Teaching International Law as "Law of the Land"

Taking into Account the Domestic Nexus

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Introduction

International aspects play an immense role in the work of most lawyers today. One can even go further and say in order to understand most current challenges most people would need a better understanding of global problems and the potential (and limitations) of (international) law to deal with them. Nevertheless, in this contribution I shall focus on the specific requirements with regard to the training of future lawyers - irrespective of whether they will work as attorneys, judges, prosecutors, notaries, civil servants or as employees of companies, associations, NGOs, or international organizations.

In my view, knowledge of how to deal with these aspects is of fundamental importance for the goal-oriented and high-quality training of lawyers. Ideally, these aspects should always be an essential part of the training, but this is only possible if sufficient basic knowledge and skills are guaranteed. Unfortunately, it is still very common that no compulsory courses of international law are taught to future lawyers. This is particularly common for larger countries where many legal transactions seem to be solely governed by domestic facts and law (though this is obviously most of the times a wrong assessment).

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¹ See Andreas R. Ziegler, How global should legal education be? – Recommendations based on the compulsory teaching in international aspects taught at Swiss law schools, European Journal of Legal Education (EJLE) 2020, 1 (1), ISSN: 17504686 pp. 49–82, online at: https://ejle .eu/index.php/EJLE/article/view/8.

² See, for example, Rudolf Bernhardt (eds.), Das internationale Recht in der Juristenausbildung – Materialien einer Kommission der Deutschen Gesellschaft für Völkerrecht, Heidelberg 1981 or for an empirical analysis Ryan Scoville / Mark Berlin, Who Studies International Law? Explaining Cross-National Variation in Compulsory International Legal Education, EJIL 30/2019, 481–508 (also available online: Political Science Faculty Research and Publications. 72, https://epublications.marquette.edu/polisci_fac/72). More recently also: Stephan Hobe / Thilo Marauhn (eds.), Lehre des internationalen Rechts im deutschsprachigen

Smaller legal systems are often considered more exposed to foreign elements in the normal course of affairs, and this is nowadays often reflected in their law school curricula.³

In view of the long tradition of European integration and close cooperation between European States, one might think that in Europe international law plays a more important role in the education of lawyers. This is astonishingly not entirely true. Many of these States have long traditions of nation-building that also influence the legal culture. The idea that the typically German or English system in training lawyers should be preserved and that the domestic legal systems needs to be protected often leads to a focus on outdated syllabi and a reluctance to integrate international law into the teaching. In this respect, even the importance of European Union (EU) law has not changed much in teaching and makes the problems described in this contribution as relevant to Europe as to most legal systems around the world. A recent study⁴ holds that legal tradition and regional geography predict variation undermine accounts that attribute all differences to national needs or socio-political conditions, suggest a variety of new research questions and indicate that, in at least one area, inter-traditional and inter-regional socialization might be the most effective mechanism for harmonizing national practices and perspectives.

This is not a new finding, but it is surprising that we have never taught so much international law (and published in this field) and at the same time, we still do not ensure that every graduate in law has a sound understanding of international law. A very comprehensive study was recently undertaken for Asian countries taking into account their geopolitical position and the importance of English sources for their teaching needs (TRILA Report, 2020).⁵ The

Raum – Herausforderungen und Entwicklungspotentiale, in: Hobe / Marauhn (eds.), Lehre des internationalen Rechts – zeitgemäß? Heidelberg 2017, 11–34; this volume contains various contributions on the topic, namely, Andrea Hamann, Die Lehre des Völkerrechts in Frankreich – Überblick und Beobachtungen, 123–138; Lauri Mälksoo, Die Lehre des Völkerrechts: ein Blick aus Estland, 139–142; Volker Röben, Die Lehre des Internationalen Rechts in Großbritannien, 143–150. For an older appraisal of the situation in France see L'enseignement du droit international public en France, Annuaire Français de Droit International Année 1/1955, 816–818.

³ For the example of Switzerland see Andreas R. Ziegler, Von den Anfängen des Unterrichts des internationalen Rechts in der Schweiz, in: Franco Lorandi / Daniel Staehelin (eds.), Innovative Recht – Festschrift für Ivo Schwander, Zürich 2011, 125–140 and Andreas R. Ziegler, Die Entwicklung der Völkerrechtslehre und -wissenschaft in der Schweiz – eine Übersicht, Swiss Review of International and European Law (RSIEL / SZIER) 1/2016, 21–53.

