

CITIZED – T 1.2

REPORTING GRID FOR THE CASE STUDY

Law 92/2019 – Introduction to civic education teaching

Section 1: PARTNER INFORMATION

Name of the partner	IIHL - International Institute of Humanitarian Law
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Researcher(s)	Irene Baraldi
Methodology used to conduct the research <i>(please explain how you conducted the research, whether you used qualitative and/or quantitative research; primary and/or secondary sources)</i>	This work was carried out through qualitative research methods. To conduct the research, researchers made use of both primary and secondary sources: <ul style="list-style-type: none"> ● Primary sources: <ul style="list-style-type: none"> - Official documents delivered by the Ministry of Education or other entities, such as the Higher Council of Public Education. - Interviews to teachers of 6 different schools involved in the teaching of civic education. The interviews were conducted during March 2021 and took place online through google meet/zoom platforms. ● Secondary sources: newspapers articles and online articles were also referred to in conducting the research.

Section 2: CASE STUDY

Name/Title of the initiative	Italian legislation on civic education teaching: <ul style="list-style-type: none"> ● Law No. 92 of 20th August 2019, called <i>“Introduction of civic education teaching”</i> ● the Ministerial Decree n. 35/2020 (June) <i>“Guidelines for civic education teaching in accordance with art. 3 of Law No. 92/2019</i> ● the Protocol n. 19479/2020 (July) “National Teacher Training Plan”
Level of implementation <i>(more than one field may be indicated)</i>	<input type="checkbox"/> International <input checked="" type="checkbox"/> National <input type="checkbox"/> Regional <input type="checkbox"/> Local <input type="checkbox"/> NGO(s)' initiative <input type="checkbox"/> Bottom-up <input type="checkbox"/> Other <i>(please specify.....)</i>
Country/organisation in which the initiative is/was implemented	Italy

Region, city, or area of implementation	Italy
Local institution/organisation or other relevant settings	/
KEY WORDS <i>(please identify some keywords that identify the initiatives' topic area)</i>	Civic education, constitutional principles, digital citizenship, sustainable development
Scope of the initiative	<p> <input type="checkbox"/> Teachers' training policies <input type="checkbox"/> Policies generically addressed to students and citizens including tools for teachers <input type="checkbox"/> Curricula-related policy <input type="checkbox"/> WSA- related policy <input type="checkbox"/> Partnerships: <i>please specify</i>..... <input type="checkbox"/> Other..... </p> <p> Short description The Protocol n. 19479/2020 (July) "National Teacher Training Plan" is part of the new legislation on the introduction of Civic Education Teaching in the Italian context. The plan followed the Law No. 92 of 20th August 2019, called "Introduction of civic education teaching", which extended civic education to all levels of education and, among other provisions, introduced the final evaluation for the subject; and the Ministerial Decree n. 35/2020 (June) "Guidelines for civic education teaching in accordance with art. 3 of Law No. 92/2019", which specified the learning objectives of the teaching. In this framework civic education teaching is intended as the teaching of the Italian Constitution, the European Union institutions, legality principles, digital and active citizenship, environmental sustainability, topics surrounding health and well-being of the person (art. 1, 2, 92/2019). </p>
Which needs/problems does this initiative address(ed)?	<p> The introduction of the new law was implemented with the idea of reforming the teaching of civic education in the Italian context to make it compulsory in every school and to include in the curriculum topics such as Sustainable Development and digital citizenship, which were not included in the previous, not compulsory, teaching of Civic Education. The most relevant aspect of this new law is the introduction of the evaluation of students' competences in Civic Education. </p> <p> With regards to the teachers' training plan the law states that the implementation of the newly introduced Civic Education teaching needs to be supported and enhanced by other educational initiatives. In particular, an adequate training of civic education teachers on the objectives, contents, methods, teaching practices is necessary. According to the law, the transcurricular characteristic of the new teaching requires specific teachers training. </p>

