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Educational, Scientific and  
Cultural Organization



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United Nations Office on Drugs and Crime

# Strengthening the rule of law through education

A guide for policymakers

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PROMOTING A CULTURE  
OF LAWFULNESS



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# Strengthening the rule of law through education

A guide for policymakers

# Foreword

The rule of law is the bedrock of just, inclusive and peaceful societies. It compels institutions to be accountable, to safeguard human rights, to be fair and transparent, and to empower citizens to participate and engage constructively in society. In so doing, it creates a culture of lawfulness in which citizens understand, participate in defining, and respect laws for the benefit of the whole of society. Education has an important role in promoting the rule of law and a culture of lawfulness. In essence, it provides an important protective function by strengthening learners' abilities to face and overcome difficult life situations.

Young people can be important contributors to a culture of lawfulness, and governments have a duty to provide educational support that nurtures positive values and attitudes in future generations.

The United Nations Educational, Scientific and Cultural Organization and the United Nations Office on Drugs and Crime, working in partnership, have developed this guide to assist policy-makers in developing policies and programmes that promote the rule of law through education. It contains guidance and examples of good practices on how the education sector, as a whole, can help young people become engaged and constructive citizens, making ethically responsible decisions in their daily lives and acting with empathy and respect for others.

It builds on UNESCO's approach to Global Citizenship Education by supporting a culture of peace and respect for human rights and drawing on UNODC's experience tackling crimes that gravely threaten human safety. This joint project contributes to achieving the Sustainable Development Agenda - particularly the goals for education and fostering peace, justice and strong institutions and complements other editions in the series of educational resources on specific challenges for youth.

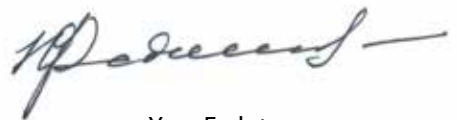
We hope that this new resource will provide countries with the necessary tools to address challenges to peace, justice, human rights and fundamental freedoms, and build more resilient and sustainable societies.



**Audrey Azoulay**

Director-General

United Nations Educational, Scientific  
and Cultural Organization



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Executive Director

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Drugs and Crime

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# Executive summary

## Why this guide?

- The role of education in building just and peaceful societies and trust in public institutions is increasingly recognized across the world. However, there is a lack of understanding among educational professionals about how this role can be best fulfilled and, more specifically, about the full meaning of the rule of law and its particular implications for education. This guide for policymakers seeks to fill this knowledge gap.
- This document aims to provide an overview of how the education sector as a whole can leverage its transformational power to support and encourage young people to be positive and constructive members of society, while also mitigating challenges to the rule of law. As such, it seeks to complement already existing issue-specific guides focusing on single problems such as gang violence, trafficking etc.
- This document can also be used as a base to build a shared vision among education stakeholder groups (in and out of formal education systems) on what education can and cannot do as a matter of priority to address challenges to the rule of law. It is a resource that can serve as a starting point for multi-stakeholder discussions on approaches to promote the rule of law and develop a culture of lawfulness.

## What is the rule of law?

- As defined by the United Nations Secretary General, the rule of law is ‘a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards’ (United Nations, 2004, p. 4).
- The rule of law provides a mechanism of accountability that safeguards against the abuse of state power.
- It ensures the population is not at the mercy of those who seize power and wield it to oppress with arbitrary and unjust rules and processes.
- A society that supports the rule of law is not one composed of uncritical and obedient citizens; rather it is one whose citizens understand and respect just laws, are aware of their function, know how to engage with them constructively and how to challenge them, as needed, within the appropriate mechanisms and institutions.

## What is a culture of lawfulness?

- A culture of lawfulness refers to the cultural and social conditions in which the rule of law is respected and promulgated.

- It is an environment where the population abides by the law because it believes that it provides a fair and just response to the needs of individuals and society as a whole.
- It supposes that all members have equal access to, and desire to access, the justice system to address their grievances when necessary.
- A culture of lawfulness reinforces individuals' positive expectations about the law and trust in the justice system through daily routines, including formal and informal interactions with the law.

### **What is the role of education in promoting the rule of law?**

Education can promote the rule of law and culture of lawfulness by:

- Encouraging learners to value and apply the principles of the rule of law in their daily lives, allowing them to make decisions that are ethically responsible.
- Equipping learners with the appropriate knowledge, values, attitudes, and behaviours they need to contribute to the continued improvement and regeneration of the rule of law in society more broadly.

### **What can education do to strengthen the rule of law?**

The main action areas are:

- Ensure the development and acquisition of key knowledge, values, attitudes and behaviours.
- Support learners to move from 'learning about' the rule of law and the different forms of risks of crime to 'learning to act' – by committing to values and responsibilities based on human rights, being compelled to make informed decisions, feeling empowered to ward off threats to the rule of law as well as being able to act and engage in change processes that support the rule of law.
- Ensure learning speaks to the real issues and dilemmas of young people facing challenges to the rule of law.
- Model the rule of law in and out of school learning environments.

### **How to take these action areas forward?**

Key measures include:

- Develop policies, programmes and curriculum that support the rule of law and a culture of lawfulness.
- Train educators and staff to be aware of, and to change, explicit and implicit biases in policies, programming, curriculum, pedagogy and practices that do not model the rule of law and can even run counter to developing a culture of lawfulness.
- Take a holistic and inclusive approach by engaging teachers, parents, community members, cultural leaders, government institutions, businesses, and civil society organizations to ensure learning takes place in and out of schools.

# List of acronyms

<b>CoL</b>	Culture of Lawfulness
<b>GCED</b>	Global Citizenship Education
<b>IBE</b>	International Bureau of Education (UNESCO)
<b>MoE</b>	Ministry of Education
<b>NGO</b>	Non-governmental organization
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OHCHR</b>	Office of the United Nations High Commissioner for Human Rights
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>PVE</b>	Preventing Violent Extremism
<b>PVE-E</b>	Preventing Violent Extremism through Education
<b>RoL</b>	Rule of Law
<b>SDG</b>	Sustainable Development Goal
<b>SEL</b>	Socio-emotional learning
<b>UN</b>	United Nations
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>WSA</b>	Whole school approach

Section 1

Introduction

## 1.1. Rationale

Addressing challenges to peace, justice, human rights and fundamental freedoms is of vital importance for the stability and well-being of societies across the world today. While regulatory frameworks on corruption, violence, and crime are part of the responses being undertaken by governments, the challenges they seek to address persist, often beyond national borders and, increasingly, in globally interconnected ways.

To promote and protect the safety, dignity and human rights of all people, many governments are, therefore, also strengthening efforts to uphold the principle of the rule of law (RoL) in the daily lives of their citizens and through the public institutions that seek to serve them. In this respect, the criminal justice sector has a key role to play and a specific responsibility, but it is not alone in this task. The RoL is fundamental to all aspects of society, both public and private, shaping the way individuals interact with each other and with public institutions in all sectors of society – forging relationships of trust and mutual accountability. This is why education that promotes the RoL and a Culture of Lawfulness (CoL) is so important.

As a public good, national education systems have a key responsibility in upholding and advancing the principles of the RoL. They can prepare future generations to hold state institutions accountable to these principles and equip learners with the knowledge, values, attitudes and behaviours they need to take constructive and ethically responsible decisions in their daily lives that support justice and human rights. It is on this basis that it is possible to build trusted and trustworthy institutions.

### Box 1. What is the Rule of Law?

The UN Secretary General states that the rule of law is:

**‘a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards.’**

*Source: United Nations (2004), p. 4*

This aspiration for the education sector is embodied in Target 4.7 of the Sustainable Development Goal 4 on Education. Though this role of education is increasingly recognized, there is a lack of understanding among educational professionals about the full meaning of the RoL and of its specific implications for education.

This document seeks to address this knowledge gap by building on the experience gained from UNESCO’s approach to Global Citizenship Education (GCED), and its related fields, namely citizenship education, peace, and human rights education.

## 1.2. Purpose

### This guide seeks to

- Help education professionals better understand the meaning of the RoL and its implications for education.
- Provide guidance on key areas of action, and specific modalities, for promoting the RoL and a culture of lawfulness through primary and secondary education.
- This guide is divided into five main sections:
- After the Introduction (Section 1), Section 2 clarifies key concepts, namely the RoL, a CoL and the role of education in the promotion of the RoL.
- Section 3 outlines key areas of action that can help harness the full potential of the education sector in view of promoting the RoL.
- Section 4 focuses on the modalities of implementation. These are educational measures that make it possible to implement the suggested action areas at the school and classroom levels, as well as outside of formal education settings. For example: curricular support, transformative pedagogies, as well as whole school approaches (WSAs).
- Section 5 presents frequently asked questions and their answers.
- The guidance concludes with references.

## 1.3. Target audience

This guide is intended for education policymakers and other professionals working in the formal education sector, within and outside Ministries of Education, and who are seeking to promote the RoL and a CoL through education.

This document may also be of interest to professionals working in non-formal education settings or other sectors – namely the justice, social and health sectors - in the area of crime and violence prevention, who are seeking to work more closely with the education sector.

To address the needs of this diverse mix of education stakeholders and professionals, this document blends both theory and practice, and draws on examples from around the world.

### How to use this guide?

- *As a general introduction.* Specific guidance exists already on how education can help address several topics related to the RoL, such as corruption, firearms trafficking, violent extremism and gender-based violence in and out of schools. This document, therefore, complements these and other issue-specific guides by focusing on how the education sector as a whole can leverage its transformational power to address general challenges to the RoL (See Table A).

- *As a common ground for discussion.* This document can also be used as a base to build a shared vision among education stakeholder groups (in and out of formal education systems) on what education can and cannot do as a matter of priority. As such, it can be a starting point for holding multi-stakeholder discussions on the most effective means to strengthen the resilience of educational communities in the face of violence, crime and dysfunctional institutions.

**Table A.** Existing issue-specific guidance documents for education policymakers produced by UNESCO and UNODC

Specific issue	Selection of UNESCO and UNODC publications
School bullying	<ul style="list-style-type: none"> <li>• School Violence and Bullying (UNESCO, 2018a)</li> <li>• Transformative Pedagogy for Peace-building: A guide for Teachers (UNESCO-IICBA, 2017)</li> </ul>
Corruption	<ul style="list-style-type: none"> <li>• Guidelines for the Design and Effective Use of Teacher Codes of Conduct (Poisson, UNESCO-IIEP, 2009)</li> <li>• UNESCO-IIEP publications under the Ethics and corruption in education series (UNESCO-IIEP, 2018)</li> </ul>
Crime prevention and criminal justice	<ul style="list-style-type: none"> <li>• Stopping Violence in Schools. A Guide for Teachers (UNESCO, 2014a)</li> <li>• Handbook for Professionals and Policymakers on Justice in Matters involving Child Victims and Witnesses of Crime (2009a)</li> </ul>
Transnational organized crime	<ul style="list-style-type: none"> <li>• Handbook on Identity-related Crime (UNODC, 2011)</li> <li>• Guidelines for Technical-judicial Training and Awareness Raising on Counterfeiting (UNICRI, 2007)</li> </ul>
Human trafficking and migrant smuggling	<ul style="list-style-type: none"> <li>• Searching for Best Practices to Counter Human Trafficking in Africa: A Focus on Women and Children (UNESCO, 2005a)</li> <li>• Toolkit to Combat Trafficking in Persons (UNODC, 2008)<sup>1</sup></li> <li>• Combating Trafficking in Persons: A Handbook for Parliamentarians (UNODC, 2009b)</li> <li>• A Toolkit for Guidance in Designing and Evaluating Counter-Trafficking Programmes (ICAT, 2016)</li> </ul>
Firearms and gun violence	<ul style="list-style-type: none"> <li>• Best Practices of Non-Violent Conflict Resolution in and out-of-school (UNESCO, 2002)</li> <li>• Preventing Firearms Proliferation and Armed Violence in Educational Centers of Latin America and the Caribbean (UN-LIREC, 2011)</li> </ul>
Violence based on sexual orientation or gender identity/ expression	<ul style="list-style-type: none"> <li>• Out in the Open: Education Sector Responses to Violence Based on Sexual Orientation and Gender Identity/Expression. (UNESCO, 2016a)</li> <li>• Education Sector Responses to Homophobic Bullying (UNESCO, 2012)</li> </ul>
Cybercrime	<ul style="list-style-type: none"> <li>• Study on the Effects of New Information Technologies on the Abuse and Exploitation of Children (UNODC, 2015)</li> </ul>
Violent extremism (including as and if conducive to terrorism)	<ul style="list-style-type: none"> <li>• Preventing violent extremism through education: A guide for policymakers (UNESCO, 2017a)</li> <li>• Handbook on Children Recruited and Exploited by Terrorists and Violence Extremist Groups: the Role of the Justice System (UNODC, 2017b)</li> <li>• A Teacher's Guide on the Prevention of Violent Extremism (UNESCO, 2016b)</li> <li>• #YouthWagingPeace: Action Guidelines for Prevention of Violent Extremism (UNESCO MGIEP, 2017)</li> <li>• Media and Information Literacy: Reinforcing Human Rights, Countering Radicalization and Extremism (UNESCO, 2016c)</li> </ul>

