the more likely its inclusion in policy making.

The first move in building this broad consensus is awareness raising about the relevance of EDC/HRE in strengthening democracy, human rights and increasing social cohesion in society. The experience of the EDC/HRE project shows that member states have adopted a range of strategies to raise awareness about EDC/HRE and make it a policy priority. These include:

- discussing and raising awareness of member state programmes concerning EDC/HRE;
- implementing agreements among institutions at differing levels in society (for example, ministries, local authorities and international agencies);
- disseminating information on projects, actions and outcomes of international organisations involved in EDC/HRE.

### **EDC/HRE as a policy priority**

In Austria, a national campaign was organised in 2007/08 called "Democracy Initiative". As a result of the "Democracy Initiative" citizenship education was included as a new subject in the eighth grade of the curriculum. It aims to promote the stronger integration of EDC in the Austrian school system in order to encourage the active citizenship of youth. In addition, the initial and in-service training of teachers for citizenship education was added as a new priority area.

In Croatia, a government initiative has led to a three-year National Programme for the Protection and Promotion of Human Rights (2008-11) and to the adoption of a supporting action plan for the programme by the Croatian Government.

Member states of the Council of Europe have found consensus building during policy formation to be crucial in strengthening links between policy formation and policy implementation. This involves engaging with those at various levels in society – in government and international organisations, in education and training institutions, in non-governmental organisations (NGOs) and in youth organisations – and in different education and training phases, from general education to vocational training, higher education and adult education. Effective policy formation lays the foundations for strengthened policy implementation and, in turn, stronger policy review and sustainability.

European countries have adopted a range of activities aimed at awareness raising of EDC/HRE and engaging with key actors – decision makers, stakeholders and practitioners – about policy and practice. The main ones include:

- promoting and encouraging debates and discussions about EDC/HRE issues in member states and the media;
- using the Internet and media to promote EDC/HRE campaigns;
- setting up Internet discussion forums on EDC/HRE issues;
- organising seminars, conferences, panels and public hearings on EDC/HRE issues.

### **Awareness raising**

In Portugal, a forum has been running for the last two years on EDC/HRE organised by the Council of Ministers and the Ministry of Education. A large number of NGOs have participated and recommendations have been developed that build on the priorities of those involved in the forum. These recommendations are publicly available on the Internet and are feeding into EDC/HRE policy and practice.

In Norway, “School National Elections” (*Skolevalg*) is a national project that raises awareness in society and in particular among young people about democratic citizenship. Every four years, a few weeks before the national elections, upper secondary schools are invited to participate in mock elections that mirror the candidates and parties that are running in the national elections. Debates are held in the schools and politicians invited. Over 90% of students in upper secondary schools are involved in these mock elections. The results are reported widely across Norway through television and other media outlets.

## **A3. Making regulations on EDC/HRE**

The third step in policy formation is making regulations on EDC/HRE. The experience of the EDC/HRE project shows that having clear regulations on EDC/HRE helps to underline the importance of EDC/HRE within education policies.<sup>8</sup> It also contributes to more consistent policy making in EDC/HRE.

EDC/HRE and education policies in member states have two common characteristics:

- the constitutions in all countries provide the foundations for the development of democratic societies;

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8. It should be noted that any regulations and policies will have to be applied with due respect for the constitutional structures of each member state, using means appropriate to those structures and having regard to the priorities and needs of each member state in its given situation.

- the majority of member states have established EDC as a specific education aim or principle.

### **Regulations**

In Spain, the Organic Law of Education (LOE-2/2006) passed in 2006 saw the inclusion of “Education for Citizenship” as a subject and as a key competence in the school curriculum, and the development of democratic citizenship as one of the main aims of adult education.

In the Federal Republic of Germany there has been a fully fledged system of EDC/HRE in formal education incorporated in the regulations of the *Länder* for almost 60 years;<sup>9</sup> in the *Land* of Baden-Württemberg, for instance, EDC/HRE in schools has had constitutional status since 1953. This system comprises subjects in which EDC/HRE is taught, curricula, teacher training, teaching and learning materials and the participation of pupils and parents.

## **A4. Recognising and closing the “implementation gaps” between EDC/HRE policy formation and policy implementation**

The fourth step in policy formation is recognising the existence of (and then closing) “implementation gaps” between EDC/HRE policy formation and policy implementation.

In EDC/HRE, as in other areas, the experience of European countries is that successful transition from policy formation to policy implementation requires careful planning and a clear strategic approach. However, the lack or inadequacy of strategic planning can create “gaps” that, in time, grow into obstacles that prevent the full and successful implementation of those policies.

The EDC/HRE project has identified the main “implementation gaps” in EDC/HRE policy making in countries, notably:

- the gap between statements of principle (on the value of EDC/HRE in the education of all people) and existing policies;
- the gap between policies and their implementation;
- the gap between EDC/HRE policies and other policy sectors.

To encourage the transition from the formation of EDC/HRE policies to their actual implementation, it is crucial that decision makers recognise the existence of these “implementation gaps” and set up specific strategic approaches to counter them.

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9. In the western part of Germany, EDC/HRE has played an important role since the foundation of the Federal Republic of Germany in 1949, in the eastern part after the German reunification in 1990.

These strategic approaches are:

- to clearly define and specify EDC/HRE policies;
- to identify the key actors – decision makers, practitioners and stakeholders – who can promote and support policy implementation. They need to be actively involved in the policy formation and implementation process;
- to establish measures for the progressive implementation of EDC/HRE policies – with decision makers identifying priorities, making resources available and actively supporting the process of implementation at different stages.

Countries have adopted a number of strategic approaches to counter “implementation gaps” including:

- defining clear objectives for EDC/HRE at member state, regional and local level;
- drafting guidelines and frameworks for the implementation of EDC/HRE and defining concepts, aspects, learning outcomes, processes and contexts associated with EDC/HRE;
- drawing up and promoting action plans for EDC/HRE at member state, regional and local level;
- setting out a specific curriculum for EDC/HRE at school level.

**Closing the “implementation gaps” between EDC/HRE policy formation and policy implementation**

In Sweden, national objectives and guidelines have been developed. One example is in the field of gender equality where objectives and guidelines have been introduced on how to deal with issues such as girls’ progress in maths and physics and with emerging concerns such as honour killings within migrant communities. These national objectives are implemented through assignments which focus on teacher training, competence development, courses, seminars and conferences, pilot projects and support from researchers.

In the case of international organisations on 10 December 2004, the United Nations General Assembly launched the World Programme for Human Rights Education (2005-ongoing) to advance the implementation of human rights education programmes in all sectors. It is structured in phases, the first of which covered the period 2005-09 and focused on primary and secondary school systems. A plan of action for this first phase was developed by a broad group of education and human rights practitioners from all continents and proposed a concrete strategy and practical ideas for implementing human rights education nationally.



## **Part B. Policy implementation**

The second stage of the policy cycle for EDC/HRE is policy implementation. Once policies are formed they need to be translated into effective practices. The experiences of member states of the Council of Europe confirm that policy implementation for EDC/HRE is a challenging, long-term and ongoing process. There are eight key strategic steps (B1 to B8) that need to be addressed if policy implementation for EDC/HRE is to be effective and sustainable.

### **B1. Agreeing the necessary strategic supports to turn EDC/HRE policies into effective practices**

Addressing the first step is dependent on appropriate actions having been taken during EDC/HRE policy formation that lay the foundations for policy implementation, namely:

- setting out clearly the aim, objective and approaches to EDC/HRE;
- making laws that allow for EDC/HRE development;
- getting key actors involved – decision makers, practitioners and stakeholders;
- raising awareness of the steps to be taken in tackling “implementation gaps”.

With these actions carried out, it is easier to put in place the strategic supports needed to turn EDC/HRE policies into effective practices.

Strategic supports that member states have employed to underpin EDC/HRE policy implementation include:

- promoting innovative EDC/HRE experiences and disseminating examples of good practice;
- providing financial support for EDC/HRE pilot projects and programmes (at member state, regional and/or local level);
- developing quality assurance procedures that improve EDC/HRE actions and initiatives;
- supporting institutional agreements and partnerships for developing EDC/HRE in adult education;
- developing co-operation on EDC/HRE among key actors at member state, regional and local level (and sometimes international level);
- increasing the number of organisations which provide educational services and training for EDC/HRE in education and training phases (from general education to vocational training and higher education to adult education).

### **Strategic supports**

In Kosovo,<sup>10</sup> the Ministry of Education, Science and Technology, in cooperation with the Council of Europe, the European Commission Liaison Office to Kosovo and NGOs, undertakes a range of activities concerning teacher training for EDC/HRE and also prepares resources for human rights education. Every year the ministry, in collaboration with the Ministry of Culture, Youth and Sports, organises the “Month of Youth”. The month involves a variety of campaigns hosted by different organisations that discuss and debate EDC/HRE topics and issues.

In Poland, a number of policy initiatives have been undertaken to stimulate EDC/HRE practices. The Citizens’ Initiatives Fund (*Fundusz Inicjatyw Obywatelskich*), for example, has been created to enhance and support citizens’ initiatives and increase the involvement of the NGO sector.

## **B2. Addressing the implications for education and training frameworks (including school curricula)**

Nearly all European countries have tackled this challenge by including EDC/HRE as an explicit part of the school curriculum, at primary and secondary level. Schools are viewed as crucial “sites of citizenship” for promoting, implementing and sustaining EDC/HRE.

Member states of the Council of Europe also recognise the need to include EDC/HRE beyond schools, including in vocational training, higher education and adult education, and particularly in teacher training courses.

Member states have adopted four main approaches to including EDC/HRE in education and training frameworks (including school curricula):

- the inclusion of EDC/HRE as a separate component/activity (for example, as a curriculum subject or training module);
- the integration of EDC/HRE into several components/activities (for example, curriculum subjects or training modules), through a cross-curricular approach;
- the adoption of a transversal, whole institution approach (for example, school, college, training institution, university);
- the use of a combination of these approaches simultaneously.

However, there are a number of implementation issues associated with these approaches including:

- strengthening the status of EDC/HRE in relation to traditional components activities (for example, existing curriculum subjects, training courses);

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10. All reference 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.

- creating sufficient time and space for EDC/HRE components/activities;
- facilitating the development of cross-curricular components/activities;
- identifying skills and competences, values and dispositions associated with EDC/HRE;
- introducing teaching and learning methods that are more active, participatory and student-centred;
- developing new textbooks and teaching and training materials and making them widely available;
- recognising that effective EDC/HRE practice requires an open and democratic institutional ethos and climate (for example, at school, college, training institution, university).

Member states and international organisations also recognise that social, civic and personal competences, related to EDC/HRE, are part of the key competences for lifelong learning. In defining the knowledge and skills to be developed for such competences, they have begun to build EDC/HRE approaches and activities into education and training frameworks.

### **Education and training frameworks**

#### **EDC/HRE competences**

In Andorra, the competences needed for the promotion of social cohesion and democracy have been identified up to the end of compulsory schooling and are also described within vocational education and training. There are also descriptions of how the competences should be measured.