<p>Description of the initiative (please provide a full description of the policies by addressing issues such as: implementing actors, targeted actors, period of implementation, funds, objectives of the policy)</p>	<p>The National Teacher Training Plan (Prot. n. 19479/2020), was approved in July 2020 as a follow-up of the Law 92/2019 on the introduction of Civic Education Teaching.</p> <p>In order to understand the objectives and the idea behind the teacher training plan, it is necessary to first analyse how the new law planned the teaching.</p> <p>Structure of civic education teaching</p> <p>According to the legislation, education teaching is compulsory for both the first and the second cycles of education. Each course must include a minimum of 33 hours per year.</p> <ul style="list-style-type: none"> ● First school cycle. In the first school cycle civic education is considered a transcurricular subject: there is no coordinator for civic education and each teacher is required to teach civic education. At the end of each semester, the class teachers will meet to assess each student’s work and commitment to the subject. ● Second school cycle. For the second school cycle, civic education teaching is assigned to teachers authorized to teach legal and economic disciplines. In case there are no teachers qualified to teach legal and economic disciplines, civic education teaching is assigned jointly to several teachers, competent for the different learning objectives/outcomes shared by the teachers in the planning stage. In both cases, each class must have a coordinating teacher. Each student will have a final grade in civic education. <p>Teachers’ training</p> <p>According to the National Training Plan, the organisation of teachers’ training modules is in charge of the so-called “Coordinating Schools” (Scuole-polo). The coordinating schools are chosen between schools belonging to the same area. These schools are in charge of overseeing the planning and organising the training activities; guaranteeing the correct administrative and accounting management of the training initiatives; keeping contact with the Regional school Authority for monitoring and reporting the activities.</p> <p>The Coordinating Schools collected the names of the teachers in charge of coordinating the implementation of the civic education teaching in their schools, the coordinators, and invited them to the training course.</p> <p>According to the law, each training course includes 10 hours of training. After the training, coordinators are asked to organise a 30-hour training course for the other teachers in charge of teaching civic education. As a result, the training consists of 40 hours.</p> <p>As stated by the law, the training should cover the following topics:</p> <ol style="list-style-type: none"> 1. The analysis of the three central transcurricular and interconnected concepts. 2. The inclusion of concrete examples of civic education teaching in accordance with the objectives of the guidelines provided by the law; 3. The proposal of assessment grids of students’ competences as regards civic education learning 4. The implementation of efficient coordination between teachers in civic education teaching.
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	<p>The law allocates €4 million per year for teachers’ training on civic education starting in 2020 (these funds are taken from the previous law “La Buona Scuola”). Each training course would cost € 3200.</p> <p><u>Governance of National Teacher Training Plan</u></p> <p>In addition to the Coordinating schools, which are in charge of organising the course, other actors play a role in the implementation of civic education teaching:</p> <ol style="list-style-type: none"> 1. The technical-scientific Committee: this Committee is in charge of supporting and accompanying the implementation of the Law through the dissemination of guidelines, through in-presence and on-line seminars. 2. Research and Innovation Institute for the Italian School - Indire: the institute supports the technical scientific Committee in the seminar organization activities and actions monitoring, collects the best territorial practices and creates a standardized document repository to be made available to each school. 3. The Regional School/Education Authority: this authority is in charge of coordinating the actions at the regional level.
<p>Evaluation and impact <i>(Please specify what impact this initiative could have and cite any relevant initiative reports if available)</i></p>	<p>No impact reports on the Training Courses or more in general on the Law 92/2019 are available yet since the teaching and the training courses have just started. Nevertheless, the researchers of the IIHL tried to analyse how this first implementation phase has developed. To gain information about this, the IIHL team conducted some interviews with 8 teachers of the second cycle. The interviewees were teachers of 6 different schools based in Modena (5) and Imperia (1).</p> <p>Following the interviews, it is possible to identify two main relevant topics that are worth exploring:</p> <ol style="list-style-type: none"> a) The impact that the introduction of this teaching had on teachers; b) A training course that took place in the city of Modena (Emilia-Romagna). <p>These two issues are strictly connected but they should be analysed separately because of their complexity.</p> <p>The research showed that both issues have been strongly influenced by a major structural characteristic of the law: the interviews showed a fragmented organisation of the teaching and of the training . This led (1) each school to <u>self-organise the teaching</u> and (2) each Coordinating School to <u>implement its own training course</u>.</p> <p>a. <u>The impact on teachers</u></p> <p>The main impact the law had on teachers is linked to its trans-curricular characteristic Thus the teaching required: (1) The creation of a curriculum (2) The teachers’ organisation effort on the sharing of teaching; (3) The creation of an evaluation system for students’ competences;</p>

1. The curriculum

Although the Ministry provided for some Guidelines in the teaching of civic education giving a general overview of the topics to be analysed in class, the lack of a national curriculum led each school to create its own curriculum. In every school, the head teacher chose two or three teachers to be the coordinators of the school. The coordinators were then entitled to create an interdisciplinary curriculum.