1. All UNODC publications on trafficking in persons and smuggling of migrants are available at: [www.unodc.org/unodc/en/human-trafficking/publications.html](http://www.unodc.org/unodc/en/human-trafficking/publications.html). Further policy guidance on trafficking in persons and smuggling of migrants can be drawn from the recommendations of the Working Groups to the Conference of the Parties to the UNTOC at: <https://www.unodc.org/unodc/en/organized-crime/intro/COP/working-groups.html>.



## Section 2

Understanding the rule  
of law and how it relates  
to education

## 2.1. What is the rule of law?

The notions of 'rule of law' and a 'culture of lawfulness' are complex and socio-politically situated. Clarifying and defining them and knowing how they are distinct yet complementary, is essential.

According to the United Nations, the RoL is 'a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency' (United Nations, 2004, p. 4).

As such, the RoL is both an ideal to which states and individuals can aspire and a principle of governance.

The concept of the RoL is embedded in **the Charter of the United Nations (1945)**. The Preamble of the Charter states as one of the aims of the UN 'to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law can be maintained.' In addition, a core purpose of the UN is 'to bring about by peaceful means, and in conformity with the principles of justice and international law, adjustment or settlement of international disputes or situations which might lead to a breach of the peace' (UN, 1945, Chapter 1, Article I). **The 1948 Universal Declaration of Human Rights** also gives the RoL a central place, stating that 'it is essential, if man is not to be compelled to have recourse, as a last resort, to rebellion against tyranny and oppression, that human rights should be protected by the rule of law'.

More recently, promoting the RoL has been universally accepted by UN Member States as one of the Targets under SDG 16: 'Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels', in particular, Target 16.3: 'Promote the rule of law at the national and international levels and ensure equal access to justice for all'.

## 2.2. What is a culture of lawfulness?

In fostering the RoL, it is necessary to create the cultural and social conditions in which the RoL is respected and promulgated. This is the idea expressed in the notion of a culture of lawfulness (CoL).

A CoL means that the general population in a society follows the law because it believes that it provides a fair and just response to the needs of individuals and society as a whole. It implies that populations have equal access to, and desire to access, the justice system to address their grievances (Godson, 2000). It also means that individuals' expectations about the law and the justice system are reflected in their formal and informal interactions with the law.

In this way, a CoL underscores the notion that there are aspects of the law that are not formalized but are part of non-formal practices and traditions that shape people's behaviours and their interactions with public institutions, for example, in the way individuals reject, marginalize or accept acts of corruption.

At best, a CoL presupposes a reciprocal process where the government and the people coordinate and interact with each other to establish an environment that is safe and fulfilling for all without lawlessness. There are mutual expectations of compliance with laws based on a shared sense of trust that both will fulfil their responsibility. In an ideal context, governments cultivate trust by demonstrating their commitment to human rights and the RoL, just as citizens honour their rights and obligations to live by and support human rights and the RoL.

Built into the notion of a CoL is the idea that citizens are empowered and able to contribute to the quality of institutions that govern society and thereby protect and strengthen the RoL.

Individual behaviours can support the RoL by being knowledgeable about the law and the RoL,

respecting rules, and by actively contributing to the substantive application and continued protection and/or improvement of the RoL (social transformation) - for example, by acting to help ensure that laws adhere to human rights principles or holding institutions accountable for their acts.

A CoL is a dynamic process in which people not only understand and respect just laws but also push for their transformation when needed. Social cohesion and a CoL are mutually supportive. A CoL benefits from, and promotes the values of, communities rather than serving individual interests. In essence, a CoL is both reliant on, and important for, promoting, social cohesion and interconnectedness.

### Box 2. What lawfulness means to me

*'To me, lawfulness is when a woman knows that she has legal rights in her country, just like a man does. It is when a [foreign] worker knows that if he didn't get his monthly salary from his employer, he can go and ask for it legally just like a local employee can. It is when a government employee from a different religious group is entitled to a promotion for a higher position just like his colleague from the dominant group has.'*

*Source: UNESCO (2018b), p. 4*

**Box 3. What are the characteristics of a society with a CoL?**

Where a CoL exists:

- Values like integrity, acceptance, fairness, respect of others and differences, a culture of dialogue and civic responsibility are the norm and are shared by the vast majority of a community, including by public authorities. The core values that form the society are also openly discussed.
- There is a shared expectation that the law is ethical, fair, and reflects a deep respect for human rights of all, and that the justice institutions are built to fulfil that expectation.
- Everyone is empowered to uphold the RoL and to benefit from its fair application.
- Public officials carry out their duties in accordance with the public good, and criminal or unethical behaviour is not the norm.
- Citizens have the knowledge and skills to identify, prevent and resolve moral, ethical and legal dilemmas.
- Cultural identity is respected, but universal human rights standards are upheld.
- Threats of violence, whether gender-based or gang-related, or associated with criminal activity such as corruption, human trafficking, cybercrime, etc., are exceptional, and where they exist, perpetrators are held accountable according to the RoL.
- The protection of victims is also implemented according to the RoL.
- Institutions, including in the formal and informal education sector, uphold a culture of lawfulness and respect the RoL, fostering civic responsibility and trust.

*Source:* Adapted from UNESCO (2018b)

## 2.3. What is the role of education?

Through education, learners are expected to acquire and develop the cognitive, socio-emotional and behavioural experiences and skills they need to develop into constructive and responsible contributors to society.

Education also plays a key role in transmitting and sustaining socio-cultural norms and ensuring their continued evolution (Durkheim, 1956). Through formal education, children and youth are socialized to adopt certain values, behaviours, attitudes and roles that form their personal and social identity and guide them in their daily choices. As they develop, children and youth also develop the capacity to reflect critically on norms, and to shape new norms that reflect contemporary conditions.

As such, education promotes and upholds the principle of the RoL by:

- Encouraging learners to value, and apply, the principles of the RoL in their daily lives, and;
- Equipping learners with the appropriate knowledge, values, attitudes, and behaviours they need to contribute to its continued improvement and regeneration in society more broadly. This can

be reflected, for instance, in the way learners demand greater transparency in, or accountability of, public institutions, as well as through the everyday decisions that learners take as ethically responsible and engaged citizens, family members, workers, employers, friends, and consumers etc.

## The contribution of Global Citizenship Education (GCED)

Global Citizenship Education (GCED) provides the overall lens through which this guidance document views the role of education in the promotion of the RoL.

Drawing upon experience from other education processes, including human rights education, peace education, education for sustainable development, education for international and intercultural understanding, GCED aims to empower learners to engage and assume active roles, both locally and globally, as proactive contributors to a more just, peaceful, tolerant, inclusive, secure and sustainable world.

GCED aspires to be a transformative experience, to give learners the opportunities and competencies to realize their rights and obligations to promote a better world and future.

GCED is built on a lifelong learning perspective. It is not only for children and youth but also for adults. It can be delivered in formal, non-formal and informal settings.<sup>2</sup> For this reason, GCED is part and parcel of the Sustainable Development Goal 4 on Education (SDG4, Target 4.7).

UNESCO developed a competency framework on GCED with key learning outcomes, learner attributes and learning objectives to help guide policymakers and curriculum developers in their efforts to develop national curricula that empower learners to assume active roles as described above, both locally and globally. This competency framework is based on a vision of learning that covers three domains to create a well-rounded learning experience: Cognitive, Socio-Emotional and Behavioural (UNESCO, 2015, p. 29); See Table B.

Although conceptually distinct, these three domains do not represent isolated learning processes; they often overlap, mutually reinforce and build upon each other, and can also occur in parallel. For example, socio-emotional learning (SEL) requires understanding existing challenges in the community (cognitive) and making informed decisions (behaviour).

By delivering lessons using all three domains, teachers are more likely to develop the broad range of knowledge, attitudes, values and behaviours that are expected of GCED. This approach also makes it possible to address the four pillars of learning that are key to ensuring learners are equipped with the skills they need to face the world as active and engaged citizens: Learning to know, to do, to be and to live together (UNESCO, 1994).

2. Formal learning is structured training typically provided by an education or training institution, leading to certification. Non-formal education and training takes place outside the formal system either on a regular or intermittent basis such as clubs and sports groups. Informal learning is part of non-formal learning and is referred to as learning resulting from daily life activities related to work, family or leisure (UNEVOC, 2018).

**Table B.** GCED domains of learning and expected learning outcomes

GCED DOMAIN OF LEARNING		
<p>The cognitive domain includes thinking processes that involve the acquisition, organization and use of knowledge and information.</p>	<p>The socio-emotional domain includes the development of skills that facilitate learners' emotional welfare and successful interactions with others, including peers, teachers and family members and those in their community (UNESCO et al., 2017, p 14).<sup>3</sup></p>	<p>The behavioural domain includes the development of the ability to use learned materials or to implement material in new and concrete situations.</p>
GCED EXPECTED LEARNING OUTCOMES		
<ul style="list-style-type: none"> <li>• Learners acquire knowledge and understanding of local, national and global issues and the interconnectedness and interdependency of different countries and populations</li> <li>• Learners develop skills for critical thinking and analysis</li> </ul>	<ul style="list-style-type: none"> <li>• Learners experience a sense of belonging to a common humanity, sharing values and responsibilities, based on human rights</li> <li>• Learners develop attitudes of empathy, solidarity and respect for differences and diversity</li> </ul>	<ul style="list-style-type: none"> <li>• Learners act effectively and responsibly at local, national and global levels for a more peaceful and sustainable world</li> <li>• Learners develop motivation and willingness to take necessary actions</li> </ul>

Source : Adapted from UNESCO (2015), p. 29

Section 3

Strengthening the rule

of law through education

Educational policies and programmes can support the personal and societal transformations that are needed to promote and uphold the RoL by:

- Ensuring the development and acquisition of key knowledge, values, attitudes and behaviours.
- Addressing the real learning needs and dilemmas of young people.
- Supporting positive behaviours.
- Ensuring the principles of the RoL are applied by all learning institutions and in all learning environments.

## 3.1. Teaching the basics: key knowledge, values, attitudes and behaviours

Building on UNESCO's vision of GCED (see Sub-section 2.3 on the contribution of GCED), this segment identifies key knowledge, values, attitudes and behaviours that are seen to be specifically relevant to empower learners to uphold the RoL and participate in the continued development of a CoL within their community.

### Key knowledge

Learners need to acquire knowledge, understanding and critical thinking about the meaning of the RoL and a CoL, and how these concepts manifest themselves on a daily basis in different social settings and through established institutions, laws, mechanisms and procedures. In turn, the RoL requires that learners make discerning judgments about their environment, based on established norms and factual evidence. The ability to carry out critical thinking and analysis are key and should be taught, if education is to promote the RoL.

