

Acting Chief Executive

Mr Craig Mokhiber Chief Development and Economic and Social Issues Branch Office of the High Commissioner for Human Rights United Nations Geneva

By Email: registry@ohchr.org

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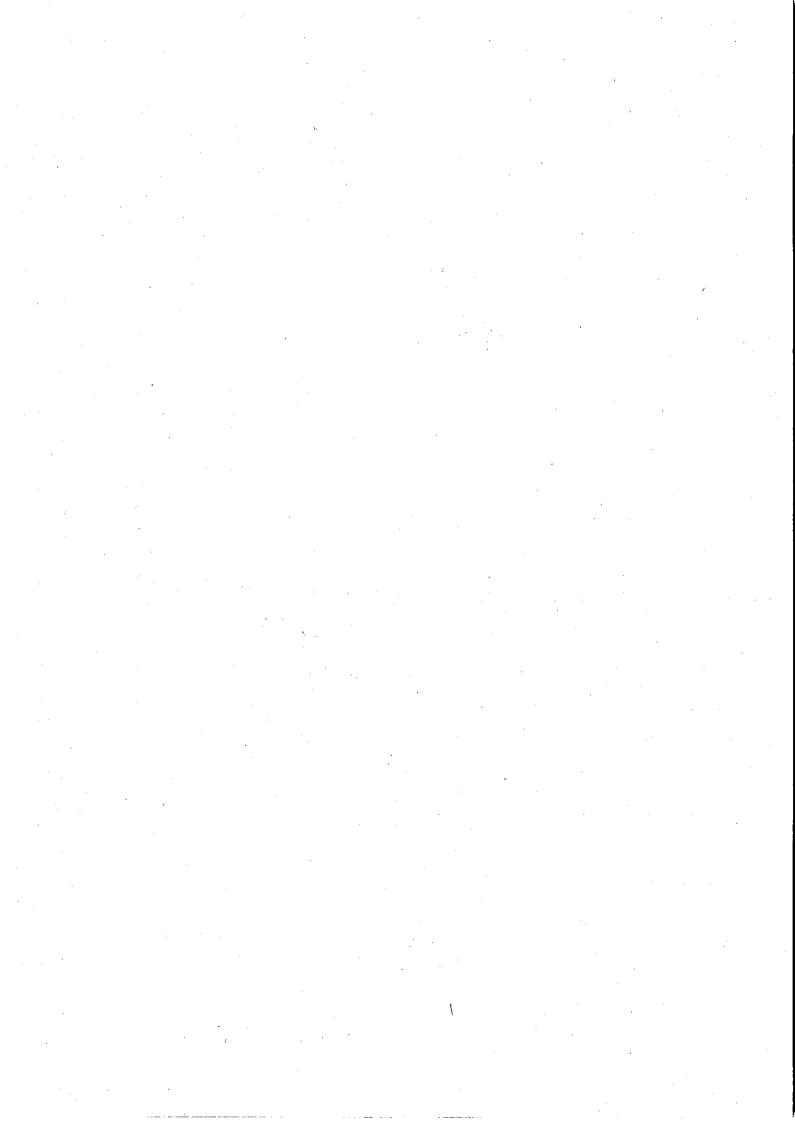
Dear Mr Mokhiber,

On behalf of the Irish Human Rights Commission I have the pleasure in enclosing our submission on the Third Phase of the World Programme.

Yours sincerely,

Des Hogan

Acting Chief Executive



IHRC Submission on the 3<sup>rd</sup> Phase of the World Programme on Human Rights Education



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# Introduction

The Irish Human Rights Commission (IHRC) was established under statute in 2000 with a mandate to work to ensure that the human rights of everyone in the State are fully realised and protected in law and practice. It is recognised by the United Nations (UN) as Ireland's National Human Rights Institution (NHRI) with "A" status. Its mandate includes the promotion of a culture of human rights in Irish society that respects the dignity of every person. The IHRC considers that human rights education (HRE) is central to building that culture.

The IHRC is also tasked with monitoring and reviewing the State's compliance with its legal obligations under international human rights law. Part of this mandate involves making recommendations on how the State can better fulfil its obligations in relation to human rights education. To this end, the IHRC undertook a study mapping the current provision of HRE in Ireland in schools, higher education institutions, the civil and public service, the legal professions and among community and voluntary organisations. The study published in 2011 makes recommendations to Government on the need for a national action plan on human rights education, which there has been no progression on to date. It proposed ways to strengthen human rights education in the sectors reviewed in the study including through the provision of adequate resources to this end. Consequently, the IHRC is pleased to have the opportunity to participate in this consultation by the Office of the High Commissioner for Human Rights (OHCHR) on sectors and/or themes that should be prioritised in the Third Phase of the World Programme for Human Rights Education (WPHRE).

This submission begins by recalling the continuity of the WPHRE that has been achieved from the First Phase - where the focus was on schools - to the Second Phase - where the spotlight is on higher education (including teachers/educators), civil servants, law enforcement and the military. It goes on to propose that continuity should be maintained between the Second and Third Phases. The IHRC draws insight from its own research and work with these target groups. The IHRC's recommendations are supported by evidence from its 2011 study, its HRE work with schools and educators and its comprehensive Human Rights Education and Training Project (HRETP) with the Irish civil and public service.

The IHRC considers that there is still considerable work to the done to systemise HRE in the sectors targeted in the Second Phase because of their size and diverse human rights education and training needs. It is necessary to take stock of progress, particularly as not enough Member States have adopted National Action Plans on Human Rights Education (including Ireland). The lack of national plans and strategies is compounded by the under developed institutionalisation of human rights education and training more specifically in the civil and public service. Human rights education and training cannot be the responsibility only of its champions; it must be endorsed and supported by the State itself. The IHRC recommends that the sectors prioritised in the Second Phase of the WPHRF should be maintained as the focus of the Third Phase to consolidate progress achieved to

<sup>&</sup>lt;sup>1</sup> IHRC Human Rights Education in Ireland – An Overview, July 2011

date and believes it would be coherent to also include the judicary. The IHRC recommends that the OHCHR formulates modalities to measure progress with regard to the institutionalisation of human rights education and training in Member States including through the identification and provision of adequate resources in that regard. The IHRC also recommends that renewed priority be given to seeking the development of national human rights education and training plans and sustainable human rights education and training programmes.

### **Key Recommendations**

The IHRC recommends that human rights education in higher education including teachers and educators, and human rights training for civil servants, law enforcement officials and the military continues beyond 2014 on the basis that five years is an insufficient timeframe in which to embed human rights education at a systematic or meaningful level in these organisations. The Judiciary should also be covered by Phase 3.