In Bulgaria, the skills and competences needed for the promotion of social cohesion and democracy in society have been defined. There is a National Strategy for Lifelong Learning (2008-13) that sets out key competences and how they should be acquired. One of the key competencies concerns EDC/HRE.

In Hungary, the national core curriculum defines the skills and competences needed for the promotion of democracy in society. These include key areas of development such as: respect for individual and human rights; strengthening national identity; historical awareness and citizenship; social sensitivity; responsibility for the environment; learning about and accepting other cultures and acquiring the knowledge and skills necessary to use democratic institutions.

#### **Relevant Council of Europe tool:**

How all teachers can support citizenship and human rights education: a framework for the development of competences

### **B3. Addressing training and development needs**

Successful policy implementation depends on addressing the training and development needs of those who deliver EDC/HRE policies and practices. They include key EDC/HRE actors – decision makers, stakeholders and practitioners with responsibility for EDC/HRE.

In terms of training and development needs in schools, those involved in policy decisions in member states have realised that it is necessary to provide suitable training for all leaders and teachers, not just those who teach subjects most closely related to EDC/HRE. Countries have therefore ensured that pre and in-service teacher education covers EDC/HRE in terms of its aims, objectives, teaching and learning methods, and links to the curriculum and school ethos and organisation.

#### **Training and development needs**

In Bosnia and Herzegovina, over 300 teachers have been specifically trained and certified to teach EDC. The training programme is carried out by the NGO Civitas and the Council of Europe. The authorities have given these organisations greater responsibility for in-service training. Every teacher must pass an exam to demonstrate what they know about EDC/HRE and, in addition, they must take a practical test supported by a training portfolio. The competences for this are clearly defined. The standards required for teachers have been developed by the Council of Europe and a group of external experts evaluate whether the standards have been achieved.

In Portugal, there are specific initiatives aimed at involving stakeholders and practitioners in the formation of EDC/HRE policies and training. NGOs organise training courses for teachers which are paid for by the Ministry of Education. The ministry, in collaboration with NGOs, provides teachers' guides for EDC/HRE.

In the Russian Federation, the Civil Education Centre has developed the training programme "Civic education of the population of the Russian Federation". The centre also contributes to the development of education standards for teachers and trainers, publishes textbooks and manuals and organises conferences, seminars and training for teachers and students in the Russian Federation.

In Denmark, the recent act on teacher training included civic education as part of the training of teachers. The Danish University of Education has also established a new Masters degree in Citizenship. Such developments are found in a number of countries.

## **B4. Promoting democratic governance in education institutions**

This challenge arises because EDC/HRE is learned through the culture or ethos of the institution – that is, through the values on which the institution operates and the manner in which it goes about its daily business. EDC/HRE is most effective when it takes place in a culture that values all those involved with the institution, including young people, and encourages them to take an active part in the life of the organisation. This can include having a say in the learning, playing a part in decision making and taking on positions of responsibility. Ensuring that education institutions – schools, colleges, training centres and universities – provide a culture or ethos that promotes democratic governance is not easy. Decision makers in member states have found that such a culture can be encouraged by:

- focusing on the student in the teaching and learning process, thus enhancing learners’ autonomy, responsibility, engagement and participation;
- choosing interactive teaching and learning approaches that take into account learners’ own experiences;
- providing learners with real opportunities to exercise their democratic rights and responsibilities in the classroom and across the educational institution;
- fostering student, parent, teacher and educational staff participation in the definition and implementation of EDC/HRE aims and objectives;
- encouraging the development of participative decision-making processes that involve pupils, teachers, parents and educational and non-educational staff;
- encouraging the input of the local community and of representatives from business and industry in the organisation and governance of the institution.

Many member states of the Council of Europe have passed laws and made provisions that provide the framework for the promotion of democratic governance in education institutions, particularly schools. They have followed this up with parallel strategies that encourage education institutions to introduce more open and democratic learning environments. These strategies include, for example, the establishment of student councils or committees at individual school level, and the setting up of procedures to democratically select representatives of students, parents, teachers and non-educational staff to participate on the executive boards and councils of education institutions.

### **Democratic governance in education institutions**

In the Flemish community of Belgium, the Flemish Parliament has approved the “Decree on participation”. This decree (which amounts to a law) is a legal framework for participation at school level. It establishes the need to set up a staff council, a parent council and a student council in every school if 10% of each group request one (the student council is compulsory in secondary schools). The school council then contains representatives from parents, staff and the local community (and in secondary education also students).

In Finland, at the primary education level the law provides the possibility of having student councils. In secondary education the law says that whenever important decisions are to be made students’ opinion must first be heard, and that happens by consulting the student council.

In Slovenia, there is an initiative called the “Children’s Parliament” which has been running since 1990. It involves all students aged 5 to 16 in mainstream schooling. Students discuss and express their opinions on topics that matter to them. They start in the classroom and then work their way up, if democratically chosen by their peers, through school, municipal and regional level. Finally, at national level a democratically elected group of students are chosen to debate the most important topics in the parliament and draw up conclusions which are presented to the government and other leading institutions.

### **Relevant Council of Europe tool:**

Democratic governance of schools

## **B5. Developing and supporting active participation**

Member states of the Council of Europe have found from experience that, despite the existence of laws and regulations, various factors can set back the development of the active participation of students, practitioners and stakeholders in the running of educational institutions. They include:

- obstacles in the way that representative bodies are elected or selected;
- problems connected to excessive bureaucracy associated with representative bodies;
- difficulties in getting students to put themselves forward for elected representative bodies and then involving them in those bodies once elected;
- limited involvement of external stakeholders – representatives of the local community, parents’ associations, NGOs, industry and business.

There are two ways to overcome these difficulties. The first is to strengthen the “culture of participation”, and the second to ensure a working balance

between governance, participation and delegation. A number of actions have proved effective in Council of Europe countries in these two respects:

- giving genuine consideration to students’ proposals, in order to reinforce their sense of self-efficacy and belief that “participation” is meaningful;
- organising and rewarding specific experiences of participation, such as mock elections and youth parliaments;
- setting up support and training courses aimed at broadening the participation of key actors, such as students and stakeholders from the local community;
- supporting the co-ordination of parents’ and students’ associations at member state level in order to increase their influence;
- encouraging greater co-operation and networking between decision makers, stakeholders and practitioners at member state, regional and local level.

### **Developing and supporting active participation**

In the French community of Belgium, a special Ministry of Education campaign known as *École parents a(d)mis* was organised by the federations of parent associations and the Ligue des familles to prepare parent representatives for their roles and responsibilities on school councils.

In Latvia, a co-operation agreement was signed between the Ministry of Education and Science and the NGO Parents for Education, Co-operation and Growth. The main purposes of the agreement were to form and strengthen co-operation and networking, to promote parental involvement in quality education and to develop a dialogue with politicians and decision makers regarding the education of young people.

In Romania, the Institute for Education Studies (IES) ran a research project on the rights and responsibilities of the child in the school context which looked at the implementation of the rights of the child at all levels of the education system from regulations and planning documents to curriculum and teacher training. The research led to the development by IES, in partnership with the Centre for Innovation in Education, of a follow-up project to promote pupil participation in school and community life.

## **B6. Assessing learner outcomes**

Assessing learner outcomes from EDC/HRE programmes and activities remains a considerable challenge in many countries. Difficulties arise because EDC/HRE aims to build knowledge and understanding together with developing skills, dispositions, attitudes and values consistent with the fundamental principles of democracy and human rights. It is not easy to create opportunities for students to develop such knowledge, understanding, skills and dispositions while at the same time assessing the outcomes for learners.

Member states of the Council of Europe are still feeling their way in this area. However, decision makers have recognised the importance of adopting measures to support and train teachers and trainers. Such measures speed up the development and spread of successful and consistent assessment policies and practices for EDC/HRE. These measures can be adopted at all levels – member state, regional, local and institution – and include:

- making the learning objectives in EDC/HRE extremely clear at all education and training phases – at school, in higher education and in non-formal education;
- identifying the particular knowledge, understanding, skills and competences learners should acquire through EDC/HRE;
- establishing standards and benchmarks for EDC/HRE at relevant levels (member state, regional and local level);
- introducing institutionalised assessment practices in schools and colleges;
- establishing criteria for certification and examinations;
- providing teachers and trainers with clear guidelines and frameworks for learner assessment;
- providing training on assessment for teachers in pre and in-service teacher education;
- fostering knowledge of European developments concerning the recognition and evaluation of key competences and in particular of “social, civic and personal competences”.

### **Assessing learner outcomes**

In “the former Yugoslav Republic of Macedonia”, competences have been defined for the promotion of social cohesion and democracy. These are based on pre-service training for pedagogical students and social science students at university. There are also national standards for EDC in secondary schools, including levels for knowledge and attitudes.

In England, assessment in citizenship education against national standards is a compulsory requirement in secondary schools. For students aged 14, teachers are required to assess each student’s attainment in citizenship against a nine-level scale of the types and range of performance that students should characteristically demonstrate. When students are aged 16, schools decide for themselves how to assess progress and achievement in citizenship.

In the Republic of Ireland, a state examination (involving a written paper and practical action project) on Civic Social and Political Education is held at the end of lower secondary education. At the end of upper secondary education, the Leaving Certificate Examination covers (among other things) citizenship issues in subjects such as geography and history. It consists of written papers together with a research study report.



## **B7. Building strong partnerships and networks that involve the key actors in EDC/HRE**

Effective EDC/HRE involves engaging with and mobilising partnerships and networks in political and civil society and engaging them in policy formation, implementation and review. Decision makers in European countries have found that the sustainability of EDC/HRE is strengthened by the active development of partnerships and networks at all levels in society – local, regional, member state and international – including links with initiatives in other countries beyond Europe. Such actions enable the sharing of responsibility for EDC/HRE between government and partners from civil society.

Member states of the Council of Europe have adopted a range of approaches to developing and supporting such partnerships and networks. This has included holding discussions with and supporting initiatives by international and member state NGOs, as well as other relevant stakeholders.

### **Partnerships and networks**

In the Federal Republic of Germany, for nearly 60 years and in addition to the formal system of EDC/HRE, there has been a well-developed system of non-formal youth and adult education with a wide spectrum of different governmental and non-governmental organisations or foundations which exclusively or partly offer EDC/HRE. About 30 umbrella organisations, each comprising a bulk of institutions working in EDC/HRE, co-operate in a committee called Bundesausschuss Politische Bildung (BAP). The BAP as well as the Landeszentralen für politische Bildung (*Länder* Agencies for Civic Education) and the Bundeszentrale für politische Bildung (Federal Agency for Civic Education) are making an important contribution to EDC/HRE and work closely together in non-formal as well as formal education.