Understanding and appreciating the linkages between global and local issues forms an integral part of the learning process. Indeed, violations of the RoL have far-reaching consequences at the individual, community, national, regional and global levels, impacting different countries and populations in ways that are often interconnected. At the same time, it is important not to underestimate the extent to which a CoL is embedded in national and local realities. It is for that reason that teachers and students also need to understand their rights and responsibilities and identify the behaviours that support democratic processes and the RoL on a daily basis. Of course, this understanding is contextually specific.

For learners to understand the meaning of the RoL and CoL, key areas of knowledge include, among others:

- Good citizenship, representation of individuals' voices in formal institutions, as well as rights and duties of citizens;
- The justice system;



- Human rights;
- Conflict prevention and peacebuilding;
- Global, national, and local expressions of the RoL and culture of lawfulness;
- Democratic values such as transparency, accountability and inclusiveness;
- Local, visible expressions of a culture of lawfulness through pluralism and egalitarianism;
- Causes and consequences/impacts of crime on family, community, society, as well as safety; and
- Responsible and ethical decision-making.

## Key attitudes and values

Attitudes and values are developed across a broad range of settings, including in the home, in schools, and through the experiences that individuals gain in broader social and cultural contexts (i.e., through socio-emotional learning). Developing positive attitudes and values is foundational to the holistic and healthy development of learners at all ages.

They also help learners make responsible decisions (proactive behaviour) and be resilient when faced with dangerous or threatening situations (responsive behaviour) (Taylor et al., 2017). Chief among these is a sense of ‘self-efficacy’ – understood to mean a belief in one’s own abilities to meet challenges, complete a task successfully, and succeed in reaching a specific goal. A sense

of self-efficacy combined with high levels of motivation provide the conditions for resilience, which is key to promoting a CoL and the RoL (Bandura, 2008).

### Box 4. Teaching Human Rights in Canada – A guide for Ontario schools

Ontario schools are required to educate students about human rights and to develop young people’s understanding of what they are, how they were developed and threats that challenge them. Starting in 2009, the Ontario Ministry of Education began implementing an Equity and Inclusive Education Strategy across the province that included making human rights education part of the primary and secondary curriculum. To assist educators, the Ministry worked with Ontario’s Human Rights Commission and developed a guide with lessons, activities and case studies specifically designed to increase students’ knowledge of human rights and to prompt discussion on such topics as discrimination, harassment and equality.

For more information, see Ontario Human Rights Commission (2013)

School practices that lead learners to feel capable of addressing issues that affect their own lives and those of their peers and family are proven to also nurture civic engagement which is key to the sustainability of a culture of lawfulness (Garcia-Cabrero et al., 2016). When learners invest in learning processes through a personal effort, they take individual and collective responsibilities that nurture civic maturity.

There are other outcomes of socio-emotional learning that are relevant to the RoL. Learners might learn to value equality, fairness, mutual respect and integrity. Learners might also seek to develop attitudes, values and capacities such as:

### Box 5. Empowering Children and Youth as Peace Builders (ECaP)

Developing children and youth's sense of efficacy is at the heart of the ECaP initiative designed by World Vision and piloted in countries in South and East Africa. Young people from 12-18 years old are taught to be informed, resourceful, and self-reliant leaders who are able to shape a peaceful world. The programme is based on five promising practices: 1) child participation 2) capacity-building 3) education and skill training for peace 4) collaboration 5) creativity and ownership of experiences to express passion for peace through art, music, dance, drama, and storytelling. In addition to empowering and building the capacity of young people, the programme has a secondary objective of preventing radicalisation and enhancing the healing processes for children and youth who have witnessed and/or have been traumatized by violence. It is designed for both formal and non-formal environments.

For more information, see World Vision International (2011)

- A sense of belonging to a community;
- Self-identity and positive self-image;
- Social awareness (empathy, inclusion);
- Relationship skills (communication, cooperation, and conflict resolution);
- A sense of personal security;
- Resilience (especially for persons vulnerable to becoming a victim or being recruited into crime);
- Mindfulness;
- Empathetic concern and compassion;
- Self-awareness;
- Self-management;
- Self-regulation.

### Behaviours

The behavioural learning outcomes of GCED (see Sub-section 2.3) are relevant to the promotion of the RoL, specifically: (1) to act effectively and responsibly at local, national and global levels for a more peaceful and sustainable world, and (2) to develop the motivation and willingness to take necessary actions.

### Box 6. Developing anti-bullying behaviour with the KiVa programme

The KiVa programme develops behaviours of young people that reduce bullying at school and in the community. This evidence-based approach, developed at the University of Turku in Finland, is intended for children aged 7 to 15, and offers an innovative approach to bullying by focusing on the role of bystanders (fellow pupils who witness bullying events). Through class lessons, it teaches children to recognize what is, and is not, bullying and how to respond when they see it. It helps them to identify and enact the behaviours that reduce bullying. The approach is based on extensive research showing that victims report distress when others do nothing to help and that bullies tend to behave aggressively to attain higher status and are reinforced by onlookers' apathy or encouragement. When bystanders intervene, as the young people in this programme learn to do in a safe way, the bullying tends to stop.

For more information, visit <http://www.kivaprogram.net/>

In the context of efforts to promote the RoL, learning can be more specifically focused on developing the following behaviours.

- Active participation in democratic structures and processes (in and out of school);
- Participatory and democratic practices in group decision-making;
- Monitoring of RoL institutions and processes (in and out of schools);
- Actions to promote improvements in RoL/CoL (at different levels of society).

There is also a set of so-called ‘pro-social’ behaviours that function as protective factors, which benefit other people or society as a whole and support learners’ well-being and sense of belonging to the community. These pro-social behaviours can include:

- Actions of support and solidarity with survivors of violence and crime;
- Respecting school property;
- Participating in school community actions.

## 3.2. Speaking to real issues and dilemmas

Decades of work in HIV and AIDS education and related harm reduction strategies teach us that generic prevention responses will have little or no impact if they do not address the real needs of young populations (UNESCO, 2014b). Accordingly, educational strategies and pedagogies that seek to support positive behaviours must also speak to the real vulnerabilities and dilemmas to which learners are exposed.

### Addressing learners’ individual vulnerabilities

Addressing learners’ individual vulnerabilities requires identifying two categories of factors:

- **Risk factors:** those factors that increase the likelihood that a young person will experience harm, engage in criminal activity, or become violent. Without necessarily being the direct causes of unlawful behaviour, risk factors increase learners’ vulnerability to engage in such behaviour. Risk factors can be mitigated by protective factors.
- **Protective factors:** factors that encourage the positive development and well-being of children. Protective factors shield young people from the risks of experiencing harm, engaging in criminal activity, or becoming violent. Though protective factors are less researched than risk factors, they are equally important to develop effective educational prevention programmes and, more broadly, support learners’ socio-emotional, physical, and intellectual development. Protective factors also nurture social inclusion, civic engagement, agency and interconnectedness.

Risk and protective factors can be found at the individual, family, peer and social levels. The more a learning context mitigates risk factors and increases protective factors, the more likely it will succeed in enhancing the well-being of the individual and, as a result, strengthen their resilience to crime and violence.

Since adult women and men, whether parents, educators or school personnel, may have a different perception of learners' degree of exposure to risk and their abilities to face them, learners need to be perceived and treated as knowledgeable and engaged actors. It not only increases the likelihood of gaining an accurate understanding of their learning needs but also bolsters their sense of empowerment and strengthens their decision-making abilities.

Furthermore, assessment processes should take a positive approach to learners' abilities by focusing on 'what is going well?' and 'what are the learners' strengths and assets to face this situation?' rather than exclusively examining "what is going wrong?".

On this basis, it is possible to identify relevant educational responses.

Distinguishing between three types of prevention efforts can also help design relevant and impactful interventions:

- **Primary prevention**<sup>3</sup> efforts target all learners, whether they show any level of risk or not. At its core, primary prevention is about strengthening communities and individuals, and ensuring their wellbeing and connectedness with their families and communities.
- **Secondary prevention** is provided in addition to primary prevention to individuals who are at risk of victimization or involvement in violence or crimes. Early indications might include problems of disrespecting the RoL or committing a crime. In these contexts, some learners may be given additional academic support and SEL-related trainings, if they are considered 'at risk' of being victimized or of developing problematic behaviours.
- **Tertiary prevention** interventions are for learners who continue to struggle despite primary and secondary prevention efforts. Most typically, these constitute a small number of learners with the most serious patterns of problem behaviour and who are often subject to victimization. These learners need specific support and protective measures targeted at preventing the problem from getting worse or trying to remediate it (Tobin and Sugai, 2005).

### Box 7. Legal Guide between Bench and School – Clarifying the legal basis of real student concerns

Italian secondary school students and the national bar association have co-written a highly accessible guide to help young people understand their rights, duties and the laws that support them. The *Guida Giuridica Tra I Banchi di Scuola* - 'Legal Guide between Bench and School' (with translations in Italian, English, Spanish, German, French and Chinese) explains the Student Charter and the legal basis of issues and dilemmas that come up in everyday school life.

The guide provides a useful question and answer section that addresses the concrete concerns of students such as 'Is it a student's right to strike?' and 'Can students use phones at school in class?' The legal bases are provided along with the responses. This is empowering for young people as it helps to clarify their rights and make transparent the reasoning behind school codes of conduct, responsibilities and duties.

For more information, see Italian Bar Association (2018)

3. According to Goldston (1986), Hugh R. Leavell of the Harvard School of Public Health and E. Gurney Clark of the Columbia School of Public Health coined the term 'primary prevention' in the late 1940s

## Addressing real-life dilemmas

Even if schooling can only play a partial role in resolving deeply entrenched problems such as corruption, organized crime or drug trafficking, educational programmes need to be immediately relevant to the real-life contexts of learners in order to deliver meaningful learning with long-term impact. This implies placing learners in the active role of problem solvers – i.e. those who can understand and find solutions to realistic dilemmas and conflicts.

Learning about abstract notions of the RoL will not lead to sustainable change, especially if there are discrepancies between the RoL values taught in the classroom and those that prevail in the school environment, families or society at large. In such contexts, it is notably important that education programmes inspire and sustain learners' motivation, confidence and creative abilities to strive to improve their situation.

To avoid cultivating cynicism or indifference, education personnel and teachers need to help learners deal with the frustrations, anger, and possible disillusionment that result from this discrepancy, and develop hope and constructive responses. Well-guided educational programmes can foster personal transformations that empower learners to play a constructive role in society and re-build the RoL (and its institutions) where necessary, provided they take into account the social environment of learners, and in particular, the degree of dissonance between norms and values taught in schools and those that prevail outside.

Three hypothetical scenarios which call for different educational strategies to address the real-life challenges of learners can be identified. Though in reality the boundaries between these scenarios are not so clear-cut, as they can all be found in a given country or region, this typology can help to design impactful educational strategies that are adapted to the learners' real-life contexts.

- **Scenario A – The RoL is not an established principle of governance and there is no expectation that it can be in the current context.** Unlawful behaviour is commonplace and seen as part of a reality to contend with – including at school and classroom level. In this scenario, a community or society may

### Box 8. The G.R.E.A.T Programme: Gang, Resistance, Education, and Training

Some children and youth face daily pressures to be part of gangs in their local communities and need to learn skills to resist. In the United States, the G.R.E.A.T (gang, resistance, education, and training) programme is an evidence-based gang and violence intervention programme seeking to immunize against delinquency and violence and gang membership and develop positive relationships with law enforcement. It is a school-based curriculum led by a law enforcement officer and focused on teaching life-skills competencies, such as violence prevention, conflict-resolution techniques, and decision-making and problem-solving skills. The programme targets youth and their families and is delivered collaboratively with community outreach programmes. Evaluations of G.R.E.A.T have shown increases in the rates of positive attitudes towards police and an improved sense of collective efficacy that is associated with lower crime rates, reduced anger, lower gang membership rates and higher levels of altruism.

