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Final evaluation of the implementation of the first phase of the World Programme for Human Rights Education

Report of the United Nations Inter-Agency Coordinating Committee on Human Rights Education in the School System, as submitted by the Office of the High Commissioner for Human Rights

I. Introduction

A. Background information

1. The General Assembly, in resolution 59/113 A of 10 December 2004, proclaimed the World Programme for Human Rights Education as a global initiative structured in consecutive phases, intended to advance the implementation of human rights education programmes in all sectors. The first phase of the World Programme covered the period 2005-2009[1] and focused on integrating human rights education in the primary and secondary school systems.

2. In resolution 59/113 B of 14 July 2005, the Assembly adopted the plan of action for the first phase of the World Programme (A/59/525/Rev.1), which proposes a concrete strategy and practical guidance for implementing human rights education nationally.[2] The Assembly, inter alia, encouraged all States to develop initiatives within the World Programme and, in particular, to implement, within their capabilities, the plan of action; and appealed to relevant organs, bodies or agencies of the United Nations system, as well as all other international and regional intergovernmental and non-governmental organizations, within their respective mandates, to promote

and technically assist, when requested, the national implementation of the plan of action.

3. The plan of action was developed by a broad group of education and human rights practitioners from all continents. It seeks to promote a holistic, rights-based approach to the education system that includes both "human rights through education", ensuring that all the components and processes of education — including curricula, materials, methods and training — are conducive to the learning of human rights, and "human rights in education", ensuring that the human rights of all members of the school community are respected. Human rights education activities should convey fundamental human rights values, such as equality and non-discrimination, while affirming the interdependence, indivisibility and universality of these principles. At the same time, activities should be practical, relating human rights to learners' real-life experience and enabling them to build on human rights principles found in their own cultural context.

4. The plan of action recognizes the diversity of country contexts and the varying possibilities for integrating human rights education into school systems. It highlights the following five components which support the implementation of human rights education at the national level: policies; policy implementation; the learning environment; teaching and learning processes and tools; and education and professional development of teachers and other education personnel. The plan of action includes an appendix entitled "Components of human rights education in the primary and secondary school systems", which provides further guidance on how each of these components can be implemented and proposes good practice based on successful experiences from around the world as well as studies and research.

Relevant actors are urged to strive towards gradual and progressive implementation. The components are addressed in greater detail in subsequent sections of the present report.

5. In paragraph 26 of the plan of action, it is suggested that national implementation of the plan of action take place in four stages: analysis of the current situation of human rights education in the school system; setting priorities and developing a national implementation strategy; implementing and monitoring; and evaluating. In paragraph 27, Member States are encouraged to undertake at least the first two stages during the first phase of the World Programme, as well as initial implementation of planned activities.

6. The United Nations Inter-Agency Coordinating Committee on Human Rights Education in the School System was established in September 2006, in accordance with the plan of action, to facilitate coordinated United Nations support for the national implementation of the plan of action during the first phase. The Office of the High Commissioner for Human Rights (OHCHR) has provided the secretariat for the Coordinating Committee.[3]

B. Mandate for the evaluation

7. The plan of action calls for an evaluation of action undertaken during the first phase of the World Programme (2005-2009). Paragraph 49 states that each country will undertake an evaluation of actions implemented under the plan of action, taking into consideration progress made in legal frameworks and policies, curricula, teaching and learning processes and tools, revision of textbooks, teacher training, improvement of the school environment and other areas. The Member States will be called upon to provide their final national evaluation report to the Coordinating Committee. Paragraph 51 provides that the Coordinating Committee will prepare a final evaluation report based on national evaluation reports, in cooperation with relevant international, regional and non-governmental organizations. The report will be submitted to the General Assembly.

8. The Human Rights Council, in its resolution 12/4 of 1 October 2009, reminded Member States to submit their national evaluation reports to the Coordinating Committee by early 2010 and requested the Coordinating Committee to submit a final evaluation report of the implementation of the first phase of the World Programme, based on national evaluation reports, in cooperation with relevant international, regional and non-governmental organizations, to the General Assembly at its sixty-fifth session. Accordingly, the present evaluation report takes stock of reported progress during the first phase against the objectives set out in the plan of action.

C. Evaluation methodology

9. The evaluation methodology was discussed by the Coordinating Committee at its meetings of February and December 2009. It was agreed that it would be carried out through a documentary review of primary and secondary sources of information on national initiatives carried out during the first phase.

10. The primary sources of information are the national evaluation reports which were sent in reply to an evaluation questionnaire developed by the Coordinating Committee and distributed by OHCHR in early 2010 to the 192 States Members of the United Nations.[4] As at 21 July 2010, OHCHR had received 76 responses; the list of countries having submitted national evaluation reports is contained in Annex I to the present report. Many countries provided detailed answers and supplementary documents. Some countries, such as Albania, Mexico, Senegal and Zimbabwe, reported having involved a range of stakeholders in the production of the report. Cambodia noted that it had deployed a comprehensive methodology involving sampling; data collection and assessment on the ground; reporting by provincial departments; analysis and discussion by various heads of departments at national level; drafting and finalization by the central education department; and final approval by top leaders. The national reports were mainly compiled by ministries of education; in some countries, other offices dealing with external affairs, human rights, finance and justice were involved or even took the lead. External stakeholders such as non-governmental organizations, youth representatives and others were rarely involved in producing the national reports.

11. The evaluation also takes into account information contained in a variety of secondary sources submitted by Governments to the United Nations in the period 2005-2010, namely:

(a) Other correspondence received from Governments on national human rights education initiatives in the context of the World Programme, including replies to letters from OHCHR/UNESCO and the Coordinating Committee;

(b) Correspondence from Governments concerning the implementation of the International Year of Human Rights Learning;

(c) Replies from Governments to the questionnaire of the Human Rights Council advisory committee on the draft United Nations declaration on human rights education and training;

(d) Governments' common core documents;

(e) National reports submitted to the Working Group on the Universal Periodic Review.

