

IIHR

Inter-American Institute
of Human Rights

IV Inter-American Report on Human Rights Education

**Developments in
national planning**



Agencia Danesa
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Inter-American Institute of Human Rights

**INTER-AMERICAN REPORT ON
HUMAN RIGHTS EDUCATION**

A study of 19 countries

Developments in national planning

San Jose - December 2005

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¹The IIHR produced all the tables and figures for this Report, based on the information provided by the local consultants.

Foreword

Planning HRE as an expression of political will

Education is democracy's most prized asset. When a country develops national plans for education specialized in human rights, the quality of democracy improves markedly. Notwithstanding this fact, as of today, no country in the Americas can claim to have improved human rights education. Region-wide studies, precise assessments and testimonies all show consistently that the 19 countries of the region have invested almost no funds in developing national plans, and that the political will and determination to do so are nearly non-existent. Accordingly, and in line with region-wide declarations from the process of Ibero-American Summits -- unlike the process of Hemispheric Summits -- it is now common to hear the expression "debt-for-education swap," a term coined in San Jose (2004), and reiterated in Salamanca (2005).

The Ibero-American Summit process has shown that while all the countries are willing to sign a declaration on behalf of education, very few are willing to place their bets on the premise that human rights education is the ideal means to prevent family breakdown and counteract juvenile crime. Education per se is not the only answer to social decline. In fact, human rights education continues to lose ground and visibility as fewer and fewer budgetary resources are available for developing lessons on certain specific topics or even adapting texts that might be useful for the school program.

Even Chile, one of the most successful examples of a society that has "transformed production with equity," has found that one of the chief causes of poverty and unequal income distribution is the failure to improve the educational system. Social inequality in the Americas is the product of many diverse factors. Even so, some of the countries have no better alternatives for mending the tattered net of social cohesion and harmony among youth (especially from 10 to 14 years of age) and harnessing the relentless rise in juvenile delinquency. The only option is to introduce national plans for human rights education in the official, public arena.

Starting in 2000, the Inter-American Institute of Human Rights (IIHR) redoubled its efforts to promote the inclusion of human rights teaching in education, with an emphasis on primary and secondary school. It combined this new thrust with its on-going activities for specialized university teaching, continuing education for civil servants -- especially justice and law enforcement personnel -- and training the employees of human rights civic organizations and public institutions on the workings of the Inter-American protection system.

To meet its new objective, the Institute has undertaken a variety of tasks, including developing and promoting solid arguments on the right of all persons to receive human rights education (HRE) and the obligation of the State to offer it. It has measured progress in the legal protection and full implementation of this right and identified the conditions necessary for promoting progress. Finally, it has developed educational programs and support instruments to help governments and civil organizations meet their commitments.

The Additional Protocol to the American Convention on Human Rights Protocol of San Salvador) and at least nine other international and Inter-American instruments offer a broad legal basis for the right to an education in human rights. The World Conference on Human Rights (Vienna, 1993) and one of its most important corollaries, the proclamation of the *United Nations*

Decade for Human Rights Education (1995-2004), broadly developed the concept and provided the States an opportunity to explicitly reaffirm their obligation and commitment. The topic received additional force when the countries mobilized the United Nations High Commissioner for Human Rights and Special Rapporteur on the Right to Education; both have helped create the conditions for this type of education to become a reality in the countries.

The IIHR has joined the movement by sponsoring courses and technical assistance activities to promote doctrinal discussion, political analysis and pedagogical reflection on this challenge. Starting in 2000, it created an applied research program for active promotion of these and other subsets of rights and, as a result of early pilot experiences, set up a mechanism for continuously monitoring the countries' progress in honoring the right to human rights education. This annual report, a product of the monitoring mechanism, serves as a form of "friendly rapporteurship" for the bodies of the system.

The entire series of annual reports has stressed that the effective, lasting incorporation of human rights into education is a necessary condition if the countries are to make substantial, qualitative progress in this field. They need to move away from the traditional view of human rights as the purview of knowledge specialists and begin to make them a widely understood part of daily life and common knowledge shared by the entire population. If children and teens are taught from an early age and treated as holders of rights, their understanding will shape the future of democracy and human rights in a scenario marked by new dramas including insecurity, widening social gaps and exclusion, and challenges to good governance.

As part of the monitoring program, this *Fourth Inter-American Report on HRE* looks into the countries' work to establish HRE as a State policy, measured in terms of their progress in developing national HRE plans (HREPLAN). HRE plans should be one of the central objectives in their plans of action for the Decade or similar instruments that call for long-term, sustainable political, technical and economic decisions that will harness a full array of public action and involve the entire national community.

This report shows that, in one way or another, progress has clearly been made over the past 15 years in the form of legislative reform, upgraded programs and improved school textbooks. All these measures are part of a dynamic move to transform education into an instrument that will promote human rights and democracy. They are an integral element of programs for developing a new will able to transform State policy. Nine countries of the region are developing human rights plans and HRE plans. Their programs possess a number of exciting features, such as co-participation by government entities and civil organizations on various fronts. They allow for points of encounter and frank, respectful confrontation of opposing viewpoints; opportunities for intersectoral coordination within the public sector for sharing and assuming responsibilities and authority; and efficient, productive cooperation from international organizations.

Nevertheless, significant gaps remain. Documents developed to date underestimate the importance of developing new teachers or providing in-service training for existing teachers. Both areas are critically important if the new transformation is to occur. Plans tend to dilute the responsibility for implementing proposed changes and fail to establish the types of clear indicators necessary for measuring performance and progress toward established goals. Worse yet, they make no realistic provisions for funding, so critical to this new endeavor, or even less, for long-term support. All this combines with visible declines in the quality of education and a

waning flow of investment in the sector. Clearly, the countries have barely crossed the threshold toward meeting such an objective.

With this Fourth Report, the IIHR renews its call to governments to adopt well-directed legal, budgetary and educational measures. Such measures are the key for developing and implementing human rights education plans that are consistent with provisions on the right to education as guaranteed in national constitutions and in Article 13.2 of the Protocol of San Salvador. This view needs to be clearly communicated to new government administrations that will enter office following the 15 presidential and parliamentary elections scheduled for late 2005 and throughout 2006 in 12 countries of the hemisphere.

The Inter-American reports on HRE that arose from the mandate given in Article 13.2 of the Protocol of San Salvador were recognized by the General Assembly of the Organization of American States (Fort Lauderdale, Florida, 5-7 June 2005) in AG/RES. 2066 (XXXV-O/05): *Dissemination of Information on the Inter-American System for the Promotion and Protection of Human Rights in Educational Institutions in the Countries of the Hemisphere*, in which the countries agreed, among other things, "To take into account the Second Inter-American Report on Human Rights Education, prepared by the Inter-American Institute of Human Rights, and to suggest to states that its recommendations be implemented as soon as possible." In response, the IIHR began work on a basic curriculum that could be used by governments, ministries of education and specialized human rights educational institutions and could be adapted to their needs. The IIHR will make this standardized curriculum available to the States and civil society when it inaugurates the academic sessions in its 24th Interdisciplinary Course on Human Rights, the focus of which will be on the right to human rights education as a guarantee of democracy in the hemisphere.

Roberto Cuéllar M.
San Jose, 10 December 2005

Section I:

Public policy and planning

A working hypothesis

The first three reports on human rights education, written between 2002 and 2004, revealed that human rights objectives and content were being incorporated into formal education throughout the final years of the 20th century and early years of the 21st. Most of the region's States signatories to the Protocol of San Salvador have been broadly ratifying the international instruments creating this commitment and have been adopting legal provisions to convert it into constitutional law.¹ There are also clear signs that national legislation is further developing these standards in the form of education laws and other regulatory and administrative documents; however, the trend has been relatively unsystematic, both in individual countries and in the overall region. The same can be said for efforts to translate these objectives and contents into official school curricula and other programs for course content that were examined by the authors of the reports. The panorama is much less encouraging for efforts -- legal, administrative and program-related -- to educate new teachers and provide in-service training for educators already in the schools.

The first report discussed findings on adoption of public policies and institutional development for establishing HRE. It has proved difficult to determine whether progress made since that time -- much of it as part of overall educational reform -- reflects a serious political will to establish State policies, or instead consists of a more or less broad array of measures, actions and programs that are poorly coordinated and not sustainable.

The first three reports triggered numerous comments and observations, many of which express this same concern. It seems to be true that the content of educational programs has indeed been changed to include more emphasis on democratic values, citizen duties and responsibilities and gender equity perspectives, and to recognize cultural diversity. It is less clear whether the countries have truly developed the political will to explicitly include human rights training as a high-priority educational objective. Presumably, these perceptions have been influenced by factors such as a persistent skepticism concerning the desire of the States to willingly promote human rights in general and a widespread view that public education is eroding in terms of quality and material resources. Furthermore, many find that education in general appears to be making no significant contribution to alleviating some of today's most critical social problems, including insecurity, violence and marginalization of new generations from the exercise of democratic rights, including suffrage and participation in public life.