In the majority of the schools, the coordinators worked out the learning path on their own and then proposed it to the other teachers. In only one of the schools analysed, the coordinators decided to create three working groups with all the teachers interested in participating. The working groups oversaw reflecting upon the three key areas of the teaching (Constitution, Sustainable development, Digital citizenship). The idea was to create a general learning path from the first year of school to the last year on civic education teaching.

According to the data collected, this led to a general diversification of curriculum accordingly to each school (and sometimes to each class).

2. The sharing of the teaching

As previously stated, the law assigned civic education teaching to teachers authorized to teach legal and economic disciplines. This is the case for instance of the teachers of Public Law, whose previous academic path (political sciences, law, economy etc) entitle them to teach these disciplines. However, the reality on the ground is very different from the idea stated in the law. Only in one school of the 6 analysed, the teaching of civic education was entitled exclusively to one teacher of the class: this happened because of a specific condition of that school, where, already in the previous years, the head teacher created an additional session of civic education taught by a teacher. Therefore, in this case, the only difference from the previous scenario is that the teaching of civic education in that school is now subjected to evaluation. It is important to notice that this is an exception. In all the other schools analysed, the teaching of civic education was trans-curricular and shared among teachers.

As emerged from the interview, the trans-curricular aspect of the teaching depends again on each school, and, in some cases, on the class teachers. As stated by the law, teachers are not obliged to teach civic education. Therefore, in some classes there are for instance 4 or 5 teachers who share the curriculum of civic education, while in other classes there may be 2 or 3. The choice is discretionary to the class teachers themselves.

3. The evaluation of students' competences

The trans-curricular characteristic of the teaching also influenced the evaluation process of students' competences. Since the teaching is shared, the final evaluation of each student's competences as regards civic education is a **combination of assessments** from different subjects. According to one of the interviewees, this led to two major problems: (1) while in some classes there were enough assessments from different teachers, in other classes there were only one or two grades/marks for each student; (2) there are some subjects ,

	<p>such as history or philosophy which, because of their strict relation to the subject, have more class sessions on civic education, while other subjects, such as physical education, which may analyse the issue of Sports ethics and right, dedicate only one session to civic education teaching. Although there is a disparity, the assessment has the same importance.</p> <p>During the interviews some teachers argued that civic education should be assessed differently from the other subjects because in their opinion civic education should be intended as a formative subject that should focus more on the learning process and on the self-evaluation of the students, than on the final evaluation.</p> <p>This analysis shows that the absence of a common evaluation grid may have led to a general fragmentation of the evaluation process.</p> <p>b. <u>Teachers' training</u></p> <p>The course organised in Modena consisted of 5 sessions for a total of a 10-hour module and it was organised by one of the Coordinating Schools in Modena. Each session lasted 2 hours. The first three sessions were mainly theoretical and analysed the three areas of the teaching: Constitution, Digital Citizenship and Sustainable Development. The last two sessions were instead aimed at giving practical advice on how to prepare the curriculum, how to share the teaching and how to manage the evaluation system.</p> <p>As emerged from the interviews, the participants agreed upon the competence of the lecturers in their subjects. However, the majority of the interviewees also stated that the teachers who attended the course already knew the topics analysed because most of them teach History, Philosophy or Humanities, whose curriculum often already included the topics which from now on will be covered by the new teaching of civic education.</p> <p>At the same time, the interviewees also claimed that the course did not give enough provisions on how to organise the teaching. Some of them argued that the course could have focused more on methodological aspects than on contents. What almost all the interviewees agreed upon the most was the lack of practical advice on the creation of an evaluation grid which could have helped in sharing the teaching.</p> <p>Another problem that emerged during the interview is the additional 30-hour training that the coordinators must arrange for their colleagues in charge of teaching civic education. Even in this case, there was a great fragmentation in how these additional sessions were organised and how other teachers were interested in participating in the training. In most cases, however, these additional 30-hour f training had not been organized yet.</p>
<p>Longitudinal dimension of the initiative <i>(please specify whether the initiative evolved throughout its implementation)</i></p>	<p>The school year 2020/2021 is the first year of implementation of the teaching. No relevant policy developments were detected.</p>