12. The replies to the evaluation questionnaires were analysed in detail; the consistency in structure made it possible to make cross comparisons and to identify global trends and common challenges among Governments.

The present report is therefore very largely based on the data contained in the national evaluation reports. It gives examples of national initiatives drawn from this body of information, which are intended to be illustrative and are by no means exhaustive. The secondary sources of information were, by contrast, more variable; they addressed different types of issues to varying levels of depth, making a detailed comparative analysis less feasible or appropriate. Accordingly, this second body of information was consulted only for countries that did not submit national evaluation reports (the list of those countries is contained in annex II to the present report). This dual approach enables the evaluation report to give a sense of global progress while focusing more deeply on specific issues and the experiences of individual countries which responded to the questionnaire.

13. No governmental information was available on approximately 60 countries. It may well be that these countries are taking measures related to human rights education; however, this report is not making any comments or drawing any conclusions about them.

14. The evaluation had recourse to over 200 documents, between primary and secondary sources, and there were various methodological issues to consider in the handling of this volume of information of differing quality and content. The national evaluation reports varied considerably: they were sometimes incomplete or ambiguous, e.g. containing conflicting or multiple replies to the same question or lacking in clarity owing to language, handwritten scripts or limited information. Some countries did not follow the questionnaire structure in their answers; others reported future plans rather than an assessment of progress to date. Three subnational reports were received from one Government, reflecting the decentralized competence for education matters.

15. In order to bring some consistency and to report against the plan of action as comprehensively as possible, the analysis was organized according to each of the five components of the plan of action. The questions in the evaluation questionnaire were divided up as follows:

(a) Component one, on policies, includes an analysis of questions 10, 13, 14, 15, 16, 18, 23 and 25;

(b) Component two, on policy implementation, includes an analysis of questions 11, 12 and 22;

(c) Component three, on the learning environment, includes an analysis of questions 17, 19, 20 and 21;

(d) Component four, on teaching and learning processes and tools, includes an analysis of questions 24 and 26;

(e) Component five, on education and professional development of school personnel, includes an analysis of questions 27, 28, 29 and 30.

16. The analysis keeps to this structure and aims as far as possible to report information as it was provided by Governments. An effort was made not to move information around to answer different questions from those intended by the respondent.

17. Finally, it is important to stress that the present report, in accordance with the plan of action and as reiterated by the Human Rights Council, is based on national evaluation reports provided by Member States. It is an analysis of official information provided in those self-assessments; it is not an independent verification or assessment of the information provided or of the quality of the actions taken.

II. Action at the national level

A. Policies

18. The first component of the plan of action, policies, involves "developing in a participatory way and adopting coherent educational policies, legislation and strategies that are human rights-based, including curriculum improvement and training policies for teachers and other educational personnel" (para. 18 (a)).

Human rights and educational policies

19. All 76 responding Governments state that they have educational policies which promote human rights education. Of these, 57 report having policies which explicitly refer to human rights, the right to education and rights-based approaches to the education system. These commitments are integrated in a range of legal and policy frameworks such as constitutions, education laws and legislation and policies related to specific topics such as child protection, disability, gender equality, domestic violence, sexual harassment and minority rights.

20. Some countries like El Salvador and Uruguay make specific reference in their policies to human rights education. Nicaragua has a specific law on the teaching of human rights and the Constitution. In Austria, there are decrees on education for democratic citizenship and human rights education.

A number of other Member States report similar policy commitments but a closer examination of supporting documents finds that the term "human rights" is often not used explicitly. They refer to subjects like civic education, citizenship education, peace education, multicultural education and education for sustainable development, under which human rights issues are said to be addressed. Germany cites recommendations of the Standing Conference of Ministers of Education and Cultural Affairs on education for democratic citizenship, education for sustainable and global development and intercultural education which have been transformed into land law.

21. Some countries have refined their human rights education policies after reviewing their implementation. Norway developed its first plan of action on human rights in 2000 and is now making fundamental changes to its education laws in response to feedback received from civil society actors who identified the fragmented implementation of human rights education as a challenge.

22. Regional human rights education initiatives may support a coordinated policy approach at the national level. The Arab Plan for Education on Human Rights has been taken up by Iraq, Oman, Qatar and others. In Europe, Norway established the European Wergeland Centre in cooperation with the Council of Europe, with a view to offering support to European States on education for intercultural understanding, human rights and democratic citizenship. Tunisia collaborates with organizations like the Arab Institute for Human Rights (*Institut arabe des droits de l'Homme*) and the Centre of Arab Women for Training and Research.

Human rights in the school curriculum

23. The plan of action calls for the integration of human rights education in the school curriculum. Most Member States seem to have focused on this course of action. Numerous Governments including Australia, Barbados, Chile, Côte d'Ivoire, Indonesia, Namibia, Zambia and others report that human rights education is integrated in the national curriculum and in educational standards. A few countries teach human rights as a stand-alone subject but many integrate human rights as a cross-cutting issue, most often in subjects such as citizenship, civic education and social studies, but also in other disciplines such as law, religion, life skills, ethical and moral education, environment, health and physical education and others.

24. In Costa Rica, human rights, democracy and peace is one of the four crosscutting transversal axes of the curriculum, seen as part of daily learning and experience. The Russian Federation has adopted a dual approach, teaching human rights and the rights of the child as a single subject as well as integrating them in other subjects, such as social sciences or law, as confirmed by a study undertaken in 2007-2008. A related survey found that 93 per cent of students felt their school studies covered human rights and the rights of the child. A study in Egypt by the National Council for Human Rights found that Arabic language and social studies courses in the fourth year of primary school took human rights into account. In Thailand, human rights appears in three subject areas: the social, religious and culture subject area, which covers child rights, human rights standards and mechanisms and the Universal Declaration on Human Rights; the health and physical education subject area, which covers topics such as consumer protection and freedom from sexual abuse; and the occupational and technologies subject area, which addresses the right to work. The Syrian Arab Republic has developed a national curriculum integrating principles and values related to human rights, including women's rights, in diverse subjects in primary and secondary education.