The IHRC recommends stock taking by the OHCHR on progress to date and greater emphasis on States to develop overarching national action plans on human rights education including the provision of adequate resources.

The IHRC recommends that renewed priority be given to the development of national action plans on human rights education and training and sustainable human rights education and training programmes.

# Rationale for continuity between the Second Phase in the Third Phase of the WPHRE

In its submission on Second Phase of the WPHRE, the IHRC made a strong case that the four year period designated for Phase 1 (which was then extended by one year) was not long enough to make a significant impact in primary and secondary schools worldwide. It argued that HRE in these settings was still not fully embedded in a systematic way in Ireland and in many other countries, and more time was needed to ensure a long lasting impact on policy, curriculum and culture.<sup>2</sup>

The IHRC also made the case for civil and public servants to be the priority in Phase 2 and by doing so build on and reinforce the work completed in Phase 1. In particular it stressed that education, training and professional development of teachers (public servants) was central to the success of any sustainable national programme of HRE with primary and secondary schools. It argued that civil and public servants are agents of the State tasked with meeting its commitments to respect, protect and fulfil human rights through the delivery of legislation, policy and public services. In Ireland, this duty is clearly set out in national legislation in the European Convention on Human Rights Act, 2003 (ECHRA, 2003). The State has been remiss in not providing a comprehensive human rights education and training programme that would support civil and public servants to carry out their functions and fulfil their human rights duties.

<sup>&</sup>lt;sup>2</sup> IHRC Submission on the 2<sup>nd</sup> Phase of the World Programme on Human Rights Education, July 2009

<sup>&</sup>lt;sup>4</sup> European Convention on Human Rights Act 2003 www.ofreachtas.ie

The IHRC welcomed the fact that the OHCHR prioritised human rights education and training of civil servants, law enforcement officials and military personnel in the Second Phase of the WPHRE. <sup>5</sup> The IHRC also welcomed the recognition by the OHCHR of the need for continuity between the First Phase and the Second Phase by including teachers and educators as one of the priority sectors. The Second Phase has also been more ambitious in its educational reach targeting not only teachers and educators in the primary and secondary setting but expanding the promotion of HRE to the Higher Education Sector. The Plan of Action for the Second Phase in reality encompasses two action plans: one for higher education including teachers and educators and one for civil servants, law enforcements officials and the military.

For each Member State to develop systematic and effective human rights education and training programmes requires that such education and training be given priority, time, investment and co-ordination. The IHRC found in its 2011 report, reviewing the extent of human rights education and training in Ireland, that education and training was not given sufficient priority by the Irish State<sup>5</sup>: by 2013 the State has not developed a National Action Plan on Human Rights Education though recommended to do so by the OHCHR and the IHRC, and did not carry out a baseline study to determine the extent of human rights' education in Ireland, though recommended to do so by the Council of Europe Commissioner for Human Rights in 2008.

The IHRC undertook the task of carrying out the baseline study and found that while human rights education was most explicit in primary and secondary education, further investment was need in the curriculum, school policies and planning, and in teacher education to embed human rights education in a systemic way. Since the study was completed, the emphasis on human rights education in this sector has diminished. Civic, Social and Political Education (CSPE), arguably the best available location for human rights education to take place in the curriculum, will no longer be a compulsory state examinable subject in the planned new post-primary Junior Gycle (12-15 year olds). It has been relegated to a short course rather than a full subject which is optional with school-based rather than State assessment notwithstanding the IHRC's recommendation to Government that it maintain CSPE as a compulsory State examinable subject. <sup>8</sup>

Human rights education is a feature in higher education institutions but it lacks cohesign due to the low priority afforded to it within education legislation, policy and strategy at a national level. As will be seen below there is potential to further embed human rights education and training at these levels in a more effective way if political commitment and adequate resources are directed to do so.

Findings in the IHRC's 2011 study included the fact that human rights education and training provided to trainee solicitors by the Law Society of Ireland appeared to be diminished due to the withdrawal of a mandatory subject on human rights for trainee

<sup>&</sup>lt;sup>5</sup> IHRC Human Rights Education in Ireland – An Overview, July 2011

bid.

<sup>&</sup>lt;sup>7</sup> Council of Europe Commissioner Hammarberg Report of Study Visit to Ireland in 2007, Strasbourg, April 2008

<sup>&</sup>lt;sup>8</sup> Department of Education and Skills New Junior Certificate Programme, November 2012.

<sup>&</sup>lt;sup>9</sup> [HRC Human Rights Education in Ireland – An Overview, July 2011.

solicitors. The subject was replaced by integrating human rights across subjects. The development of a diploma in human rights was welcomed but noted to be voluntary in nature. In relation to the judiciary, it found that with more resources from the State there would be scope to increase development and delivery of human rights education and training with this sector. The study also found that human rights education and training in the civil and public service was near non-existent prior to the development of the JHRC's Human Rights Education and Training Project (HRETP) discussed below.

In the absence of a human rights education programme being delivered by the State to the Irish civil and public service, the IHRC developed HRETP with non-state funding from Atlantic Philanthropies. HRETP targets the civil and public service in Ireland including within its scope Government departments (civil service), agencies, Local Authorities, An Garda Siochána (Irish Police Service), the Irish Prison and Probation Services and the Defence Forces. This programme of work was initiated in 2010. It is now in its third phase (2012-2013) and it is hoped that it will be rolled out until 2016 at the very least provided there are sufficient resources. That is a minimum of a seven year commitment by the IHRC to human rights education, training and support to the Irish civil and public service, filling a yawning gap in State provision.

The potential to strengthen HRE in higher education and the scope and impact of the HRETP is outlined below and demonstrates clearly the need for a long term commitment to reach the multitude of personnel in the sectors prioritised in the 2<sup>nd</sup> Phase of the WPHRE and to achieve a more institutionalised approach to human rights education and training. Such a long term commitment is required at the regional and global level and the example in Ireland is evidence that higher education and the training of teachers, educators, civil servants, law enforcement officials and military personnel should remain the focus in Phase 3, with consideration given to expanding its reach to local authorities, the health sector and the judiciary who are themselves servants of the State.

# National Action Plan on the Second Phase of the WPHRE

In contributing to the OHCHR consultation, the IHRC has chosen to map its response on the main sections of the Plan of Action for the Second Phase of the World Programme on Human Rights Education<sup>11</sup>, reaffirming its support for the definition of HRE espoused by the WPHRE and the principles that should underpin HRE activities. It flags opportunities for further work in higher education as well as demonstrating the positive impact of a comprehensive human rights education and training programme with the Irish civil and public service.

<sup>10</sup> Ibid.