Researchers for this fourth report decided to address this very concern. Their goal has been to find reasonably accurate answers to the following questions: To what degree have the countries truly developed public policies for incorporating HRE? Are they working in this direction? What are the chief features of the process? What results have been achieved so far? They asked these questions in order to gain a clearer understanding of the findings of earlier reports. This in turn revealed the types and levels of efforts that will be needed in each country over the next few years to more fully incorporate human rights education into the schools as part of a long-term, sustainable State educational policy.

¹ The IIHR reports cover the 19 countries that have signed the Protocol.

The research program designed to answer these questions began with the assumption that all State policy has its origin in a well-formed collective will. In response to this will, the government authority and its social counterparts adopt decisions that eventually find expression in a policy document such as the *national plans* that States normally adopt for a variety of purposes.

Indeed, the kind of planning process that goes into preparing a *National Plan* entails a whole range of procedures for reaching agreements and making decisions on such matters as objectives, goals, content and resources. Agreements may be made internally by some governing authority, developed by common accord among various public institutions, or worked out between government institutions and nongovernmental entities representing social interests or holding technical know-how in relevant fields. Clearly, many types of interaction can take place at many levels between sectoral authorities and civil entities. Furthermore, technical studies on social problems, needs and aspirations may be taken into account to varying degrees. In any case, the process of developing a national plan offers a useful scenario for the conception and development of public policy; the final outcome -- understood as a legal instrument or public document -- bears witness to the type of process adopted.

The report therefore was based on the assumption that a planning process whose procedures and decisions ultimately lead to the adoption of HRE stands as evidence, in and of itself, that a public policy has been established.

In developing this working hypothesis, the drafters of the report had a clear precedent: the commitment to *establish and implement programs of human rights education* assumed by the States through the General Assembly Resolution proclaiming the *United Nations Decade for Human Rights Education* and adopting a *Plan of Action for the United Nations Decade for Human Rights Education, 1995-2005* (A/RES/49/184, 6 March, 1995). They decided to use the *Plan of Action for the United Nations Decade for Human Rights Education, 1995-2005* and other documents drafted by the United Nations High Commissioner for Human Rights as a general framework to guide research. In particular, it relied on the *Guidelines for National Plans of Action* as a basis for developing data collection tables and for building the system of progress indicators.

Against this backdrop, they articulated the express objective of their research as follows: *to examine the degree of development and scope of activities, procedures and measures adopted by the State, civil society or both together, to develop a national plan for human rights education consistent with the recommendations of the United Nations Decade for Human Rights Education.*

Researchers understood beforehand that not all the countries of the region had responded promptly or explicitly to the commitments of the Decade or the recommendations of the High Commissioner for Human Rights (UNHCHR) in this area. Nevertheless, many had been working actively to introduce the topic into national human rights plans or make it a part of general education programs or similar projects for educational reform. The target of research was therefore widened so as to document all such processes and results, regardless of origin, over the previous 10 years.

Similarly, while it was to be expected that these projects would stem from government initiatives (by ministries of education or foreign affairs, human rights offices, ombudsman institutions, and the like), it was equally true that some had been driven originally by civil associations and, in some cases, international organizations. The study covered projects initiated from all these sources -- whatever their official status -- and the resulting information was considered relevant for the analysis, so long as the final result pointed toward the establishment of a public policy instrument.

Finally, it was assumed that national HRE plans or their equivalent could be formalized through a number of different procedures: a law, an executive order, a ministerial agreement, a policy document, a specialized report. It was further understood that such formalities may vary significantly from one country to another, depending in part on the current state of policy development and adoption.

Regardless of such variations, any plan could be considered relevant for the study, regardless of its formal structure, so long as the degree of formalization could be clearly determined.

The importance of preparing HRE plans

In the view of the IIHR, the adoption of public policies favorable to HRE, including the development of national HRE plans (HREPLAN), qualifies as compliance with the mandate of the international community. This mandate was set forth in the Declaration and program of action of the Vienna Conference (1993) and subsequently developed in the declaration of the Decade (1994), in other derivative and supplementary documents and in the resolutions of various regional events on the subject.² From this standpoint, implementation of an HRE planning process reveals the degree of a State's political will to abide by human rights commitments acquired internationally. Indeed, such agreements are generally developed and approved with the participation of agents of the State itself.

A State decides to develop an HREPLAN only when has come to understand the need for and importance of educating in human rights. It sees that the task is exceedingly broad in scope -- all-encompassing, complex, multidimensional -- and must be developed gradually and steadily. This understanding should also include a commitment to elicit participation from all the social sectors and groups that make up the national community. It should entail a determination to work together when clarifying objectives and stakeholders, outlining stages, distributing responsibilities, planning specific actions, scheduling resources to cover them, evaluating results, and more. At the same time, it holds out an opportunity to test the ability of governments and civil entities to build consensus on shared interests despite a long history of disagreement in the field of human rights.

The preparation of an HREPLAN represents a qualitative step forward in the technical development of this field. Such a plan It lays a foundation so that educational activities that previously took place in a random, fragmented fashion can be closely coordinated. Responsibilities for implementation and funding can be shared among various national and international stakeholders (public and private). Furthermore, the whole package can be adopted as a consensus-based national objective for the medium and long term. An educational program of national scope provides coordination, shared priorities set according to context analysis, support for numerous action fronts, coverage of many diverse beneficiaries, financial stability over time, the potential to evaluate results against predefined goals, and an opportunity to change course as indicated by evaluations.

A formal plan also provides better conditions for working effectively to attain results and have an impact in all processes of educational intervention. At the same time, it can prevent or considerably counteract such common risks as fragmentation and duplication of effort, gaps in action or unaddressed areas, events or actions based on intuition or impulse, sudden interruption (or worse, slow death) of ongoing processes when public authorities change, and so many other risks all too familiar in the countries of the region.

The *High Commissioner's Guidelines for National Plans of Action* stress the importance of developing national plans for human rights education in the following terms:

"National plans serve to:

- a) Establish or strengthen national and local human rights institutions and organizations
- b) Initiate steps towards national programmes for the promotion and protection of human rights, as recommended by the World Conference on Human Rights;

² A complete list of official documents of the United Nations system addressing the HRE Decade may be found in Appendix 1 to this report.

- c) Prevent human rights violations that result in ruinous human, social, cultural, environmental and economic costs;
- d) Identify those people in society who are presently deprived of their full human rights and ensure that effective steps are taken to redress their situation;
- e) Enable a comprehensive response to rapid social and economic changes that might otherwise result in chaos and dislocation;
- f) Promote diversity of sources, approaches, methodologies and institutions in the field of human rights education;
- g) Enhance opportunities for cooperation in human rights education activities among government agencies, non-governmental organizations, professional groups and other institutions of civil society;
- h) Emphasize the role of human rights in national development;
- i) Help Governments meet their prior commitments to human rights education under international instruments and programmes, including the Vienna Declaration and Programme of Action (1993) and the United Nations Decade for Human Rights Education (1995-2004)."

The commitment to HRE planning

Convention-based obligations

Previous reports noted that the people's right to receive human rights education, as well as the States' obligation to provide it, are clearly set forth in at least 10 conventions, six of them international and four, Inter-American. The following table shows that, to a considerable degree (84%), the States covered by this report have ratified these conventions.

Table 1: Ratification of international instruments creating the right to HRE

1. Convention against Discrimination in Education	11 of 19
2. Convention on the Elimination of all Forms of Racial Discrimination	19 of 19
3. International Covenant on Economic, Social and Cultural Rights	18 of 19
4. International Convention on the Elimination of All Forms of Discrimination against Women	19 of 19
5. Inter-American Convention to Prevent and Punish Torture	16 of 19
6. Additional Protocol to the American Convention on Human Rights in the Area of Economic, Social and Cultural Rights, "Protocol of San Salvador"	14 of 19
7. ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries	11 of 19
8. Convention on the Rights of the Child	19 of 19
9. Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women: "Convention of Belem do Para"	19 of 19
10. Inter-American Convention on the Elimination of All Forms of Discrimination against Persons with Disabilities	15 of 19

It was at the World Conference on Human Rights (Vienna, 1993) that the countries first pledged special efforts to honor this right through concerted action, including the preparation and implementation of national human rights education plans. The Conference was an event of paramount importance in the development of this right and of the international practice of human rights. In many ways, it contributed toward shaping the 1990s "as a juncture in modern history marked by profound reflection at the universal scale on the very foundations of international society and gradual development of an international agenda for the 21st century. The cycle of United Nations World Conferences in the late 20th century led to a global reassessment of many ideas as discussion unfolded on topics affecting all humankind."³

The overriding objective of the Vienna Conference was to create a worldwide commitment to promote and protect human rights. One of the most effective mechanisms for achieving this is human rights education. Immediately afterward, in keeping with the Vienna Program of Action, the HRE Decade was proposed and adopted. One of the program objectives of the ensuing Plan of Action was to create and strengthen human rights education programs at the international, regional, national and local levels. In order to fulfill this objective, each country should draft and implement national plans for acquiring the capabilities to provide education in the field of human rights throughout the world.