25. The majority of countries state that "human rights" is a compulsory subject and only one country reported it to be a completely optional course of study. Among the countries that reported it to be mandatory, Portugal said that it was compulsory for elementary school pupils (6 to 15 years of age); the civic education course explicitly provides for human rights education and there is a mandatory training module for students of 10 to 11 years of age referred to as "Citizenship and security" which approaches security issues from a human rights perspective. Human rights education as part of the national curriculum is also obligatory in Hungary and in Malaysia where it is part of subjects such as civics and citizenship education, moral education and Islamic education taught at both primary and secondary level. Some countries make it optional at certain stages of the school career and mandatory at others.

26. Governments gave detailed responses about the number of hours of study devoted to these curricular subjects. In most countries at least one or two hours a week are allocated to subjects which include human rights. However, it is not clear how extensively human rights are integrated into those subjects, what is being studied and how much actual time is spent on

human rights. Cuba was one of the few countries to provide details showing the inclusion of specific human rights topics in its general curriculum. In addition, reference has been made to a number of extra-curricular human rights activities, for example, the "Human Rights Olympics" organized in Slovakia since 1997, which involve secondary school students in a nation-wide annual competition testing their knowledge and essay-writing skills. In the Philippines, the Government has extended human rights education to the non-formal sector in order to reach out-of-school youth.

27. The national evaluation reports mention that the course content is being adapted to the needs of pupils of differing ages and abilities. Ukraine has methodologies that progressively tackle the complexity of human rights as students become older. In Chile, human rights education takes a comprehensive and staggered approach which addresses human rights issues step by step, starting from class-level activities to promote peace and tolerance among young children, and moving to the study of human rights violations committed during the military regime for older students. In France, there is a multifaceted programme which looks at notions of individual and collective responsibility. Human rights education starts from looking at concrete situations and turns to analysing how human rights can respond to these situations; it also includes awareness of major human rights documents. Some countries like El Salvador and Italy integrate human rights education into early childhood learning and nursery/kindergarten level through age appropriate activities.

28. On the issue of which institutions have the authority to develop, approve and change the curriculum, Governments invariably answered that the Ministry of Education gives final approval. In some States, authority is given to an independent body in which the Ministry of Education is one stakeholder among others. In Costa Rica, for example, the Higher Education Council comprised of various ministries, representatives of universities, secondary and primary schools, teachers and provincial boards approves the curriculum. In Cyprus, the Committee of Experts for the development of a new curriculum has held structured consultations with interested stakeholders such as teachers' unions as well as parent and student associations. In Madagascar, the Ministry of National Education and the National Council of Education in partnership with eight national directorates for private education approve the curriculum. In some countries, regional organizations have influence in the development, approval and changing of

curricula; Guyana reports that the Caribbean Examination Council plays this role with the approval of its member countries.

Policies concerning textbooks development

29. The development of policy guidelines for writing or revising textbooks that reflect human rights principles is an important contribution to human rights education. The majority of Governments (39 out of 76) said that they had such guidelines; two explicitly said that they did not, the rest did not respond clearly. In Jordan, a matrix of human rights, culture of peace and common universal values was prepared by Jordanian human rights experts to act as a reference for curriculum planners and textbook writers. In Peru, the Government took the approach of defining key principles on which such texts should be based, such as multiculturalism, equality and inclusion. In Cambodia, human rights education is incorporated in textbooks within the "Life skills" teaching framework; the same applies to Gambia. The Philippines reports that the Department of Education has issued criteria for assessing whether texts are free from ideological, religious, racial and gender prejudices. Responses to this question from other countries sometimes suggested that guidance may be somewhat limited, e.g. one country referred only to gender equality.

30. Only a minority of Governments responding to the evaluation questionnaire (21 out of 76) could confirm that textbooks had been developed in accordance with specific guidelines. El Salvador cites specific textbooks used in the school system which cover human rights, including national and international laws. Thailand is one of a small number of countries to have carried out a review of textbooks in order to identify gaps requiring attention. There seem to be very few Governments which produce textbooks themselves; one example is the Education Centre for Research and Development which is the sole public body in Lebanon with the authority to issue textbooks related to civic education. Most Governments appear only to set curriculum guidelines, which are not always mandatory, and then allow commercial companies, private authors, civil society groups, schools and others to develop textbooks on their own. The process of approval seems to vary considerably; the Czech Republic has a certification process while others take a more informal approach. Governments like Norway and the United Kingdom of Great Britain and Northern Ireland give schools the

autonomy to choose their own materials, making it inappropriate for the Government to set tight guidelines on textbook content.

Policies concerning the learning environment

31. The plan of action promotes human rights practice in all aspects of school life. Few countries could provide details of national or subnational policies that promote a human rights approach to school governance, management, disciplinary procedures, inclusion policies and other regulations and practices affecting school culture and access to education. The replies tend to make ad hoc reference to general policies already mentioned such as child protection, inclusion, gender equity, non-discrimination, coexistence, violence, child-friendly schools and so on. There were nonetheless some examples of these types of issues being addressed. Gambia, Spain and others state that these issues are covered by school management manuals. In Mauritius, the school management manual also applies to the private sector education. Slovenian schools have a school education plan and a school code of conduct.

Policies concerning teacher training

32. The overall approach to teacher training seems ad hoc. There are only a few examples of a comprehensive policy on teacher training in accordance with the plan of action. A fair number of countries (15) did not respond at all or said they had no such policy. A recurrent reason relates to the issue of academic freedom, independence and institutional autonomy for higher education establishments. Norway, for example, says that the Government may not instruct such institutions on the content of teaching and research but can set a national curriculum for certain subjects; from 2010, future graduates will cover child rights from a national and international perspective. The Philippines reports that a 1998 Department of Education order provides for the training of teachers to become human rights teachers.