<sup>&</sup>lt;sup>11</sup> United Nations, Draft Plan of Action for the Second Phase of the World Programme on Human Rights Education, UN Dec. A/HRC/15/28, 27 July 2010

# A. Context and Definition of Human Rights Education Objectives of the WPHRE

The IHRC has adopted the definition set out in the WPHRE and it informs its approach to human rights education regardless of the sector it is working with.

"Human rights education can be defined as education, training and information almed at building a universal culture of human rights. Effective human rights education not only provides knowledge about human rights and the mechanisms that protect them, but also develops the skills needed to promote, defend and apply human rights in daily life. Human rights education also tosters the attitudes and behaviours needed to uphold human rights for all members of society." 12

# B. Principles for Human Rights Education Activities

The IHRC considers that the principles of Human Rights Education outlined in the WPHRE, help guide the development, direction and expected outcomes of its human rights education and training programmes.

# C. Action promoting human rights education in higher education

As set out in the Plan of Action for the Second Phase of the WPHRE higher education is defined by UNESCO as

"all types of studies, training or training for research at the post secondary level, provided by universities or other educational establishments that are approved as institutions of higher education by the competent State authorities". <sup>13</sup>

The Plan of Action includes institutions for the training and certification of teachers at all levels, social workers and medical and legal professionals.

In its 2011 Human Rights in Ireland – An Overview report, the IHRC examined the extent of human rights education in the higher education sector. It provided an overview but resources did not permit a more in-depth analysis which the IHRC plans now as part of its own overall Human Rights Education Strategy. Nevertheless we can provide a picture of what is happening in the higher education sector informed by the IHRC study. It will illustrate that while some efforts are being made at institutional, facility and course level, there is significant work to be done on a systematic level to embed human rights education and training.

# (a) Policies and related implementation

<sup>&</sup>lt;sup>12</sup> UNESCO/OHCHR Booklet on the Plan of action for the Second Phase of the World Programme on Human Rights Education, 2010, p.2.

<sup>&</sup>lt;sup>13</sup> UNESCO recommendation on the Recognition of Studies and Qualifications in Higher Education (1993), section 1, para 1 (a).

In Ireland, there is no reference to human rights or human rights education in higher education legislation. This lack of emphasis is further reinforced in the *Report of the Higher Education Strategy Group: National Strategy for Higher Education to 2030*<sup>14</sup> although the report does highlight the usefulness of undergraduates developing "generic skills" including those required... 'for active citizenship'. While the promotion of human rights or human rights education is absent, there is action at a strategic and practical level to make higher education more accessible and equitable 15, a key requirement of the right to education.

The lack of explicit reference at national legislative and policy level does not mean that human rights and human rights education are not a feature at institutional level. However it does mean that there is a body of work to be achieved to amend legislation and integrate the HRE perspective at a strategic level in higher education. The IHRC aims to work with the relevant policy makers over time to rectify this situation.

# (b) Teaching and learning processes and tools

(a) Concerning teaching and learning programmes and courses

Higher Education Institutions: Universities and Institutes of Technology

Universities

The IHRC's 2011 report found that while there was no evidence of a systematic overall strategy in any of the institutions to infuse human rights as a cross-cutting issue into all higher education disciplines, however this does not mean that it not happening on a more ad-hoc basis.

In its report, the IHRC found that human rights is a strong feature of most legal studies courses and the majority of universities offer human rights masters and PhD research opportunities within the law faculties and beyond. Human rights feature strongly in equality, social justice, women's rights and development studies. Of the seven universities in Ireland, two have Human Rights Centres hosted by the Law Schools in their respective universities. Queen University in Belfast, Northern Ireland also has Human Rights Centre and offers a joint LLM with the National University of Ireland, Galway (NUIG). These Centres offer multi-disciplinary approach and engage with civil society organisations and engage in debate on human rights issues in Ireland and further afield.

<sup>&</sup>lt;sup>14</sup> Higher Education Authority (HEA) Report of the Higher education Strategy Group: National Strategy for Higher Education to 2030, HEA, Dublin, 2011.

<sup>&</sup>lt;sup>15</sup> Strategy Group on Higher Education, National Strategy for Higher Education to 2030, Dublin: Stationary Office, 2011 p. 54.

<sup>&</sup>lt;sup>16</sup> Higher Education Authority (HEA), National Plan for Equity of Access to Education in Ireland, 2008-2013, HEA, Dublin, 2008.

<sup>&</sup>lt;sup>17</sup> The Irish Centre for Human Rights at the National University of Ireland, Galway and the Centre for Criminal Justice and Human Rights at University College Cork.

A welcome trend in Ireland is evidence that human rights are a feature of courses in other facilities such as politics and international relations, humanities, social science, social work, nursing and mid-wifery, and geography. The extent of human rights and human rights education as a feature of facilities of education is discussed separately below. For example collaboration between Amnesty International – Irish Section and the School of Mid-wifery and Nursing in Trinity College Dublin led to human rights education featuring more strongly in its courses. 19

# Institutes of Technology

Human rights are a feature of legal courses delivered by Institutes of Technology. They are also a growing feature of courses in qualifications in the caring disciplines including with children, people with disabilities and older people. In the context of the IHRC's work on standards in caring environments, there is scope for the IHRC to deliver training on the human rights of vulnerable groups.

# Colleges of Education, Faculties and Schools

Outside of legal and international relations courses, education courses feature human rights as part of their curriculum on the most consistent basis.

Colleges of education in the primary sector have the strongest focus either very explicitly or more implicitly. St Patrick's College of Education leads the way with a Centre for Citizenship and Human Rights Education. Here human rights education is a mandatory subject on the undergraduate programme. Other colleges have engaged with the Lift Off Human Rights Education Initiative delivered in recent years by Amnesty International – Irish Section. Development education and intercultural education are also strongly featured in these colleges. This reflects the priority given to them by the Department of Education and Skills and the higher level of resources available particularly for development education from Irish Aid (Ireland's official Development programme). The resources available for human rights education are minimal which in itself reflects the low priority given by the State to human rights education which is more all-encompassing and takes into account the full range of human rights.

Human rights are more implicitly a feature of facilities and schools of education from which secondary school teachers qualify. This is because it is not mandatory to take a module on Civil, Social and Political Education (CSPE), the key subject where human rights are an explicit feature of its syllabus and the accompanying teacher guidelines. The lack of focus on human rights in initial teacher education relates to the low perceived status given to the subject in schools. That is not to say that there are not some excellent modules on CSPE but not every student teacher will be exposed to human rights learning as a core part of their education.<sup>20</sup>

# (b) Teaching and learning material

<sup>18</sup> IHRC, Human Rights in Ireland - An Overview Report, Dublin: IHRC, 2011 p.167

<sup>19</sup> This

<sup>20</sup> Ibid.