In the United States, the University of Pennsylvania has developed an innovative partnership between the university and a local public school through the University Assisted Community School (UACS) programme. Based on community-based problem solving the partnership has grown up around the issue of public health. It has led to the creation of the Community Health Promotion and Disease Prevention Centre at Sayre Middle School, a local public school. Students and the faculty work at the school to advance student learning, while Sayre students have taken their learning beyond the school and become agents of health care change in their families and neighbourhoods. This partnership initiative is being viewed with interest by universities in a number of European countries, who are keen to develop similar school-community-university partnerships.

**Relevant Council of Europe tool:**

School-community-university partnerships for a sustainable democracy: education for democratic citizenship in Europe and the United States

## **B8. Developing monitoring and evaluation of EDC/HRE**

Country experiences highlight that those involved in making policy decisions often assume that this step comes after policy implementation. In fact the reverse is true. It is vital that this step is addressed during policy formation and implementation. This is because it provides a crucial link in the policy cycle between policy implementation and policy review and sustainability.

The monitoring and evaluation measures that member states of the Council of Europe develop provide an invaluable evidence base for EDC/HRE. That evidence base can be used to inform decisions concerning the review and revision of EDC/HRE policies and practices. If monitoring and evaluation are either not addressed, or addressed post-policy implementation, it seriously weakens the capacity of countries to build a robust and reliable evidence base and hinders their capacity to undertake meaningful policy review for EDC/HRE.

The nature of EDC/HRE also makes it important to build in monitoring and evaluation from the start of the policy process. EDC/HRE policies and practices present considerable challenges for education and training institutions and encourage active and innovative approaches.

There are two types of monitoring and evaluation of EDC/HRE approaches:

- monitoring – both internal and external – by education and training institutions, particularly schools, as well as educational authorities to provide the competence to reflect on EDC/HRE policies, practices and approaches and to use the outcomes to take appropriate action;
- evaluation, including research – both internal and external – by education and training institutions and also educational authorities to provide criteria, reference standards and outcomes for EDC/HRE that can be used to guide internal and external monitoring and evaluation procedures.

Member states have undertaken a range of initiatives to develop and support a monitoring system for EDC/HRE:

- empowering education and training institutions with the competence to design, plan, monitor, evaluate and review their approaches to EDC/HRE;

- providing education institutions with guidelines and tools for self-evaluation;
- giving leaders, senior managers and teachers opportunities for training in self-evaluation methods and techniques;
- providing education institutions with comparative data to evaluate their effectiveness in relation to others, in order to improve their practice;
- recognising the roles and responsibilities of different institutional actors and agencies in relation to EDC/HRE (education authorities, inspectorates, research institutes, universities);
- defining and communicating the criteria and objectives upon which monitoring and external evaluation will be carried out;
- drawing up indicators, standards and benchmarks to evaluate EDC/HRE outcomes.

Member states have also undertaken a range of initiatives to develop and support evaluation, including research, in EDC/HRE:

- building evaluation and research into the policy-making process for EDC/HRE;
- supporting research that seeks to identify criteria to be used in setting indicators, standards and benchmarks for EDC/HRE;
- setting up research and evaluation studies on EDC/HRE at regional and member state level and/or taking part in EDC/HRE research studies organised by agencies at European and international level;
- collecting, organising and analysing comparative data on EDC/HRE at regional, member state and international level.

A number of member states of the Council of Europe have found it helpful to regularly monitor and review their EDC/HRE policies and practices. Such procedures provide regular and reliable evidence which can be used to determine effectiveness, to identify strengths and weaknesses and to establish an agenda for review and sustainability.

These procedures involve identifying experts, allocating resources, working in relevant partnerships and networks and disseminating evaluation results appropriately.

### **Monitoring and evaluation**

In Estonia, there has been a review and evaluation of EDC/HRE policy initiated by the Ministry of the Interior. A special commission has been set up to review and evaluate the implementation of the Estonian Civil Society Development Concept. Meanwhile the Ministry of Education and Research has carried out a review of the implementation of different governmental strategies in the educational system, including EDC/HRE.

In Sweden, every school is obliged, by law, to provide an annual quality assurance report that includes an evaluation of the school action plan against discrimination, violence and harassment. The quality assurance report is sent to the local municipality and then on to the national agency in order to monitor developments locally and nationally. This is combined with inspections that specifically look at quality assurance procedures to see if student needs in all areas are being met.

In Luxembourg (and in a large number of other Council of Europe member states), the evaluation of the EDC/HRE system will be strengthened by the country's participation in the International Association for the Evaluation of Educational Achievement (IEA) International Civic and Citizenship Education (ICCS) Study – the largest research study ever undertaken in this area comprising almost 40 countries from across the world. Luxembourg (and other countries) will receive data on how the EDC/HRE knowledge, attitudes and experiences of their students, teachers and school leaders compare with those in other countries.

### **Relevant Council of Europe tool:**

Tool for quality assurance of EDC in schools

## **Part C. Policy review and sustainability**

The third stage of the policy cycle for EDC/HRE is policy review and sustainability. This involves reviewing policy formation and implementation for EDC/HRE and acting on the outcomes. Without sufficient attention to regular review, EDC/HRE can rapidly lose its relevance for key actors – decision makers, practitioners and stakeholders – and become a lapsed policy priority.

The experiences of member states of the Council of Europe show that policy review and sustainability is, as yet, an underdeveloped part of the EDC/HRE policy cycle. It remains an aspiration rather than a reality: something to be considered and developed in the future. This situation is due mainly to the fact that EDC/HRE is a relatively new policy area and as a result it is not always clear who should be evaluating the success of EDC/HRE, what should be reviewed and how EDC/HRE should be evaluated.

However, given the speed of EDC/HRE policy making in European countries, the policy review and sustainability of EDC/HRE will become a priority for action in many member states of the Council of Europe sooner than those involved in policy decisions think. This is where the Council of Europe's network of EDC/HRE co-ordinators has a key role to play. It provides a unique forum for the sharing of EDC/HRE outcomes across member states. It is a crucial source of expertise and strategic support for decision makers involved in the EDC/HRE policy process. The network has been in existence since 1997. It includes a representative from every member state and meets formally twice a year.

The experiences of those member states that have begun to engage with policy review and sustainability suggest that there are four key steps (C1 to C4) that need to be addressed.

## **C1. Developing review measures for EDC/HRE**

Such development is made easier if review measures are identified and built in from the start of the policy process for EDC/HRE, rather than bolted on at the end. It is also helpful if decision makers ensure that the review processes include both internal and external monitoring and evaluation. They should also cover all aspects of EDC/HRE – people, institutions and processes.

Member states and international organisations have taken steps to develop review measures, such as providing education institutions with the necessary guidelines, tools and methods for self-evaluation.

### **Developing review measures**

The Council of Europe's network of EDC/HRE co-ordinators has been actively involved in sharing information and outcomes concerning EDC/HRE policies and practices in member states since 1997. Such information has been critical in highlighting the need, among key actors – decision makers, practitioners and stakeholders – for practical tools to support developments and help them to review EDC/HRE. The network has been instrumental in contributing information and examples for inclusion in such tools. To date, the Council of Europe has produced a range of tools – an EDC/HRE Pack – on key issues such as quality assurance, democratic governance of schools, teacher competences, civic partnerships and now policy.

## **C2. Building a reliable evidence base for EDC/HRE**

A number of member states of the Council of Europe have sought to build a reliable evidence base for EDC/HRE, particularly in relation to schools and young people. They have attempted to set up monitoring and evaluation so that it provides a variety of evidence from a range of people, sectors and levels.

Such evidence includes a variety of both internal and external, quantitative (survey) and qualitative (case study), snapshot and across-time components. It is provided by all key actors – decision makers, practitioners and stakeholders – involved in the EDC/HRE process.

Approaches to building an evidence base include:

- designing external evaluation and research as part of EDC/HRE programmes and initiatives at all levels and phases of education and training;
- establishing inspection and monitoring systems, both internal and external, at a range of levels, from member states to institutional;
- promoting and encouraging the growth of internal, self-evaluation and review systems at institutional level;
- ensuring that the voices of key actors involved in EDC/HRE are captured in evaluation and research, including those of young people, parents and representatives of the local community, as well as those of education leaders, teachers and tutors;
- taking part in European and international evaluations and research studies of EDC/HRE in order to provide comparative measures;
- developing an evidence base that has a lifelong learning perspective.

#### **Building a reliable evidence base**

In England, there is a strong and developing evidence base with which to review EDC/HRE policies and practices. The government commissioned the National Foundation for Educational Research to undertake a nine-year Citizenship Education Longitudinal Study (CELS) to report on the progress of the new subject of citizenship in schools and to suggest future revisions. OFSTED, the schools inspectorate, also reports on the progress of citizenship in schools. England is also participating in the IEA International Civic and Citizenship Education (ICCS) Study. Indeed, the evidence base fed into the recent review of the citizenship curriculum in schools (which was first introduced in 2002).

### **C3. Sharing the outcomes of the evidence base with key actors in EDC/HRE**

It is vital that the outcomes of the evidence base are shared as widely as possible with those involved with EDC/HRE policies and practices – decision makers, practitioners and stakeholders. Such sharing increases awareness of EDC/HRE as a policy priority and encourages discussion and debate, leading to action.

EDC/HRE is both a general public policy issue and a specific education policy matter. Sharing outcomes for a general public audience requires a different

approach to that of sharing for a specific education audience made up of decision makers, stakeholders and practitioners.

Member states of the Council of Europe and international organisations have used a range of strategies to reach different actors and audiences including use of the Internet and mass media, organising seminars, events, briefings and conferences, and disseminating findings and outcomes to relevant audiences.

### **Sharing the outcomes**

The European Resource Centre on Education for Intercultural Understanding, Human Rights and Democratic Citizenship (the European Wergeland Centre), based in Oslo, Norway, is a joint initiative of Norway and the Council of Europe. The centre provides in-service training, carries out and supports research, creates networks, serves as a platform for disseminating information and good practices. It will play a crucial role in the coming years in providing access for decision makers to information and strategic support for EDC/HRE.

The Council of Europe's network of EDC/HRE co-ordinators has begun to develop regional networks that bring together decision makers and practitioners to discuss EDC/HRE issues of particular relevance to a specific region. Examples include the Nordic, South-East Europe and Baltic/Black Sea networks.

There will be strong collaboration between the network of EDC/HRE co-ordinators and the European Wergeland Centre. It is important that decision makers in member states are aware of and make full use of this collaboration in sharing EDC/HRE policies, practices and outcomes.

### **Relevant resource centre:**

European Wergeland Centre – European Resource Centre on Education for Intercultural Understanding, Human Rights and Democratic Citizenship  
[www.theewc.org](http://www.theewc.org)

## **C4. Acting on the outcomes to review and sustain EDC/HRE policies**

It is still early days for such action in many Council of Europe member states, given their focus on the strategic steps of policy formation and implementation. However, there is emerging evidence, particularly from those member states that have built policy review and sustainability in from the start of the EDC/HRE policy cycle, that such outcomes can be used to review, strengthen and sustain EDC/HRE policies and practices. This has taken place in and by education institutions, particularly schools, relevant ministries, government

agencies and other key actors who have been working to improve guidelines, training, resources, monitoring and evaluation of EDC/HRE.