It was against this international backdrop that an unprecedented initiative was undertaken in 1995 to promote, design, finance and exchange experiences; the impact was felt at the regional, subregional and national levels through an array of specialized events and technical assistance activities. Numerous nongovernmental human rights organizations enthusiastically took up the challenge and offered to cooperate; some shared the stage with government agencies for the first time in these fields. Specialized United Nations and Inter-American organizations, along with international human rights organizations such as the IIHR, reasserted their commitment to the challenge, or introduced it into their working agendas and redoubled their efforts to contribute to the long-term goal of fully incorporating human rights into educational processes.

Finally, upon conclusion of the Decade and prior to evaluation of its accomplishments and failures, on 10 December 2004, the United Nations General Assembly proclaimed the *World Program for Human Rights Education* and approved the *Plan of action for the first phase (2005-2007)*. Focused on primary and secondary education (A/59/525/Rev.1, July 2005), the plan represented a new initiative and a new commitment to HRE.

The Vienna commitment

At the *World Conference on Human Rights* (Vienna, 1993), the matter of education in the field of human rights was a central theme in the discussion at all stages of the preparatory process and during the conference.

Paragraphs 33 and 34 of the Declaration read as follows:

"The World Conference on Human Rights reaffirms that States are duty-bound, as stipulated in the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights and in other international human rights instruments, to ensure that education is aimed at strengthening the respect of human rights and fundamental freedoms. The World Conference on Human Rights emphasizes the importance of incorporating the subject of human rights education programmes and calls upon States to do so."

³ The cycle of United Nations World Conferences in the late 20th century led to a global reassessment of many ideas as discussion unfolded on topics affecting all humankind." *La nueva dimensión de las necesidades de protección del ser humano en el inicio del siglo XXI, Inter-American Court of Human Rights and UNHCR, San Jose, 2004 (pg. 69).*

Similarly, the *Vienna Program of Action* (paragraphs 78 to 82) includes the following proposals on educating for human rights:

"States should strive to eradicate illiteracy and should direct education towards the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. The World Conference on Human Rights calls on all States and institutions to include human rights, humanitarian law, democracy and rule of law as subjects in the curricula of all learning institutions in formal and non-formal settings.

Governments ... should initiate and support education in human rights and undertake effective dissemination of public information in this field. The advisory services and technical assistance programmes of the United Nations system should be able to respond immediately to requests from States for educational and training activities in the field of human rights as well as for special education concerning standards as contained in international human rights instruments and in humanitarian law and their application to special groups such as military forces, law enforcement personnel, police and the health profession. The proclamation of a United Nations decade for human rights education in order to promote, encourage and focus these educational activities should be considered."

Over the past five years, the countries of this region have held at least three meetings to follow up on commitments acquired in the Vienna Plan of Action: a seminar on promotion and protection of human rights in the region of Latin America and the Caribbean (Quito, November and December 1999); a subregional workshop on developing national plans of action to promote and protect human rights in the countries of the Andean region (Lima, July 2001); and a subregional workshop on human rights, development and the Andean community (Lima, July 2002). All these events issued final conclusions that confirm the States' willingness to promote and protect human rights, reiterated the need to develop national plans of action, and identified human rights education as one of the chief components of these plans.

The 2001 workshop in Lima explicitly emphasized HRE as an objective of national plans in the following terms:

"To include human rights education as a component of the plan and ensure that human rights are addressed in the professional training and curriculum offered to government workers, members of the judicial system, police, the army, prison guards, and the like, and in formal educational settings, especially primary and secondary schools."

The concluding statements and recommendations of these events are particularly emphatic about the need to ensure broad participation by all stakeholders in developing, implementing and evaluating national plans and in approving such plans. In all three events the countries also recommended that special attention be given to the rights of women, indigenous peoples and Afro-descendant communities. Finally, the documents outline a number of factors that should frame and condition the national plans; particularly, they recognize that the process of developing and carrying out a national plan of action for human rights "inevitably varies from one country to another and must be adapted to the national human rights setting."

Commitments for the Decade

One year after the Vienna Conference, the United Nations General Assembly proclaimed the *United Nations Decade for Human Rights Education* for a 10-year period to begin 1 January 1995 and last through 31 December 2004 (A/RES/49/184 of 23 December 1994). In its resolution, the General Assembly expressly:

"Proclaims the ten-year period beginning on 1 January 1995 the United Nations Decade for Human Rights Education;

Appeals to all Governments to contribute to the implementation of the Plan of Action and to step up their efforts to eradicate illiteracy and to direct education towards the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms;

Urges governmental and non-governmental educational agencies to intensify their efforts to establish and implement programmes of human rights education, as recommended in the Plan of Action, in particular by preparing and implementing national plans for human rights education."

Over the course of the Decade, the General Assembly, Economic and Social Council, Human Rights Commission and Subcommission on Human Rights added further detail to the original resolution proclaiming the decade by adopting 53 complementary resolutions, agreements, reports or official documents to reaffirm commitments, approve measures for implementation or evaluate compliance.⁴

The General Assembly authorized the *Plan of Action for the United Nations Decade for Human Rights Education, 1995-2004: Human rights education - lessons for life*, generally known as the *Plan of Action for the Decade*, in Resolution A/RES/50/177 of 22 December 1995, and the official version of the text was published as Addendum A/51/506 of 16 October 1996. The following table gives an outline of the document.⁵

Table 2: Plan of Action for the Decade

I. Normative basis and definition	VI. Structure for coordination and implementation
II. General guiding principles	VII. Program of implementation
III. Objectives	VIII. Mid-term global evaluation
IV. Principal actors	IX. Conclusion of the decade
V. Target groups	X. Follow-up to the decade

Component four of the Program of Implementation, called *Strengthening national programmes and capacities*, sets the following objective:

"...to build and strengthen programmes and capacities for human rights education at the national level... [...] Every State will be requested to draw up a national plan of action for human rights education, reflecting the principles and objectives of this international plan and forming an integral part of a comprehensive national plan of action for human rights [...] Each national plan should contain specific objectives, strategies and programmes for the enhancement of human rights education in pre-schools, primary and secondary schools, higher education, professional schools, the training of public officials and in non-formal learning, including general public information."

Guidelines for national plans

According to the *Guidelines* for developing national plans of action for human rights education, drafted by the United Nations Office of the High Commissioner for Human Rights, "Member States are urged to establish a national committee for human rights education and to draw up a national plan of action." The document goes on to say that the preparation of such a plan should be the responsibility of "a creative mixture of [...] governmental and non-governmental organizations and individuals." It also offers a body of guiding principles and measures for the development of a national plan for human rights education.

⁴ The table given in Appendix 1 contains a listing of these documents.

⁵ A summary of this document can be found in Appendix 2 of this report.

¿Why guidelines for national plans of action?

The Guidelines are intended to:

- (a) Promote a common understanding of the purposes and content of human rights education and the Decade;
- (b) Highlight minimum standards for human rights education;
- (c) Identify processes/steps needed to design, implement, evaluate and redesign a national plan for human rights education;
- (d) Draw attention to the human, financial and technical resources needed to adopt a national approach to human rights education;
- (e) Encourage effective interaction between national and international human rights institutions and organizations and promote the implementation of international human rights standards at the national level;
- (f) Provide mechanisms for setting reasonable human rights education goals and measuring their achievement."

The *Guidelines* are organized into the following sections:

- Introduction;
- Principles Governing a National Plan of Action for Human Rights Education; and
- Steps Towards a National Plan of Action for Human Rights Education.

Three complementary documents to the Guidelines were also prepared:

- Human Rights Education Programming, a paper which includes ideas and suggestions for the implementation of targeted human rights education programmes regarding (i) public awareness; (ii) the schooling sector; (iii) other priority groups, and a resource guide to assist in programme implementation;
- The Right to Human Rights Education, a compilation of full texts/excerpts of international instruments pertaining to human rights education;
- Human Rights Trainers Guide, a methodological approach to the human rights training of professional groups.