Within the secondary school system the IHRC developed resources to support teachers engage students on human rights in Ireland. The IHRC's Express Yourself – Young People promoting Human Rights in Ireland CSPE Human Rights Poster Action Project has just been successfully launched. The aim of the initiative is to encourage young people to become aware of human rights issues in Ireland and the groups affected to develop empathy with these groups and identify action to promote change. Students were invited to prepare posters and statements to express their concern about human rights in Ireland. Guidelines for this initiative were produced for both teachers and students. These Guidelines offered an approach to carry out the initiative and highlight a wide range of existing human rights education material that could be utilised at each stage. The posters were exhibited nationally.

A comprehensive human rights education — one stop shop — web resource was produced with interactive and documentary material on the widest range of human rights as well as the contact details for international human rights institutions and civil society organisations that both teachers and students could make use of for *Express Yourself* or any other human rights education initiative. The initiative will be repeated in 2014.

Other resources produced in 2012 for teachers and students include material for use in the class room on children's rights produced by the Irish Ombudsman for Children. The Equality Authority produced publications on stereotyping and on diversity that can also be used by teachers to promote human rights.

# (d) Concerning teaching and learning supports and resources

The HRETP with the civil and public service has developed an e-learning tool for An Garda Siochána (police force) that has the potential to be fine tuned for teachers and educators and others in the civil and public service. This elearning tool is explained in more detail below.

Another eLearning initiative in the higher education sector has also the potential to have a strong human rights education orientation. The LEAD – Living Equality & Diversity eLearning project, involved six Irish universities Dublin City University, Trinity College Dublin, University College Cork, and National University of Ireland Galway

The purpose of this project is to give staff a general understanding of why it is important that universities maintain and support inclusive environments that value diversity and promote equality. The project is a collaboration between the Irish Universities Association and the Equality Authority. There are plans to further develop this eLearning tool and there is scope for the IHRC to be involved and incorporate human rights and human rights education within it.

Another positive development is the establishment of a Human Rights Network in University College Dublin. It was established to bring together academics and researchers in the field of human rights to discuss how human rights education and research in UCD could be developed and progressed. The IHRC believes that such a network across the

University sector would be a welcome development and follow the example of Development Education and Research Network - DERN<sup>21</sup> hosted by NUI Galway. The School of Politics and International Relations in UCD a member of the Human Rights Network is one of the founders of the Inter-University Centre on Human Rights and Democratisation.<sup>22</sup>

# (d) The Learning Environment

Good practice in higher education institutions is the inclusion of both student and staff representation on Governing Boards. Teacher unions and students unions are well developed as are class representative systems. There is much more scope to integrate human rights into policies, systems and codes of practice.

Good cross campus initiatives to encourage the involvement of students in active citizenship and interaction with the wider community are the Community Knowledge Initiative<sup>23</sup> and Campus Engage<sup>24</sup>. There is scope to work more closely with these initiatives from a human rights education perspective.

# (e)Education and professional development of higher education teaching personnel

While initiatives are still needed to increase the human rights content of initial teacher education, there are welcome developments at in-service level. Amnesty international Irish Section launched a new initiative in 2012 called "Rights Sparks" offering in-service human rights education. The training supports teachers to prioritise human rights education with their students.

# Conclusion

Human rights education and training have been initiated within higher education. There is scope to enhance networking and to build on the human rights education present in the learning environment through governance and representational mechanisms and campus-community initiatives. The significant gaps to be addressed are at national higher education legislation and policy level.

Having surveyed the sector, the IHRC is now beginning to find ways to engage with the higher education sector as we believe is the case in other countries. There is a great need to embed human rights education in national policy on higher education. There is much work to be done across the world as well. Therefore the IHRC recommends that the spotlight should remain on higher education and teachers and educators as a key component of the Third Phase.

<sup>&</sup>lt;sup>21</sup> IHRC Human Rights Education in Ireland - An Overview, July 2011

<sup>22</sup> Ibid

<sup>&</sup>lt;sup>23</sup> Ibid

<sup>24</sup> Ibia

# D. Action Promoting human rights training for civil servants, law enforcement officials and the military

# **Strategies**

# a) Training policies and other related policies

The National Action Plan for the Second Phase of the WPHRE clearly states that:

"If training is to produce the desired impact on behaviour and professional performance, it must be clearly supported by and linked to corresponding policies and rules in the trainees' organisation or institution."

The 2011 IHRC study recalled that, under international human rights law, the civil and public service has, as an agent of the State, a duty to ensure that human rights permeate its policies and practices.<sup>25</sup> An explicit example in Irish law is the duty on the civil and public service to comply with the European Convention on Human Rights standards as set out in the ECHRA Act 2003. The study found that there was no overall human rights education policy, strategy or training in the civil and public service training system to deliver on this duty. The only explicit examples of human rights training policies and programmes were found in the training programmes of An Garda Slochana and the Irish Defence Forces.<sup>26</sup>

The study identified an obvious vacuum that needed to be filled. The the IHRC, as the National Human Rights Institution, considered this role fell within the scope of its functions, that is, to develop such a programme of human rights education and training for the civil and public service in the absence of such a programme being offered by the State itself. However due to cuts in its budget by the State, the IHRC was required to seek philanthropic funding to develop the programme in the absence of State funding. This non-State funding has permitted the programme to develop but is not sustainable in the medium or long term.

## (a) Review of pre-service and in-service training policies

The IHRC conducted a general review of pre-service and in-service training policies in the civil service and in An Garda Siochána as part of its IHRC's 2011 study. It revealed that while there was no human rights training policy in the civil service, positive progress was being made by An Garda Siochána to develop not only human rights training but also a policy framework. More in-depth knowledge has since been acquired through HRETP and is discussed below in section (d).

<sup>&</sup>lt;sup>25</sup> JHRC Human Rights Education in Ireland – An Overview Report, July 2011

<sup>&</sup>lt;sup>26</sup> Ibid.

# (b) Adopting comprehensive human rights training policy

While it is a longer-term objective to see the development of a comprehensive human rights training policy, the work being delivered by the HRETP is at an early stage. It is envisaged that deeper collaboration with specific groups will lead to the development of policy frameworks. However the IHRC is using the evidence gleaned from training evaluations to make the case at national level for the development of a comprehensive approach to human rights education and training of the civil and public sector.

(c) Training to engage with vulnerable groups

service.