Final observations

33. Overall, an analysis of primary source information shows that all 76 respondent Governments have reported policy-level commitments with regard to human rights education to some degree; the secondary source information analysis shows that approximately 32 additional countries have relevant policy statements in place. The fact that in many cases human rights

education is said to be covered by related subjects, such as peace education, democratic citizenship education, civic education, education for sustainable development or life skills education, or as a cross-curricular issue, makes it difficult to draw firm conclusions on how far human rights principles are embodied in educational policies. Efforts made to integrate human rights education into national curricula seem particularly encouraging, while other policy areas seem to be overlooked, in particular as far as teacher training is concerned.

B. Policy implementation

34. The second component of the plan of action, policy implementation, refers to "planning the implementation of the above-mentioned educational policies by taking appropriate organizational measures and by facilitating the involvement of all stakeholders" (para. 18 (b)).

Overall national human rights education strategies and plans

35. The plan of action recommends the elaboration and dissemination of a comprehensive national implementation strategy with regard to human rights education in the school system. Nearly all Governments report having a national implementation strategy on human rights education, not necessarily developed in the context of the World Programme; only very few say that they have no strategy at all — sometimes because their federal political structures preclude the possibility of overall national planning. Examples of comprehensive national initiatives include Burkina Faso, which developed a strategy on the promotion and protection of human rights in 2008. In Guatemala, the peace accords set out the need to develop a national civic education programme for democracy and peace, which promote human rights, the renewal of political culture and the peaceful resolution of conflicts. The implementation plan involved assessing needs, conducting forums and surveys and the provision of training to educators by the national human rights institution (*Procuraduría de los Derechos Humanos*). Tunisia established a National Commission on Human Rights Education in April 1996 presided over by the Ministry of Education, to be in charge of putting in place a related national strategy. Under Jordan's human rights education plan, the National Commission for Education, Culture and Science has been appointed as a liaison between the Ministry of Education and other national organizations; it focuses on coordination arrangements, curriculum devel-

opment, training and collaboration with bodies such as the National Centre of Human Rights. In Qatar, a supreme committee was formed comprising both national ministries and UNESCO to supervise child rights education in schools; it has developed a national action plan to provide educational guides for teachers which align international principles with Islamic culture. Croatia has a comprehensive national human rights education programme which was developed in the second half of the 1990s under the auspices of the National Human Rights Education Committee established by the Government. Morocco has made a major effort to integrate human rights education into the curriculum, programmes and manuals and raises awareness about its national programme on occasions such as Human Rights Day, International Children's Day and International Women's Day.

36. A majority of countries report that human rights education is included either fully or partially in national plans and strategies on human rights, the fight against racism and discrimination, gender equality, poverty reduction, primary and secondary education, education for all and education for sustainable development. The national evaluation reports provide examples of countries taking this approach. In Costa Rica, human rights education is dealt with in the context of programmes related to violence in schools, the participation of students and relations with the wider community, gender equality and the rights of disabled persons. In New Zealand, human rights education is dealt with in the context of the rights of minority and indigenous groups, resulting in a curriculum document which was developed with the full participation of indigenous groups and which addresses their interests. In Switzerland, human rights education is part of the national plan for education for sustainable development (2007-2014), while in the United Kingdom (Scotland), the Government is providing over £9 million in funding during the period 2008-2011 to organizations tackling racist attitudes and working to improve the lives of ethnic minority communities through, among others, education initiatives.

37. The involvement of young people in the development of national human rights education strategies, as recommended in the plan of action, through youth associations or student parliaments, has been reported by certain countries including the Democratic Republic of the Congo, Estonia, Mauritania, the Sudan, Turkey and Venezuela (Bolivarian Republic of). Youth organizations were involved in the development of the Bolivian national human rights action plan known as *Bolivia Digna Para Vivir Bien 2009-*

2013 and in the 2002 National Conference of Education for Citizenship and Civics in Madagascar. They are represented in the Committee on Education for Health and Citizenship in Morocco. Kuwait reports that students were involved in the development of a national human rights education strategy through student councils. Despite some examples, the practice of involving stakeholders outside governmental circles in the development of national strategies does not appear to be widespread.

38. In several cases, countries report having a national implementation strategy for human rights education in the school system but this is not substantiated; the replies often refer back to higher-level policy commitments (e.g. education laws) or fragmented implementation measures such as textbook design, teacher training or curriculum content rather than a holistic strategic document setting out objectives, roles and responsibilities, timelines, activities and so on. The website addresses provided by some Governments likewise often refer back to general legislation. Some countries emphasize the way forward rather than existing initiatives.

Funding for human rights education

39. The plan of action encourages the allocation of specific funding for human rights education by optimizing already committed national funds; by coordinating external funds; and by creating partnerships between the public and private sectors. According to the replies, funds for human rights education in all countries seem to come from the general education budget and it is not usually possible to be more specific about allocations because human rights education is part of wider curriculum subjects. Moreover, many countries said that allocations could not be tracked because schools have discretion in how the budget is spent. Only one country, Switzerland, could give some quantification based on federal allocations; the Federal Department of Home Affairs funds projects against racism and human rights education (including the rights of the child) in schools, as well as projects run by the Foundation for Education and Development. A number of countries such as Belarus and Portugal reported projects being supported by regional and international organizations; however, in all cases funds provided by external donors were not itemized in Government responses. Malaysia pointed out that supplementary budget for human rights education may come from school funds and parent-teacher association activities.

Research

40. There are some examples of countries supporting and promoting research in line with the plan of action. For instance, the Russian Federation and Slovakia have both carried out research on teacher attitudes to human rights education. Thailand has drawn on external academic research to review the progress of human rights education in schools.