The first two sections of the *Guidelines* reaffirm the essential principles of the Plan of Action, as outlined above. Section Three sets forth the *Steps Towards a National Plan of Action for Human Rights Education* (paragraphs 20 to 54 of the *Guidelines*). As will be seen below, the text provided a point of departure for designing a system to compile and analyze information for this study.

The document outlines the following steps:⁶

Step 1: establishing a national committee for human rights education

Step 2: conducting a baseline study

Step 3: setting priorities and identifying groups in need

Step 4: developing the national plan:

Components

Strategies

⁶ A summary of these steps can be found in Appendix 3 of this Report.

Programs (types of activities and approaches as courses of action)

Resources

Step 5: implementing the national plan

Step 6: reviewing and revising the national plan

At the end of the Decade: the world program

At the close of the Decade, the UNHCHR formally evaluated implementation of the Plan of Action and proposed to the United Nations General Assembly that it initiate the first phase (2005-2007) of a *World Program for Human Rights Education*, focused on the primary and secondary schools.

The main objectives of the plan of action for this phase are:

- a) To promote the inclusion and practice of human rights in the primary and secondary school systems;
- b) To support the development, adoption and implementation of comprehensive, effective and sustainable national human rights education strategies in school systems, and/or the review and improvement of existing initiatives;
- c) To provide guidelines on key components of human rights education in the school system;
- d) To facilitate the provision of support to Member States by international, regional, national and local organizations;
- e) To support networking and cooperation among local, national, regional and international institutions.

The new initiative recognizes that the countries have fallen behind the originally proposed timetable for preparing their national HRE plans. It notes that they have progressed so far as to set a high-priority target for including HRE in primary and secondary schools, and that the conditions are now in place for giving new momentum to the proposal.

The implementation strategy of the plan calls for the following stages:⁷

Stage 1: Analysis of the current situation of human rights education in the school system.

Stage 2: Setting priorities and developing a national implementation strategy.

Stage 3: Implementing and monitoring.

Stage 4: Evaluating.

The main responsibility for implementing this plan of action rests with the ministries of education, with the cooperation of other institutions such as teachers' colleges and university faculties of education, as well as teachers' unions, with additional support from other relevant ministries, youth organizations, media representatives, religious institutions, cultural, social and community leaders, indigenous peoples and minority groups, and the business community.

At the conclusion of the first phase (2005-2007), each country will undertake an evaluation of actions implemented under this Plan of Action. The evaluation will take into consideration progress made in a number of areas, such as legal frameworks and policies, curricula, teaching and learning processes and tools, revision of textbooks, teacher training, improvement of the school environment, etc.

The plan concludes with an appendix describing various components of human rights education in the primary and secondary school systems, including planning the implementation of educational policy. It notes that planning should be explicit and define an implementation strategy that, among other things, gives clearly defined measures, mechanisms, responsibilities and resources. Furthermore, it suggests that such an implementation strategy is a means of ensuring coherence, monitoring and

⁷ Details of the stages can be found in Appendix 4 of this Report.

accountability of policies. It helps avoid a gap between policy and practice, rhetoric and reality, and to prevent situations where practices take place, if at all, in a dispersed or inconsistent way, or on an *ad hoc* or voluntary basis.

Section II:

The Fourth Report: methodology, background, sources

Measuring progress: an approach and an instrument for applied research

Types of research and reports

The Inter-American Institute of Human Rights has been working since 2000 to develop a methodology for researching human rights based on a system of indicators that measure progress in three sets of rights: access to justice, political participation and human rights education. The approach was initially applied (2001-2002) in six countries of the region.⁸ As the outcome of this experience, the Institute introduced its annual *Inter-American Report on Human Rights Education*, released on 10 December every year since 2002.⁹

This research methodology calls for a working approach to measure how each State has complied with its human rights obligations over time; it is combined with more traditional methodologies common in the field of human rights. It uses the notion of progressive achievement, targeting relatively long periods over which to gauge whether the State is advancing and taking concrete steps to uphold standards of human rights.

The more traditional approach to human rights investigations, having been in use longer and become more widespread, focuses on specific violations. Its goal is to identify cases of rights infringement, document them, examine the legal and procedural implications, establish responsibility and ultimately, file a claim and prosecute. Given the nature of the investigation target, the methodology is essentially on a case-by-case basis and is very well suited to the field of civil and political rights.

Abundant examples of this type of investigation -- and its results -- can be found in the regular work of many nongovernmental organizations (NGOs) devoted to human-rights protection, such as Amnesty International or Human Rights Watch at the international level, and numerous organizations working at the national and local levels. Among public institutions, the *ombudsman* offices (under such rubrics as commissions, human-rights prosecutors, or defenders of the people) undertake many investigations using this same approach of recording and examining complaints of rights infringement.

Such investigations have been and continue to be critically important for unearthing specific cases of rights violations. They set in motion the judicial and socio-political processes needed to clarify the facts, punish perpetrators and provide justice and reparation to victims, at the same time helping to prevent future violations. Over the years, investigations of human rights violations have diversified their coverage and specialized in certain themes. They have developed methodological tools of ever greater precision and moved beyond a strict case approach to begin identifying trends and structural causes. Clearly, this approach has drawn great strength from the broader access to information brought on by the restoration of democracy.

Another useful research approach in this field has been to analyze human rights situations. It is an approach that focuses primarily on actions and behavior by the public sector, and their cumulative impact on the State's obligation to respect certain conditions and guarantees, or to promote measures that provide

⁸ The resulting human rights progress maps can be by clicking on *Center of Pedagogical Resources* section under *Documents and Materials* on the IIHR website: www.iidh.ed.cr.

⁹ The HRE reports can be seen at the *Center of Pedagogical Resources* link under *Documents and Materials* on the IIHR website.

access to fundamental rights without discrimination. This type of research considers the basic standards of human rights and lays them alongside statistical information that describes or reveals the general situation or reflects widespread opinions.

This second method of measurement seeks correlations between statistical results and public policy measures in fields associated with human rights; it benefits greatly from access to a system of indicators and the development of indices. It is particularly suited to studies of political participation and access to economic, social and cultural rights.

A number of bodies of the international and inter-American systems for human rights protection have adopted this style of research, especially for the work of commissions, specialized committees and special rapporteurships. Other specialized agencies of the United Nations system regularly perform such measurements and correlate them with human rights standards or, at least, with State commitments based on multilateral agreements. In recent years, studies of this type have been used systematically to examine the quality of democracy, combining statistical information on electoral processes with the opinions of specialists or panels of experts, and even opinion surveys.

Sometimes described as "situational research," this type of study has become a useful planning tool, both domestically and internationally. Its results and analysis are based on a situational mean (in the statistical sense), and it gives a clear indication of cause-and-effect relationships. The findings of these studies are then used to develop recommendations for public action, many of which entail legal and institutional considerations as well as public investment decisions. In recent years, the approach has been combined effectively with documentation of good practices and successful experiences.

The third approach accumulates and compares the results of situational studies. Its purpose is to identify changes taking place over time in particular fields of human rights. It can be called the "progress approach" and is associated with the principle of progressive achievement of rights -- especially economic and social rights.

The purpose of a progress approach is to determine to what extent civil society, the State and the international community are meeting their common objective: to guarantee the rule of law and the ascendancy of democracy. It is not a matter of developing indices of human rights violations, but rather of identifying successes. It always keeps sight of the urgent need to meet goals and move through the stages involved in implementing public policies to favor the most comprehensive possible environment for the protection of human rights.

This task of measuring progress can never replace the job of monitoring, drawing attention to violations, filing complaints and defending rights; nor is it intended to mask setbacks in the achievement of desirable goals. It is innovative because of its potential to portray human rights concerns as *processes*, or phenomena that change over time, rather than merely taking a photograph of the situation at a given moment. This approach helps identify not only the shortcomings, but also the potential to overcome them in the medium and long term and to support various stakeholders in the particular social setting as they develop shared, complementary priorities and working strategies.

This method is designed to narrow the distance between general, abstract human rights provisions and particular, concrete, social practices, so as to compare them for purposes of measurement. It does this by using a *system of indicators* –or *measurable factors* – to measure, with a reasonable degree of objectiveness, the distance between conditions on the ground and desirable standards or goals. To find out whether these gaps are narrowing, the system focuses on distinct points in time under equivalent conditions. The result is a measurement of changes that have occurred between one moment in history and another, revealing trends as they unfold.

Even though the definitions of indicators are sometimes ambiguous, this tool unquestionably provides a useful means to trace the direction in which a phenomenon is moving and its signs or

symptoms. The IIHR has therefore focused its efforts on designing indicators, guided by the notion of progressive development of human rights.

The following table describes methodological characteristics, results and primary uses of these research methods.