⁴ See Scoville/Berlin, op. cit.

⁵ See Antony Anghie and JAR Robert G Real, Teaching and Researching International Law in Asia (TRILA) Project – 2020 Report, NUS Centre for International Law, 2020, online

following recommendations have been tested also for Switzerland in a more extensive analysis.

A proper understanding of the complexities we face today relies – especially for lawyers – also on an understanding (concepts, language) of international and foreign law. In addition, universities must teach the skills to (quickly) find the information and assess it. This is best done through a good introduction to the foundations of international, European, and comparative law, the respective skills (languages, research tools etc.), and the integration into all other courses in order to apply said skills and understand the specific international aspects of the various areas of law (private law, public law, criminal law etc.). This seems particularly important for the teaching of public law, which is often less developed, especially when it comes to administrative law (in the broad sense) such as taxation, health law, environmental law, migration law, economic law, financial law, etc.

National societies for international law or regional law as well as all branches of the International Law Association (ILA) should urgently address the minimum requirements in this area and make appropriate recommendations to the relevant institutions. 6 This is probably true for many university systems at this point. The German Society for International Law and its resolutions of 20167 could serve as examples. It calls upon all those responsible in the Germanspeaking world to work towards ensuring that the basic elements of international law, private international law and comparative law become an integral part of basic legal training. At the regional level, the respective organizations like the Asian Academy of International Law (AAIL), the American Society of International Law (ASIL), the European Society of International Law (ESIL), etc. could consider a joint initiative. Of course, it would also be welcome to involve practioners like attorneys, judges, arbitrators etc. (e.g., the International Bar Association – IBA or the International Association of Judges – IAJ). The International Law Association (ILA) has undertaken such efforts in the past.8 Nowadays, the Global Network for International Law, a relatively recent informal body, could also be a good forum. For Europe, the European Law Faculties Association (ELFA) has called upon members to improve their curricula.9

at: $\label{lem:https://cil.nus.edu.sg/publication/teaching-and-researching-international-law-in-asia-trila-project-2020-report/.$

⁶ See below for the activities undertaken so far.

⁷ See Resolution of the German Society for International Law, online at: http://www.dgfir.de/veranstaltungen/archiv/lehre-des-internationalen-rechts-zeitgemaess/.

⁸ See below.

⁹ See ELFA, Resolution adopted at the Annual General Meeting in Turin (11 and 12 April 2019), https://elfa-edu.org/event/turin-2019/#blbc8f2aee6683ea3.

Here are my suggestions for making international law reach a larger number of students and improving the way how we contribute to the education of lawyers (and others) with regard to the importance of international law for their work and understanding of society at large. 10

Every Law Student Needs a Sound Introduction to International Law

There are considerable differences in the compulsory training in international aspects between law graduates around the world. There is certainly no need for total harmonization, but certain institutions should urgently reconsider their minimum requirements. I would strongly recommend introducing adequate compulsory teachings of international law (public and private), as well as European law (or other regional systems where applicable) during the early years of legal education (Bachelor where applicable).

This is the only way to make sure that students understand the challenges and connections in all areas of law while studying them in a more detailed way. In addition, it is the only way to guarantee student mobility (between institutions, programs, and even university systems) without risking that some students never acquire the necessary skills and tools (as it can even be the case within a system, as shown for Switzerland). It becomes even more problematic if students move globally and lack sufficient foundations to understand the legal problems and challenges when studying the specialized field of international or foreign law.

In view of the increasing influence of international and regional developments on most legal systems one could easily think of integrating these transnational elements into existing thematic course. For example, an introduction to law or methodology course could integrate the sources of law, the various actors (subjects of law but also non-state actors) and the basic notions of dispute settlement at the international level. The course on the history of law should ideally include the relevant aspects of the history of international law and the basic introduction to public law should also look at the role of

As to reach larger public, I have put forward these proposals in a shorter form in a blog entry in: Andreas R. Ziegler, Don't Let International Law Become an Exotic Field Irrelevant for Lawyers ... Seven Demands, in: AfronomicsLaw Blog, Symposium: Teaching and Researching International Law – Global Perspectives, September 18, 2020: https://www.afronomicslaw.org/2020/09/18/dont-let-international-law-become-an-exo tic-field-irrelevant-for-lawyersseven-demands/#.

the state in international organisations and state responsibility at the international level, etc.