**Policy review and sustainability**

In Serbia, there has been an on-going review of policy in the field of EDC based on the outcomes from a number of research studies on civic education in primary and secondary schools. For example, an evaluation undertaken by UNICEF, UNESCO and the Open Society made recommendations for improving EDC policy. A number of these recommendations were taken forward and changes made, including improving the status of the subject, making it a cross-curricular theme in schools, developing citizenship education for minorities, adapting teacher training and establishing citizenship education as a long-term policy goal.

In Northern Ireland, a four-year evaluation of the introduction of the new curriculum aspect, Local and Global Citizenship, has been conducted by the UNESCO Centre at the University of Ulster for the curriculum and assessment agency, CCEA. Local and global citizenship has been phased into the curriculum in all secondary schools over the past few years. The evaluation made a number of recommendations concerning teacher training and professional development, linking citizenship to other school activities and broadening assessment strategies. These recommendations are being taken on board in on-going revisions to local and global citizenship in schools.





# **Appendix 1 – Self-evaluation checklist on EDC/HRE: strategic support for decision makers**

## **Rationale**

The purpose of this self-evaluation checklist is to help decision makers to assess their progress in the development of policies for EDC/HRE and to identify what they need to do next.

## **How to use the self-evaluation checklist**

The self-evaluation checklist is divided into two sections:

1. Self-evaluation checklist
2. Action planning/monitoring grid

## **Self-evaluation checklist**

Decision makers identify where they are in the EDC/HRE policy cycle and the key steps in terms of policy formation, policy implementation and policy review and sustainability, as described in section 2 of the tool. The checklist is divided into four stages of policy-making development – focusing, developing, established and advanced. Decision makers identify (via a tick) in each part of the EDC/HRE policy cycle and for each key step, which of the stages best fits their current situation. They also make an overall judgement at the end (by counting up the ticks), about which stage of development best fits their current situation. These stage identifiers and overall judgement enable progress concerning EDC/HRE policy decisions to be revisited regularly over time.

## **Action planning/monitoring grid**

Once decision makers identify which of the four stages best fits their current situation, they then use the action planning/monitoring grid to help focus their EDC/HRE policy development and plan the next strategic actions.

This combined self-evaluation checklist and action planning/monitoring grid enables decision makers to engage in discussion about where they are in terms of EDC/HRE policy decision making and how policy decision making can

be developed. It is concerned specifically with the position of policy decision making for EDC/HRE and is not designed to be a catch all for other policy and areas. The self-evaluation checklist and action planning/monitoring grid provides a useful framework for review, reflection, action and change.

## **Four stages of development**

The four stages of development provide decision makers with a guide to where they are in relation to EDC/HRE. They help decision makers to agree the next steps in taking EDC/HRE policies forward.

### ***Stage 1: Focusing***

Decision makers are at an early stage of development of EDC/HRE. They may be unclear about what EDC/HRE is and what are the requirements for effective EDC/HRE policies and practices. Decision making for EDC/HRE is not planned in a co-ordinated way that ensures continuity and progression in policy implementation. Decision makers may be complacent, believing that current EDC/HRE policies are sufficient. The objective at this stage is to focus on what needs to be done to bring about more effective policy decision making for EDC/HRE, who needs to be involved and what are the strategic supports that should be put in place.

### ***Stage 2: Developing***

Decision makers at this stage will be moving EDC/HRE forward. Issues still remain but there is a clearer vision and understanding about the potential of EDC/HRE. Policies are developed, or are being developed, and implementation steps are being addressed. There is a core EDC/HRE framework/programme, interest from decision makers, practitioners and stakeholders and expertise being developed through training and development. At this stage maintaining momentum in policy decision making is an imperative.

### ***Stage 3: Established***

Decision makers at this stage will be leading effectively, with strategic supports in place at all levels. There is coherent and planned policy decision making for EDC/HRE with a core EDC/HRE framework/programme in place. Issues of training and development, participation, democratic governance and learner assessment are all being addressed. Monitoring and evaluation techniques are being used to identify areas for review and suggest further developments. Objectives at this stage are concerned with establishing effective strategic supports and mechanisms to sustain and further develop EDC/HRE policies and practices at all levels.

### ***Stage 4: Advanced***

Decision makers at this stage will be leading very effective EDC/HRE policies and practices at all levels. There will be a shared vision and common understanding of EDC/HRE which will be flexible in meeting current circumstances and needs. EDC/HRE policies and practices are discussed regularly, with a reliable evidence base used to make necessary adjustments to them, as required to ensure long-term sustainability. There is an emphasis on self-evaluation (both internal and external) among decision makers, practitioners and stakeholders to underpin a process of review, action and progression. Strategic supports are good, particularly for practitioners and institutions with a strong focus on standards and achievements, based on high expectations of what people can achieve through EDC/HRE. People will be confident to interact with others, including young people, in setting the agenda, and to try out new policy ideas and strategies. Objectives at this stage are concerned with innovation and new strategies to maintain the momentum and achievements in policy and practice and to keep people motivated, involved and standards high.

**Section 1: Self-evaluation checklist**

EDC/HRE policy cycle	Step/strategic action	Focusing	Developing	Established	Advanced
<b>PART A. POLICY FORMATION</b>	A1. Having a clear working definition of EDC/HRE				
	A2. Raising awareness of EDC/HRE and making it a policy priority				
	A3. Making regulations on EDC/HRE				
	A4. Recognising and closing the “implementation gaps” between EDC/HRE policy formation and policy implementation				
<b>PART B. POLICY IMPLEMENTATION</b>	B1. Agreeing the necessary strategic supports to turn EDC/HRE policies into effective practice				
	B2. Addressing the implications of EDC/HRE for education and training frameworks				
	B3. Tackling training and development needs				
	B4. Promoting democratic governance in educational institutions				
	B5. Ensuring active participation				
	B6. Developing learner assessment				
	B7. Building stronger partnerships and networks that involve key actors in EDC/HRE				
	B8. Developing monitoring and evaluation of EDC/HRE				
<b>PART C. POLICY REVIEW AND SUSTAINABILITY</b>	C1. Developing review measures for EDC/HRE				
	C2. Building a robust evidence base for EDC/HRE				
	C3. Sharing the outcomes of the evidence base with key actors in EDC/HRE				
	C4. Acting on the outcomes to review and sustain EDC/HRE policies				
<b>Overall judgement</b>	<b>All steps/strategic actions</b>				

**Section 2: Action planning/monitoring grid**

<b>Policy cycle/key step</b>	<b>Strategic actions</b>	<b>Who?</b>	<b>By when?</b>	<b>Success criteria for key step having been met</b>
<p><i>e.g. Policy implementation</i></p> <p><i>B3 Tackling training and development needs</i></p>				

## **Appendix 2 – Definition of key terms**

**Decision makers** – those who have responsibility for EDC/HRE policies at whatever level (ministers, civil servants and government officials, advisers, head teachers and inspectors).

*(All-European study on EDC policies, Council of Europe, 2004)*

**Education for Democratic Citizenship (EDC)** – education, training, dissemination, 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.

*(Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, Council of Europe, 2009)*

**Human Rights Education (HRE)** – education, training, dissemination, information, practices and activities which aim, by equipping learners with knowledge, skills and understanding and developing their attitudes and behaviour, to empower them 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.

*(Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, Council of Europe, 2009)*

**Lifelong learning** – an inclusive and comprehensive vision that takes into account both formal education provisions (schools, curriculum) as well as non-formal education (out of school, extra-curricular) and informal education (unplanned learning in everyday life).

*(All-European study on EDC policies, Council of Europe, 2004)*

**Policy/policies** – statements intended to codify certain values, to project images of an ideal society and establish practices in accordance with those values. The policy exercise shapes the identity of a given society, defines practices and directs change processes. In the case of EDC/HRE, policy statements formulate courses of action according to certain values intrinsic to democratic citizenship and human rights. EDC/HRE policy statements incorporate a model of society and already suggest a certain type of action.

*(All-European study on EDC policies, Council of Europe, 2004)*

**Practice/practices** – a certain type of action, sometimes induced by policy statements. It begins with a strategy (establishing objectives and devising plans to achieve them), followed by actions and specific operations (manoeuvres or tactics).

*(All-European study on EDC policies, Council of Europe, 2004)*

**Practitioners** – professionals involved in formal and non-formal education and training and service providers (teachers, head teachers, NGOs, support organisations and youth groups).

*(All-European study on EDC policies, Council of Europe, 2004)*

**Stakeholders** – parents, children and young people, media and civil society, including the general public.

*(All-European study on EDC policies, Council of Europe, 2004)*



## **Appendix 3 – Key policy texts for EDC/HRE**

The following is a list of key policy texts for EDC/HRE produced by the Council of Europe and other intergovernmental organisations. These key policy texts provide a useful reference point for decision makers involved in EDC/HRE policies and practices at all levels.

### **Council of Europe**

#### **Texts adopted by the Committee of Ministers of the Council of Europe**

(available on the Committee of Ministers website, [www.coe.int/cm](http://www.coe.int/cm), under “CM Search”)

1. Recommendation CM/Rec(2010)7 of the Committee of Ministers on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education
2. Recommendation Rec(2002)12 of the Committee of Ministers on education for democratic citizenship
3. Declaration and programme on education for democratic citizenship, based on the rights and responsibilities of citizens (adopted by the Committee of Ministers on 7 May 1999)
4. Recommendation No. R (85) 7 of the Committee of Ministers to member states on teaching and learning about human rights in schools
5. Resolution (78) 41 on the teaching of human rights

#### **Texts adopted by the Parliamentary Assembly of the Council of Europe**

(available on the Parliamentary Assembly website, [www.assembly.coe.int](http://www.assembly.coe.int), under “Search”)

6. Recommendation 1849 (2008) for the promotion of a culture of democracy and human rights through teacher education
7. Recommendation 1682 (2004) on education for Europe
8. Recommendation 1401 (1999) on education in the responsibilities of the individual
9. Recommendation 1346 (1997) on human rights education

#### **Other Council of Europe documents**

(available on the Council of Europe website, [www.coe.int](http://www.coe.int), under “Our Files”)

10. Conclusions of the Evaluation Conference of the 2005 European Year of Citizenship through Education (Sinaia, April 2006), Ad hoc Committee of Experts for the European Year of Citizenship through Education (CAHCIT)

11. Declaration of the Council of Europe 3rd Summit of Heads of State and Government (Warsaw, May 2005)
12. Action Plan of the Council of Europe 3rd Summit of Heads of State and Government (Warsaw, May 2005)
13. Final Declaration of the 7th Conference of European Ministers responsible for Youth (Budapest, September 2005)
14. Resolution on results and conclusions of the completed projects on the 1997-2000 medium-term programme, Standing Conference of European Ministers of Education (Cracow, October 2000)