<p>Dialectical dimension of the initiative <i>(please specify any relevant debates concerning the policy; public opinion's reaction, debates in Parliament; reactions of local communities; etc...)</i></p>	<p>The interviews can be considered an analysis of the dialectic dimension of the initiative. Nevertheless, the perceptions of different stakeholders analysed in T1.1. can be reported here to give an overview of the reception of the law.</p> <p>The Law No. 92/2019 and the following documents received many diverse reactions coming from different stakeholders of the Italian society, receiving both positive and negative feedback.</p> <p><u>Parliament and political parties</u></p> <p>The law proposal was appreciated by all parliamentary groups and it was approved with no votes against and 38 abstentions, from the centre-left party, the Democratic Party (PD), which denounced some issues concerning the law (Il Sole 24 ORE, 2019b; Senato.it, 2019):</p> <ol style="list-style-type: none"> (1) The insufficiency of funding to teachers training: According to the vice Minister of Education Anna Ascani (PD) although almost €4 million will be destined to teachers training, teachers are around 1 million and therefore only 1 euro per teacher is used to train them (Radio Radicale, 2019). On the PD website, the Education Officer of the Party Camilla Sgambato accused the Government of propaganda affirming that it is inconceivable to reform the educational sector without providing for funds (Partito Democratico website, 2019). (2) The hour/session for teaching civic education per week will be taken away from other subjects' hours/session, which, according to Ms Simona Malpezzi (PD) will compromise the teaching of other subjects and will increase the workload of teachers (Il Sole 24 ORE, 2019b). <p>From the right side, the League Party (which promoted the law) and the FDI ("Brothers of Italy") party expressed satisfaction for the approval of the law welcoming some of the newly introduced traditional elements, such as the teaching of the national anthem and of the national flag (Il Sole 24 ORE, 2019b).</p> <p><u>Trade associations</u></p> <p>Trade associations, teachers and head teachers' associations played a role in the debate surrounding the teaching of civic education and, generally speaking, they expressed a number of criticisms.</p> <ul style="list-style-type: none"> ● APIDGE (the Professional Association of law and political economy teachers) showed concerns regarding the possibility that, in some cases, the teaching of civic education would be entrusted to teachers of other subjects, which may lack the competence of teaching civic education (Orizzonte scuola, 2019). ● The National Observatory on Internationalisation of schools and students mobility, created by INTERCULTURA Foundation and supported by the Ministry of Education and the National Association of head teachers (ANP), published a report on a research on a sample number of head teachers on the new law on civic education. According to the report, 4 head teachers out of 5 favourably welcomed the new law, even though they highlighted some obstacles that teachers may encounter: among others, the limited total amount of hours if compared to the education objectives, the insufficiency of funding in relation to teachers' efforts, and the possible
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	<p>difficulty of coordination between teachers (National Observatory, 2020; Tecnica della scuola, 2020).</p> <ul style="list-style-type: none"> ● At the beginning of June 2020 ANP itself and other teachers' associations, such as GILDA, asked for a new referral of the law to the following school year (2021/2022) denouncing the lack of time to organise the new teaching, also in relation to the COVID-19 pandemic (ANP, 2020; Orizzonte scuola, 2020). ● The trade association FLC CGIL in July 2020 critically pointed out the lack of funding of the reform, which will negatively impact on the implementation of the reform. FLC CIGL also assessed the teachers training foreseen by the law negatively, defining it as inadequate in relation to teachers' formation. At the same time, these courses will only add workload to teachers without providing for financial resources (FLC CGIL, 2020). <p>Other stakeholders</p> <ul style="list-style-type: none"> ● According to a Report published by ASVIS in 2020, the implementation of the Law No. 92/2019 may contribute to the achievement of GOAL 16 of the Sustainable Development Goals. According to ASVIS, the three axes (Constitution, Sustainable Development and Digital Citizenship) on which the law is shaped may lead to an increased cultural awareness in young generations of values like legality and non-violence, respect for diversity and fight against discrimination, key aspects in building a peaceful, just and inclusive society (ASVIS, 2020). ● WeWorld Onlus and MigratED produced a report on how the concept of Global Citizenship Education is promoted in Italy. According to the report, the