This idea has (at least) partly been taken up by colleagues in certain systems and sometimes led to specialized courses like international private law, international criminal law, international tax law, etc. In these cases, one can at least recognize dealing with international aspects as a logical continuation of the relevant teaching of the domestic aspects. In Germany, public law is often taught in three different courses, whereby the first two focus on the basic concepts and organization of the state, the second on fundamental rights, and the third (normally under the title "Staatsrecht III") adds international and European aspects regarding the role of the state and the national constitution. 11 In principle this could be a very interesting approach to show immediately that we do not talk about different legal systems but one integrated system. At the same time, this should not lead to a narrower focus of the respective teaching of international and regional (e.g., European) aspects – a risk that obviously exists. The same is true for the courses in private and criminal law of specialized areas like tax law, economic law, human rights protection, etc. At this time, many colleagues have warned me that it is not realistic that such an integration of international (global and regional) aspects into the existing subject-related courses is not realistic and would lower the level of ambition with regard to the teaching of the international aspects. Until this can be achieved, one could therefore envisage that a basic introduction is maintained (e.g., a basic course in public international law) and that the international elements in the other courses are systematically increased, in order to demonstrate the presence of international elements in all areas of law (although there may be specific differences given the situation of a particular legal system).

Public International and Regional Integration Law Must Always Be a Compulsory Subject, and Students Must Acquire This Expertise in Order to Graduate

While most universities offer courses in international law, too often they are electives. At these institutions, this can very easily lead to students not acquiring any knowledge at all during their education in this field (because, as has been shown, there is no guarantee at Master level either or they may change

¹¹ See the existing textbooks, eg as one of the oldest ones Rudolf Geiger, Grundgesetz und Völkerrecht mit Europarecht, 7th edn., Munich 2018.

institutions before they get to the respective compulsory training). University systems that provide a full-length education leading to a final professional degree may have more flexibility in this respect. University systems have introduced the option of easily switching institutions after obtaining a first degree (e.g., Bachelor) before obtaining a second compulsory degree (e.g., Master), as is the case under the so-called Bologna system for many European States, must make sure there is guaranteed teaching in international law at some point (ideally at the beginner's level). It should be recalled, however, that this mobility has many advantages, in particular, it allows students to spend more time in another legal system. Therefore, the general introduction of compulsory international law courses at the Bachelor level certainly ensures better compatibility and allows students to take advanced courses at the Master's degree level.

Under this section, I would like to reiterate that ideally, we would not need these separate courses on international (global and regional) elements but in practice, few law curricula will otherwise guarantee the necessary level of understanding of these aspects. The worst outcome one can imagine is certainly that no specific introductions are taught and that no foreign and international elements are taught in the subject-specific courses. Ideally, professors of international law should therefore coordinate with their colleagues to what extent they repeat and integrate concepts stemming from international law in their courses and what elements are of particular relevance to their courses. E.g., the professor of family law and the professor of international law could both use specific treaties relating to child abduction or alimonies. It may be true, that some of these treaties are very specific, but they can be used to show the type of international cooperation that becomes increasingly important and relates to certain basic problems also present at the purely domestic level.

In many legal systems, the university education is conceived (or at least strongly centered on) the preparation of students for the bar exam (or an equivalent exam administered by the state of a body responsible for this professional qualification. Historically, these exams are not taking into account the growing number of international aspects (often due to the education of the examiners themselves). This is another problem for the education of future attorneys and other professions where this type of admission or exam is seen as compulsory access control. It would therefore be of interest to change in the long run also these exams and the way they are handled. What we said for the teaching of international law at universities or in academic settings is in

Like the Convention on the Recovery Abroad of Maintenance, New York, 20 June 1956, United Nations, Treaty Series, vol. 268, 3, and vol. 649, 330.

principle also applicable to these exams. This may prove to be even more challenging. Related problems are whether those working in more international settings really need the domestic bar exam and ultimately to what extent one could influence these professional bodies and/or state examiners to take into account the necessary understanding of international and regional law. Such a debate seems not to take place in many systems, and I would therefore strongly advocate that all those interested in a generally better understanding of international law also think of how the preparation of attorneys and/or judges, 13 notaries, etc. could benefit from reforms in this respect. This would obviously reinforce the acceptance of better preparation in this respect at the university level.