- The HRETP addresses the rights of vulnerable people in its training. For example, in Council (Local Authority) training the needs of the service users in relation to Traveller Accommodation, homelessness, children and women are highlighted. In the Prison Service training, the rights of all prisoners are highlighted but particular reference is drawn to ethnic minorities, women and people with mental health issues.
- (d) With regard to the institutionalisation of human rights training:
  While the HRETP is currently a programme of the IHRC, the longer term ambition is to support the institutionalisation of human rights training across the civil and public sector including law enforcement and the military with corresponding policies and rules as envisaged in the National Action Plan for the Second Phase (2010-2014) of the WPHRE.
  - (i) The establishment of a sound national training structure:

    The IHRC considers that gathering evidence in relation to needs is essential to institutionalising human rights training particularly due to economic challenges in Ireland, as training budgets across the civil and public service have been slashed. The

HRETP practice and evaluation indicates that there is a need for a coordinated national training structure on human rights training that supports the civil and public

(ii) Reviewing all existing pre-service and in-service training curricula: The HRETP experience is that this review arises organically from the delivery of training, particularly through the Training for Trainers programme. The establishment of trust and relevancy of human rights training (and training materials) is a key step in gaining access to training curricula.

# (iii) Encouraging the creation of human rights centre in civil service training colleges

The HRETP experience is establishing the need and creating the necessary networks of key people (human rights champions) across the Civil and Public Service will help lobby for the creation of human rights centres.

# (iv) Training for Trainers Programme

The HRETP has developed a comprehensive Training for Trainers Programme open to participants across the Civil and Public Service. The two-day programme will be extended in the coming months to three days following the determination of needs and evidence to support this captured in the evaluation. When Trainers sign-up for this course they are sent a Training Needs questionnaire. From this, research is undertaken in specific areas linking the human rights standards, principles and HRE approach to audience-specific needs. A tailored resource pack and training materials are then developed. This model has been particularly useful as a multiplier and more comprehensive programmes of work have been developed with particular sectors such as the Irish Prison Service, because of their original participation in the two day Training for Trainers programme. The Training for Trainers programme with the Irish Prison Service takes five days and then trainers deliver training to prison officers.

# (v) Considering the introduction of incentives.

The scoping conducted at the beginning of the HRETP project, including feedback from stakeholders across the Civil and Public Service indicated largely a lack of appetite for qualification-based training, particularly with regard to training of senior managers. Partly this is because of the availability of further and higher education courses as part of their career trajectory. Thus many have degrees, masters and doctorates. It was therefore felt that more junior qualifications were inappropriate. However, this will change per sector and per audience/grades within sectors. For example, the Irish Prison Service Human Rights Training the Trainer Programme developed by the HRETP for the training liaison officers, is seeking accreditation as a Level 7 'Special Purpose Award' from FETAC - the national awards body in Ireland. This level is usually open only to Train the Trainer courses and the IHRC considers that this option will be pursued again with other sectors. In addition, following this accreditation, the IHRC will apply for a Level 3 award for Prison Officers who receive the training from the Training Liaison Officers. The HRETP would also encourage less formal incentives such as printing in-house certificates on occasion and indicating the how receiving human rights training might enhance promotion opportunities. The HRETP hopes to work towards a more formal 'awards' framework in the future to recognise the human rights champions within the Civil and Public Service who have been instrumental in pushing this work forward and in addition, to awarding

units across the Civil and Public Service for their adoption of human rights education and training practices.

# (vi) Setting up a mechanism for evaluation and impact assessment with regards to institutionalised human rights training.

It is extremely important for any HRE programme to be evaluated in order to ascertain impact and attempt to capture transformative behaviour. All of the HRETP work has been and will continue to be evaluated including pre-and-post training questionnaires, analysis of training materials and aids such as flipcharts, online surveys, focus groups and case studies. With regard to institutionalised human rights training in accordance with each State's system, this will be vital in the future if institutionalization of human rights training has taken place. The HRETP has found the OHCHR and Equitas publications on Evaluation particularly useful in this regard.

# (b) Training processes and tools

According to the National Action Plan on the Second Phase of the WPHRE, strategies to ensure effectiveness of human rights training for adult audiences, such as civil servants, law enforcement officials, and the military include:

a) With regard to training methodology and practices, developing human rights training, based on certain methodological principles, as shown by adult learning studies and experience, including:

The IHRC considers that for the HRETP to have a meaningful impact, and to reflect international good practice, it is crucial that the **training be tailored** to suit the needs of each agency and the operational models as mentioned above in section (iv).

This approach is different from other types of training on offer as the HRE methodology overlaps the legal HR framework with HR principles designed to lead to attitudinal change and transformative behaviour. In addition, it engages with the educational methodology of participative practices and problem-solving.

The IHRC has developed a series of tools including a fit for purpose training website for the civil and public service; two accessible reference guides on human rights; elearning tools; tailored training materials for each sector/audience; tailored training programmes per sector/audience. Please see appendix III for further information on tools and resources.

## i) Audience Specificity.

Targeted and appropriately addressed training is core to the delivery of the HRETP work. See aforementioned table in appendix III that illustrates how the training

incorporates particular human rights standards, principles and issues according to the group. As mentioned this begins with a training needs assessment and research that includes a scoping of the organisation as well as practical human rights information required that fits with the audience's roles. A training programme agenda is developed outlining the learning objectives alongside the evaluation process to measure learning and implementation. See Appendix II Step-by-step guide.

## (ii) Relevant and practical content.

All HRETP work is based around the human rights framework and therefore in some way covers the international, regional and domestic human rights framework. However as mentioned this is tailored accordingly to be both relevant and practical to the audience—and grade—at each training sessions. (See Appendix I and II).

# (iii) Participatory and sensitizing training techniques.

This is essential in order for the training to be related to the HRE concept and was noted in the Concluding Observations of the Committee on the Elimination of Racial Discrimination on Ireland. HRE should contribute to winning 'hearts and minds' in order to contribute to creating a universal culture of human rights. A safe, non-judgemental environment should be created at training sessions in order to tease out personal attitudes that may be for example, racist or sexist. It is only by accepting that these attitudes exist that we can collectively tackle discrimination. Exercises contributing to this challenging environment will also strengthen participant's ability to become human rights defenders. It is vitally important to remember that all HRE should be delivered within the human rights framework and that all attitudes that do not reflect human rights values must be challenged - in a sensitive, non-argumentative and non-critical manner.