Table 3: Approaches for human rights research

Approach	Methodology	Type of results	Uses
VIOLATION	Descriptive methodology	Identify frequency	Denounce and defend
SITUATION	Comparative methodology	Assess	Identify problems and set goals
PROGRESS	Forward-looking methodology	Identify trends	Promote dialogue and monitor compliance

How to monitor progress in protecting rights and promoting dialogue

IIHR became interested in developing new approaches for studying and monitoring human rights when it began to observe major changes that had unfolded in the human rights scenario over the past 20 years and saw the need to foster dialogue on these processes.

The international framework of human rights standards has expanded considerably. More and more countries have ratified increasingly progressive standards and made them a part of their constitutional law. Democracy has become formally consolidated, and governments have set up public human rights institutions. Systems for the administration of justice are undergoing significant reform, and educational programs are being upgraded. Even the armed forces and law enforcement institutions are receiving human rights training. Civil society has mobilized to defend rights with increasing vigor, and networks of nongovernmental organizations have become strong, professional and more specialized. A third generation of civil entities has taken root, and the international community has definitively included human rights concerns on the agenda for development cooperation.

These changes hold many implications. Both public-sector and civil stakeholders have diversified and are interacting more. Emerging new social dramas call for innovative responses. Donors are showing a preference for more direct, effective investments in the countries and are developing new criteria for project management and evaluation. It is now more important than ever to forge agreements among civil-society organizations, the State and the international community.

As the scenario grows more complex, human rights work becomes more demanding. To begin with, new tools are needed to document current processes objectively, identify trends and outline well-directed strategies for guiding these processes. At the same time, civil society and the State have stepped up their dialogue on human rights, and both are in more contact with the international community. Consequently, in addition to the problems of rights violations and establishing responsibility, attention must also focus on producing assessments and setting common goals, at least in areas where gaps remain or where current developments seem promising.

The IIHR, eager to encourage such necessary dialogue, has adopted this methodology for measuring progress -- or lack thereof -- in legal protection of human rights, based on the primary international instruments that create these rights and define State obligations for guaranteeing them. The idea is to build a permanent, objective monitoring system for use in preparing information or periodic reports on human rights that enrich those developed by other specialized organizations. These reports, instead of assessing current conditions, can focus more on factors of change and improvement in existing rights.

The IIHR is not an official body of the Inter-American system, but an autonomous international organization. Even so, it has taken an increasingly active role in promoting human rights in the region.

Even the General Assembly of the OAS has recognized its work and granted it more opportunities to cooperate with the Inter-American Commission on Human Rights by supporting and expanding its promotional and educational activities.

The monitoring system was designed and tested for use in the field of human rights education and two other technical fields (access to justice and political participation). The first pilot exercise took place in six countries (Guatemala, Mexico, Nicaragua, Paraguay, Peru and Venezuela) from 2000 to 2001. The HRE trial was based on a relatively simple system consisting of two domains, six variables and 17 indicators. The results shed significant light on the most widespread practices in upgrading educational standards and modifying curricula and textbooks. They also revealed the growing importance of formal education in the wake of a long-standing, fertile tradition developed by the organizations of civil society.

This first trial demonstrated the feasibility of extending the exercise throughout the region, pointed to the need for a more detailed system of indicators, and revealed the importance of delving more deeply into crosscutting perspectives. The exercise also showed that changes in human rights education are taking place so slowly that any shifts occurring over short periods generally appear quite insignificant.

This series of reports on HRE used a system of progress indicators (*measurable evidence*) that can be used to pinpoint, with a reasonable degree of objectiveness, the distance between real conditions and desirable standards or goals. If the system is applied at two different times under similar conditions (at a 10-year interval), it can also reveal whether these gaps are shrinking and highlight any current trends.

Table 4: Structure of a system of indicators

Field	Domains	Variables	Indicators	Means of verification
Body of rights associated with a major theme	Each level of the laws or regulations (Kelsen pyramid), of public policy development and of policy implementation	Measurable factor +/- close to the accepted standard	"Key" evidence of trends for each variable over time	Sources of information underlying the proposed indicators: laws, official documents, text analysis, etc.

Background: the first three reports¹⁰

The IIHR intends for the *Inter-American Report on Human Rights Education* -- and other documents it may produce as part of the initiative to measure progress -- to provide inputs, as a sort of "independent friendly rapporteurship," to inter-American bodies that monitor, promote and protect human rights. The Report has developed progressively, in tandem with the evolution of reports that the States parties to the Protocol of San Salvador submit under the terms of article 19.

It also supplies objective criteria to relevant bodies of the public sector, civil society organizations at work in the countries, and the international human rights community, in order to promote a broad-based discussion of progress in human rights education, an area that has not yet been subject to in-depth study.

¹⁰ This section reviews the conclusions of the first three reports and begins to propose questions for the fourth. The first three reports, in Spanish and English, include an appendix for each country; texts are available on the website of the Inter-American Institute of Human Rights www.iidh.ed.cr.

The *Report on Human Rights Education* is the product of a five-year study. Research for the *First Report* – prepared in 2002 - focused on the legal framework by which HRE was created and defined in the countries' domestic legislation. It explored general trends in the region to discover whether changes that had occurred between 1990 and 2001 marked progress, regression or stagnation. The *Second Report* (2003) studied the extent to which human rights concepts had been incorporated into administrative or program documents prescribing school curriculum, and the course plans and programs for subjects to be taught in primary and secondary schools and textbooks. The study examined curriculum, syllabi and textbooks used in the 1990/91 and 2002/03 school years. The *Third Report* (2004) studied the degree to which the teaching of human rights had been incorporated into the training and education of teachers over the past decade.

As was stated in earlier reports, the IIHR decided to prepare these reports in conformity with the mandate in its bylaws to perform studies of human rights. The reports are also done in fulfillment of its mission as an institution devoted to human rights education, research and promotion in the framework of the American Convention on Human Rights. The Institute fully respects the comprehensive nature of the world system for protection and promotion of rights. Even so, it is particularly interested in developing the precepts found in the instruments of the Inter-American system, using a multidisciplinary approach and focusing on specific problems in the Americas.

The origins of this project to prepare HRE reports lie in the very purposes and tasks proper to the IIHR as an institution oriented toward human rights education; in no case does it seek to judge State responsibilities. Instead it is developing tools for ongoing evaluation of processes to incorporate human rights into the fabric of political and social life in the countries of the region, understanding this as an international commitment and obligation of the States.

This is not a report on the right to education. It is centered on only one of the features of educational services -- the incorporation of human rights content -- and must be read in conjunction with the other reports. Hence it will not discuss violations of the right, nor does it deal exclusively with the degree of fulfillment in each country. It describes the process whereby human rights materials have been progressively incorporated into the legal, administrative, educational and teaching tools that guide the daily practice of education.

The conclusions from the first three reports served as the point of departure for developing this *Fourth Report*. Below are summaries of the 2002, 2003 and 2004 studies of the status of human rights education in the countries that are party to the Protocol of San Salvador. The studies reveal an encouraging situation, pointing to positive trends in the progressive adoption of legal, institutional and educational measures to equip education with the qualities called for in clause article 13, clause 2 of the Protocol. Nevertheless, development is very uneven across the region in terms of both the amount of human rights material that has been added and how it is handled. There seems to be considerable theoretical leeway in defining content, resulting in very different methodological and, above all, pedagogical approaches.

The reports were prepared from data collection tables with the following structure, reflected in the summaries of findings:

Table 5: Data collection tables for the four HRE reports

Number and year		Field	Domain	Variables	Indicators
I	2002	Normative development and public policy	1	4	10
II	2003	Development of school curricula and textbooks	3	6	28
III	2004	Development of teacher education	4	11	38
IV	2005	Development of national planning	3	8	26
			11	29	102

Incorporation of HRE into the legal structure

Over the course of 40 years, *international instruments* have progressively shaped the right of all persons to receive human rights education and the obligation of the States to offer it. The 19 countries covered by this report have taken their commitments seriously and are well on the way to ratifying all these instruments. Thus they have assumed commitments to adopt educational policies oriented toward strengthening human rights and fundamental freedoms and fighting racial and gender discrimination. All the countries have ratified the Convention on the Rights of the Child. Over half have ratified conventions that substantially broaden the concept of education to include teaching for democracy and peace and that call on the States to take specific measures and actions.

The *addition of HRE principles or content into national constitutions*, whether explicitly or implicitly, is spreading rapidly. This trend appears to be the outgrowth and expansion of a movement that began in the 1980s, because several countries that had already developed quite a broad profile of education by 1990 have since enriched it through recent constitutional reforms. There is clearly a macro-trend to broaden the profile of education.