Law No. 92/2019 on civic education represents a step forward in the inclusion of Global Citizenship Education objectives in the Italian educational system. As they state, the transversal value of this newly structured civic education teaching covers several characteristics of Global Citizenship Education (GCED). However, the report also highlights the need for an efficient coordination among the subjects in which civic education is taught 'in order to avoid superficial and unproductive aggregations of theoretical contents and [instead] to develop processes of interconnection between disciplinary and extra-disciplinary knowledge, in coherence with the GCED approach' (WeWorld, 2020, p. 2). ● As regards the relation between GCED and the law on civic education teaching a well-known Italian community dealing with International cooperation, info-cooperazione, critically assessed the law (info-cooperazione, 2019). On the one hand, info-cooperazione highlighted how several topics included in the programme of civic education teaching are also key issues in GCED. This is the case for instance of development and environmental education, intercultural education, citizenship education. Similarly, GCED is also part of the 2030 AGENDA, which is one of the main topics of the teaching. On the other hand, info.cooperazione also says 'the path that led to the reintegration of civic education does not seem to have interacted in any way with the world of Global Citizenship Education'. In their opinion civic education teaching looks like a parallel path to the one that Italian associations and national institutions have
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	<p>brought forth in recent years and which has resulted in the Italian Strategy for Education for Global Citizenship. According to the article, ‘It would be a real shame if the institutions failed to exploit the experience, resources and know-how developed by all the actors involved starting from the ministries (Maeci/Aics and Miur) passing through local authorities, schools, universities and civil society’. Info-cooperazione also focuses on other critical points, which have already been mentioned by several stakeholders, like the insufficient funding, making this law a “zero-cost law”: no additional staff or financial resources are expected for the teaching of civic education (info-cooperazione, 2019).</p> <p>Parents’ associations</p> <p>“Article 26” is an association composed by those parents who work, under the supervision of education specialists, in a growing number of cities in order to: 1) promote the educational role played by families and schools; 2) support parents and teachers within the educational tasks they have to perform; 3) work for the educational continuity between school and families. Article 26 asks for the setting up of a Commission composed by the parents’ associations representatives in order to draft the national guidelines on civic education with regard to the objectives, content and activities (Tecnica della scuola, 2019).</p> <p>Other criticisms:</p> <ol style="list-style-type: none"> 1. Different and contrasting opinions about the importance of some of the main topics (and the lack of others) that should be addressed during civic education classes (e.g., consumer education, road safety education, etc..) 2. Lack of official common material (such as books): this situation was complicated by Covid- 19 because teachers were encouraged to reconfirm the same textbooks used during the 2019-2020 school year
<p>Critical aspects in the implementation of the initiative <i>(if any, please specify how the critical aspects were detected)</i></p>	<p>As emerged from the interviews, some critical aspects in the implementation of the initiative can be summarised as following:</p> <ul style="list-style-type: none"> ● Students’ evaluation: as previously argued, the evaluation of students’ competence is a topic that all the interviewees have pointed out. According to their opinion, the lack of a grid provided by the Ministry led to great difficulties for teachers in evaluating students. Similarly, the training course that was taken as a case study did not provide for functional and effective ideas in the creation of the grid. ● The insufficiency of funding in relation to the teachers’ efforts: according to the majority of the teachers interviewed, the insufficiency of funding in relation to teachers’ efforts in some cases add workload to the teachers without providing for financial resources. In some cases, this led to the teachers’ lack of participation and enthusiasm. ● The trans-curricular aspect of the subject: since the teaching is considered trans-curricular, while in some cases teachers enthusiastically participated in the training courses or, more in general, in the participatory creation of the curriculum, in some other cases, teachers were sceptical in participating in these activities. From what emerged from the interviews, this feature largely depended on each school’s teachers.