Final observations

41. The 76 countries that responded to the questionnaire affirm to be putting policy implementation measures in place. An analysis of the secondary sources shows an additional 43 countries taking implementation steps with regard to human rights education in schools. A systematic approach, however, starting with a comprehensive analysis of the state of human rights education in all areas of the plan of action, including policies, curricula and textbooks, teacher training, teaching methods and the school environment, as well as an assessment of remaining needs and the establishment of specific objectives and priorities, is rarely in place. Some countries have undergone such a process but not necessarily in the context of the World Programme, rather in the framework of specific national developments.

C. The learning environment

42. A learning environment conducive to human rights education "respects and promotes human rights and fundamental freedoms. It provides the opportunity for all school actors (students, teachers, staff and administrators and parents) to practise human rights through real-life activities. It enables children to express their views freely and to participate in school life" (para. 18 (g) of the plan of action).

School-level initiatives

43. Some Governments provided details of what is being done in this area. Argentina reports rules on school life which promotes the principles of non-discrimination, participation and accountability. Paraguay has campaigns on school violence and common values; Costa Rica has programmes on peace, environmental issues, the abuse of power and active citizenship; New Zealand has activities on restorative justice, bullying and harassment; Malta is running a national school campaign on the eradication of poverty and social exclusion; Burkina Faso promotes inclusive education to elimi-

nate all forms of discrimination against children with special needs. In the Democratic Republic of the Congo human rights education is promoted by the UNESCO associated schools network, whereas in Monaco UNESCO clubs have been established within schools. Senegal focuses on meeting the basic needs of health and nutrition in schools through the provision of school meals, sanitary facilities and medical care as well as programmes on citizen action and international humanitarian law and clubs for human rights, gender and peace education. Guyana also has a focus on health; a number of schools have established student health clubs which promote self-esteem and awareness of the dangers of drug use and sexually transmitted diseases. Most secondary schools have student councils; there are also sports clubs, debating clubs and scouts groups, for example, that allow students to express themselves.

Active participation of students

44. Most countries feel that they are making at least average if not comprehensive progress in providing students with opportunities for self-expression, for organizing their own activities and advocating their interests, and for participation in decisionmaking.

Only one country reported not being able to address these issues at all. Furthermore, when it comes to integrating human rights in the learning environment through school governance and management, nearly half (32) of respondents rated themselves as making at least average progress.

45. A number of countries have institutionalized policies and mechanisms which foster youth expression and participation. In France, students have the right to assemble, publish and display and, from the age of 16, the right to form associations. They elect student representatives to institutional boards both at *collège* (11-14 years) and at *lycée* (15-18 years) levels. There is also the countrywide *Conseil national de la vie lycéenne* chaired by the Minister of National Education. In Belarus, legislation exists to give children the right to express themselves and to participate in the management of educational institutions. Structures to give children voice are also often institutionalized, for example, children's parliaments in Lithuania and Slovenia which have access to policymakers; student governments in Albania; and human rights committees and human rights groups in Iraq. In Zimbabwe, the system of school prefects and institutions such as student parliaments, junior councils and youth round tables facilitate the participation of students

in school governance. Jordan is supporting student expression through the role of school press and radio, opportunities for dialogue between students and teachers/administrators through meetings and the creation of student parliaments. Guatemala, New Zealand, Senegal, Uruguay and others confirm that student participation in school governance structures is facilitated through mechanisms like student councils, parliaments and elected representatives.

Involvement of schools with the local community

46. The majority of Governments consider that this is happening to some degree if not comprehensively; only a small minority (8) report that it is not occurring in their national context. Parent-teacher associations are commonplace. Estonia reports, for example, that parents associations are active on child rights. In Guyana, parent teacher associations and school boards comprise members of the surrounding community including parents, citizens and representatives of various interest groups. Elected officials at both regional and neighbourhood council levels are also involved, as the public school budget is implemented through the regional administration system. Israel reports existing dialogue between students, parents and teachers on human rights principles. In Belgium (Flemish community), "broad or community schools" aim to strengthen ties between the school and the local environment including local councils and civil society; a "broad school" is a network of organizations around a school which try to assure the personal and social development of children and youngsters. In Oman, parent-teacher councils, women's associations, ministry representatives and local dignitaries have a significant role in the concept of "learning villages" which use community-based approaches to eradicate illiteracy; other initiatives include the connecting cultures initiative, Outbound Oman and the youth summit. Both Madagascar and Montenegro collaborate with non-governmental organizations in the promotion of human rights education. In Honduras, the Committee of Relatives of the Disappeared Detainees in Honduras (*Comité de Familiares de Detenidos Desaparecidos en Honduras*) gives talks and seminars to students. In the United Kingdom (Northern Ireland), the Government has been cooperating with Amnesty International and other stakeholders in the "Lift Off" programme which has provided resources and materials to support the curriculum.

Monitoring and evaluation systems for human rights education

47. On the issue of setting up monitoring systems to measure factors such as the respect for human rights in teaching practice, teaching quality with respect to human rights education, respect for human rights principles in school management and change in student knowledge and behaviour, most countries assess themselves as making average or comprehensive progress. Only two feel they are not doing anything at all. Some countries note being unable to have a national approach because of their federal structure.

48. A number of countries such as Argentina, the Czech Republic, France, Serbia, Slovenia, New Zealand, the United Kingdom (England) and others make reference to ongoing evaluation and monitoring systems, assessments and school inspections but it is not clear how far these encompass human rights education. Some report more specific initiatives. Slovakia has been implementing a monitoring and evaluation project since 2005 on the scope and quality of human rights education in primary and secondary schools as part of the national plan for human rights education in the education system. The Ministry of Education in Lebanon with international support is carrying out a civic education survey. Inspectors in Belgium (Flemish community) monitor whether and how the "Decree on participation", which was approved by the Flemish Parliament on 1 April 2004 as a legal framework for participation in schools, is being implemented. The cross-curriculum attainment targets, especially citizenship education, have recently been evaluated and show the positive impact of citizenship education and democratic school organization on the development of knowledge and democratic attitudes among pupils.