For more information, visit <https://www.great-online.org/GREAT-Home>

nonetheless be governed by a set of rules but these are not based on the principle of the RoL. Countries in conflict may experience this scenario.

- **Scenario B – The RoL is enshrined in national policies, formally recognized as a norm, but there is no widespread belief nor expectation that these norms are being fairly, justly and widely applied.** Unlawful behaviour is a reality in certain sectors, pockets of society or regions, including within the education sector itself. In this context, learners adhere to the principles of the RoL and understand that they are the aspired norm, but they are also aware that there are substantial discrepancies between values, ideals and individual choices and behaviours.
- **Scenario C – The RoL is enshrined in national policies, recognized as a norm and populations manifest trust in the ability of RoL institutions to apply the principles of the RoL and they themselves strive to live by the ideal.** In this context, statistics would suggest that unlawful behaviour is exceptional in a community and national environment generally supportive of the RoL and a CoL.

Each scenario confronts policymakers and educational personnel with a different set of educational challenges. The table that follows (Table C) provides an indicative but non-exhaustive view of some of these challenges and possible programme approaches by which to address them in specific contexts. To obtain a more complete picture, education personnel, teachers, learners and community members at large should be consulted. They are well placed to identify and think critically about the issues affecting them and their family, community, country, and society. They can also devise realistic means of responding to the challenges in creative, safe, respectful and meaningful ways.

### 3.3. Reinforcing positive behaviours

When working with children and youth, in particular those perceived as vulnerable, it is imperative to take a positive look at their skills, assets and attributes as the foundation for further learning.<sup>5</sup> This approach is much more effective than viewing young people as lacking knowledge, skills or values to promote the RoL (Lopez, 2017).

When working with vulnerable learners, the challenge is to support positive behaviours and support sustained behaviour change. This is particularly important in a context where the reinforcement of norms does not suffice and policymakers, therefore, need to ensure education systems create the desire and conditions for positive behaviours and genuine sustainable change.

Depending on the age, gender, socio-economic background of learners and the social context in which they live, this may involve developing educational policies that go beyond conventional educational approaches to expose learners to new experiences that bring to life abstract ideals. For instance, rather than punishment to sanction inappropriate behaviour, it can be effective to introduce mediation or reconciliation programmes. The challenge is to ensure learners are able to apply their new skills in a real-world context (Eddy, 2017).

5. By vulnerable, we refer to victimization, susceptibility towards unlawful behaviour due to exposure, defencelessness, environment etc.

TABLE C. Educational challenges and responses per scenario<sup>4</sup>

CONTEXT	<b>Scenario A</b> <b>RoL not an established principle</b>	<b>Scenario B</b> <b>RoL formally recognized but CoL not widespread</b>	<b>Scenario C</b> <b>RoL formally recognized norm, and institutions strive to live by the ideal</b>
Possible educational challenges	<ul style="list-style-type: none"> <li>• RoL/CoL values and practices taught contradicted by school environment, national public institutions, and community conditions (sense of disconnectedness, dissonance)</li> <li>• Learners routinely experience fear and are exposed to risk (violence, corruption, crime), including in schools</li> <li>• Learners under peer pressure to conform with and engage in unlawful behaviour</li> <li>• Young people are coerced into criminal activities and violence by organized crime and gangs that have control and influence in the school and community</li> <li>• Cynicism: Violence and criminal activities are normalized</li> <li>• Necessity of some engagement in unlawful behaviour in order to survive, source of revenue source</li> <li>• Exploitation where engagement in unlawful behaviour is by force (as with trafficked persons forced to engage in crime, or children recruited and exploited by terrorist or violent extremist groups).</li> <li>• Retaliation against those engaged in RoL/CoL programming</li> </ul>	<ul style="list-style-type: none"> <li>• RoL/CoL values and practices in the classroom/school contradicted by community conditions (sense of disconnectedness)</li> <li>• Risk of learners being exposed to peer pressure to engage in crime/corruption/violence</li> <li>• Sense of personal insecurity and future uncertainty (fear of possibility of crime and violence, lack of hope and perspective)</li> <li>• Apathy/disengagement with RoL</li> </ul>	<ul style="list-style-type: none"> <li>• Complacency and/or passivity towards RoL</li> <li>• Denial - Refusal of parents and school community to acknowledge that there are problems</li> <li>• Stigmatization and exclusion of learners seen as 'problem cases'</li> <li>• Addressing sensitive issues that are considered taboo in community</li> </ul>
Possible programme approaches and methods to help learners deal with real life dilemmas	<ul style="list-style-type: none"> <li>• Build on the skills and assets of learners for 'doing good' (value and promote 'doing good')</li> <li>• Use case studies removed from the local and national contexts to inspire hope and the search for creative and pragmatic solutions</li> <li>• Develop project-based and problem-based learning</li> <li>• Promote practices that protect against harmful behaviour (such as sports, hobbies, wellness)</li> <li>• Peace education/conflict transformation</li> <li>• Use sports and other games to expose learners to dynamics that allow them to experience the principles of the RoL/CoL</li> <li>• Undertake holistic educational approaches aimed at addressing emotional and psychological consequences of crime and lack of RoL/CoL</li> <li>• Introduce teacher codes of conduct to set basic rules to better regulate relationships between educators and learners</li> <li>• Partner with actors addressing CoL/RoL/crime outside of the school environment</li> <li>• Work with professionals to address the root cause of gang membership or gang pressure to safely and securely get the young person out</li> <li>• Expose learners to former actors of violence and crime who can recount their stories of transformation</li> </ul>	<ul style="list-style-type: none"> <li>• Implement Civics/Citizenship Education with focus on institutions that successfully reflect RoL</li> <li>• Expose learners to RoL actors who are effectively carrying out their responsibilities</li> <li>• Explore mechanisms/negotiations that demonstrate that participation is possible and can result in improvements</li> <li>• Develop and/or introduce anti-corruption, ethics and integrity curriculum</li> <li>• Utilize peace education/conflict transformation</li> <li>• Teach Human Rights Education</li> <li>• Use sports and other games to promote RoL/CoL</li> <li>• Adopt holistic educational methods to develop resilience against criminal and corrupt behaviour based on volunteer work that uses learners' talents</li> <li>• Integrate ethics as part of the initial teacher training and continuous training of teachers (with reference to teacher codes of conduct)</li> <li>• Promote transparency, accountability and anti-corruption measures in the education sector</li> <li>• Partnerships with actors addressing CoL/RoL/crime outside of the school environment</li> </ul>	<ul style="list-style-type: none"> <li>• Civics/Citizenship Education 'active citizenship'</li> <li>• Model lawfulness in the school environment and provide opportunities for participation in school governance</li> <li>• Promote a culture of transparency at school level, for instance through an active policy aiming at sharing school data with the public (open school data)</li> <li>• Organize town hall meetings and discussions in schools on sensitive issues with professionals in law enforcement</li> <li>• Organize campaigns against hate speech, gender-based violence, bullying, with the full engagement of learners</li> </ul>

4. The content of this table was developed based on experience gained from UNESCO's work on the prevention of school-related violence in schools, bullying, gender-based violence, holocaust education, and the prevention of violent extremism through education.

There are several theories of individual behaviour change that can inspire educational programmes seeking to achieve this objective.<sup>6</sup> These theories are useful to understand the individual triggers and pathways to sustained behaviour change. The assumption in all these theories is that the individual can control her/his behaviour so that it supports the RoL, regardless of her/his personal traits or motivations, or the environment they live in, provided s/he is given the appropriate support.

Although it is true that not all learners may be able to exercise their freewill and may be groomed, manipulated or coerced into criminal activity, it can be nonetheless safely assumed that most learners are more likely to adopt positive behaviours, or change their behaviours, when they:

- Understand the risk and consequences of crime and violence (impact and consequences for themselves, the victims, and society).
- Understand the system of the RoL, its relevance and implications for the state, their community and themselves.
- Know who to turn to for support and can access the help they need, when needed.
- Have a positive commitment to values and responsibilities, based on human rights. This includes sharing a constructive and inclusive sense of belonging to a common humanity.
- Are motivated, confident and able to make informed ethical decisions and empowered to ward off threats to the RoL and avoid engaging in violence and crime.
- Have a sense of purpose, respect for others and are part of positive inclusive social groups.

Educational programmes may emphasize one or the other of these learning outcomes, however, it is their combined effect that empowers learners to lead healthy and fulfilling lives.

The challenge for educators is to ensure educational responses do more than raise awareness, or support ‘learning about’ individual rights and obligations in a system governed by the RoL and warn against the risks associated with unlawful behaviour (their causes and consequences).

Educators need to strive to develop learners’ ability to use the knowledge they have, or have gained, to alter their behaviours and ‘do the right thing’ in the appropriate circumstances, for example, learning how to take ethical decisions, speaking out against discrimination, violence and crime or standing by a survivor of violence.

Making this shift from ‘knowing’ to ‘doing’ involves helping learners apply their (newly) acquired knowledge to real-world situations. As Table D below shows, a holistic approach to the promotion of the RoL through education involves learning *about* (e.g., cognitive) but also learning *to do* (related to dispositions and capacities).

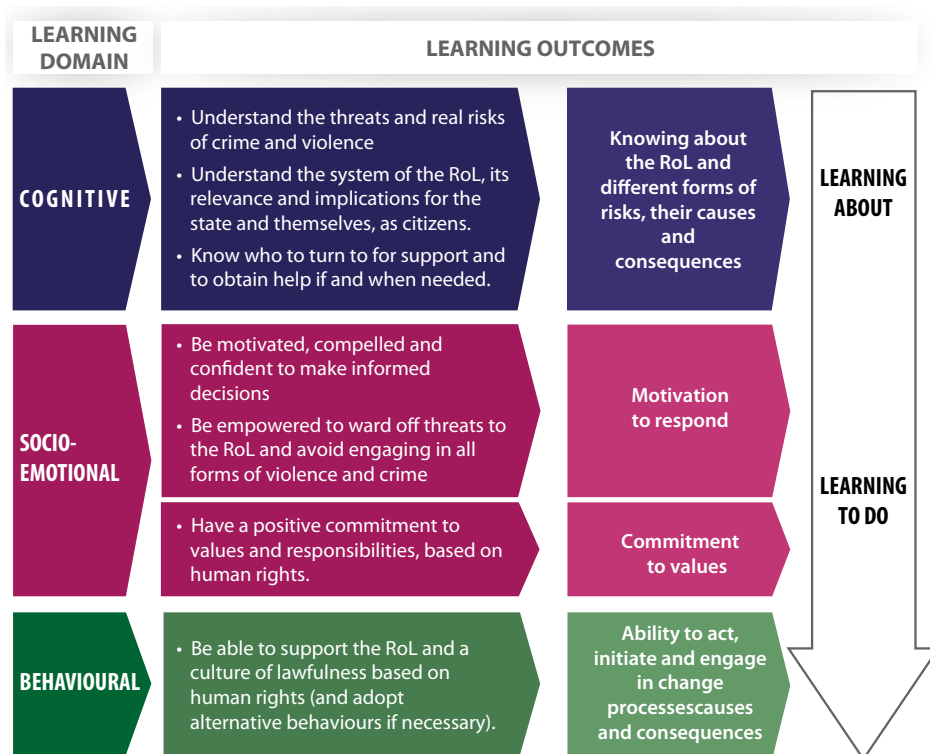
*Age appropriateness.* It is important to ensure programmes targeting vulnerable youth are adapted to the cognitive and socio-emotional development of learners and their real-life needs. For example, early primary students have difficulty distinguishing probable dangers from all possible dangers (Tobin & Sugai, 2005). If they hear about or see images depicting a natural disaster or

6. These include, most notably, Bandura’s Social Cognitive Theory; the Theory of Planned Behaviour; the Trans-theoretical Model and the Ideation Model.



the aftermath of a violent event, they may assume this same thing will now happen to their family, school, or community. Thus, there should be limited exposure of very young children to dangers that they cannot protect themselves against, such as terrorism, organized crime, illicit manufacturing of, and trafficking in, firearms and drugs.