**Other institutions**

(all websites accessed July 2010)

15. United Nations Educational, Scientific and Cultural Organization (UNESCO), Office of the United Nations High Commissioner for Human Rights (UN OHCHR), *Plan of Action, World Programme for Human Rights Education, First Phase*, 2006, [www.unesco.org](http://www.unesco.org)
16. UNESCO, *Report by the Director-General on the United Nations decade of education for sustainable development: international implementation scheme and UNESCO's contribution to the implementation of the decade*, 2005, [www.unesco.org](http://www.unesco.org)
17. United Nations General Assembly, *Report of the United Nations High Commissioner for Human Rights on the implementation of the Plan of Action for the United Nations Decade for Human Rights Education*, 1996, [www.un.org](http://www.un.org)
18. UNESCO, *Declaration and Integrated Framework of Action on Education for Peace, Human Rights and Democracy*, 1995, [www.unesco.org](http://www.unesco.org)
19. United Nations General Assembly, World Conference on Human Rights, *Vienna Declaration and Programme of Action*, 1993, [www.un.org](http://www.un.org)
20. UNESCO, *Recommendation concerning education for international understanding, co-operation and peace and education relating to human rights and fundamental freedoms*, 1974, [www.unesco.org](http://www.unesco.org)

## **Appendix 4 – Other Council of Europe EDC/HRE tools**

This policy tool is one of a series of tools that have been produced by the Council of Europe to support citizenship and human rights education. The tools form an EDC/HRE Pack – a collection of practical manuals and guidelines for this area. Each of the tools is intended for various target audiences dealing with EDC/HRE and addresses specific aspects. The tools that make up the EDC/HRE Pack are:

- *Strategic support for decision makers – Policy tool for EDC/HR* (tool 1, 2010)<sup>11</sup> offers strategic support to those making decisions about policy and encourages more effective policy making in EDC/HRE, within and across member states and international organisations. The tool explains what EDC/HRE is and what it means in terms of policy making, that is in different education and training phases from general education to vocational training and higher education to adult education. It sets out a policy cycle for EDC/HRE involving policy formation, policy implementation and policy review and sustainability.
- *Democratic governance of schools* (tool 2, 2007)<sup>12</sup> describes the importance of a whole school approach to democracy and human rights. This includes a broad range of measures, such as establishing and supporting participatory decision making, promoting interactive teaching methodology and developing a culture of ownership and inclusion. The tool provides advice and guidance, mainly aimed at school directors and teachers, but also useful for all those interested in the topic.
- *How all teachers can support citizenship and human rights education: a framework for the development of competences* (tool 3, 2009)<sup>13</sup> sets out the core competences needed by teachers to put democratic citizenship and human rights into practice in the classroom, throughout the school and in the wider community. The tool is intended for all teachers – not only specialists but teachers in all subject areas – and teacher educators working in higher education institutions or other settings, both in pre and in-service training.

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11. The present publication.

12. Backman, E. and Trafford, B. (2006), *Democratic governance of schools*. Strasbourg: Council of Europe.

13. Brett, P., Mompoin-Gaillard, P. and Salema M. H. (2009), *How all teachers can support citizenship and human rights education: a framework for the development of competences*. Strasbourg: Council of Europe.

- *Tool for quality assurance of education for democratic citizenship in schools* (tool 4, 2005)<sup>14</sup> addresses the link between quality education and citizenship education, examines how democracy and human rights can be promoted by means of school development based on self-assessment and evaluation and provides methodological guidance. The tool is addressed primarily to policy makers, curriculum developers, school inspectors and school directors.
- *School-community-university partnerships for a sustainable democracy: education for democratic citizenship in Europe and the United States* (tool 5)<sup>15</sup> introduces and critically examines the EDC/HRE partnership model. Effectively responding to complex interrelated problems requires an understanding of the entire social environment. It entails the active participation of many partners, often from a wide variety of organisations and groups. The guide provides a rationale for social partnerships and delineates the key elements of such partnerships. It explores the mechanics of EDC/HRE partnerships – how are they built and how do they work? And finally, it examines partnerships in practice.

Most of the tools are accompanied by supporting materials. The EDC/HRE Pack is a “work in progress”. It will continue to be further developed and amended, taking into account new developments in the field, the feedback received from the target audiences and the results of current and future pilot projects. For further information about the pack visit: [www.coe.int/edc](http://www.coe.int/edc).

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14. Birzea, C. et al. (2005) “Tool for quality assurance of education for democratic citizenship in schools”. UNESCO, Council of Europe and Centre for Educational Policy Studies (CEPS).

15. Hartley, M. and Huddleston, T. (2010), “School-community-university partnerships for a sustainable democracy: education for democratic citizenship in Europe and the United States”. Strasbourg: Council of Europe.

## **Appendix 5 – Recommendation CM/Rec(2010)7 of the Committee of Ministers to member states on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education**

*(Adopted by the Committee of Ministers on 11 May 2010 at the 120th Session)*

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Recalling the core mission of the Council of Europe to promote human rights, democracy and the rule of law;

Firmly convinced that education and training play a central role in furthering this mission;

Having regard to the right to education conferred in international law, and particularly in the European Convention on Human Rights (ETS No. 5), the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights and the International Convention on the Rights of the Child;

Recalling that the World Conference on Human Rights meeting in Vienna in 1993 called on states to include human rights, democracy and the rule of law as subjects in the curricula of all learning institutions in formal and non-formal education;

Having regard to the decision taken at the 2nd Summit of the Heads of State and Government of the Council of Europe (1997) to launch an initiative for education for democratic citizenship with a view to promoting citizens' awareness of their rights and responsibilities in a democratic society;

Recalling Recommendation Rec(2002)12 of the Committee of Ministers on education for democratic citizenship and wishing to build on it;

Having regard to Recommendation Rec(2003)8 of the Committee of Ministers on the promotion and recognition of non-formal education/learning of young

people and to Recommendation Rec(2004)4 on the European Convention on Human Rights in university education and professional training;

Having regard to Parliamentary Assembly Recommendation 1682 (2004) calling for a European framework convention on education for democratic citizenship and human rights education to be drafted;

Responding to the call by the 7th Conference of European Ministers responsible for Youth, meeting in Budapest in 2005, for a framework policy document on education for democratic citizenship and human rights education;

Desiring to contribute to the achievement of the aims of the World Programme for Human Rights Education adopted by the General Assembly of the United Nations in 2005, for which the Council of Europe is the regional partner in Europe;

Desiring to build on the experience of the 2005 European Year of Citizenship through Education, during which states and non-governmental organisations reported numerous examples of good practice in education for democratic citizenship and human rights education, and to consolidate, codify and spread such good practice throughout Europe;

Bearing in mind that member states are responsible for the organisation and content of their educational systems;

Recognising the key role played by non-governmental organisations and youth organisations in this area of education and anxious to support them in it,

Recommends that the governments of member states:

- implement measures based on the provisions of the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, as set out in the appendix to this recommendation;
- ensure that the Charter is widely disseminated to their authorities responsible for education and youth;

Instructs the Secretary General to transmit this recommendation to:

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

## **Appendix to Recommendation CM/Rec(2010)7**

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

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

#### ***Section I – General provisions***

##### **1. Scope**

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

##### **2. Definitions**

For the purposes of the present Charter:

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

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

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

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

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

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

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

### **4. Constitutional structures and member state priorities**

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

- a.* with due respect for the constitutional structures of each member state, using means appropriate to those structures;
- b.* having regard to the priorities and needs of each member state.

## ***Section II – Objectives and principles***

### **5. Objectives and principles**

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

- a.* The aim of providing every person within their territory with the opportunity of education for democratic citizenship and human rights education.
- b.* Learning in education for democratic citizenship and human rights education is a lifelong process. Effective learning in this area involves a wide range of stakeholders including policy makers, educational professionals, learners, parents, educational institutions, educational authorities, civil servants, non-governmental organisations, youth organisations, media and the general public.
- c.* All means of education and training, whether formal, non-formal or informal, have a part to play in this learning process and are valuable in promoting its principles and achieving its objectives.



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

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

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

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

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

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

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

## **Section III – Policies**

### **6. Formal general and vocational education**

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

### **7. Higher education**

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

### **8. Democratic governance**

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

### **9. Training**

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

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

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

human rights education to other stakeholders, notably the media and general public, in order to maximise the contribution that they can make to this area.

### **11. Criteria for evaluation**

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

### **12. Research**

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

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

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

## ***Section IV – Evaluation and co-operation***

### **14. Evaluation and review**

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

## 15. Co-operation in follow-up activities

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

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

## 16. International co-operation

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

# Explanatory memorandum

## I. Background, origins and negotiating history

1. The Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education, adopted in the framework of Committee of Ministers Recommendation CM/Rec(2010)7 (the Charter), marks an important stage in the work of the Council of Europe in this field.

That work was given impetus at the 2nd Summit of Heads of State and Government of the Council of Europe held in Strasbourg on 10 and 11 October 1997, when the heads of state and government of the member states decided to:

“launch an initiative for education for democratic citizenship with a view to promoting citizens’ awareness of their rights and responsibilities in a democratic society”. (Final Declaration of the 2nd Summit of Heads of State and Government of the Council of Europe)

This decision reflected the growing awareness of the role of education in the promotion of core values of the Council of Europe – democracy, human rights and the rule of law, and in the prevention of human rights violations. More generally, education was increasingly seen as a defence mechanism against the rise of violence, racism, extremism, xenophobia, discrimination and intolerance. It was also broadly acknowledged that education makes a

major contribution to social cohesion and social justice. The decision of the 2nd Summit gave the Organisation a mandate to develop a broad range of co-operation programmes in the field of citizenship and human rights education, both in the field of formal and non-formal education.

2. The decision of the 2nd Summit was put into practice, at political level, by the preparation of a Declaration and Programme of Action on Education for Democratic Citizenship, adopted by the Committee of Ministers' meeting in Budapest on 7 May 1999. At operational level, during the first phase of the project from 1997 to 2000, the various sectors of the Council of Europe worked together to explore definitions, basic concepts, methods, practices and materials and to support grassroots projects ("sites of citizenship"). In October 2000 the results of the first phase of the project were endorsed by the ministers of education, meeting in Cracow. They confirmed that the project should continue, and also called for a Committee of Ministers recommendation in the field.

3. The second phase of the project from 2001 to 2004 saw the development of policies, the establishment of a network of member state co-ordinators for education for democratic citizenship and preparations for the European Year of Citizenship through Education (the Year) to be held in 2005. During this second phase there was also an important development, with the adoption in October 2002, in response to the request of the education ministers referred to above, of Recommendation Rec(2002)12 to member states on education for democratic citizenship by the Committee of Ministers.

4. The Year was held successfully in 2005 and saw a further considerable raising of awareness across the member states of the value of education for democratic citizenship, together with an increase in the number of countries where such education formed part of the curriculum and part of lifelong learning programmes. The Year, and the evaluation conference in Sinaia, Romania, which concluded it, provided an opportunity for countries and non-governmental organisations to share many examples of good practice in the area.