3 Private International Law and Comparative Law Should Also Be Compulsory Subjects at an Early Stage (at Least as an Overview in General Introductions to Private Law)

It would be desirable for international aspects to be integrated into the bachelor's degree in private law. This should take into account aspects of private international law and possibly also comparative law. Where this does not take place in a separate course, it should be ensured that compliance with these aspects is reported transparently and verifiably in the existing units. It seems that failure to do so is rather common in most university systems, and therefore this recommendation could be taken up again by the respective associations at the national or international level. Comparative Law helps to improve analytical skills and can thus be integrated into an introduction to legal sciences.

While this approach was more common in the past, the proliferation of very specific statutory solutions at the national level has often led to the elimination of general courses on comparative law and the (partial integration) of private international law into the general courses on civil or private law. While this is not negative in itself, the same risk that we had identified before exists: students never really understand the specific added elements relating to the international nature of a specific legal situation. It would therefore again be ideal to give students the tools and concepts that are understanding comparative law and private international law and then regularly repeat and apply them in the specific courses (family law, criminal law, tort law, arbitration, etc.). This

¹³ Such as the German State exam, the English Legal Practice Course and Bar Practice Course etc.

approach can often also improve the understanding of the specific underlying problems of an area of law as such and the comparative approach separates the analysis of the problem from the specific solution chosen in a legal system (which may evolve over time).

4 English or Specific English Legal Terminology Should Be Included in Compulsory Training

All institutions should consider ensuring that students have a knowledge of legal English. As for teaching legal terminology in a second national official language, this should not be seen as an additional obstacle to studying law but as a necessary requirement to understand law (in a globalized) world as such. Of course, where possible, we should teach more languages, and in legal systems where important legal documents and academic writings are only available in several national languages, this should be taken into account. At the same time, this should not be understood as refraining from publishing in languages other than English as this contributes to the lack of diversity that could endanger the system by itself.¹⁴

At too many law schools, the knowledge of a second or third language (in particular where already an important second national language is involved) is still considered outside of the responsibility of the universities. Some legal systems have used recent reforms (often necessary as part of a political transition of the country) to strengthen the understanding of English (and possibly even other important languages in the global context but many systems seem totally immune to change. This is particularly true for big countries with a certain importance of their legal tradition at the global level, most importantly former colonial powers, and their former colonies (such as the UK, France, the US, etc.) but also other European countries with a long tradition in this respect (Germany, Italy, Spain, etc.). One often hears that students and lawyers are responsible for themselves to acquire the necessary language skills (sometimes even through voluntary courses taught at universities). However, it must be remembered that students have limited time and financial resources to acquire these skills and that, in particular when it comes to legal terminology and writing, the guidance of law professors may prove particularly useful and even necessary. When it comes to business law, certain law schools and

¹⁴ See e.g., Jacqueline Mowbray, The future of international law: shaped by English, Völkerrechtsblog, 18 June 2014, doi: 10.17176/20170104-165855.

programs have understood this already while in other fields the developments seem not satisfactory at this stage in most countries. The understanding of at least one other language obviously helps also to better grasp the real meaning of foreign law (comparative approach) and to understand the relevance of culture and language for the very conceptualization of law and legal norms as such.

5 Don't Let International Law Become an Exotic Subject Only Taken by Those Already Interested

It would be advisable to make better use of the resources tied up in optional courses by diverting them to compulsory areas and to ensure that international aspects are guaranteed as a fundamental part of the basic training (Bachelor) of all lawyers. There is a risk that most resources available are used for a small group of interested students and do not reach most students. This is particularly true when these resources are mostly used for exchange programs with foreign students and courses taken by students lacking knowledge of domestic law. This is not to say that these offers are not important, but it seems wasteful not to make sure these offers are also used to assure the understanding of international aspects by those students who will be shaping the domestic legal environment, i.e., judges, prosecutors, attorneys, notaries, and civil servants in general. In too many countries (in particular big ones like the United States, France, or Germany) international aspects remain somewhat exotic and irrelevant to the examinations organized by the State. While not a new trend, this problem should be addressed again with more vigour.