**Table D.** A holistic approach to the promotion of the RoL – from ‘learning about’ to ‘learning to do’



### Box 9. Education for Justice (E4J) university modules

The United Nations Office of Drug and Crime’s E4J university modules support tertiary level educators and academics in their efforts to transmit knowledge and create a deeper understanding of rule of law-related issues, with a focus on the subject areas of crime prevention and criminal justice, anti-corruption, organized crime, trafficking in persons and smuggling of migrants, firearms, cybercrime, wildlife, forest and fisheries crime, counter-terrorism, as well as integrity and ethics. The university module series and the related tools were developed in close coordination with more than 590 academics and national experts from more than 400 universities and 96 countries. The university modules are designed for use as a stand-alone teaching resources, or as a means of enhancing existing courses in criminology, law, political science, international relations, sociology, and many other disciplines.

Source: Adapted from the UNODC website: <https://www.unodc.org/e4j/en/tertiary/index.html>

## 3.4. Practising what we preach

If schools or any other educational setting are to play a meaningful role in the strengthening of the RoL, they should be governed by, and strive to apply, the principles of the RoL. This means ensuring all aspects of school management and school life, including teacher-teacher relations, learner-teacher relations, and school-family relations, are guided by a culture of fairness, rights, accountability and transparency, consistent with international human rights norms and standards.

Not all education staff are, however, themselves aware of their own behaviours, attitudes and biases (overt and covert) and this can undermine their ability to speak credibly on the RoL and contribute actively to its implementation on a daily basis. Applying the principles of the RoL in schools and classrooms is therefore neither given nor easy without the proper encouragement and support from education leadership.

Making the RoL and a CoL a priority is not just about transmitting knowledge but also about values and behaviours that are modelled and enforced on a daily basis through what is called the 'hidden curriculum.' The 'hidden curriculum'<sup>7</sup> of the classroom and school transmits norms, values and beliefs to learners in ways other than formal teaching and learning processes and ensures learners develop the skills and know-how they need to engage in society as ethically responsible citizens.

For example, when teachers establish clear and fair classroom rules and enforce them equally, children can understand what it means to follow the rules and observe first-hand that they apply to all students equally. They witness that the same consequences apply to all students who break them. In this case, they will gain experience of transparency, accountability and certainty, which are all key elements of the RoL. When teachers and students co-create classroom rules, it also sends the

### **Box 10. An understanding beyond words: dancing and acting the ideal city**

Even if they may lack the words to articulate it, young people already understand the foundations of the RoL and a CoL, such as justice, equality and mutual respect. The Ideal City module, offers an innovative way for upper primary and secondary learners to understand they already have an intuitive notion of the RoL and a CoL. The module begins with learners working individually, and then collectively, to imagine an ideal city where they are in charge of creating its rules and laws for all its public and private spaces. Through discussion, negotiation and artistic expression (drama, music, dance, art) learners are empowered to assess their individual and collective ideas, design workable rules and be able to communicate them.

The module is well suited for low-resource environments. In addition, when applied in a diverse classroom setting, it develops their ability to understand the challenges and added value of diversity.

For more information, visit <http://www.nost.fr>

7. More a more detailed definition of Hidden Curriculum see Alsubaie, M.A. 2015. The hidden curriculum as one of current issue of curriculum. *Journal of Education and Practice*. Vol 6, No. 33, Pp. 125-128. <https://files.eric.ed.gov/fulltext/EJ1083566.pdf>

message that students have an active role to play in shaping the rules that govern them. This is how a CoL is cultivated.<sup>8</sup>

Classroom and school rules are only one way in which the RoL comes alive for students in everyday life.

Other possible approaches include:

- Guaranteeing the personal safety and well-being of children in the school environment, particularly those students belonging to vulnerable groups.
- Ensuring the transparency of school policies and practices that are in line with human rights and supporting the RoL as well as accountability of school leaders and teachers
- Providing meaningful opportunities for learners to contribute to decisions that affect them, including rules in the classroom and school and beyond through student councils and other forms of student representation in various governance levels (local, regional, national) of educational institutions.<sup>9</sup>
- Making it a priority to cultivate a climate of trust and openness where learners are encouraged to share their opinions and to respectfully consider the views of others.
- Developing neutral and appropriate mechanisms for students and teachers to use when someone (be it a student, teacher or school leader) is in conflict with the established rules.
- Implementing policies of inclusion that embrace diversity in the curriculum and facilitate the involvement of all learners in the life of the school.

### **Box 11. UNESCO IIEP's Ethics and Corruption Education Programme and Resource platform 'ETICO'**

UNESCO-IIEP's Ethics and Corruption in Education Programme demonstrates that practicing what we preach is key: how to promote ethical values and behaviours in an environment which is itself corrupt? (Hallak & Poisson, 2007)

As part of its programme, UNESCO-IIEP documents successful strategies to promote transparency and accountability in a variety of educational planning and management domains. This includes transparency in formula funding, transparency in pro-poor education incentives, design and effective use of teacher codes of conduct, adverse effects of private tutoring, the fight against academic and accreditation fraud, as well as open data on education to improve integrity. Almost 30 publications are available under the Ethics and Corruption in Education series.

All the methodological tools, resources and publications developed under this programme are available online on the ETICO resource platform. Furthermore, ETICO provides more than 700 references on publications, policies and norms, thematic pages, a glossary of terms, a blog and a selection of over 1,000 newspapers articles on corruption in education issues from all over the world.

For more information, visit <http://www.iiep.unesco.org/en/our-mission/ethics-and-corruption>

8. The adoption of teacher codes of ethics or conduct can play a useful role to help build a more ethical teaching and learning environment. Such codes provide indeed self-disciplinary guidelines to teachers, through the formulation of ethical norms and standards of professional conduct. However, research (Poisson, 2009) shows that appropriate mechanisms need to be put in place to ensure their proper dissemination, application and monitoring at all levels of the system. The involvement of teachers and their representatives in the process is also key to ensure the usefulness of the codes (Van Nuland, S. 2009).

9. This approach also directly implements children's human right to be heard and have their opinions taken into account (Art. 12 of the UN Convention on the Rights of the Child).

## The importance of creating safe and inclusive learning environments

Inclusive school policies and practices provide learners with the opportunity to experience the RoL at first hand. Inclusive school policies create enabling environments that support the acquisition among learners and education personnel of SEL outcomes and behaviours which are important to the RoL - such as 'an appreciation and respect for diversity', 'a sense of belonging' and 'a willingness to take action'. Below is a sample checklist for assessing the inclusivity of a learning environment:

Holistic learning environments can be created by working in partnership with learners and their families and relevant community actors who may not necessarily have a formal educational mandate, for example the artistic and sports community, cultural and religious leaders, media, as well as business. Engaging with these actors in ways that further illustrate how the RoL permeates all aspects of our lives can be an additional way of bringing the RoL to life.

### Box 12. Sample checklist for classroom inclusivity

- ✓ To what extent do school leaders support the presence, participation and achievement of all learners?
- ✓ Do teaching and non-teaching staff take account of the cultures, identities, interests and aspirations of all their students?
- ✓ Is there equal treatment of learners regardless of ethnicity, gender, sexual orientation, race, religious belief, language, disability, immigrant status or socio-economic background within the classroom?
- ✓ Do teachers use a range of pedagogical strategies to cater to learning differences?
- ✓ To what degree are families seen as partners in supporting their children's education?
- ✓ How effective are the systems for identifying vulnerable learners?

### Box 13. Strengthening Teachers Ability and Reasonable Treatments for Children with Disability (START)

The Strengthening Teachers Ability and Reasonable Treatment for Children with Disability (START) project aims to improve the access and quality of education for children with disabilities in Mongolia. It is one such example of an inclusive education practice.

It works by strengthening the early detection and intervention in relation to children with disabilities (CWD). The project also implements pilot activities to improve the capacity of teachers and other stakeholders to enable better support for CWDs.

START is a collaborative effort between Mongolia's Ministry of Education, Culture, Science, and Sports and the Japan International Cooperation Agency (JICA).

For more information, visit <https://www.jica.go.jp/project/english/mongolia/013/index.html>

**Box 14. Gender equality and the rule of law**

Gender equality serves as a case in point to illustrate the benefits from inclusive approaches. The RoL, as explained above, refers to laws that are consistent with international human rights standards which includes gender equality as a basic human right. However, the RoL is often challenged when it comes to gender equality – namely when laws and regulations lack gender equality in their content, application or enforcement.

Gender equality is not a mere by-product of successful measures to promote the RoL, but an indispensable ingredient of any such effort. In other words, any effort to promote the RoL without considering its gendered dynamics – through education and other policy areas – will fall short of sustainability and longevity.

On the individual level, through GCED, girls and boys can learn about gendered attitudes, roles, expectations and behaviours at school as well as at home. GCED for the RoL aims to enable learners to develop values of fairness and social justice, and skills to critically analyse inequalities, including those based on gender. In addition, GCED can be used to promote female role models for the RoL to overcome traditional perceptions and biases with regard to separation of roles between men and women.

When designing, developing, implementing, monitoring and evaluating programmes on GCED for the RoL, it is important to (i) involve women and men, girls and boys in the process of designing strategies, and to (ii) ensure the content of such strategies reflects and respects the specific needs and situations of people of all genders. One strategy recommended by the UN is to mainstream a gender perspective through assessing the implications for women and men of any planned action, including legislation, policies or programmes.

## Section 4

# Necessary support systems

This section reviews key educational measures that can inspire and guide policymakers in their efforts to support the kinds of personal and social transformations that are needed to uphold and promote the RoL and a CoL. These will need to be adapted and mixed according to the needs of particular contexts and educational settings, as well as the particular needs and abilities of learners. The balance of priority given to each measure, taken alone and together, will, therefore, vary greatly. In some contexts, measures discussed may not be relevant at all.

Educational measures presented are grouped in four categories for easy reference:

- Curricular support, including teaching and learning resources
- Transformative pedagogies in the classroom
- Transformational learning outside the classroom: WSAs and beyond
- Teacher training and development

## 4.1. Curricular support

There are numerous curricular strategies for implementing RoL/CoL activities or programmes. These strategies are intended for all learners across different learning environments. These curricular options are (not mutually exclusive):

- A dedicated subject, such as ‘citizenship education’
- The infusion of themes and approaches predominantly within a few subjects, such as history, social studies, civics or life skills education
- A cross-curricular or transversal approach that infuses RoL principles – for example, SEL or human rights education - across all subjects
- Whole school activities and practices including extracurricular clubs for learners, experiential learning and community partnerships

UNESCO encourages a GCED curriculum strategy that is cross-disciplinary and not restricted to a single subject. It should also be holistic and not restricted just to content knowledge (UNESCO, 2014; 2015). In keeping with the general principles of GCED, curriculum that supports the RoL will involve a participatory, learner-centred pedagogy with values oriented toward personal and social transformation.

Educators and policymakers interested in bringing about a CoL through education can draw from the rich literature on education for human rights and education for peace. While both literatures have different emphases and approaches, they are complementary and useful in the present context.

For example, peace education distinguishes between negative peace (a mere absence of violence) and positive peace (peace that encompasses larger notions of justice). In both instances, peace

education often emphasizes the importance of conflict within a culture, as it is often productive and indicative of true diversity. Peace education therefore emphasizes the importance of conflict transformation instead of conflict resolution.

Similarly, human rights education aims at transformation, where the goal is not merely to teach *about* human rights, but to teach *for* human rights, empowering learners and teachers to act for social change. In certain cases, this might present both opportunities and challenges for the pursuit of the RoL and a culture of lawfulness, especially where there are conflicts between governmental educational objectives and broader human rights considerations.