5. While the progress in member states' policies and practice apparent during the Year was evidence that states were responding to the recommendations in Recommendation Rec(2002)12, from an early stage there were calls for a more substantial framework policy document in this field, which could possibly take a binding form. In October 2004 the Parliamentary Assembly recommended that a European framework convention on education for democratic citizenship and human rights be drafted by the Committee of Ministers (Assembly Recommendation 1682(2004) on education for Europe). In December 2004, the Wroclaw Declaration on 50 Years of Cultural Co-operation, adopted by the ministers responsible for culture, education, youth and sport from the States Parties to the European Cultural Convention (ETS No. 18) stated

that, “the Council of Europe should strengthen its role as a centre of excellence for policies to equip people with the knowledge, skills and attitudes for life in democratic societies ... To this end, consideration should be given to the setting of European standards by means of appropriate conventional mechanisms ...”. At the 3rd Summit of the Heads of State and Government of the Council of Europe held in Warsaw in May 2005, the heads of state and government called for “increased efforts of the Council of Europe in the field of education aimed at ensuring access to education for all young people across Europe, improving its quality and promoting, *inter alia*, comprehensive human rights education”. At the 22nd session of the Standing Conference of European Ministers of Education (Istanbul, May 2007), the President of the Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder*, Germany, pointed out that the idea of preparing a framework policy document on education for democratic citizenship/human rights education (EDC/HRE) did not particularly interest Germany since situations in the member states differed radically. However, Germany could very well see that many countries would need guidance from the Council of Europe, and was sure that a compromise acceptable to all could be found.

6. At the same time, there were parallel developments in the field of youth policy. The Human Rights Education Youth Programme was launched in 2000 with the ambition to “mainstream human rights education in youth policy and youth work practice”. At the 7th Conference of European Ministers responsible for Youth, the ministers encouraged the Council of Europe to prepare a draft recommendation for the Committee of Ministers to the member states on human rights education with young people, including notably provisions for strengthening European co-operation in the field of violence prevention and building on the experience of the Council of Europe Human Rights Education Youth Programme. The Committee of Ministers in its Resolution (2008) 23 on the youth policy of the Council of Europe further strengthened the central role of human rights education in youth policy, setting human rights and democracy as a priority for youth policy, including “ensuring young people’s full enjoyment of human rights and human dignity, and encouraging their commitment in this regard”.

7. Another important and linked political development in the Council of Europe was the rise in interest in intercultural dialogue. This is increasingly gaining prominence in the member states, and is presently being addressed by the Council of Europe alongside its traditional priority areas. In particular, the importance of education for democratic citizenship and human rights for fostering intercultural dialogue was acknowledged in the “White Paper on Intercultural Dialogue” launched in 2008.<sup>16</sup>

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16. “White Paper on Intercultural Dialogue: Living together as equals in dignity” launched by the Ministers of Foreign Affairs of the 47 member states of the Council of Europe at their 118th Ministerial Session (Strasbourg, 6-7 May 2008).

8. At the same time global developments were following the same trend, particularly in the United Nations (UN). The World Programme for Human Rights Education, approved by the UN General Assembly on 10 December 2004, set ambitious targets for strengthening and developing human rights education, in the first phase in primary and secondary schools at member state level. The Council of Europe assists the United Nations with the implementation of the World Programme for Human Rights Education in Europe in the framework of a formal agreement.

9. In response to these developments, when the Council of Europe's Steering Committee for Education (CDED) adopted the Council's programme of activities on EDC/HRE for the third phase of the project, 2006-9, they provided for the preparation of a "study on the feasibility of a reference framework for education for democratic citizenship/human rights education (appropriate conventional mechanisms)". The terms of reference for this study required that it examine the need for a European framework policy document in this field; provide an overview of the existing framework documents and mechanisms both within the Council of Europe and other international organisations, identifying gaps and shortcomings; advise on the added value a potential new framework document could bring; and advise on the scope and options for the form and content of such a document.

10. An expert was commissioned to prepare the feasibility study with the assistance of an informal group of experts from several countries, both educational specialists and representatives of youth organisations. He submitted the study in April 2007.

11. The study took the term "framework policy document" to mean an international instrument (binding or non-binding), addressed to states and containing agreed standards and policies to follow in the field of EDC/HRE. It reviewed the origins of the Council of Europe's work in the field of education for democratic citizenship, rooted in the core mission of the Council to promote human rights, democracy and the rule of law. It noted that the constant practice of the Council of Europe, in every field of common interest and action by its member states (human rights, national minorities, social policy, counter-terrorism, etc.), has been to conclude framework policy documents in various forms, which provide a focus and spur for action at member state level and a way of disseminating good practice and raising standards throughout Europe. The study also reviewed the existing instruments, identifying gaps and shortcomings and the value that a new instrument could add. It looked at the forms a new instrument could take, binding and non-binding, at the options for its scope and what its contents might be.

12. In its conclusions the study recommended that a decision of principle to move to negotiation of the form and content of a new framework policy document in this field would be appropriate.

13. During 2007 to 2008 the study was first presented to the Ad hoc Advisory Group on Education for Democratic Citizenship and Human Rights (ED-EDCHR), and then to numerous other Council of Europe bodies, all of which considered and commented on it: the Steering Committee on Human Rights (CDDH), the Joint Council on Youth (JCY), the Steering Committee for Higher Education (CDESR), the Bureau of the Steering Committee for Education (CDED) and finally, in March 2008, the plenary CDED. All the consulted bodies gave written opinions to the CDED, as the body with primary responsibility for education. The member states' EDC/HRE co-ordinators were also consulted and gave their views to the CDED.

14. During this consideration period certain trends of opinion developed. The analysis in the study of the political and legal background, of the current situation and of the gaps and shortcomings of the existing framework policy documents, was generally shared. So too was the conclusion that a new document could bring significant added value. With regard to the content of such a document, there was much agreement on its scope and the need for clear definitions of the key terms, and that there would need to be sections setting out objectives, principles and policies, the precise content of which would need substantial later discussion. There was less agreement on the suggestion of an external monitoring mechanism, with requirements that states submit regular reports on their implementation of the new document, for consideration by a Council of Europe expert committee, which could comment and make recommendations. Some thought this would bring considerable benefits, others that it would impose unnecessary burdens. As to the form of the document, opinion was also divided, some preferring the binding option and others the non-binding option.

15. At its plenary meeting on 10 March 2008, the CDED, as the body which had commissioned the study, having taken into account all the comments of the other bodies, welcomed it and decided "to continue the debate on the framework policy document by preparing a draft document comprising two variants, one binding and the other not, and taking into account the work going on in the Ad Hoc Advisory Group on Education for Democratic Citizenship and Human Rights (ED-EDHCR) on the instrument on key issues for policy makers". The CDED also appointed some of its members to be part of a drafting group and asked the Secretariat to appoint other members with expertise in education and youth to the group. It asked for the two draft variants to be submitted to it in good time for consideration at its meeting in March 2009.

16. The drafting group met three times, in June, September and November 2009. At the first meeting it exchanged views on the legal form and the general shape and content of the two drafts and decided to ask the author of the feasibility study to prepare first drafts of the two texts. At the second meeting it gave a first consideration to the two alternative drafts and made numerous



comments. These were taken into account in the redrafts presented to the third meeting, which revised the texts further, reaching compromises on almost all the contentious issues. Only some variants were left for the Bureau of the CDED at its December meeting to decide. The Bureau made its choice and approved the drafts for submission to the plenary CDED.

17. At the CDED plenary meeting in March 2009 the two draft texts were presented to the members. In substance they were almost identical, given that the needs to be met and the aims to be accomplished were the same. The differences were in form and legal effect, one being a binding framework convention, using the language of obligation, the other a non-binding charter using softer forms of language (in English “should” rather than “shall”). The only substantial difference in content was in the monitoring section, with the draft convention providing for a mechanism involving reporting by states and external supervision, albeit light, while the draft charter relied on self-evaluation by states.

18. In the ensuing debate all the representatives of states who spoke agreed that a new document should be adopted and the overwhelming majority preferred the non-binding charter form. The committee accordingly took a decision on 20 March 2009, which was formally recorded:

“The committee:

- noted with satisfaction the results of the work of the drafting group which had prepared the framework policy document;
- considered the two proposals put forward by the group and expressed a preference for a charter on EDC/HRE;
- stressed the usefulness of such a charter for ensuring the sustainable development of EDC/HRE policies and practices in the member states;
- drew up a road map for the finalisation of the charter before the 2010 plenary session of the CDED ...”

19. The first stage in the road map was the invitation to all delegations to submit any proposals for amendment to the current text of the charter by a deadline. These would be considered by a small group consisting of the current and former chairs of the CDED, assisted by the author of the feasibility study, and open to participation by delegations which had proposed amendments and wished to participate in the drafting process. This group met in June 2009 and considered all the amendments proposed, accepting some and rejecting others. In a few cases it made a more substantial redraft, taking a proposed amendment as its starting point, or made changes on its own initiative.

20. The Bureau of the CDED met on 9 and 10 September 2009 and considered the text as modified at the June meeting in the light of advice from the Legal Advice Department of the Council of Europe dated 4 September 2009. The main point of this advice was that in order to conform with the practice of the

Council of Europe the Charter would need to be adopted in the framework of a recommendation of the Committee of Ministers. The Bureau forwarded both the revised draft and the legal advice to an extraordinary meeting of the CDED held on 10 and 11 December 2009. It also took note of the first draft of this explanatory memorandum and forwarded it to the plenary meeting. Members of the CDED were invited to comment and propose amendments to either text.

21. At its December meeting the CDED considered amendments proposed to the Charter text. It approved a revision in line with the legal advice received, under which the Charter became an appendix to a Committee of Ministers recommendation and the preamble of the Charter became the preamble of the recommendation. It was noted that this format would put beyond doubt the non-binding nature of the Charter, since all recommendations are non-binding. A few other amendments to the Charter text were agreed. The CDED discussed the amendments proposed to the explanatory memorandum and asked that a redraft be prepared.

22. At its meeting of 24 to 26 February 2010, the Committee considered the final version of the draft Committee of Ministers recommendation to member states on the European Charter on education for democratic citizenship (EDC) and human rights education (HRE) and its explanatory memorandum. It decided to approve the draft recommendation and to forward it to the Committee of Ministers with a view to its adoption. The committee took note of the explanatory memorandum to the draft recommendation and decided to forward it to the Committee of Ministers for information.

## **II. Comments on the provisions of the recommendation and charter**

### *Recommendation: preamble and formal clauses*

23. The recommendation begins with the formal opening clauses and recites in paragraph 1<sup>17</sup> the power under which the Charter is adopted, a power used previously on a number of occasions to adopt Charters particularly in the field of sport. Thereafter, as is customary, the remainder of the preamble indicates the considerations which led the member states to adopt the Charter, and explains its origins and aims to the reader. The form, a series of paragraphs beginning with a present participle, “Recalling”, “Having regard” etc, is also found in documents of treaty status but is not an indicator of such status: it is also the normal form employed in Committee of Ministers’ recommendations which are always non-binding.