Similarly, more and more HRE principles and content are being incorporated into *national education laws*. The processes of educational reform are steadily, gradually working their way into general education laws, introducing many HRE principles and concepts. Some of the most comprehensive reform processes -- those that strongly emphasize HRE principles, knowledge, values and attitudes -- appeared in the wake of the countries' transition to democracy or after they signed peace agreements.

Under the heading of *other legislation*, researchers found that shortly before the targeted decade began, the countries ushered in a myriad of special laws intended to undergird the restoration of democracy and its institutions and strengthen the rule of law and human rights. During the period under study, many of the countries introduced reforms to these laws and institutions. The laws make specific mention of HRE and set objectives for this and other topics including education for democracy, civic education, values education and the like. The countries began to introduce HRE into their domestic laws at a time when multiple trends were unfolding; many were in the process of restoring democracy, consolidating democratic institutions, adopting constitutional, legal and administrative reforms and mobilizing civil society to ensure the effective exercise of human rights and the rule of law.

In the area of *public policies and institutional development of HRE*, the enactment of constitutional reforms and education laws triggered numerous programs to develop principles and content on human rights; moreover, a variety of commissions, committees and other bodies were set up to foster such educational initiatives. Not all these cases resulted in an unambiguous, explicit mandate to develop official State policies favorable to HRE. This was associated with, or even a result of, relatively weak human rights policies in general. At the same time, the *ombudsman* offices have appeared and gathered

force in recent years, gaining a foothold in both the legal and institutional settings. Some countries have reported efforts to create institutions, with the participation of civil society, entrusted to draft and promote national human rights plans. Certainly, such projects explicitly address matters of education.

Incorporation of HRE into educational practices

Curriculum guidelines, course syllabi and school textbooks began to include more *references to human rights and fundamental guarantees*. From 1990 to 2003, these references became more explicit, progressing from civil and political rights to include economic, social and cultural rights. Some countries began to include environmental rights and other bodies of rights that have emerged more recently. Some introduced the perspective of social rights as a counterweight to the emphasis on individual rights that was still common in 1990.

Both in 1990 and in 2003, educational documents, curricula and textbooks in all the countries included studies on *the State, the rule of law and justice*. The frequency and depth of coverage of the subject vary widely from one country to the next, but in general terms, the heading covers an array of topics that can be useful for instilling a sense of belonging to the nation and for guiding citizens to participate in the public arena. The documents make abundant references to justice. It is portrayed as a value, as an objective of the State and its institutions, and to a lesser extent as a resource available to citizens for settling conflicts. In recent years, the programs have added important information about the ombudsman, or defender of the people, certain monitoring institutions and two classic remedies for protection: habeas corpus and *amparo*, or constitutional relief. In all but one country, the school curriculum failed to address problems that could undermine the stability and effective performance of State structures, including corruption and ways to solve it.

The documentation examined for 1990 and again for 2003 repeatedly stressed *democracy* as a value, a form of government and a feature of institutions, social practices and personal life. Several significant changes were introduced over the years, having to do with the idea of democracy as a practice, not merely a system. Only one country includes extensive discussion of political parties and their characteristics, platforms, history and internal operations. Others allude to the party system as one of the constituent elements of democracy, but political and ideological tendencies are generally consigned to history courses and textbooks and handled from this perspective.

From 1990 to 2003, educational documentation has been changing; there is a steady movement toward adopting *position statements on values*, and they are increasingly diverse and frequent. These value statements are also changing. They are clearly moving away from issues of personal conduct toward values of social life and democratic coexistence, from values that are instilled from the outside toward values that need to be built and exercised. In 1990 the overriding perspective was that of morality and civic values, but by 2003, the central focus had moved to ethics and democracy.

Gender equality was the area of greatest progress in nearly all the countries studied. A comparison of official educational materials, curricula and textbooks from 1990 to those of 2003 clearly reveals significant development, both quantitative and qualitative, toward inclusion of gender equity perspectives. There are still major differences from one country to another in how the subject is handled and how broadly it is addressed in the formal educational systems; but all the countries made very significant progress over the past decade in their educational approach to equal rights between men and women.

Much more than before, education recognizes and values *ethnic diversity and multiculturalism* in the each country's population and throughout the hemisphere. National initiatives have been designed to focus on indigenous populations and guarantee their right to receive an education that respects their own language and culture. The study found that curriculum objectives have become more explicit,

emphatic and nondiscriminatory. Nonetheless, very little development was found for Afro-descendant communities.

Very significant changes were found over the course of the past decade in the area of *civil society*. Education increasingly recognizes and values the many civil entities in society that interact with the State. This is clear both in the procedures followed to prepare and implement the curriculum in the countries, and in symbolic representations that education transmits to young students -- as a synthesis and interpretation of reality -- in the explicit curriculum content and in classroom materials.

HRE in teacher training

The number of countries whose education laws specifically call for *HRE in teacher education* doubled over the past 10 years. In four countries, legal provisions were reinforced through the basic laws regulating teacher education programs. Even so, one third of the 18 countries for which information was gathered still have no specific laws in this regard. The legal provisions examined for this study mainly address the design and operation of teacher-training institutions and courses of study; in no case are aspiring teachers required to receive specific training in this field, nor do career and merit scales in the departments of education grant extra points for such training. Several of the laws make mention of preventing and eliminating discrimination, of indigenous education, and of special services for people with HIV/AIDS or disabilities. However, none addresses specialized teacher training in such subjects as equal opportunity, children's rights or prevention of domestic violence.

During the target period, the study found an increase in the number of early *teacher training programs* that offer *specific course content* directly related to human rights and democracy. The increase, however, was concentrated mainly in four countries of the region, with such offerings remaining extremely low in the others. No program imparts special teaching skills for human rights.

Altogether, human rights *content* has expanded from the field of civil and political rights to include economic, social and cultural rights. Environmental and other rights that were slower to become institutionalized have not yet appeared clearly on the scene. The rights of specific groups -- such as more vulnerable populations -- are not being addressed systematically as a human rights issue.

Subjects involving *political and citizen rights* have gained more and better coverage during the period and have been realigned to address new or reformed constitutional provisions and redesigned electoral systems. Some are evolving toward a broader understanding of democracy to impart new perspectives on citizen participation in public management, mechanisms of direct democracy, and the importance of social mobilization. No significant changes were found in the handling of the political party system, and such critical issues as transparency, accountability and fighting corruption remain unaddressed.

Training programs for future educators continue to place top priority on *values education*, covering a broad array of topics. Nevertheless, the programs still reflect ambiguities between focusing these issues on morality versus ethics, or understanding values as personal virtues versus social concerns.

The study compared *in-service teacher training* in 1990 and in 2003; it found a significant increase in efforts by national educational authorities to introduce teachers to HRE principles, content and methodologies, preparing them to incorporate these topics and methods into their daily teaching.

In synthesis, the picture of HRE teacher training today is complex and heterogeneous. Encouraging signs of progress exist alongside numerous obstacles and detours along the road. Teacher training is thus falling behind other components of the educational system that were studied in previous reports, specifically, legal provisions, curricular policies and textbooks.

Over the past 12 years, early training of teachers has begun to include content on *gender equality*. This reflects a move away from an earlier approach to gender studies that focused primarily on sex

education or sexuality, toward a fuller consideration of sex-based social relationships and, even more, the concept of equality. These issues now cut across the teaching of many other subjects, including teaching methods themselves. As for acting teachers who are already in the classroom, the study found that from 1990 to 2003, the perspective of gender equity has been gradually and increasingly penetrating the teacher-training activities and materials adopted by ministries of education.

The ministries also made visible progress from 1990 to 2003 in training active teachers to *recognize, value and teach ethnic and cultural diversity*. This assertion is based on the growing number and variety of resources being offered to these professionals in the form of training courses and support materials. Today most of these resources are available through *regular programs of bilingual and bicultural/intercultural education* that were created (or strengthened) over the past decade in heavily multi-ethnic countries.

Finally, ombudsman offices have become a new resource for disseminating and promoting human rights. They work with many segments of society, including current primary and secondary school teachers and university professors, who take part in joint training activities with the employees of other government sectors and specialized courses requested specifically by educational institutions.

Indicators of progress and sources of information

The data collection table

Research began with the assumption that the States had committed themselves to develop human rights plans during the decade (1995-2004) and had generally agreed on the various features to be included in the development process, as well as contents of the plans -- as reflected in the Guidelines for National Plans of Action for the Decade. Accordingly, the study set up a system for data collection based on six measures proposed in the guidelines, as seen in the following table:

Table 6: Information collection system for the Fourth Report

Field:	[the commitment to] develop a National HRE Plan							
Domains	Developing HREPLAN				Contents of HREPLAN			Implement HREPLAN
Variables	Institution	Assessment	Priorities	Procedures	Formal	Topics	Perspectives	Actions
Indicators	4	3	3	3	4	3	3	3
Means of verification	Official documents, minutes of national committee, proceedings of events, interviews with participants				Final text of the National HRE Plan or equivalent documents			Progress reports

Another prior assumption was that information available from the various countries of the region was disparate. The methodology based on progress indicators for the *Report* was therefore designed such that, regardless of the process and results each country used for incorporating HRE into educational planning, it would still be possible to obtain an idea of how much formal or procedural material and technical content had been adopted. This in turn would reveal political willingness to establish a State policy, as proposed in the initial working hypothesis.