### iv) Peer learning

The IHRC considers that a HRE model should always place the experience of the learner as central to the programme. This is particularly important in a Civil and Public Service context. For example, if delivering human rights training on Public Order with Senior Detectives in the police, it is likely that those participants have been on front line duty, in hostile environments, where possible injury or death of colleagues has taken place. In addition, they will be responsible for issuing

<sup>&</sup>lt;sup>27</sup> (10 March 2011, page 5) "The Committee recommends that the State party strengthens its efforts to sensitise relevant civil servants on human rights issues particularly against racism and intolerance by ensuring that human rights training is mainstreamed in the civil service. In this regard, the Committee invites the State party to develop a coordinated work plan with the Irlsh Human Rights Commission (IHRC) that allows the IHRC to raising awareness and provide human rights training to all civil servants including the *Garda Slochána* (Police) and the Judiciary".

commands on how a public order event will be policed both beforehand and during a public order example. Their experience and input into how the human rights standards are applicable and useful during a public order event will inform the learning experience.

# v) The role of self-esteem.

The HRETP has purposefully developed a collegiate style training development and delivery, in line with both best HRE practice and best Human Rights training practice. In this regard the HRETP has found the UN Professional Training Resource No. 6 helpful as guidelines. The HRETP has found many participants in the Civil and Public Service hostile towards human rights or wary of human rights- which is a reflection of wider societal attitudes. At one end of the spectrum, we have found participants (in the beginning) feeling that human rights has little to do with the practical application of their roles and duties. As such it is imperative to bring to bear the participants own professional expertise and practical experience into the training programme. This establishes from the beginning an atmosphere of mutual learning and trust that contributes to an enhanced learning experience and respect for human rights.

b) With regard to training content, developing distinct content for civil servants, law enforcement officials and the military, reflecting their different roles and responsibilities and institutional/organizational cultures, eg:

As mentioned earlier the IHRC considers that training should be tallored to suit specific needs. However it must also be acknowledged that such talloring is resource-and-time intensive. (See Appendix III table that illustrates tallored nature of training). In addition to the table, all HRETP training programmes create the necessary space to allow for negative views of human rights to be expressed. This is an essential part of HRE Methodology. It is only by allowing these negative and often controversial views to be expressed openly that we can begin to change, challenge and promote positive views on human rights. It is essential that a HRE Trainer can both encourage and challenge during sessions without impacting on self-esteem. In working with the Civil and Public Service, while transformative behaviour is preferable, it is important to leave participants with no doubt on the State's obligation to human rights and their duties in this regard.

# (c) The learning and working environment

According to the National Action Plan on the Second Phase, human rights training can only take place in an environment where human rights are practised. To this end, the Plan suggests the following strategies could be implemented:

### (a) Policy and Practice

We have found that tailored training allows for the training to be focused on the working environment if this is what the unit or Training Needs Assessment illustrates as the focus for the training. For example, if the unit is particularly male dominated training can encompass how gender can be the focus of both the advertisement and recruitment process and also why gender equality is essential in promoting human rights.

# (b) Recognition and celebration of human rights achievements.

As human rights are often not seen as essential training with the civil and public service in Ireland, the IHRC considers that the Human Rights champions within the service should be celebrated; they act as multipliers and will continue to do so with the proper support, training and encouragement throughout their careers. For example, a letter of recognition to the Head of Unit praising the role of the 'Human Rights Champion' identified is a simple but effective method of support.

# (c) Encouraging interaction between sectors and wider community.

The tailored nature of training can and should be used as a mechanism to incorporate the huge knowledge available in other sectors and wider community in to training development. Once relationships and trust have been built within the Civil and Public Service further interaction between sectors and wider community should be encouraged, facilitated and supported.

### Conclusion

Since 2010, the HRETP has captured through its evaluations and feedback a notable impact on attitudes to human rights from those participants who have received training. This is most evident from participants who have received longer courses of two days or more.

In the Evaluation of Phase 1 of the HRETP consultees felt that progress has been strong in 2011, particularly in the context of the continuing recruitment freeze across the civil and public service and drastically reduced training time allocations. The consultees suggested that the HRETP's success was at least partially due to the effort had that been made to build networks and relationships with potential partner organisations and to develop tailored approaches to and options for the training provision. This was reflected in the number of statutory agencies that requested repeat sessions, (three of the four central government Departments).

HRETP consultees also highlighted the success of the project's profile-building both domestically and internationally, which again has contributed to the breadth and depth of

engagement secured with statutory agencies. The IHRC's linkages, NHRI status and active marketing have ensured that HRETP has been referenced not only in public speeches by IHRC representatives, but also in speeches made by the Taoiseach, Tánaiste, Minister for Justice, Minister for Education and Inspector of Prisons.

The IHRC recommends that to sustain the impact of the World Programme of Human Rights Education, as evidenced in the HRETP and other such programmes around the world, and to build an institutional policy and practice approach to human rights education of civil servants, law enforcement officials and the military, should remain the focus in the Third Phase. The Third Phase should also include the Judiciary as an arm of the State and put emphasis on Local Authorities, Health Authorities as well as have relevancy across the Civil and Public Services.

# Appendix I

Table of Training for the Civil and Public Service\*

\* This table outlines the bespoke training which has been provided to the Civil and Public Service throughout Phase II, which is based on the findings of the Training Needs Assessments carried out by HRETP.

Target Group	Human Rights Standards Used	Human Rights Principles and Relevant Issues	Other References	Purpose
An Garda Síochána	- ICESCR, CRC, ICCPR, CAT, UPR, ECHR, Criminal Justice (Public Order) Act 1994 - Bunreacht na hÉireann - ECHR Act 2003 - Committee on the Elimination of Racial Discrimination	- Dignity and respect - Non-discrimination and equality - Torture - Policing & democracy - Freedom of expression and assembly - Public order and policing - Proportionality - Transparency - Forseeabliity	- Muradova v Azerbaijan (2009) - Giuliani and Gaggio v Italy (2011), - R v Howell (1982) - European Court of Human Rights in Ireland - Unenumerated Rights - An Garda Siochána Customer Charter - Garda Declaration of Professional Values & Ethical Standards	Engage An Garda Sfochána with human rights issues standards relating to Public Order & Policing using an E- Learning Tool
An Garda Síochána	- ICCPR, CAT, CERD, UDHR, UPR, CRMW, ICESCR, ECHR,, CRC - Code of Conduct for Law Enforcement Officials - Council of Europe - European Code of Police Ethics, - ECRI - Bunreacht na hÉireann - Criminal Justice (Public Order) Act	- Dignity and respect - Non-discrimination and equality - Torture and cruel, inhuman and degrading treatment - Detention and remand - Custody management - Rights of the Child	<ul> <li>EU directives on custody management</li> <li>Unenumerated Rights</li> <li>An Garda Síochána</li> <li>Customer Charter</li> <li>Garda Declaration of Professional Values &amp; Ethical Standards,</li> <li>Garda Síochána</li> <li>Garda Síochána</li> </ul>	Engage An Garda Síochána with human rights issues and standards relating to Custody Management using an E-Learning Tool