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17. The preambular paragraphs do not actually have numbers in the text, but are given them in sequence (1 for the first preambular paragraph, 2 for the second and so on) in the explanatory memorandum to facilitate reference.

24. Preambular paragraphs 2 and 3 recall the core mission of the Council of Europe to promote human rights, democracy and the rule of law, and the conviction that education can play a central role in furthering this aim. This is the foundation of the whole EDC/HRE project from 1997 onwards, and of the Charter as an expression of the member states' commitment to that project and of the standards they are setting themselves to achieve.

25. Preambular paragraphs 4 and 5 look back to the legal origins of the rights to education, both in the European Convention on Human Rights and the United Nations instruments, which require, for example, that education "strengthen the respect for human rights and fundamental freedoms" and "enable all persons to participate effectively in a free society" (International Covenant on Economic, Social and Cultural Rights 1996, Article 13(1)), and to the Vienna Declaration of 1993, which emphasised the importance of incorporating the subject of human rights into education programmes and called upon states to do so.

26. Preambular paragraphs 7-10 cite the main political declarations of ministers and recommendations of Council of Europe bodies, which constituted important stages on the path which led to the adoption of the Charter. In many ways the most important precursor of the Charter is Recommendation (2002) 12 of the Committee of Ministers on education for democratic citizenship, referred to above, which covered similar ground and had similar aims.

27. Preambular paragraph 11 puts the Charter into a global context, expressing the desire that it will contribute to the achievement of the aims of the World Programme for Human Rights Education, which are very similar, given that the Council of Europe is the United Nations' regional partner for the programme in Europe.

28. Preambular paragraph 12 looks back to the European Year of Citizenship through Education held in 2005, a landmark event in the EDC/HRE project and highlights one of the key aims of the Charter, namely to build on the good practice in education policy established among many member states as evidenced during the Year, by codifying that practice and enabling its dissemination throughout Europe.

29. Preambular paragraph 13 acknowledges a feature of education which informs the whole of the Charter, while being specifically stated in paragraph 4, namely that it is a subject where member states' systems differ widely, and that those differences must always be respected. The differences may be constitutional as well as in the way education is organised. Accordingly, all the policies and practices set out in the Charter are to be applied by individual states with due respect to those constitutional and structural systems.

30. Preambular paragraph 14 recognises the key role played by non-governmental organisations and youth organisations in this field of education.

Indeed, non-formal education is increasingly carried out by such organisations, and they also play a large role in formal education, and are relied upon by many states to do so. In this paragraph of the preamble as well as in paragraph 10 the value of their contribution and their need for support is recognised.

31. There follow the formal final clauses of the recommendation, which are operative rather than preambular and accordingly in the indicative mood. The committee recommends that the governments of member states implement measures based on the annexed Charter and ensure that it is widely disseminated to their authorities responsible for education and youth. Finally, the Secretary General is instructed to transmit the recommendation to the governments of States Parties to the European Cultural Convention who are not also members of the Council of Europe, and to international organisations. This reflects the wider international character of the movement for education in democratic citizenship and human rights, and the desire that the new Charter will have an influence beyond the borders of Europe as well as within them.

## **Charter**

### **Title**

32. The term “charter” is used in international practice both for binding instruments, the most celebrated example being the Charter of the United Nations, and non-binding instruments, such as the European Union Charter of Fundamental Rights and Duties (as originally adopted in 2000: under the Lisbon Treaty 2005 most member states of the European Union (EU) have agreed that this charter should become binding on them, while for some member states it remains non-binding). In Council of Europe practice also the term is ambiguous: the European Social Charter (1961, revised in 1996) is binding, but the European Charter on the Participation of Young People in Local and Regional Life (2003) is non-binding. The title and form of a charter was chosen to indicate a desire for a more “weighty” document than those previously adopted in this field by the Council of Europe, implying a stronger commitment. Nevertheless, because it was the clear intention of the member states that the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education should be non-binding as a matter of public international law, it was originally agreed to put that beyond doubt by adding the sub-title “Charter without the status of a convention”. Once, however, it was decided the Charter would be adopted in the framework of a recommendation, that subtitle was no longer necessary, since recommendations and anything appended to them are by definition non-binding. Accordingly it was agreed to follow the title with the words “Adopted in the framework of Recommendation CM/Rec(2010)7 of the Committee of Ministers”. If, as is likely, the Charter is frequently published without the

text of the adopting recommendation, these words will make its non-binding character completely clear.

## **Section I – General provisions**

### **1. Scope**

33. This provision deals with the material scope of the Charter. One of the shortcomings noted in previous instruments during the considerations and negotiations which led up to the Charter was that many of them tended to deal just with education for democratic citizenship or just human rights education. It was a conscious decision to treat them together, as distinct but very closely linked topics. This comprehensiveness was seen as one of the aspects where the new instrument would bring added value. An issue which then arose was how to deal with several related but different subjects, four of which are mentioned in the text. “Intercultural education” aims to protect democracy and foster human rights through the development of the knowledge, competences, skills and attitudes necessary for mutual understanding and respect in multicultural societies. “Equality education” and “peace education” are self-explanatory. “Education for sustainable development” is, according to a report of the Director-General of UNESCO in August 2005, “part of preparing for responsible citizenship, committed to the ideals of a sustainable world, a world that is just, equitable and peaceable, in which individuals care for the environment to contribute to intergenerational equity”. The aim of the UN Decade of Education for Sustainable Development (2005-14) is to encourage such education and its incorporation into formal, non-formal and informal education curricula and programmes. Education for sustainable development has clear similarities to EDC/HRE, but its roots are in the environmental movement within the UN, and its main focus is also environmental. Similarly, all the topics mentioned have a specific focus that is covered to a large extent by the overarching concept of EDC/HRE, but tends to concentrate particularly on one area of the subject. It was agreed that the Charter should not address these related topics explicitly and they should only be covered by it where they overlapped and interacted with EDC/HRE.

### **2. Definitions**

34. Although the first phase of the project had worked to a large extent on definitions, concepts and so on, there was still a lack of clear definitions of key terms like “education for democratic citizenship” and “human rights education” in the existing framework policy documents. If they were defined at all it tended to be in lengthy statements of what the term included rather than what it meant, in other words not a true definition but a description. In the discussions with regard to the drafting of a new document, there was absolutely no disagreement on the need for clear concise definitions, so that

all policy makers and others seeking to understand and implement the new document knew what was meant by the key terms.

35. The two key definitions in sub-paragraphs *a* and *b* drew on existing definitions: in the case of education for democratic citizenship the definition used for the Year; in the case of human rights education one used by the office of the UN Commissioner for Human Rights. With further consideration, however, they were extended and refined, so that they are identical down to the words “to empower them” and thereafter differ according to the different focuses, on skills for life in a democratic society on the one hand, and the promotion and defence of human rights across the board on the other. In both there is an emphasis on the outcome of such education being not simply knowledge but empowerment, leading to appropriate action.

36. The definitions in sub-paragraphs *c*, *d* and *e* are based on those in COMPASS, the manual on human rights education with young people published by the Council of Europe in 2002. During the drafting stage these definitions were expanded and refined. For instance, it was agreed that a defining characteristic of formal education is that it leads to certification and words were added to that effect. Non-formal education leads to certification, more frequently than informal education, but it was agreed not to make this rather more complicated point explicit in the text.

### **3. Relationship between EDC and HRE**

37. The important relationship between EDC and HRE has never been defined before as far as those who drafted the text of the Charter are aware. In most Council of Europe documents concerned with the rolling programme which began in 1997, where both terms are used, they are normally joined simply by a “/” (EDC/HRE), which of course leaves the relationship unclear. That was also true of the terms of reference for the feasibility study, which led to the comment in the study that the issue could no longer be avoided and would have to be addressed in any new instrument. The two terms overlap, because the rights important to citizenship, for example, the rights to vote, to freedom of speech and to freedom of assembly, are classic human rights, which are as much the field of HRE as of EDC. Nevertheless there is a distinction, which the text of paragraph 3 aims to clarify. As stated, it is a difference of focus and scope rather than in goals and practices.

### **4. Constitutional structures and member state priorities**

38. This substantive provision picks up the considerations discussed above in relation to preambular paragraph 13. Throughout the drafting and negotiation it was recognised that member states needed to enjoy a wide discretion as to the means they used to apply the provisions of the Charter because their constitutional structures and educational systems vary very widely – more widely on education than in most other fields of European co-operation. For

example, some educational systems are very centralised, with curricula and methods determined at member state level; others are very decentralised, with local authorities and individual schools having considerable autonomy within an overall framework of objectives; in federal states the responsibility for education matters lies with the governments of different states that form the federation. Hence the need for sub-paragraph *a*. Sub-paragraph *b* recognises, as became apparent throughout the programme and especially during the Year, that different member states are at very different stages in their legislation and practice on EDC and HRE. In some states the subjects have been part of curricula and practice for many years, in others it is just beginning. So their priorities and needs will differ, and they may therefore concentrate on different parts of the Charter and tackle them in a different order.

## ***Section II – Objectives and principles***

### **5. Objectives and principles**

39. The structure of the Charter from this point on is that a series of objectives and principles are generally stated in paragraph 5 and many of them are picked up and fleshed out in more detail in the substantive provisions, which follow in paragraphs 6-16. The breadth and generality of the provisions of paragraph 5 remain important, however, because not every point is picked up later and they still inform the whole of member states' activity on EDC/HRE.

40. In the opening formula the word “guide” is significant: the objectives and principles provide guidance, which is neither a prescriptive blueprint for policies, legislation and practice nor a mere background consideration. The drafters considered other options, both stronger (“should base their legislation etc. on the following objectives and principles”) and weaker (“should take into account the following objectives and principles in framing ...”), but deliberately chose the present formula.

*a.* This objective recalls the United Nations Vienna Declaration of 1993 with regard to providing the opportunity of EDC and HRE for all, and the European Convention on Human Rights (Article 1) in extending that to everyone on the state's territory, not just citizens.

*b.* That education, especially in the field of citizenship and human rights, is a lifelong process, is an enduring theme of the Council of Europe programmes. The list of stakeholders in the process is deliberately long and open-ended (“including”), and all types of institutions, non-governmental organisations (NGOs), etc., are covered.

*c.* This principle is a reminder that all forms of learning have value in this process, even though states will understandably put more resources into the form they can most influence and fund, that is, formal education.

*d.* The indispensable contribution of NGOs and youth organisations has been stressed above in relation to preambular paragraph 14. The reference to “support” is general: there is no entitlement to support, financial or any other, but the principle recognises that NGOs and youth organisations need it, whether from the state or other sources. The specific reference to youth organisations also includes student organisations as important partners in human rights education.