Final observations

49. Most countries responding to the evaluation questionnaire felt they were making at least moderate progress in ensuring that the learning environment promotes human rights education, while the secondary analysis only found a handful of countries which appear to have related initiatives. The respondents highlighted several examples of national-level initiatives which promote the engagement and participation of students and interaction between schools and the wider community; it seems to be widely understood that human rights education goes beyond the formal curriculum, as its scope is to equip all school actors, and in particular students, with not

only knowledge but also skills to be active citizens and human rights advocates in their societies.

D. Teaching and learning

50. The fourth component of the plan of action recommends that "all teaching and learning processes and tools [be] rights-based (for instance, the content and objectives of the curriculum, participatory and democratic practices and methodologies, appropriate materials including the review and revision of existing textbooks, etc.)" (para. 18 (d)). The present section focuses on issues other than the school curriculum, which has already been dealt with in section A above.

Teaching methods

51. The majority of Governments (over 60) felt they were making average if not comprehensive progress in introducing learning methodologies in human rights education activities which are child-friendly, learner-centred and encourage participation. Only a handful did not answer or said they had not made progress. Some countries provided further details showing how this was taking place. Thailand launched a child-friendly schools programme in six provinces in 1996, schools in Lithuania and Slovenia are specifically encouraged to use active learning methods, and Peru has developed a participatory project strategy in the area of citizenship and civic education. Namibia and Malaysia refer to strategies which include learner-centred participation. Cyprus reports participatory teaching and active learning methods such as projects, group work, drama and case studies. Cuba reports that civic education uses methods such as analysis of moral dilemmas, individual and collective reflection, the study of legal documents in the context of significant situations for moral education, critical comments of a text, self expressive exercises and decision-making. Methods applied in Malta include debates, group work and role play.

Teaching and learning materials

52. Nearly all Governments (around 70) report that teacher guides, manuals, texts and other materials in primary and secondary education cover human rights principles either comprehensively or at least to an average degree. Only three countries reported that this was not happening. Material development is not always in the hand of the national Government

and approval processes vary. The majority of the countries allow others such as publishing houses, individuals, authors, non-governmental organizations and international organizations to play a role. Switzerland is one of a few countries to report having carried out a comprehensive review and identifying gaps in materials. Angola is producing manuals on human rights education for primary and secondary schools. Among the materials developed in the United Kingdom (Scotland) to tackle racial discrimination are "Educating for race equality — a toolkit for Scottish teachers" and "Show racism the red card". In the Democratic Republic of the Congo, pedagogical materials in use include those produced by religious institutions. Non-governmental organizations also offer teaching materials, for example in Germany, Israel and Estonia (produced by the Estonian Association of Parents or the Estonian Union for Child Welfare). El Salvador uses materials developed, inter alia, by the national human rights institution (*Procuraduría para la Defensa de los Derechos Humanos*), Universidad Centroamericana "José Simeón Cañas", the Inter-American Institute of Human Rights and other bodies. Countries like Algeria, Côte d'Ivoire, Cyprus, Madagascar, Slovakia and Switzerland report using materials produced by international organizations. For example, the Ministry of Education of Cyprus promotes the use of "Compasito", the Council of Europe's manual on human rights education for children, while Slovakia and Switzerland have translated or adapted "Compass" (for young people) for use at schools. Kazakhstan reports using a publication of the International Organization for Migration for lessons concerning slavery, while Monaco makes use of materials from the International Organization of La Francophonie.

Final observations

53. Most Governments which responded to the questionnaire feel they are making at least average, if not comprehensive, progress in developing and disseminating teaching and learning materials and methodologies for human rights education. The secondary analysis found brief references showing that approximately 19 additional countries are taking some steps to tackle these issues.

E. Education and professional development of teachers and other personnel

54. The fifth component of the plan of action focuses on "providing the teaching profession and school leadership, through pre- and in-service

training, with the necessary knowledge, understanding, skills and competencies to facilitate the learning and practice of human rights in schools, as well as with appropriate working conditions and status" (para. 18 (e)).

Teacher training

55. Around half the respondents (38) reported that human rights are included in three types of training: pre-service, in-service and head teacher training; some say that human rights are included in certain types of training and not others (head teacher training seems to incorporate human rights least of all); and only one Government said there was no such training at any stage. There were some ambiguous replies concerning the inclusion and status of human rights education in teacher training, but generally the analysis shows that a minority of Governments (21) say this training is mandatory. These include Belarus, where it has been mandatory for all higher education institutions since 1998/99; and Kazakhstan, where teachers are expected to have knowledge of the law and rights, including legal instruments like the Convention on the Rights of the Child. In the Philippines, core trainers in the regions provide human rights training to others. Human rights education has been compulsory for teachers and other education staff in Serbia for 10 years; those who teach civic education (including some subjects explicitly concerned with human rights) are required to undergo specified training. In Mauritania, human rights generally constitute a separate test, independent of others, in the context of examinations for the teaching profession. The "Pilot project on education for the enjoyment of human rights" in Colombia, which seeks to implement human rights education at the preschool, primary and secondary levels, includes pre-service and in-service training of teachers and other educational staff in pedagogical methods for human rights and citizenship education.

56. Obligations vary depending on the type of training. In some countries such as Peru, initial human rights training is mandatory but in-service training is optional. The situation is the same in Portugal, where education for citizenship, including for human rights, is a compulsory curricular domain of initial teacher training and is optional in continuous training. In Spain, specific targets have been set for the inclusion of human rights in Masters courses including degrees in early childhood education and elementary education. In Ukraine, it is a mandatory part of five yearly refresher courses attended by teachers. In the United Kingdom (England), prospec-

tive teachers need to achieve set standards, including in the area of human rights education, in order to achieve qualified status.