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-	[·-	Criminal Justice Act (United Nations	- A	Accessibility	Commission	
		Convention against Torture) 2000	l.	Iransparency		
	·		a.,	Proportionality		
	·		5	Cultural and religious		
			p	diversity		
						·
Department of	11 .	UDHR, CERD, UPR, ECHR	1	International human	- International and	Overview of the
Community	1	International Bill of Human Rights	\$11	rights system and treaties	domestic human rights	international and
Equality and	,	Fundamental Human Rights Agency	1	Non-discrimination	framework and	domestic human
Gaeltacht Affairs	f 	ECHR Act 2003	1	NHRS	standards, including	rights framework
*****		-	1	European Court of Human	European Court of	-
			~	Rights	Human Rights and UDHR	
City and County	f.	FCHR	Li	H.	ECHR cases: Airev v tretand	- Provide an
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	'	European Court of Justice	<u> </u>	Rights and Ireland	Council, Pullen v Dublin City	that is relevant to
No. of the last of	1	European Court of Human Rights	jew.	The human rights system	Council	Ireland, looking at
	1	Bunreacht na hÉireann	ro	and how it relates to the	-	human rights in
			5	work of Local Authorities		Ireland, Europe and
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				participants to take
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				the knowledge of
				where to source
				further material
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Cadet Training /	and OPAC)	Rights Framework	Defence forces	of the international
Commissioned	International Bill of Human Rights	- International	- Essentials of IHL	human rights
Officers	Geneva Conventions	Humanitarian Law (IHL)	- Case study: Milan	framework and an
	Customary International Law	- War crimes	Martic	understanding of
	The Genocide Convention (1948)	<ul> <li>Refugees and internally</li> </ul>		human rights and
	International Criminal Court	displaced peoples		humanitarian law in
**	United Nations Resolutions relating	- Genocide		relation to the
	to civilians during armed conflicts	<ul> <li>Crimes against humanity</li> </ul>		defence forces
		- Armed conflict		
W. W		<ul> <li>Vulnerable groups</li> </ul>		-
United Nations	ICCPR CEDAW LINHR OB-CEDAW			
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reland of the	United Nations Resolutions relating	- Peacekeeping	- Case Study: Milan	rights framework,
Defence Forces	to civilians during armed conflicts	<ul> <li>Vulnerable groups</li> </ul>	Martic	power relations and
	Genocide Convention	- Non-discrimination	- Case Study: The Anuk	vulnerable, groups,
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		mag diduku ta 1.000	1	Sexual violence			
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Department of	ı	ECHR, UDHR, CAT, ICESCR, CRC,	ŧ.	Equality	<ul> <li>turopean cases relevant</li> </ul>	Overview of the	
Education and	·	CERD	1	Non-discrimination	to education: Belgian	human rights system	
Skills	1	<b>T</b>	ì	Dignity	Linguistic Case, Timishev	and how it relates to	
-	1	Bunreacht na hEireann	1	Inclusion	v Russia, Lautsi v Italy	the Department,	
	ı	ECHR Act 2003	j	Education	- Department of	focusing on non-	
			1	Rights of the Child	Education and Skills	discrimination and	
			t	Minorities	Customer Charter	dignity	
Irish Prison Service	ı	UDHR, ICESCR, ECHR, CAT, CEDAW,	ì	Human rights education	<ul> <li>IPS Strategic Plan</li> </ul>	Training for Training	
		CERD, ICCPR, CPT		methodology	- UN Manual on Human	Liaison Officers to	
	1	ECHR Act 2003	4	Liberty and justice	Rights Training	deliver human rights	
-	اً ا	UN Regulations Relating to Prisons	1	Admission and release	Methodology	education to prison	
		UN Instruments Relating to Conduct	ı	Good order and control	High profile ECHR Cases:	officers, focusing on	
		of Prison Staff,	.1	Torture and cruel,	Airey v Ireland, Norris v	human rights	
	1	European Standards and		inhuman and degrading	Ireland	principles concerning	
	88 (8) <del>1/1 - 1</del>	Conventions relating to prisons		treatment	- High profile ECHR Cases	dignity, respect and	
	1	Council of Europe's European Prison	ï	Non-discrimination and	relating to prisons:	good order	
		Rules		equality	Messing v Italy,	-	
-	1	Bunreacht na hEireann	ŧ	Dignity and respect	McFarlane v Ireland,	ade de mily	
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		- Safety/abuse/Violence		-
		- Prisoner dynamics and		
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		- Proportionality		i popingana na
		- Objectivity		
		<ul> <li>Professional responsibility</li> </ul>		:
Probation Service	- ICOB ICECCB ECHIB	,		
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	- CLAR ACI 2003	- Disclosure of criminal	- Gray v Minister for	International Human
3	<ul> <li>Council of Europe Probation Rules</li> </ul>	convictions	Justice	Rights Framework
	-	- Enforcement of	- Probation Service	and how it applies to
		judgements	Professional Standards	the work of the
-		- Equality	- Probation Service	probation service
		- Dignity	Customer Charter	
		- Limitation of rights	- Social Workers Code of	-
		- Freedom of information	Ethics and Conduct	
		- Privacy		
	3			To provide staff
	- Human Rights Council	- Limitation of rights	- PAS Customer Service	within the PAS with
Appointments	UPR	- ECHR Act 2003	Clarter	an introduction to
Service	- COHR	- EQ-8	- Airey v Ireland	
	- ECHR		- Norris v Ireland	The numan rights
	- ECHR Act 2003			system in Ireland,
	- Bunreacht na hEireann			Europe and
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	- Eg	•	- HRC	of the HRC and the
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				Human Rights System
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i r i i				context.
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r í í		Human Rights Training	- HRETP	Introduce training
- Bunreacht na hEireann,	Met	Methodology and	- HRC	staff from across the
- Bunreacht na hEireann,	techi	techniques		Crail and Dishir
	)	Delivering Human Rights		
	Training	ing		
	- Prop	Proportionality	1	international human
	Posit	Positive Obligations		rights framework and
	- Marg	Margin of Appreciation		human rights
	- Equa	Equality and non-		education
	disor	discrimination		methodology, and
	- Dign	Dignity, respect,		equip them with the
	trans	transparency and		pac objectived
	accei	accessibility		
	- Justin	Justice and related cross-		resources to deliver
	cutti	cutting issues		this training within
	Know	Knowledge and		their own
	unde	understanding of		organisation,
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Civil and Public Service (General)	
Guides	The IHRC has published two reference guides to compliment their training for the Civil and Public Service. The first of these, a <i>Human Rights Guide for the Civil &amp; Public Service</i> , provides an overview of the international human rights system, including UN and EU treaties and domestic legislation.
	The second publication, the European Convention on Human Rights for the Civil & Public Service, concentrates on providing accessible information to the Civil and Public Service on the ECHR and the ECHR Act 2003.