### Teaching and learning resources

Curriculum frameworks come alive through educational resources that support teachers' efforts in the classroom. Teaching resources should translate learning objectives into engaging, accurate, and comprehensive materials for learners. This is, however, challenging and requires creativity. Writers can frame educational materials around cooperative and group activities, bearing in mind that the materials should elicit conversation and open discussion to reflect on what is of interests to learners, and to also reflect on the transmitted messages and knowledge.

### Learning assessment

Assessments provide a measurement of learning and are a key component of the teaching and learning process.

#### Box 15. UNESCO Clearinghouse on Global Citizenship Education

UNESCO's Clearinghouse on GCED, hosted by the Asia-Pacific Centre of Education for International Understanding (APCEIU) serves as a global database to facilitate information sharing and enhance knowledge and understanding of GCED. Through this database, educators can find policies, good practices, teaching and learning materials, journal articles and other resources on GCED which are relevant to promote the RoL from various countries.

For more information, visit [www.gcedclearinghouse.org](http://www.gcedclearinghouse.org)

#### Box 16. Education for Justice (E4J) Library of Resources (UNODC)

UNODC's Education for Justice (E4J) Library of Resources is a comprehensive database, which is free of charge. It contains existing, relevant and age-appropriate educational materials for primary, secondary and tertiary levels of education.

The variety of content makes the E4J Library of Resources a one-stop source where users can browse and discover inspirational materials as well as find specific information. These materials are intended to assist educators' in lesson planning on a range of themes including integrity and ethics, human rights and civic education, crime prevention and criminal justice, anti-corruption, organized crime, human trafficking and migrant smuggling, firearms, cybercrime, wildlife, forest and fisheries crime, and counter-terrorism.

The E4J Library of Resources is continuously growing and expanding. It already contains around 5,000 materials in several languages and covers a wide array of countries and regions globally.

Source: Adapted from the UNODC website: [www.unodc.org/e4j-library](http://www.unodc.org/e4j-library)



### **Box 17. OSCE/ODIHR guidelines for student assessment in human rights education**

In keeping with the human rights values of the RoL, learning assessments should reflect the following principles:

- Students are formally assessed (and graded when possible) for achievements in knowledge and skill-based human rights education competencies. Teachers can also track changes in student attitudes informally, although these are not used as a basis for grading.
- Students actively take part in designing and carrying out assessments/evaluations and reflecting on their own work as an important part of their learning process.
- Assessment of students' progress, whether formal or informal, is carried out regularly.
- Assessments are designed to support the learning of students by providing feedback on areas for improvement, and results are shared and discussed with students.
- Students' achievements are recognized and valued.
- Assessment methods for individual students or groups of students are seen as fair, reliable and non-threatening to learners and are carried out with transparency and fairness.
- The means of assessment are varied, including, for example, tests, essays, simulations, learning diaries, portfolios, project-based work and peer – and self – review processes.
- Assessments are appropriate to the learning context and the age and abilities of students and accommodation is made for learners in vulnerable situations and with disabilities.

Source: OSCE/ODIHR (2012) pp. 35-36

Assessment techniques and tools should be multifaceted and provide a variety of opportunities for students with different learning styles to demonstrate their understanding and convey their ideas. Localized, differentiated, and curriculum-specific assessments are usually recommended. Many different types of assessment tools are available, including stand-alone tests, longer term courses, certification programmes, and archives of assessment resources. The Center for Universal Education at Brookings (2017) compiled a collection of GCED assessment tools and analyzed them based on their adherence to UNESCO's GCED framework (p. 9). This collection is a valuable resource for educators starting to integrate GCED with a RoL into their programmes.

Other forms of assessment include peer assessment, self-assessment, and alternative assessment. Peer assessment helps students gain insight into the aspects of learning that the teacher sees as important, and therefore increases metacognitive thinking skills that are useful when the student is working on their own projects and learning activities (IBE-UNESCO, 2017a, p. 21). In a similar vein, a self-assessment also encourages students to take an objective, critical look at their own work and assess their performance and understanding based on rubrics provided by the teacher. Both methods, rather than being entirely separate from the learning process, enhance the student's learning by becoming part of it.

*Assessing SEL learning and behavioural outcomes.* Education for the RoL includes developing SEL and behavioural learning outcomes that are traditionally more difficult to assess; and 'grading' of values is discouraged. Nevertheless, educators might elicit and observe student

values through classroom assignments and discussions. Any troubling exhibitions of values – such as prejudice against certain groups in the school – can be addressed through counselling as well as classroom and school processes.

Teachers have found ways to document participation in RoL class activities, such as through observation of class dynamics and active participation in civic groups. However, other kinds of behavioural outcomes, such as reduced acts of bullying, may be difficult to track because of their long-term nature and because such behaviour might not be evident to the teacher. For this reason, impact and programme evaluations undertaken for RoL interventions carried out in other places might be informative, although caution should be exercised in applying findings across different cultural contexts.

In keeping with the human rights values of RoL, learning assessments should reflect these principles. An example of guidelines for human rights education are provided below.

*Global assessments of learning outcomes.* The ICCS/IEA Civic and Citizenship Education Study (2018), administered periodically in participating countries across the world, addresses students' civic knowledge and understanding, perceptions and attitudes, and engagement and behaviour. It also collects information on various aspects of students' home backgrounds. Separate regional modules (Asian, European, and Latin American) investigate issues of specific importance to civic and citizenship education in those regions. ICCS furthermore collects data from policymakers, school principals, and teachers on various civic and citizenship education-related aspects of the participating education systems and their schools and classrooms. This information might assist education decision-makers in prioritizing certain learning outcomes for programming. In the future, country reports on the status of their implementation of SDG Target 4.7 might contribute to local know-how about educational achievements in this area.

## 4.2. Classroom pedagogies

Participatory approaches and methods – at the core of GCED pedagogy - ensure that instead of a passive delivery of information, learners benefit from an active learning and practical experience grounded in their everyday lives which develops learning outcomes such as critical thinking and problem-solving skills. They make it possible to deliver the type of learning that is described in section 3 of this guide.

In the classroom, learners can be given concrete exercises that foster a CoL. Activities include role-playing, dialogues and community governance activities that allow them to work on actively being considerate, tolerant and 'other-oriented'. By engaging their classmates in ways that anticipate conflicts they are likely to experience outside of the classroom, learners will be better equipped to address such challenges and more likely to be respectful of others' differences.

Below are a variety of transformative pedagogical tools and approaches that might be used to promote transformations in learners and ultimately in society.

- **Project-based learning** is one of the most widely practiced participatory learning methods that can be used for any topic or skill that needs to be taught. When engaged in project-based learning, learners produce a project which engages their cognitive and creative skills while also increasing their familiarity with the subject matter through independent research.
- **Problem-based learning** helps learners work towards a solution to a specific problem. The solution can either be fully realized and implemented or simply conceptualized and planned out. Either way, learners' problem-solving skills are fostered, and/or they develop confidence in their own ability to deal with complex issues.
- **Community-based learning** utilizes active research and implementation skills to help address a challenge in the learners' own communities. Learners identify a social, economic, or environmental issue and not only practice planning solutions but also create change in their communities by implementing these solutions. One such example could be holding a community event or a workshop on safe use of the internet.
- **Peer-to-peer learning** is a teaching methodology where certain members of a group educate other members of the same group, i.e. their peers, to change individual knowledge and behaviour as well as group behaviours and attitudes (UNAIDS, 1999). Empowering children through peer-to-peer initiatives and providing opportunities to discuss topics in a safe environment are important aspects of most participatory methodologies.
- **Web-based learning.** Information and communications technologies (ICT) are an important pedagogical tool that can be integrated into any of the above approaches and provide an alternative to traditional classroom-based environments. They also ensure the development of digital literacy, an essential twenty-first century skill (IBE-UNESCO, 2017b). There is a plethora of online learning platforms which offer everything from readings, audio-visual aids, and activity ideas to opportunities for intercultural internet-based communication. Many educational environments across the world incorporate ICT learning into their curriculum in some fashion and it is often an easy entry point from which to engage with GCED. In the area of RoL, online platforms can be used for games involving role playing and engagement with dilemmas. However,

### Box 18. Understanding corruption with iTeen Camp

The use of ICT to inform children and youth about RoL issues can be very effective. For instance, iTeen Camp is a thematic interactive website designed for primary and junior secondary school students launched in October 2010 in Hong Kong, SAR that aims to promote positive values among children and teenagers and increase their legal knowledge. It includes mini-games to make learning fun and comics to unveil the investigation process of past major cases in Hong Kong's historical fight against corruption. It is one of multiple educational programmes developed since the 1970s by Hong Kong's Independent Commission against Corruption.

For more information, visit <https://iteencamp.icac.hk/EngIntro/Shows>

games and apps must balance fun with learning opportunities through a mixture of online and offline activities. The human connection remains essential for learning GCED/RoL. It is, however, important to remember that while ICTs are useful tools for learning, online environments can also be used as a tool for recruitment, extortion and promotion of crime and extreme violent behaviour. Since mobile phone access to internet is growing worldwide, it is essential to teach about online risks and the tools to resist recruitment by gangs, criminal and hate groups, and violent extremists.

- **Use of sports.** Learning through non-formal education and community-based approaches is instrumental to ensure learning by the most marginalized. Research suggests that sports have the capacity to connect youth to positive adult role models and provide positive development opportunities, as well as promote the learning and application of life skills (Fraser-Thomas *et al.*, 2005). In recent years the use of sport to reduce crime, as well as to prevent violent extremism and radicalization, has become more widespread, especially as a tool to improve self-esteem, enhance social bonds and provide participants with a feeling of purpose.
- **Effective classroom management.** Safe and nurturing classroom environments have positive effects on student learning and behaviour (Marzano et al, 2003). For example, introducing structured small-group discussions ('Magic Circle' classroom meetings) about a variety of interpersonal and intrapersonal topics can make the classroom environment more responsive to learners' affective and cognitive needs and eventually reduce their acceptance of high-risk behaviours.

These pedagogies are all vital considerations when looking for opportunities to integrate GCED/RoL/CoL into existing educational structures. When teaching values to others, it is essential to pay particular attention to the way in which those values are embedded within the 'informal' or 'hidden' curriculum of the teaching

### **Box 19. Line up, Live Up - Using sports for life-skills and positive attitudes**

Line Up, Live Up uses sports to develop the resilience of youth aged 13-18 years and reduce their engagement in risky, anti-social and delinquent behaviour by focusing on:

- 1) Training in a set of key life skills;
- 2) Enhancement of knowledge on the consequence of crime, violence and drug use, and;
- 3) Addressing young people's attitudes and how they are affected by their normative beliefs.

Line Up, Live Up is a primary prevention tool that includes ten highly interactive sessions targeting different skillsets and knowledge areas and that can be run with mixed-gender groups in sport centres, schools (either as curricular or extra-curricular activities) or other community settings. It requires few resources and can therefore be implemented in low-resource settings.

Each session includes an introduction, one or two sport activities and a debriefing session. Although playing the games will help youth to reach some of the learning objectives, much of the learning needs a debriefing phase that should take place on the sports field immediately after the exercises.

The programme is currently being implemented in ten countries around the world across Africa, Central Asia, the Middle East and South America.

Source: Adapted from UNODC (2017b)

methodology and environment themselves to provide a more cohesive and immersive learning experience, since these factors also influence student learning immensely. Values and attitudes are best communicated through participatory pedagogical methods, which are interactive, inclusive and learner-centred (UNESCO, 2015; UNESCO, 2017; UNESCO-OREALC, 2017).

Paying attention to these details will create a more holistic, value-laden learning experience which teaches by example.