The table was based on the system of measures suggested in the UNHCHR Guidelines. Local researchers were asked to apply it to planning processes and to identifiable results obtained in their particular countries. In their information searches, they were instructed to indicate clearly the order in which the plans appeared.

Table 7: Final tables and their relationship to the *Guidelines***Domain 1: Developing the Plan**

Variable 1: <i>Establishing a committee or entity to develop the HREPLAN</i>	
Indicator 1: Nature of the committee or entity	<p>References in the <i>Guidelines</i>: Organizational and operational principles (paragraphs 17 and 18) and Step 1: (paragraphs 20 to 28).</p> <p>Relevant information:</p> <p>Was a specific entity (committee, commission, council) created expressly and mandated to develop a HRE or HR plan?</p> <p>Was a specialized entity assigned to develop the human rights content of National Education Plans, "other plans" and "other initiatives?"</p> <p>What authority created the entity, and by what type of official act?</p> <p>What objectives and scope did the official act mandate for the entity?</p> <p>What institutions serve as members of the committee? What institutions are represented? Describe the participation of such sectors as: government, universities, political parties, nongovernmental organizations, women's movements, indigenous movements or groupings, international organizations and others.</p> <p>Activities undertaken: frequency of meetings, technical workshops or consultations, meetings in general, with whom and on what topics. Active participation by all members or institutional representatives.</p>
Indicator 2: Mandate and functions	
Indicator 3: Membership	
Indicator 4: Activities performed by the entity	
Sources of information for this variable and its indicators: preferably official documents and the minutes and reports of sessions and other activities. Secondary sources could include interviews with members or other participants of note.	

Variable 2: Assessment of the state of human rights education in the country	
Indicator 1: One or more studies were performed on the state of human rights education	Reference in the <i>Guidelines</i> : Step 2 (paragraphs 29 to 37) Relevant information: Did the committee or entity have information from one or more research projects or studies on the state of human rights education in the country? Were these studies commissioned expressly for this purpose, or were they previously existing works? What were the basic features of the studies (whether commissioned or preexisting) used as a basis for preparing the plan? For example, individuals or institutions responsible, geographic coverage (national, regional or local), main topics of research and methodology used, recommendations (if any). Did the entity responsible for preparing the plan receive technical assistance, such as input for the assessment? If so, who lent this technical assistance? For example, international organizations, academic institutions, nongovernmental organizations, civil society movements, teachers' unions, government institutions. How was this technical assistance conducted? For example, workshops, symposia, seminars, lectures, preparation of specialized documents. Were the findings from the assessment of the state of human rights education consolidated into some material or document? What other exploratory activities were performed by the entity in charge of preparing the plan?
Indicator 2: Existing studies on the state of human rights education were taken into consideration.	
Indicator 3: The committee requested technical assistance for preparing the plan through consultancies, meetings of experts, etc., from international or national organizations.	
Sources for this variable and its indicators: a document detailing the background of the plan, or interview with members of the team that is or was responsible for preparing it. Findings of the research used as a baseline study. Documents, reports and materials from the technical assistance received. If no documentary sources are available for any of the indicators, the information can be developed through interviews with those responsible for the baseline study and/or the technical assistance.	

Variable 3: Setting priorities for preparing the HREPLAN	
Indicator 1: Priorities have been set for the particular human rights included in the Plan	Reference in the <i>Guidelines</i> : Step 3 (paragraphs 38 and 39) Relevant information: What decisions did the committee make in advance (or had already been made when the committee was created) on the following four types of priorities? <ul style="list-style-type: none">Those human rights on which education is most needed, according to traditional categories: civil and political, economic, social and cultural, environmental or others.The specific interests, aspirations and rights of particular social groups -- women, the indigenous, people with disabilities, children, the elderly, migrants -- that will receive greater emphasis in educational processes.Those sectors that should be given top priority for receiving human rights education: government workers, law enforcement personnel, teachers, the media, etc.Those educational levels that should include human rights education: elementary, secondary, higher education.
Indicator 2: Priorities have been set on the rights of particular social groups or individuals	
Indicator 3: Priorities have been set for the educational levels in which HRE will be incorporated.	
Sources for this variable and its indicators: a document outlining the objectives of the plan and setting the principles that will guide it; minutes from working meetings of the committee; recommendations from baseline studies, to be contrasted with results of the final plan.	

Variable 4: Procedures and activities for developing the HREPLAN	
Indicator 1: Activities performed to develop the plan	Reference in the <i>Guidelines</i> : Step 1 (Paragraphs 21 to 24, 27 and 28) Relevant information: Timetable of activities planned and implemented for preparing the plan. Update on the timetable; activities completed, and status of activities still in progress. Activities still pending or discarded. Difficulties and problems encountered in preparing the plan, indicating possible causes and remedies taken. Legal standing of the plan: what approvals does the committee require for the different procedures and results, and from what authorities? If appropriate, indicate whether the plan was endorsed or enacted by means of a law, decree or other legal or administrative mechanism, and what year this happened.
Indicator 2: Current state of preparation of the plan	
Indicator 3: Actions pending to complete preparation of the plan	
Sources for this variable and its indicator: record of activities by the preparatory entity, or interviews with those responsible for the plan or members of the committee.	

Domain 2: Contents of the Plan

Variable 1: Formal components of the HREPLAN	
Indicator 1: Timetable for developing the Plan	Reference in the <i>Guidelines</i> : Step 4 (paragraphs 45 to 49) Relevant information: What formal decisions have been incorporated into the final plan? Could include expected duration of the plan, implementing authority and other administrative and practical considerations? Of particular importance, what tasks and responsibilities have been assigned at the different levels for implementing the plan? Have costs been budgeted for implementing the plan? If the plan is already in effect, has a formal budget item been allocated? These are important indicators of the degree to which the planning process has been consolidated. It is particularly important to ask what has been done to provide for long-term financial sustainability, and whether a permanent source of income has been identified or a specific budget item established.
Indicator 2: Responsibilities are assigned for implementing the plan	
Indicator 3: Provisions are made for review and revision of content	
Indicator 4: A specific budget allocation has been provided to implement the plan	
Source for this variable: the plan document, and as secondary information, government budget laws.	

Variable 2: Thematic components of the HREPLAN	
Indicator 1: Main content	References in the <i>Guidelines</i> : General principles (paragraph 16), Components (paragraphs 41 to 46)
Indicator 2: The human rights expressly mentioned in the plan	Relevant information: Objectives, strategies, programs, goals, beneficiaries, follow-up and evaluation mechanisms and other program elements of the plan.
Indicator 3: Other educational content mentioned in the plan	Human rights topics to be addressed in the programs, along with other collateral or additional material (on government, law, justice, democracy, values, etc.). Specific rights of certain social groups that will be addressed. Sectors to be specifically targeted in the education programs. Educational levels where human rights education will be added. Teaching guides, preparation and use of classroom materials and teaching aids. Instructions for training human rights teachers.
Main source: final text of the plan.	

Variable 3: Crosscutting perspectives in the HREPLAN	
Indicator 1: Gender equality	References in the <i>Guidelines</i> : Paragraphs 5, 16-c, 17.b, 19.a, 20 Relevant information: Re-read the main components of the plan and emphasize the presence of crosscutting perspectives or direct references to viewpoints that encourage an understanding of factors associated with gender equality, recognition of ethnic and cultural diversity, and interaction between the State and civil society, as part of the human rights education process. Emphasize the inclusion of specific topics on the rights of women, indigenous groups, Afro-descendant communities and other groups, as part of the content of human rights education. Also indicate whether special educational mechanisms have been considered (such as the use of mother tongue) for teaching these topics or lending services to these groups.
Indicator 2: Recognition of ethnic and cultural diversity	
Indicator 3: The necessary interaction between the State and society in the field of HRE	
Source: final text of the plan.	