57. Even where it is mandatory, there may flexibility in the way training is provided on the ground in terms of hours and methods used. Governments often gave details on how many hours are offered on teacher training courses but it is impossible to generalize from this information; there is major variation with courses lasting from 1 to 2 hours to 100 hours. Furthermore, it is not known how much specific time is allocated to human rights education since it is usually integrated into wider subjects. In Japan, teacher training for new and experienced teachers is provided for by law and implementation is mandatory; the contents of the training are left to the discretion of prefectural boards of education working within the parameters of central guidance. The National Centre for Teachers' Development also provides a course on "Training for development of human rights education instructors".

Evaluation of teacher training in human rights education

58. Such evaluation does not appear to occur systematically. Most respondents suggest that this happens through participant feedback (e.g. Estonia and Israel) or through evaluations by the institutions running these courses (Honduras and Mexico). In Lithuania, at the end of teacher training courses, trainees fill in assessment forms on the relevance, utility and impact of training activities. In Japan, participants are able to appraise both the courses and themselves during the training provided by the National Centre for Teachers' Development. There are a few examples of a broader approach. In Cyprus, the recently established Centre for Educational Research and Evaluation in the Ministry of Education and Culture undertakes research on the effectiveness of teacher training programmes. In Algeria, teachers are assessed by education inspectors and heads of school who watch the teaching of human rights in practice, for example, by observing classes on gender equality or the African Charter.

Training resources

59. Nearly all Governments confirmed that the sharing and dissemination of resources and materials to support teacher training was taking place. Practice and methodologies vary enormously; dissemination is done through books, publications, CDs, videos, workshops and seminars. The re-

sponses from Member States do not always give a sense of what the scale of these activities might be. Methods for disseminating information include networking opportunities. In Cyprus, inspectors exchange ideas and learning through networking. Croatia has set up a school network of county teacher councils (regional councils) for each school subject including education for democratic citizenship/human rights education since 2006 so that the best teachers are appointed as county coordinators. Their teaching load and pay are adjusted to allow them to carry out these activities.

60. Some countries using Web portals to give teachers access to materials, e.g. Austria (www.politik-lernen.at), Costa Rica (www.educatico.ed.cr), France (eduscol.education.fr), Switzerland (www.globaleducation.ch) and Belgium (French community) (www.enseignement.be). The United Kingdom (England) has set up a portal for citizenship and education for sustainable development (www.citized.info) with some 416 resources on human rights education. It is also collaborating with networks of non-governmental organizations and universities in the sharing of information. Mexico has set up a library on civic education and ethics, as well as a website and information and documentation centre on indigenous education. In Austria, every teacher has the possibility to order free of charge or to download teaching and information material.

Teacher recruitment and promotion policies

61. Nearly all Governments affirmed that policies for teacher recruitment, retention and promotion reflect human rights principles; only seven said they were not meeting this standard. Mauritius further explained that this is achieved through manuals on school management and personnel management which detail the conditions of work and the rights of employees; furthermore, private secondary schools which fall under the purview of the Private Secondary School Authority have parallel regulations for schools and teachers. Côte d'Ivoire referred to civil service regulations and labour codes. In Japan, the recruitment and promotion of teachers is administered in accordance with principles of equality and non-discrimination as stated in the Local Public Service Act. The boards of education of eight prefectures/cities out of 65 expressly include in their vacancy announcements strong awareness or respect for human rights as a requisite for hiring teachers.

Final observations

62. Most countries that responded to the questionnaire feel they are providing opportunities for teacher training. However, the absence of detailed supporting information gives the impression that, overall, such training is haphazard, optional and variable in terms of quality and time, and with limited access to materials and tools. The report on the recent UNESCO consultation on the implementation of the 1974 Recommendation concerning human rights education noted that "several countries raised obstacles concerning insufficient pre-service and in-service training as well as the lack of clear guidelines and relevant materials for teachers and school personnel, including managers and administrators at the local level. Teachers are often overwhelmed by the diverse demands put on them".[5] The analysis of secondary sources found an additional 18 countries taking up the issue of teacher training on human rights education.

III. Conclusions and recommendations

63. In paragraph 27 of the plan of action, Member States were encouraged to undertake, as a minimum action in the first phase, the first two stages of national implementation of the World Programme for Human Rights Education, i.e. a situation analysis (stage one) and the setting of priorities and development of a national implementation strategy (stage two). The majority of Member States have confirmed that they are now, by and large, implementing human rights education programmes.

64. Some Governments acknowledge that the World Programme has played a role in facilitating progress at the national level. Several countries find it to be an important influence, including Algeria, Jordan and Venezuela (Bolivarian Republic of), which say that it was an important spur to national action. A few countries report activities specifically aimed at promoting the World Programme, for instance Côte d'Ivoire held a seminar at the official launch of national activities on the World Programme, and Greece reports featuring information about the World Programme on the Ministry of Education's website. However, a number of countries report not to have used this international framework as an opportunity to increase implementation of human rights education in their school systems; national action appears to have been occurring somewhat independently of the proclamation of the World Programme.

65. There continue to be challenges in national implementation. Among the commonly identified gaps are the absence of explicit policies and detailed implementation strategies for human rights education and the lack of systematic approaches to the production of materials, the training of teachers and the promotion of a learning environment which fosters human rights values. The decentralization of political structures and/or education provision in a number of countries further complicates the implementation of a centralized model.