## 4.3. Teacher training and development

Investing in teacher training and development is fundamental for two main reasons. It is well established that teacher quality has a direct positive impact on student achievement (Hattie, 2003). Furthermore, as teachers act as planners, initiators, climate builders, facilitators and guides, mediators, knowledge organizers and evaluators, they are central to interpreting and implementing any curriculum (UNESCO, 2005b, p. 47).

*Teacher training.* While there is no ideal teacher just as there is no single learning style, it is possible to identify the skills and characteristics of a good teacher, who is able to model (see Sub-section 3.1) and promote the principles of the RoL. The development of teacher codes of conduct, and their inclusion as part of the in-service and continuous training of teachers can be usefully considered in this context.

Teachers may need to learn about aspects of the RoL that are not already covered in subject-matter preparation so that they can instruct students. Like their students, educators will therefore need, to:

- Understand the principle of the RoL, its tenets and implications
- Expand their knowledge of human rights
- Understand the causes and consequences/impacts of crime on family, community, society, and on the safety and security of society as a whole
- Increase their awareness of social influencers that shape student behaviours online and off

### Box 20. OECD's Education for Integrity programme

The OECD Education for Integrity programme offers pedagogical tools for teachers on the topic of corruption. Its learning outcomes are associated with the RoL, including providing knowledge on 'public integrity values', 'integrity institutions' and 'integrity policies'. The programme addresses the theme of corruption, including its manifestation, consequences, and ways it can be reduced and eliminated. The resource provides a comprehensive framework for implementing education for public integrity in the classroom and school system. It also contains useful sample lessons and tasks on anti-corruption, values formation and understanding the RoL. Drawing on country experiences, the publication provides policymakers and educators with concrete tools to educate on anti-corruption, integrity and values, as well as the RoL.

For more information, see OECD (2018)

Teachers will also need to develop their ability, for example, to:

- Critically assess their own behaviours, attitudes and biases that possibly undermine the RoL and their ability to speak credibly on challenges to the RoL
- Embrace practices that foster inclusion and respect for diversity, with attention to gender and coming from marginalized communities
- Adapt to the real learning needs of young people
- Lead socio-emotional learning
- Recognize and appropriately respond to risky or potentially harmful situations
- Foster and nurture their moral character
- Create a sense of community and a climate of trust in the classroom (where learners feel safe and respected – ‘safe space’)
- Engage in peer counselling and peer mediation
- Developing teachers’ ability to acquire this knowledge and develop these skills requires readily understandable, accessible and relevant resources and support that address their genuine needs in accordance with the cultural, school and educational policy environments in which teachers work. Training in classroom management (CM), positive discipline and behaviour modification strategies introduced in this guide are examples of such resources.

Any areas not already covered in pre-service training could be introduced to teachers through in-service training, workshops and resource supports. These supports could be offered through teacher training institutions and faculty, Ministries of Education and affiliated training centres, professional associations and civil society organizations. Below is an example of a summer institute offered on the RoL for educators.

*Professional learning communities.* Teacher learning and development for the RoL involves training but most importantly it means empowering teachers to play their multiple roles. This is possible through the establishment

### **Box 21. Interactive Constitution Educator workshop**

In order to develop their understanding of legal concepts, the Constitution and the RoL, American educators can participate in a weeklong teacher institute workshop at the National Constitution Center in Philadelphia. During the workshop, through demonstration, discussion, and historic site visitation educators work with content experts, including constitutional scholars, to deepen their knowledge of the history and modern understandings of the RoL and interpretation of the United States’ Constitution. With master teachers, participants discover and develop innovative, nonpartisan ways to make the content relevant to their students.

The institute capitalizes on the centre’s wealth of historical, constitutional, and cultural resources to demonstrate the ways in which understandings of the RoL have been a constant presence in United States’ history and constitutional identity. Educators are provided with new content knowledge, teaching tools, classroom-ready resources, and new skills for improving constitutional literacy through a RoL framework.

For more information, visit <https://constitutioncenter.org/learn/professional-development/educator-workshops>

of professional learning communities (PLCs) that nurture improvements in teaching practices and continuous teacher learning. Using online networks, teachers can compare, contrast and shape ideas with each other for implementing the RoL in their local environment. Websites can be used as clearinghouses of resources or materials for use in lessons or classrooms. Online forums and hotlines can provide an avenue for getting guidance in using the materials or information offered on these online platforms.

## 4.4. Beyond the classroom: from whole school approaches to community partnerships

*A whole school approach (WSA)* – WSAs are collective and collaborative actions undertaken in and by a school community to improve student learning, behaviour and well-being, and the conditions that support these (IBE-UNESCO, 2013, p. 61). Understood as such, WSAs are a commitment to a culture of lawfulness that extends beyond classroom learning or isolated or temporary efforts.

### Box 22. Learning with the world with i-EARN-Pangea

Project-based learning can often be amplified and made more impactful through the intelligent use of ICTs in cooperation with non-governmental organizations (NGOs). For example, the i-EARN (International Education and Resource Network) programme in Spain is a worldwide internet-based platform where learners engage in constructing and implementing projects by communicating and working with their peers across the world. Since 1989, iEARN in Spain has been active in encouraging learners to 'Learn with the world, not just about it'. Based in Callús (Barcelona), Catalunya, iEARN-Pangea has worked to involve schools in the region and has created a telecommunications network called Pangea to promote values like solidarity and cooperation and more through the internet. Today, the programme exists in 140 countries and 30 languages, and involves 50,000 educators and 2 million youth across the globe.

For more information, visit <https://iccs.iea.nl/home.html>

The focus of the WSA for GCED and the RoL is not limited to addressing the needs of learners but expands its attention to all members of the school community and possibly beyond.

GCED approaches supportive of the RoL are not only strengthened but have a greater impact once a school or learning institution makes the decision to embark upon activities that involve the entire school community including learners, school staff, teachers, administrators, parents and the wider community. WSAs aim to ensure that 'everyone in the school or learning environment feels safe and welcome, no matter their ability, disability, language, cultural background, sexual orientation, gender identity, gender expression or age' (Alberta Education, 2018). It has been used to promote education in many areas, including, but not limited to, global citizenship, human rights, inclusion, tolerance environment, social justice, sustainability, and health among others (UNESCO – Asia and Pacific Regional Bureau for Education, 2017). A WSA is, therefore, a key strategy for schools to fully realize the positive benefits and sustained impacts of GCED and RoL.

To be effective, WSAs need to be tailored to meet specific needs according to the circumstances each school and the education system present. Regardless of the variations in conditions, WSAs are always deliberated, planned, and documented, and build on effective practices. The vision and implementation plan for a WSA is inclusive of all stakeholders.

WSAs can be launched through an action plan of relatively short duration – such as a year – but will ideally be implemented and sustained for a much longer period. WSAs will differ from school to school and ‘involve thinking big but starting with small, manageable steps’ (Oxfam, 2015, p. 14). A successful experience with one component may lead to further growth in the programme, especially when such activities serve to motivate groups of learners or teachers.

Some possible first steps in a longer-term WSA GCED strategy to promote the RoL might include:

- Whole school curriculum planning
- Staff training and capacity development
- Establishment of key partnerships with a GCED or RoL organization (for instance with anti-corruption authorities or associations, civic societies, justice advocacy institutions)
- Infusion of GCED within school-wide activities that are sustained throughout the school year
- Incorporation of GCED within another high priority school agenda, such as school-wide intercultural education and inclusion
- Adoption of the Child-Friendly School approach (UNICEF, 2006)

WSAs are organic and will grow within the school environment if they are successful. As such, the implementation of a WSA offers the ongoing opportunity to reflect on and improve future policies and practices. Schools should be prepared to monitor, review, evaluate and update whole school practices and policies as they advance and change. New GCED learning opportunities, themes and topics may emerge and evolve through the school's ongoing experiences and changing conditions.

The remainder of this section presents different aspects of a WSA relevant for GCED with an emphasis on RoL/CoL:

- **Transversal teaching and learning practices.** One of the curricular strategies for GCED/RoL is the infusion of relevant themes and learning competencies across all subjects. Preferably, WSAs are rooted in teaching, school-wide routines or activities and continuously infused in all learning experiences over multiple years. GCED and RoL/CoL themes may be linked with the school ethos (i.e. vision, mission or philosophy) or through a self-defined school-wide priority, theme or current issue. Such efforts might call attention to respect for the RoL, human rights, diversity, equality and taking action in the community.
- **Co-curricular and extracurricular experiences.** Co-curricular programmes and clubs are increasingly a site for developing GCED-related competencies, including those related to the RoL/CoL. Model United Nations is an activity which assigns learners or groups of learners to represent Member States of the United Nations to debate and come up with resolutions to global issues and conflicts. These global learning programmes simulate real-world situations and



consequently help to develop communication and conflict resolution skills and learning about RoL as it applies to an international institution.

- **School climate, safety and discipline.** Research shows that efforts to improve school-wide discipline policies and practices, in combination with initiatives to improve the school social climate and general management capacity, are effective at reducing crime in the school and surrounding community (Battistich et al., 1997). These programmes often focus on clarifying expectations for behaviour, monitoring and providing consequences for behaviour and especially providing positive reinforcement for desired behaviour. Training of school staff in behavioural principles and techniques, and the development of a school-wide system to clarify expectations, monitor behaviour and reward compliance have proven to augment the positive effects of the strategy. Comer (1985, 1989) developed a self-management model for schools that focuses on building positive behaviour and relationships. Developing and interacting with caring adults, such as educators and school administration in a positive manner can be useful to developing a CoL.
- **School rules.** Schools and classrooms are places in which a CoL can be promoted. They should be communities in which all members (children and adults) have a say in determining agreed upon rules/behavioural expectations, and all members value and promote respect, cooperation, constructive conflict resolution, the well-being of self and others, etc. By experiencing a consistent and fair application of classroom rules to all of one's peers, a student may come to understand her/his relation to the law as one of trust. On the contrary, if a student experiences systematic discrimination, if certain children are always favoured over others, her/his understanding of justice and public authority is compromised.
- **Restorative Justice** is a programme developed in schools to strengthen school and classroom communities. It is an example of a school-based programme that uses positive procedures to address issues and conflicts arising in schools. This approach does not focus on the 'breaking of rules' but rather on what the impact of such actions can be on relationships. Resolution is through dialogue between the responsible actor and those impacted by their choices in order to repair the relationship using problem-solving and accountability (Ashley & Burke, 2009, p. 7). Research has shown that such programmes have helped to strengthen school communities, prevent bullying, and reduce student conflicts. In some cases, there has been a drastic reduction in suspension and expulsion rates, and students say they are happier and feel safer (Davis, 2015).

### Box 23. Aulas en Paz (Classrooms in Peace)

Aulas en Paz (Classrooms in Peace) works to improve the school climate by targeting children and youth who act out aggressively and teaching them how to manage their emotions and communicate peacefully with others. In addition to classroom lessons, it also has an extra-curricular component. Aulas en Paz also involves parents in schools through workshops, calls, and visits. In this way, parents and teachers work together to reinforce the burgeoning positive socio-emotional skills of the child through reinforcement of positive behaviour, creating an improved school climate.

For more information, visit  
<https://aulasenpaz.uniandes.edu.co/>

### **Box 24. Education for Justice (E4J) Model United Nations Resource Guide**

This Resource Guide is for organizers of, and students taking part in, Model United Nations conferences that address crime prevention, criminal justice and other aspects of the RoL. It was prepared by the United Nations Office on Drugs and Crime as part of its Education for Justice (E4J) initiative to further knowledge on crime prevention, criminal justice and other aspects of the RoL in schools and universities. The guide provides seven sections relating to core topics, and an introduction and information on useful resources.

*Source:* Adapted from UNODC (2018)  
Further guidance on Model United Nations can also be found at <https://outreach.un.org/mun/>

### **Learning outside of schools**

Issues around RoL are often perceived as an area of work associated with ministries of justice and the interior, including law enforcement. Thus, it can be challenging to develop multi-sector partnerships to promote and integrate crime prevention and criminal justice issues into all education activities. However, given the complexity of building a vibrant CoL, it is essential to do so.