This does not mean that the proliferation of international programs and specializations is not welcome. But this has not the necessary effects on the general understanding of international law by legal professionals but rather leads to the education of specialists for specific fields (diplomacy, international organizations, international business lawyers etc.). It should be possible to use the often-impressive resources for these programs and courses also to provide every law student (and maybe even other students with a sufficient introduction). Here again the worst outcome is if the existing staff teaching international law is only used to give highly specialized courses that are voluntary or intended for a small group of international and specializing students and leave the general law programs entirely to teachers focusing on domestic (positive) law.

The Concretization of International Aspects in Relation to Domestic Law Must Be Better Addressed

A particular problem is that the international aspects of the law must be specified in concrete terms with regard to their significance for domestic politics and the administration of justice. This is not always ensured. On the one hand, this can happen if the reference to the positive law of a State – and in particular the case law of the highest courts – is not made in the respective teaching. Furthermore, although the acquisition of international aspects of law abroad is, in principle, highly desirable and positive, it also does not guarantee an understanding of how the domestic legal system exactly deals (or should deal) with international law or regional integration law (hierarchy, direct applicability, consideration of the case law of the regional courts, etc.), or how the domestic private international law is presented (e.g., public order in the case law of the courts or questions of sufficient internal reference in the recognition of foreign decisions or arbitral awards).

It must be ensured that the international aspects are concretized in relation to domestic law, such as by using examples in torts, criminal, or family law that involve international law questions. The TRILA Report suggests that international law is indeed compulsory in many Asian countries, but students still do not acquire the needed skills.\(^{15}\) I argue that by teaching the essentials early on in education, one should later integrate more international aspects into all specialized areas and thereby constantly apply more theoretical concepts and train students to use them. The training institutions must also ensure that this problem is taken into account in teaching and in the recognition of legal skills acquired abroad. The example of Germany, where the international and European aspects and their interrelationship with German law are usually only taught in a compulsory course as a continuation of the teaching of domestic public law (\(Staatsrecht III\)\(^{16}\) could be used as an inspiration (though it should not replace the more comprehensive compulsory teaching of international aspects, as is the case in this country).

In principle, this approach is related to the more general desire to educate lawyers who see the (domestic) positive law in the wider context. It can be achieved by better coordinating the various courses and assuring that they are not simply seen as separate areas (in view of a specific exam that is passed for the assessment of the course) but that students acquire analytical skills that

¹⁵ See above.

¹⁶ See above.

enable them (at a later stage of their education) to understand more complicated legal situations that involve various fields of law and the applicability (or influence) of rules with different origins (multi-layered governance). With regard to European law (predominantly EU law) that seems to be happening in certain EU member states, but not everywhere, let alone in other areas of international (or internationalized) law.

7 Quality and Transparency with regard to International Aspects, or Even the Existence of a Conceptual Approach, Must Be Guaranteed

Traditionally, most university systems and law schools (and rightly so) place great emphasis on academic freedom. In the case of traditional universities, the quality of teaching is normally assured by reputation and informal peer review. Normally, it is the national and international professional associations that are particularly challenged in this respect. The management of the institutions concerned should be interested in ensuring their own quality in this way. Due to the many new actors and new forms of legal education, this is not always possible today. Academic associations would be well advised to ensure that they are interesting and relevant to all lecturers in the subjects concerned. Where to make access to education easier, the threshold is lowered. This should not be done at the price of eliminating international topics. All educational institutions must ensure that the subjects concerned are adequately taught, with clear responsibilities and transparency. It would be desirable for accredited institutions to develop a concept not only of their training as a whole or for individual courses but also about the appropriate consideration of international aspects. It could be worthwhile to ensure that national or international accreditation systems of law schools and programs take this aspect into due account. Potentially, the development of a label could be such a means to increase awareness and transparency.