66. The Coordinating Committee makes the following recommendations to Governments wishing to take further steps to implement human rights education in the school system:

(a) Take stock of national progress as measured against the detailed guidance provided in the plan of action in order to identify gaps, possible strategies and good practice;

(b) Review the following issues which have been identified in the present report to see if they are relevant to the national context and require attention:

(i) Overall review of the status of human rights education in the primary and secondary school system and development of a comprehensive implementation strategy, taking into consideration the guidance proposed by the plan of action;

(ii) And specifically, among other issues, the need for educational policy commitments explicitly referring to the human rights framework; development and implementation of policies on teacher training which make human rights education part of mandatory teacher qualification requirements; review of the national curricula to clarify how and to what extent human rights education is dealt with, including through integration of human rights in other subjects which are assumed to address them; and allocation of funding to human rights education as an identifiable item in the context of national education budgets;

(c) Make greater use of the human rights education materials and tools developed by national, regional and international institutions and organizations within or beyond the context of the World Programme, including information technology platforms, as a way of addressing resource issues at the national level such as the lack of funding, education and learning materials and specifically teacher-training materials, and in order to draw inspiration from other national practices;

(d) Take steps to ensure that private education providers are also integrating human rights education into their services;

(e) Participate in international and regional initiatives with regard to policy and programme development in the area of human rights education.

67. By establishing the open-ended World Programme for Human Rights Education, and more recently by launching a new international initiative concerning the development of a United Nations declaration on human rights education and training, the international community has reaffirmed its long-term commitment to pursue human rights education, which was already embodied in many international instruments. Although significant steps have been taken, progress remains uneven when considered from a global perspective. The World Programme's first phase has nevertheless provided an opportunity for focusing the attention of the international community on the importance of human rights education in the school system.

68. While the World Programme now transitions to its second phase (2010-2014) with a new focus on a variety of different sectors (i.e. higher education, teachers and educators, civil servants, law enforcement officials and military personnel), work on primary and secondary-level education needs to continue. Governments are encouraged to build on existing achievements, consolidate them and exert sustained efforts to advance human rights education in the school system as a holistic process concerning many areas of action, including educational policies, policy implementation measures, the learning environment, teaching and learning processes and tools and education and professional development of teachers and other education personnel. The plan of action for the first phase of the World Programme continues to constitute a significant guidance tool in this area, and the open-ended World Programme remains a common collective framework for action as well as a platform for cooperation between Governments and all other relevant stakeholders; its potential, in terms of enhancing national action towards the building of a universal culture of human rights, needs to be further exploited.

Endnotes

1. Although the first phase of the World Programme was initially launched for three years, until 2007, the Human Rights Council subsequently decided, in its resolution 6/24 (28 September 2007), to extend the first phase by two more years until the end of 2009.

2. For ease of reference, OHCHR and UNESCO jointly published the Plan of Action in a booklet, which can be accessed in all six official languages of the United Nations at www2.ohchr.org/english/issues/education/training/planaction.htm.

3. The Coordinating Committee is composed of 12 entities: the Office of the United Nations High Commissioner for Human Rights, the Joint United Nations Programme on HIV/AIDS, the United Nations Development Group, the United Nations Development Programme, the Department of Public Information, the United Nations Educational, Scientific and Cultural Organization, the United Nations Population Fund, the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, and the World Bank. The Council of Europe has participated as an observer.

4. The text of the questionnaire can be consulted at www2.ohchr.org/english/issues/education/training/evaluationWPHRE.htm.

5. UNESCO document 35 C/INF.23 (available from http://unesdoc.unesco.org), para. 21.

Annex I

List of Governments that responded to the evaluation questionnaire

- Albania
- Algeria
- Angola
- Argentina
- Australia
- Austria
- Barbados
- Belarus
- Belgium
- Bolivia (Plurinational State of)
- Burkina Faso
- Cambodia
- Chile
- Colombia
- Costa Rica
- Côte d'Ivoire
- Cuba
- Cyprus
- Czech Republic
- Democratic Republic of the Congo
- Egypt
- El Salvador
- Estonia
- France
- Gambia
- Germany
- Greece
- Guatemala
- Guyana
- Honduras
- Hungary
- Indonesia
- Iraq
- Israel
- Japan
- Jordan
- Kazakhstan
- Kuwait
- Lebanon
- Lithuania
- Madagascar
- Malaysia
- Malta
- Mauritania
- Mauritius
- Mexico
- Monaco
- Montenegro
- Morocco
- Namibia
- New Zealand
- Nicaragua
- Norway
- Oman
- Paraguay
- Peru
- Philippines
- Portugal
- Qatar (submissions from two different entities)
- Russian Federation
- Senegal (submission from two different entities)
- Serbia
- Slovakia
- Slovenia
- Spain
- Sudan
- Switzerland
- Syrian Arab Republic
- Thailand

- Turkey
- United Kingdom of Great Britain and Northern Ireland (separate submissions from
- England, Scotland and Northern Ireland)
- Ukraine
- Uruguay
- Venezuela (Bolivarian Republic of)
- Zambia
- Zimbabwe

Annex II

List of Governments that submitted information on national human rights education initiatives in contexts other than the preparation of the present report

Information on human rights education in countries whose Governments did not respond to the final evaluation questionnaire was also taken into account in the preparation of the present report. This information was found in various secondary sources as noted in the introduction to the report.

- Afghanistan
- Armenia
- Azerbaijan
- Brunei Darussalam
- Bulgaria
- Burundi
- Cameroon
- Cape Verde
- Canada
- Chad
- China
- Croatia
- Denmark
- Dominican Republic
- Ecuador
- Equatorial Guinea
- Ethiopia
- Finland
- India
- Indonesia
- Gabon
- Georgia
- Guinea
- Iceland
- Italy
- Kyrgyzstan
- Lao People's Democratic Republic
- Latvia
- Lesotho
- Liberia
- Libyan Arab Jamahiriya
- Liechtenstein
- Luxembourg
- Mongolia
- Mozambique
- Netherlands
- Niger

- Pakistan
- Panama
- Poland
- Republic of Korea
- Republic of Moldova
- Romania
- Rwanda
- Samoa
- Saudi Arabia
- Singapore
- South Africa
- Sri Lanka
- Sweden
- The former Yugoslav Republic of Macedonia
- Timor-Leste
- Togo
- Trinidad and Tobago
- Tunisia
- Turkmenistan
- Uzbekistan