Civil society organizations, in particular, play a vital role in supporting educational efforts, both as a partner in developing educational materials based on the RoL and in supporting outreach and dissemination activities to reach all stakeholders, including children, youth, students, parents, teachers, professors and the media.

While at all times respecting the primary mandate of education, schools can work in a participatory manner with stakeholders that operate within and outside of the education sector, including non-formal educators, out-of-school youth, parents, civil society organizations, the media, artists, and other actors based in the community. Such collaborations can foster innovation, creativity, and participatory approaches.

### **Box 25. Anti-corruption clubs for youth in the Republic of Botswana**

Clubs are an important venue for out-of-school learning. In the Republic of Botswana, the Directorate on Corruption and Economic Crime (DCEC) assists junior and senior secondary schools to set up anti-corruption clubs for youth across the country.

The clubs' main objectives are for the youth to disseminate anti-corruption information to their peers, to participate meaningfully in social and economic activities, and to improve their understanding of ethics. Activities culminate in an annual congress at the end of the year at which members share experiences with a view to assisting each other to run their clubs more effectively.

Youth also participate in essay writing and debates where they interact and share views on how to meaningfully contribute in combating corruption. The clubs reinforce in-school initiatives such as the introduction of corruption as a topic in Botswana's education curriculum.

For more information, visit <http://www.gov.bw/en/Ministries--Authorities/Ministries/State-President/Department-of-Corruption-and-Economic-Crime-DCEC/Divisions/Public-Education/>

Engaging NGOs or other community organizations not only amplifies a school's GCED and RoL efforts and ensures that the community benefits from them, but also provides learners with practical, real-world learning experiences in the social work space. Behavioural and action-oriented GCED competencies are developed and nurtured through these connections to community organizations, providing learners with examples of good citizenship in practice.

Below are examples of learning opportunities outside of the school context:

- **Youth-led action:** Young people have a fundamental role to play in bringing a CoL and integrity in all areas of society. Policymakers and educators can engage with youth as partners for development projects, initiatives or responses that address crime and violence at the school, community, regional and national levels. Youth-led action includes youth organizations' initiatives against corruption, youth integrity networks, peaceful demonstrations, and expressions through art against crime, drugs and violence. Learners can also participate in Youth-Led Participatory Action Research where young people identify a problem of concern, gather data and make recommendations to policymakers. For instance, they could research bullying and school violence, conduct research on the issue, and present results and recommendations to the school board or ministry (Anyon et al., 2018).
- **Family-focused programmes.** Education programmes geared toward prevention or intervention for youth populations at high risk from violence or crime often involve parents. Evidence shows that parent involvement can increase the success of

### **Box 26. Learn without Fear: Youth in action against violence in schools**

Learn without Fear is a Plan International programme that focuses on ending gender-based violence. It developed a toolkit (Plan International, 2009) that is available in Spanish and English to guide young people in starting local actions; it includes real life examples of challenges faced by youth in Colombia, Ecuador, Germany, India, Philippines, United Republic of Tanzania and Uganda and examples of youth action. For instance, in Uganda, 44 secondary-school volunteer youth aged 13 to 17 initiated and developed an anti-violence peer-to-peer manual while a student group from India of 12 youth from the rural area bordering on Nepal, conducted a survey on gender-based violence in the schools and communities.

For more information, visit <https://plan-international.org/ending-violence/gbv-gender-based-violence>

### **Box 27. Miles de Mano/ Thousands of Hands**

Miles de Mano is a violence prevention programme based on a family-school partnership model. The programme from Honduras trains teachers and parents so that they can assume their role as primary references of peace and non-violence for children and teenagers. The programme includes school and extracurricular activities. A key element of the programme is that teachers and parents treat children and youth with respect and as responsible and important members of society.

For more information, visit <http://www.gizprevenir.com/milesdemanos>

violence and crime prevention programmes in schools because of the added reinforcement that learners get at home.

- **School-community partnerships.** Another interesting way to integrate GCED values into learning at the local level is by building community-classroom partnerships with local NGOs or existing community efforts (Ruano *et al.*, 2014).

Building partnerships with community organizations is critical to GCED efforts. Such partnerships need to be maintained and sustained long term to have a real impact on WSA efforts and on the community. Learners will be involved in localized, hands-on learning while understanding the principles of good community action and that social work efforts must be scalable as well as sustainable. School administration and NGO staff can work together to ensure the terms of the partnership are clear and the goals are attainable.

- **Inter-school collaborations.** In addition to collaborating with community organizations and NGOs, schools can collaborate and learn from each other. Just as peer education is meaningful for learners, peer institutions have a critical role to play in helping schools to implement effective practices. Schools can replicate programmes, collaborate on inter-school events and initiatives, and create a network to more easily share local RoL/CoL resources and amplify efforts. This networking can even extend beyond the local community and stretch nationally and internationally, either online or through

### **Box 28. Reducing violence against children in 30 countries across Africa, Asia, Europe and Latin America**

Physical and sexual assault against children are not only a serious human rights violation but also serious crimes in many countries. To reduce their prevalence, Defence Children International implemented the Reducing Violence against Children programme in 30 countries in Africa, Asia, Europe and Latin America in 2014-2015. School-community partnerships were key elements in many implementing countries. For instance, Kenyan schools worked with community members to discuss the root causes of violence against children. In the Dominican Republic a committee of adolescent athletes was trained to act as a support network in school and community activities, helping to reach children between 8 and 18 years.

For more information on the programme, see Defence for Children (2015)

### **Box 29. Training young people on integrity with Integrity Action**

Integrity Action (IA) is an international NGO based in the UK that collaborates and trains young people and educators. Defining integrity as the alignment of accountability, competence, and ethics without corruption, it trains children, youth and adults (including primary, secondary and tertiary level educators) to monitor public projects and institutions. They take an action-focused approach to training. For example, learners in Palestine conducted a social audit of a road construction project and an evaluation showed how learners had moved from being 'normal' citizens to citizens who question how and why things are happening.

For more information, visit <https://integrityaction.org/integrity-education>

conferences and professional learning communities. Schools and other educational institutions all over the world can connect and learn from one another about what works and what does not in terms of pedagogy and practice.

- **Partnerships with government and private sector actors.** Non-traditional educational actors such as government employees in the criminal justice sector, law enforcement and local government authorities, as well as community-based organizations and the private sector are also, when appropriate, collaborating with schools. These actors may participate directly in the educational programme, provide teacher training on specific sensitive topics and supplemental off-site learning opportunities to inform on the risks associated with violence and crime. Their interventions can also help overcome fears and mistrust between learners and representatives of state institutions.

### **Box 30. The Partnership for Governance Reform in Indonesia**

When government and educational actors work together, the impact on society can be significant. For instance, Indonesia embarked on a transformative governmental reform by involving respected moral figures to denounce corruption. The Partnership for Governance Reform successfully reduced corruption by government actors through judicial reform, voter education and community involvement. Education was an important element of the reform including teaching about peaceful civic engagement, voting rights, and the negative impact of corruption. Educational efforts targeted the adult voting population and the younger generations of Indonesians.

For more information on the programme, see Meijer & Oey (2002).

## Section 5

# Frequently asked questions

### **Q1. How can such abstract and complex concepts as the RoL and a CoL be made understandable to young learners?**

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While they are complex concepts, RoL and a CoL can easily be broken down into very concrete cases and situations. Analogies are one way to describe them in concrete terms. For instance, teachers can use road safety rules (stopping at lights, speed limits, not driving under the influence) or sports (following the rules of the game) to explain that rules are necessary to live peacefully and safely in society and that there are consequences when members of society decide to ignore the rules. In order to describe the specificity of the RoL, the rules should be:

- Transparent;
- Fair and just;
- Applicable and accessible to all;
- Tied to accountability mechanisms for all, including the rule-makers.

### **Q2. Is civic education not sufficient to ensure learners embrace and uphold the values of the RoL?**

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Civic education and GCED for the RoL are complementary and mutually reinforcing. Civic education is a good start, just as peace education and human rights education support a CoL and the values of RoL. A curriculum that contains all these components reinforces a prosocial culture.

However, while civic education may cover aspects of the RoL, it may not contain the full scope of learning opportunities provided by GCED geared towards the RoL. For instance, civic education may not be focused on developing learners' knowledge, skills and values to be motivated, confident, and able to engage ethically and responsibly in society.

### **Q3. What happens when society is not aligned with the RoL?**

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In certain circumstances, national laws are not in line with the RoL. Even in countries that make it a priority to uphold and defend human rights and the values of democracy, challenges to the RoL may exist.

This guide does not support education policymakers in creating uncritically obedient citizens. Instead, it aims to support learners to develop the skills and competencies to understand the RoL within their context and support its continued reinforcement in line with human rights norms, using the institutions and mechanisms of the RoL.

### **Q4. How can families be included in schools to reinforce a CoL?**

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Special care should be taken to involve and enlist parents' engagement in the goals of RoL/CoL programming. It is important that schools should not explicitly undermine family values unless those values legitimize behaviours that violate the human dignity of the child or are against human rights.

When parents and educators work together to mutually reinforce the fostering of a CoL, the impact is powerful. This can be done through initiatives that bring schools and parents together such as inviting parents to share stories or read to students, participate in school trips, attend school concerts, breakfast programmes, and/or craft mornings. Each of these provide good opportunities for schools and families to build a sense of community, trust, promote shared values, and prevent isolation.

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**Q5. Many factors can drive young people to violence. How can GCED for the RoL and a CoL make a difference?**

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Indeed, youth violence and crime can be due to environmental conditions that influence them to act in ways that run counter to being positive and productive citizens (referred to as 'risk factors'). At its best, education can mitigate these risks and help learners develop a range of 'protective factors'. This is particularly true when such learning begins at a young age and is reinforced throughout the course of the educational trajectory. In school and in particular with effective GCED for RoL programming, youth who may not otherwise have the opportunity to experience values in line with the RoL or a CoL modelled on their immediate environment, are able to learn about, witness, and be influenced and live by positive values and behaviours.

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**Q6. What is the link between PVE, CoL and GCED?**

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Poor governance, democracy deficits, corruption, a culture of impunity for unlawful behaviour, and non-respect of the RoL have been identified as key drivers of violent extremism in the United Nations Secretary-General's Plan of Action to Prevent Violent Extremism (15 January 2016). GCED in general – and GCED focused on the promotion of the RoL, in particular – contributes to addressing these drivers.

By strengthening learners' resilience to adversity, and their motivation and confidence to take responsible and ethical decisions, GCED for the RoL builds the barriers against hate, victimization and violence.

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**Q7. What are some of the ways that the RoL has been measured?**

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The Office of the UN High Commissioner for Human Rights developed RoL indicators to apply to criminal justice institutions. These institutions include the police, the judiciary and prisons. The indicator dimensions are: the delivery of services by government institutions; integrity, transparency and accountability of state institutions; the treatment of vulnerable groups; and the human and material capacities of institutions to perform their functions. One such example is the UN publication Rule of Law Indicators: Implementation Guide and Project Tools (UN, 2011).



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United Nations  
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The Doha Declaration:  
**PROMOTING A CULTURE  
OF LAWFULNESS**



## Strengthening the rule of law through education

A guide for policymakers

To promote and protect the safety, dignity and human rights of all people, many governments are strengthening efforts to uphold the principle of the rule of law in the daily lives of their citizens.

This guide is intended for education policymakers and other professionals working in the formal education sector, within and outside Ministries of Education, and who are seeking to promote the rule of law and a culture of lawfulness.

This guide may also be of interest to professionals working in non-formal education settings or other sectors – namely the justice, social and health sectors - in the area of crime and violence prevention, who are seeking to work more closely with the education sector.

To address the needs of this diverse mix of education stakeholders and professionals, this guide blends both theory and practice, and draws on examples from around the world.