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Min	Microsite	The project has developed a specialised training microsite, annexed to the IHRC website, which offers Information
<del></del>		on training for the Civil and Public Service. The microsite hosts videos, quizzes and electronic copies of the Guides
, <u>.</u>		and other resources. It will also host eLearning modules on human rights, for example those being designed for An
		Garda Síochána.
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		http://www.ihrc.ie/training/

# Standards Referenced

CAT: Convention Against Torture

CEDAW: Convention for the Elimination of All Forms of Discrimination Against Women

CERD: Committee on the Elimination of Racial Discrimination

E CPT: European Committee for the Prevention of Torture

CRC: Convention on the Rights of the Child

CRC-OPAC: Convention on the Rights of the Child, Optional Protocol on the Involvement of Children in Armed Conflicts

-RC-OPSC: Convention on the Rights of the Child, Optional Protocol on the Sale of Children, Child Pornography and Child Prostitution CRMW: International Convention on the Protection of the Rights of All Migrant Workers and their Families

CRPD: Convention on the Rights of Persons with Disabilities

:CHR ACT 2003: European Convention on Human Rights Act 2003 (Ireland)

CHR: European Convention on Human Rights

ECRI: European Commission against Racism and Intolerance

CCPR: International Covenant on Civil and Political Rights

CESCR: International Covenant on Economic, Social and Cultural Rights

HL: International Humanitarian Law

HRC: Irish Human Rights Commission

WHRI: National Human Rights Institution

JOHR: Universal Declaration on Human Rights

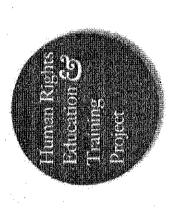
JNWPHRE: United Nations World Program for Human Rights Education

R: Universal Periodic Review

Appendix II

Step-by-Step guide to HRETP procedure

# DEVELOPMENT OF A HRE UNIT



Step 1
Rationale for HRE Programme
Context, Research, UN Reports...

Step 2 Identified target e.g. Probation Service. Identify audience, language, strategy, communications, resources...

Step 3 Training Needs Analysis

Step 4

Research

Culture, Human Rights Framework, human rights abuses...

Step 5

Development

Evaluation framework, participative programming, critical thinking...

Delivery Step 6

Materials, location, resources, time, interaction, personal attitudes...

Step 7

Post-Training Administration

Collation, Evaluation, Ongoing support...

# Appendix III

# Resources Developed for the Civil and Public Service

# 1. The ECHR Guide for the Civil and Public Service

particularly important because of the obligations it puts on the Civil and Public Service as an 'organ of the State' to carry out their function in a and Public Service'. The ECHR Guide concentrates specifically on the European Convention on Human Rights and its applicability in the day-toway that is compatible with the European Convention on Human Right. The ECHR Guide contains an overview of human rights (allowing it to European Convention into law in Ireland via the 2003 Act. It looks at how the provisions of the 2003 Act must be complied with by Civil and his is the second Guide in a series produced for Civil and Public Service staff and complements the 2010 'Human Rights Guide for the Civil day work of the Civil and Public Service in Ireland, by way of the European Convention on Human Rights Act 2003. The 2003 ECHR Act is stand alone from the first Guide); an introduction to the European Human Rights mechanisms; and examines the incorporation of the Public Service staff in how they carry out their duties.

# 2. Training for Trainers

Broader programmes such as Training for Trainers require a much larger time commitment but yield higher rewards in terms of impacting on attitudes and behaviour towards human rights. Longer programmes present the opportunity to drill down. Training for Trainers programmes also create other opportunities for encouraging and supporting human rights related practices that might not otherwise arise.

training delivered to the Civil and Public Service. The eLearning training aims to be as creative, stimulating and interactive as possible, including completed by April 2013. The new eLearning tool will be dynamic and innovative, extending the reach and type of human rights education and and will have a practical focus, on Public Order and Policing for example, while setting the training within the highest standards of the relevant multimedia and quizzes, and participants will be able to download materials and additional resources. The training aims to minimise legalese completed by the end of February 2013, and the two An Garda Slochana eLearning tools on Custody Management and Public Order will be 3. An eLearning template and two tailored elearning courses for An Garda Siochána are currently in development. The prototype will be

participants from An Garda Slochána will register the name, number and station before completing the elearning tool on the HRETP site. ruman rights framework. The password encoded portal being created will also host future HRETP eLearning tools. It is anticipated that

potentially including other Councils), and focus specifically on human rights issues related to housing as well as on the application of the ECHR lune 2013. This offers an opportunity to bring together council staff working solely in the housing section of all four Dublin Local Authorities 4. Thematic sessions - Councils 2013: A one day thematic training course on housing, aimed at City and County Council staff is planned for Act 2003 in their day-to-day roles.

include: the availability of the ECHR Guide to read and download; video resources, including the speech given by the President of Ireland at the improvements to ensure a sophisticated and high quality portal for online visitors. An important upcoming addition to the microsite will be the 5. The Microsite: External activity on the microsite has continued to increase throughout the term of the project. Key features of the microsite IHRC Annual Conference; up-to-date news and event information; and interactive quizzes. Future plans for the micro-site will consider more eLearning element. Global hits tend to rely on current activity within the project, with the site attracting the most foreign visitors from UK, password encoded portal being developed to host eLearning training. Visitors to the microsite will increase considerably due to the new USA, India, France and Vietnam, amongst others.

# Diagram on Traffic to the Micro-site





- Direct Traffic 73% (3,445 visits). This figure demonstrates the HRETP microsite's high ranking on popular search engines by the successful use of meta-tags or Search Engine Optimisation' (SEO) techniques.
- Referring Traffic 17% (818 visits). There has been an increase in referral hits in this period. The top five sites generating traffic

to the micro-site are: The Law Society, Google, Facebook, Northern Ireland Human Rights Commission (nihrc.org), and Public Law

Interest Alliance (pila.ie). Generated interest has been based on advertisements for Jobs/Internships, ECHR Guide launch, invitations and information regarding the Annual Lecture, and general interest and discussion on HRETP.

Search Traffic – 9% (425 visits). These visitors type the web address and are likely to be familiar with the micro-site, be return visitors, and have seen the address written on our publications/business cards et