Here international associations and national learned societies should get more involved. This is not to say that they have not done so in the past. But it seems to me that this was often crowned with limited success and should be intensified given current challenges. Organisations like the International Law Association (ILA) or the European Law Faculties Association (ELFA) may be particularly well placed to approach their members to use their positions to improve the curricula in their universities and institutions. In addition, national societies for the promotion of the fields that interest us here have a responsibility to also keep an eye on the general education at law schools and not only specialize in doctrinal questions and research of a very small group of

highly specialized international law specialists. The mentioned examples of the Elfa Resolution of 2019¹⁷ or the German Society of International Law of 2016 seem to have remained without much effect. At the same time, some think "that professional associations like the ILA and ASIL tend to under-emphasize teaching." ¹⁸

A particularly noteworthy experience is the fate of the ILA Committee on Teaching international law. Upon the initiative of the ILA's Director of Studies of the time (Professor Fred Soons), a special session on this topic had been organized at the 1998 Taiwan Regional Meeting of the ILA that resulted in the establishment of the Committee on the Teaching of International Law in 2000. The Committee was active for ten years and was dissolved in 2010 despite the finding in its final report that "the need for the ILA to address teaching remains pressing". Among other things, its members asked: "Should we advocate actively for a more prominent role for international law courses within curricula?"

One thing the members of the ILA Committee in 2010 were able to agree upon was the idea that the creation of a website on teaching international law would be very beneficial. This has never happened. One such initiative, however, focusing on Switzerland is a blog I run in my function as a professor teaching a basic introduction to public international law to first-year students. I see it also as a service to the community in my role as President of both the Swiss Society for International Law and the Swiss Branch of the International Law Association. The basic idea is to provide first-year law students with easy access to information about international legal developments, in particular, related to the national legal system in which most of them work. I observed that for non-specialists, it is increasingly difficult to see how international law affects their daily lives and that the focus on particularly complex problems sometimes leads to forgetting the plethora of decisions and instruments that are negotiated and applied without major difficulties as a matter of routine. This focus on controversial issues leads to the perception that international law is always controversial in itself and not clear enough for application by lawyers, judges, the authorities, or even lawmakers. The blog has the name

¹⁷ See above.

¹⁸ International Law Association, The Hague Conference (2010), Committee on the Teaching of International Law, Conclusions, 12 online: https://www.ila-hq.org/index.php /committees.

¹⁹ International Law Association, The Hague Conference (2010), Committee on the Teaching Of International Law, Conclusions, 12 online: https://www.ila-hq.org/index.php/committees.

"International Law in Switzerland". It is primarily a tool related to the teaching of public international law (at the Law Faculty of the University of Lausanne) and it tries to provide reliable information regarding public international law (PIL) that I consider of interest to my students. I try to cover Switzerland comprehensively and the rest of the world to the extent possible. Thereby, I have discovered that it is often subscribed to by my students (even after they finish the course) but also others who want easy access and a way to update their knowledge of international law. It is heavily based on the argument I tried to make in this article that the nexus between international law and local reality (also in the form of domestic law) has to be shown more clearly.

Conclusion

The main finding of this contribution is that most universities offer enough courses on international aspects of law but do not ensure all their students get the minimum necessary, i.e., a sound introduction to the principles of public and private international law as well as ideally the skills to compare legal solutions in various jurisdictions (comparative law).

In addition, the language skills so necessary on the job market and to reading international sources are too often left to the students and not guaranteed by the university when delivering a degree. This certainly contributes to the claim that universities do not prepare students well for the actual needs of employers and the challenges facing the world. It is also unfair when no free language education is available at the universities (or elsewhere in the education system).

A third finding is, that it is not easy for students to find out which universities are more diligent concerning the adequate teaching of international aspects. The need for more transparency in this respect and the setting of certain minimum standards is being reinforced by new forms of education and new institutions (distance universities, universities of applied sciences, etc.). Personally, I would advocate for an accreditation or label that improves awareness and transparency regarding this aspect.

Ideally, the integration of foreign and international (including European) law would take place in all areas today. Such an integrated approach is, however, more difficult to achieve and it will take time before in all courses all levels of regulation can be integrated. Without a thorough introduction to the basic foundations and the skills necessary to find and apply non-domestic sources, this cannot work. This contribution, therefore, focuses on the existing situation where specific knowledge on the international aspects (or at least

the foundations and skills/tools) are taught in separate courses. Modern techniques should be used to keep students interested in developments in international law that are relevant to their work and/or life in general (also as citizens, voters, political activists, etc.). This can include blogs, social media newsletters, etc. in addition to the more sophisticated specialized courses and academic writings and textbooks.

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