	<ul style="list-style-type: none"> ● Difficulty of coordination between teachers: even in this case, teachers were asked an additional effort, which however implied difficulty of coordination between teachers. ● Timing of implementation of the law: according to the majority of the interviewees, more time would have been necessary to implement the law. One example of this is the fact that the training courses began when the school year had already begun and therefore when the teachers should have already begun to teach.
<p>Upscaling potential <i>(please explain whether the initiative has the potential to be reproduced on a bigger scale in the future)</i></p>	<p>Since the policy is already being implemented at the national level, there is no upscaling potential.</p>
<p>Innovative elements in the initiative <i>(please list some of the initiative's elements that can be considered as innovative)</i></p>	<ul style="list-style-type: none"> ● The introduction of mandatory teaching of civic education: until now, civic education was taught without being compulsory, without evaluation and through specific modules. ● The creation of a national teachers training plan: the implementation of a national training plan represents an attempt to give uniformity to the teaching and to the knowledge of the teachers who are entitled to teach it. ● The introduction of GCED related topics: issues such as sustainable development and digital citizenship were not in many cases part of the school curriculum.

<p>Challenges addressed</p>	<ul style="list-style-type: none"> ● Systematisation of the teaching. In the Italian context, before the implementation of the law, civic education was taught as part of the non-compulsory subject “Citizenship and Education”. Its teaching was discretionary to the teachers and did not identify generalised objectives and learning outcomes. With the new law, the teaching has become compulsory. ● Before the law, no nationally-funded and teachers' training was expected. As regards this issue, the law surely provided for teachers’ training guidelines in the field of citizenship education. However, as previously argued, most of the teachers were not satisfied with the training. Additionally, since even the organisation of the training was discretionary to each Coordinating School, very different training (with different objectives and different contents) was implemented. ● The need to introduce new topics linked to citizenship education in the curriculum. This is the case of the introduction of some relevant topics emerging in the GCED such as digital citizenship and sustainable development. ● Attempt to attract the interest of young people on citizenship education: this objective was at the centre of the introduction of the law which, as stated in the text, aims at the formation of active and responsible citizenship, as well as towards the promotion of a full and informed civic, cultural and social life of the communities. In other words, the law aims to sensitize and train students on the issue of citizenship both in the EU context and at the national level, focusing especially on those issues which are more significant for Italy.
<p>Any other relevant comments/details or information</p>	
<p>References <i>(if available, list the references used to conduct the analysis)</i></p>	<p>info-cooperazione (2019) ‘Educazione Civica ed Educazione alla Cittadinanza Globale, due percorsi paralleli? – Info cooperazione’. Available at: https://www.info-cooperazione.it/2019/08/educazione-civica-ed-educazione-alla-cittadinanza-globale-due-percorsi-paralleli/ (Accessed: 14 January 2021).</p> <p>Interviews with teachers coming from X different schools of the Province of Modena and Imperia.</p> <p>Ministry of Education (2019) Law n.92/2019 ‘Introduction of civic education teaching’. Available at: https://www.gazzettaufficiale.it/eli/id/2019/08/21/19G00105/sg (Accessed: 12 January 2021).</p> <p>Ministry of Education (2020) ‘Ministerial Decree Proposal on “School-territory collaborations for the implementation of extra-scholastic experiences of civic education”’. Available at: https://www.snals.it/Gestione/ImmagineCaricate/file/Parere_CSPI_AdPlen_EdCiv_21dic_20.pdf. (Accessed: 20 January 2021).</p>

	<p>Ministry of Education (2020) Ministerial Decree n. 35/2020 (June) “Guidelines for civic education teaching in accordance to art. 3 of Law n.92/2019”, Miur - Ministero dell’istruzione - Ministero dell’università e della ricerca. Available at: https://www.miur.gov.it/web/guest/-/inviata-alle-scuole-le-linee-guida-per-l-insegnamento-dell-educazione-civica-azzolina-studio-della-costituzione-sviluppo-sostenibile-cittadinanza-digi (Accessed: 12 January 2021).</p> <p>Ministry of Education (2020) ‘Protocol n. 19479/2020 (July) “National Teacher Training Plan”’. Available at: https://www.miur.gov.it/documents/20182/0/Prot.+n.19479+del+16+luglio+2020.pdf/2932cc93-c9d8-b345-c29e-43abad07abfb?version=1.0&t=1595423161431</p>
OTHER DETAILS	
Contact person(s) <i>(if available)</i>	
Web link(s)	/
Filled by <i>(name, institution and email)</i>	Irene Baraldi - IIHL - irene.baraldi@iihl.org
Challenges faced in analysing the policy <i>(if any)</i>	