*e.* It makes no sense for educational institutions on the one hand to teach respect for democratic principles and human rights and on the other to be run in a totally undemocratic way. The need for democratic governance in schools and other educational institutions has been consistently stressed in the Council of Europe programme. The principle is picked up in substantive paragraph 8.

*f.* Respect for diversity is also a core Council of Europe principle (see, for example, the youth campaigns “All different, all equal”) and one of the main aims and benefits of EDC/HRE is in increasing understanding and avoiding conflict. The examples of different faith and ethnic groups are given in the context of building understanding and respect, but the same principle applies to other groups between which misunderstanding and conflict can arise.

*g.* As in the definitions of EDC and HRE, the emphasis in this principle is on action, not just acquiring knowledge and skills.

*h.* This principle applies to all stages of training, before service as well as in service, as substantive paragraph 9 makes clear. It is of particular importance to the non-governmental and youth sector, whose possibilities for training volunteers and facilitators of learning are often very limited, temporary and reliant on donor support.

*i.* The aim of partnership and collaboration between such a wide variety of stakeholders is not easy to achieve, especially as some of their interests will certainly tend to conflict and there will be competition for limited resources. Nevertheless stakeholder collaboration can deliver such benefits that it is worth every effort states can devote to it.

*j.* The Charter is itself the outcome of international co-operation among the 47 member states of the Council of Europe – and in the education field, between all the States Parties to the European Cultural Convention – its legal and political underpinnings lie in co-operation so the emphasis on the aim and principle of continuing such co-operation in the future is to be expected. Apart from its intrinsic merit, such co-operation and sharing of good practice can bring significant practical benefits, for example, reducing duplication, promoting synergy and reducing costs.



### **Section III – Policies**

41. Paragraphs 6-16 of the Charter contain its main operational provisions. They set out policies in specific areas to give practical effect to the objectives and principles listed in paragraph 5. The policies are set out in general terms, which give member states considerable discretion as to how they implement them, and, of course, paragraph 4 also applies (see paragraph 38 above).

#### **6. Formal general and vocational education**

42. As noted above this has been the core focus of the Council of Europe's efforts in this field, not to the exclusion of other forms of education but because it tends to yield significant benefits as an area where states are well placed to make a difference and achieve results. This provision is a good example of the application of the provisions of paragraph 4, because in some states their constitutions and structures will allow central government to introduce changes to the curricula directly, while in others central government can only request and encourage the other authorities which have the power to do so. In federal states the federal government has hardly any responsibility at all to introduce or request anything in education. Similarly, some states have already done this long ago, so will have other priorities, whereas for others this will be their priority. The Charter allows freedom for these different methods to be used and different choices to be made. Another area where there are differences is in the organisation of formal education between general and vocational streams. The text seeks to adopt a wording that can be applied by each state to suit its system.

43. The drafters considered a suggestion by international educational NGOs to speak of including "competences" in EDC and HRE in the various levels of education, instead of including those subjects in the curricula. The term "competences" (or, in the US spelling and usage, "competencies") is used increasingly in academic literature and in practice to describe a cluster of skills, knowledge and attitudes. It focuses on outcomes rather than learner objectives, and recognises that those outcomes can be complex. The drafting group saw the attraction of this modern terminology, but came to the conclusion that it was not yet sufficiently well established and understood, unlike "curricula" which would be universally understood. Nevertheless the aim of this provision, read with the definitions in paragraph 2 above, is undoubtedly that the education given would be a matter not simply of imparting knowledge but also of developing skills, and influencing attitudes with a view to encouraging active participation in society and defence of human rights.

44. The second sentence underlines that establishing EDC and HRE in the curricula is not a one-off action: there is an ongoing need to review the curriculum to keep it relevant and the teaching methods effective. This is true for all states, regardless of how long they have had these subjects in their curricula.

## **7. Higher education**

45. The difference in the situation of higher education institutions as compared to the lower levels is reflected in the introductory verbs, “should promote the inclusion” rather than “should include”. This reflects the fact that in most, if not all, states, higher education institutions generally have autonomy over their curricula. The same point is made by the reference to academic freedom, which was the main subject of concern to the Steering Committee on Higher Education when it considered the proposal for a new framework policy document in 2007. “Higher education institutions” of course includes, but is not limited to, universities.

## **8. Democratic governance**

46. The first sentence of the paragraph emphasises the twin merits of democratic governance in educational institutions: it is worthwhile and beneficial in its own right as an effective method of governance, and it gives learners in particular an opportunity of putting democracy and respect for human rights into practice. The second sentence is concerned with encouragement of active participation in such governance of the listed stakeholders “by appropriate means”, which could include guidance circulars and training. It could also include structures for meaningful and sustainable student participation at all levels of education, which is widely acknowledged as a most effective way of practising democratic citizenship.

47. The concept of “governance” in English (which was the language in which the Charter was negotiated) is a complex one, making it hard to translate into other languages by a single word. It goes beyond mere management and the processes of decision-making to the relationship of these processes and decisions to agreed values and preferences. One definition is “The processes and institutions by which revealed values and preferences translate into collective actions that enhance the security, prosperity and moral development of a group and its individual membership”.

For further explanation, the report of a Council of Europe conference on Governance in Higher Education held in 2005, where there was considerable discussion of the term, its meaning, translation and practical implementation, is very illuminating. Although the conference dealt primarily with higher education, and governance of other institutions will have some differences, many of the principles apply across the board.

## **9. Training**

48. Without training in EDC/HRE of teachers and others both in the educational system and outside it, for example youth leaders, such education will be ineffective and worse than useless. The subject is very different from traditional subjects. Those who will teach it must first be taught it themselves.

The best methods of teaching it are also different, and have to be learned. This provision emphasises the importance of training, not only of teachers, but also of those who train the teachers.

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

49. The importance of the role of NGOs and youth organisations in EDC/HRE has been emphasised already in preambular paragraph 14 and sub-paragraph *d* of paragraph 5. It is not simply that they do much of the actual work of education, they are also active in research and in lobbying governments and raising public awareness. Furthermore, very often they provide the only space where learners, children and young people alike, can exercise and practice human rights and democracy. Their work and its value need to be recognised, and that is the main aim of this provision. The first two sentences focus on the states' commitment to foster their role and value it. As in paragraph 5.*d*, there is no commitment to any particular form of support, and the support given will vary according to states' resources and priorities. The last sentence is cast more widely, to bring in other players, notably the media and the general public, to help promote and publicise EDC and HRE. The wording here is deliberately general, to allow for states to implement it as they see fit in their own situations. It could, for example include placing of articles in newspapers, television advertising campaigns, Internet websites, working with parent-teacher associations, trades unions, faith groups and so on.

## **11. Criteria for evaluation**

50. As with any form of education there have to be criteria for evaluating its effectiveness. Developing such criteria is not easy, but there have been international attempts to develop criteria and indicators. Ultimately it will be for each state to adopt its own criteria, but there is considerable help to be had from international co-operation to share experience and develop common criteria especially within the Council of Europe, within regional groupings of European states, or through the co-ordinators' networks (see paragraphs 12, 14, 15 and 16 below). The second sentence emphasises the important role of feedback from learners in developing criteria.

## **12. Research**

51. Research is closely linked to evaluation. As the first sentence makes clear, research does not have to be carried out by governments; indeed the experience in the field of education is that much of it is done by NGOs, at international and member state level, and by other agencies, which are independent of government, even if they may enjoy government funding for particular projects. Research has many purposes and beneficiaries. The principal purposes are to provide an assessment of the current situation and supply comparative

information to help those involved in EDC/HRE measure their performance and increase their effectiveness and efficiency thereby reducing unproductive effort and saving costs. The second sentence provides a long but not exhaustive (“*inter alia*”) list of examples of possible areas of research. The last sentence on sharing research with other member states links with the provisions on co-operation in paragraphs 15 and 16.

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

52. This provision fleshes out the principle in paragraph 5.f and the comments also apply here. It goes beyond a narrow concept of teaching EDC/HRE as subjects to encourage the application of the principles of EDC/HRE in every other sphere of education. The essence of it is learning to live together in a diverse society, respecting differences and settling conflicts without violence. As the definitions of EDC/HRE make clear, they are not only or even principally about knowledge, but about acquiring skills and changing attitudes. There is a specific reference to combating all forms of discrimination and violence, particularly the types of discrimination and violence which can blight schools, namely bullying and harassment, whether physical, psychological or, increasingly commonly, through the Internet (“cyber-bullying”).

## ***Section IV – Evaluation and co-operation***

### **14. Evaluation and review**

53. The drafting group decided to opt for a system of self-evaluation by each member state, bearing in mind that most of the member states were not in favour of an external monitoring system for various reasons, including the cost it would entail. That evaluation needs to be both regular and thorough, and to have a follow up. This provision has links with paragraph 11 on criteria for evaluation, paragraph 12 on research and with paragraph 15 on co-operation. The second sentence specifically mentions the option states have to co-operate with others in the evaluation process and the third sentence that they may also request assistance from the Council of Europe. Both these courses of action could be very beneficial but are entirely voluntary.

### **15. Co-operation in follow-up activities**

54. This provision seeks to build on the excellent record of co-operation on this subject among the Council of Europe member states experienced during the period since 1997, and to focus it on the follow-up to the Charter. Three of the sub-paragraphs, *a*, *c* and *d*, are primarily for governments themselves, while *b* and *e* are about governments fostering and supporting co-operation by people and organisations within their territory. Europe-wide networks of member states’ EDC/HRE co-ordinators and of NGOs and youth organisations

have achieved much over many years, and the aim is to encourage these links and the synergies they promote. Similarly, by acting together governments can avoid wasteful duplication and use scarce resources more efficiently.

55. The term “codifying” in sub-paragraph *c* means transforming instances of good practice into some kind of norm to be applied more widely, which could be regulatory in character but is more likely to be in the form of guidelines or recommendations. By its nature, such codification is primarily for individual member states to adopt for application within their jurisdiction, but commonly agreed guidance or rules to be applied by several member states are also possible. Indeed the Charter itself is an example of the codification of good practice.

## **16. International co-operation**

56. This provision widens the ambit of co-operation to take in other international organisations who partner the Council of Europe in work on EDC/HRE, principally the United Nations, the European Union and the Organization for Security and Co-operation in Europe. The four organisations have close links at secretariat level, and have jointly organised significant meetings on the subject, but this provision aims to encourage closer links between the member states, and indeed within member states, since it too often happens that government servants working on this subject in one international organisation are unaware of the work on the same subject going on in another. The aim of this provision is to spread the benefits of the Charter and the policies and practices adopted as a result more widely, both around Europe and beyond. Of course, this provision in no way prevents member states who are also members of other international organisations from sharing their experiences and good practices directly with those organisations.

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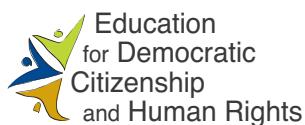
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