Domain 3: Implementing the Plan

Variable 1: Degree of implementation of the HREPLAN	
Indicator 1: Overall state of implementation of the national HREPLAN	Reference in the <i>Guidelines</i> : Step 5 (paragraphs 50 and 51); Step 6 (paragraphs 52 to 55) Relevant information: Indicate whether the plan has been enacted and by what legal or administrative mechanism; whether an institution exists or has been created to implement it; progress made in implementation, and whether expenditures have been incurred for carrying it out.
Indicator 2: An institutional structure is responsible for implementing the HREPLAN	
Indicator 3: The expense budget allocated for the HREPLAN is being used	
Sources: reports from the people responsible for implementing the plan. Interview with personnel responsible for public expenditures.	

Sources of information used

The implementation of this strategy resulted in the submission of reports by national researchers, containing direct data on HRE planning processes for nine countries; six of the reports addressed the preparation of national HRE plans (Brazil, Colombia, Ecuador, El Salvador, Mexico and the Dominican Republic), while three covered national human rights plans (Mexico, Venezuela and Peru). Two more countries (Costa Rica and Paraguay) submitted reports on *other plans* related to human rights issues (values education). Information submitted by researchers in Costa Rica, Nicaragua and Panama was drawn exclusively from the national education plan. The reports from Argentina, Chile, Guatemala and Uruguay covered the recent creation of government entities responsible for human rights affairs, identifying some type of objective or mandate for the promotion of human rights education.

The IIHR team, in order to complete and standardize information provided by national researchers, filled out the table of sources with consolidated information from all the types of plans that each country had developed and that might be relevant for the analysis. Thus the final result was based on a total of 35 sources of information from 17 countries. It was even possible to include information on human rights plans in Bolivia, Ecuador and Brazil that was not received in time. For a number of practical reasons, it proved impossible to obtain information on Haiti and Suriname.

Every effort was made to avoid excluding countries that had not yet begun to prepare either of these two types of national plans. Research therefore included consideration of national education plans, on the assumption that they could provide at least some clues to the progress of educational planning in the field of human rights. Eight countries have such plans, which were also examined for this study. Five countries have other types of educational plans resulting from two international campaigns that overlapped during the decade: *values education* and *education for all*.

Finally, the process of seeking complementary information revealed other initiatives that have implications for planning human rights education, that were also taken into account as sources of information. The following tables list plans and documents that made up the universe of documentation.

Table 8: Plans and other documents examined for this report

Countries	Plans and documents
Argentina	Information on the Secretariat of Human Rights of the Ministry of Internal Affairs Programs by the Ministry of Education
Bolivia	Plan Nacional de Acción para la Promoción y Protección de los Derechos Humanos a mediano y largo plazo Estrategia de la Educación Boliviana 2004/2015 Estrategia Nacional de Derechos Humanos Plan de Acción de Derechos Humanos 2006/2010
Brazil	Plano Nacional de Educação em Direitos Humanos Programa Nacional de Direitos Humanos PNDH II Plano Nacional de Educação 2000/2010
Chile	Daft bill to create a National Human Rights Institute
Colombia	Plan Nacional de Educación, Respeto y Práctica de los Derechos Humanos (in progress)
Costa Rica	Plan Nacional de Educación 2002/2006 Programa Nacional de Formación en Valores 2003 Plan de Acción de la Educación para todos 2003/2015

Dominican Republic	Hacia un Plan Nacional de Educación en Derechos Humanos 2004/20008 Plan Estratégico de Desarrollo de la Educación Dominicana 2003/2012
Ecuador	Plan de Educación para los Derechos Humanos 2003/2006 Plan Nacional de Derechos Humanos del Ecuador N° 1527 March, 1998 Plan Nacional de Educación para Todos
El Salvador	Plan Nacional de Educación en Derechos Humanos de El Salvador (draft document), March, 2000 (unfinished) Plan Nacional de Educación 2005/2021
Guatemala	Política Nacional de Educación en Derechos Humanos de COPREDEH (draft) Plan Nacional de Educación 2004/2007
Mexico	Programa de Educación en Derechos Humanos (April, 2005) Programa Nacional de Derechos Humanos Programa Nacional de Educación 2001/2006
Nicaragua	Plan Nacional de Educación 2001/2015
Panama	Plan Nacional de Educación para Todos
Paraguay	Plan Nacional de Educación en Valores (in progress) Plan Educacional Ñanduti
Peru	Plan Nacional de Derechos Humanos Plan Nacional de Educación para Todos
Uruguay	Information from the Human Rights Department of the Ministry of Education
Venezuela	Plan Nacional de Derechos Humanos (unfinished) Plan Nacional de Educación para Todos (document prepared by the technical group of the Plan, Caracas 2003)

Table 9: Universe of research according to information available

National Plans	Argentina	Bolivia	Brazil	Colombia	Costa Rica	Chile	Dom Rep	Ecuador	El Salvador	Guatemala	Haiti	Mexico	Nicaragua	Panama	Paraguay	Peru	Suriname	Uruguay	Venezuela	Total
Human rights education			✓	✓			✓	✓	✓ ^[1]		n/a	✓					n/a			6
Human rights		✓	✓					✓			n/a	✓				✓	n/a		✓ ^[2]	6
Education ^[3]		✓ ^[6]	✓		✓		✓ ^[4]		✓	✓	n/a	✓	✓				n/a			8
Other national plans ^[5]					✓ ✓			✓			n/a			✓	✓ ✓	✓	n/a		✓	8
Other initiatives	✓ ✓					✓				✓	n/a						n/a	✓		5

Section III:

Analysis of research findings

Preparation of national HRE plans

(Brazil, Colombia, Ecuador, El Salvador, Mexico and Dominican Republic)

Preparatory bodies: nature, composition, mandate and operation

Six countries of the region undertook processes for drafting their HREPLAN: El Salvador in 1999 and 2000, Ecuador in 2002, Dominican Republic in 2003 and 2004, Brazil and Mexico from 2003 to 2005 and Colombia in 2004 and 2005. All these countries initiated the process to comply with commitments they had assumed for the Decade, and in general terms they followed the guidelines expressly prepared by the Office of the UNHCHR. The plans in Brazil, Ecuador and Mexico are associated with or part of national human rights plans adopted in fulfillment of commitments assumed at the Vienna Conference.

Peru approved a National Human Rights Plan in December 2005, making explicit reference to the need to draft a National Human Rights Education Plan.

In Brazil, Ecuador and Mexico, the *initiatives* originated with entities responsible for implementing or following up on national human rights plans (NHRP),¹¹ involving high government authorities and - using various mechanisms -- representation from civil entities. These three countries assigned permanent national entities to be responsible for human rights education and to prepare the national plan or program. In Brazil and Ecuador, UNESCO played a secondary role in promoting this initiative, while the office of the UNHCHR provided support in Mexico.

The initiatives in Colombia and El Salvador arose in the context of technical assistance programs for human rights offered by the UNHCHR Office, part of whose purpose was to draft national plans. These initiatives were proposed and developed in association with the government human rights authority; they gave rise to inter-institutional and intersectoral committees that began as *working groups* and, in the end, proposed the creation of a national HRE institution. The process began in similar fashion in the Dominican Republic, in connection with the implementation of Project DOM/99-006, "Follow-up to the World Summit on Human Rights," sponsored by UNDP and UNESCO.

Brazil, Ecuador and Mexico *created* these entities and their mandates through official agreements issued by relevant authorities;¹² Colombia produced an inter-institutional document for implementing a technical assistance project with the participation of UNDP; El Salvador did likewise in a project with UNHCHR.¹³ Information on a working committee in the Dominican Republic identified only a project document naming the participating institutions and defining their functions; but no further information is available on the origin and scope of this document.

¹¹ Brazil: Secretaría Especial de Derechos Humanos (SEDH); Ecuador: Comisión Permanente de Evaluación, Seguimiento y Ajuste de los Planes Operativos de Derechos Humanos; Mexico: Comisión Intersectorial de Política Gubernamental en materia de Derechos Humanos.

¹² Brazil: Portarias n° 98, 109 and 148 of the SEDH (July, August and October, 2003); Ecuador: Acuerdo Ministerial n° 1883 (10 August, 2000); Mexico: Acuerdo Presidencial (Diario Oficial 4 November, 2002).

¹³ Colombia: "Asistencia preparatoria para la formulación del Plan Nacional para la formación, respeto y práctica de los derechos humanos, desde el sistema educativo colombiano" (September, 2003). El Salvador: "Bases para la constitución del Comité para la Educación de los Derechos Humanos de El Salvador 1999-2004" (April 1999).

Four of these six countries set up *ad hoc* entities, combining government and society, to draft the HREPLAN.

The official *composition* of the *ad hoc* entities created in these four countries was as follows:

Brazil: 18 individual representatives (experts),¹⁴ 1 legislative HR committee, 4 Ministry of Education, 5 Special Secretariat for Human Rights, 1 UNESCO, 1 National HR Movement and 1 Brazilian Education Association.

Colombia: "The basic working team will be made up of human rights professionals from the national government (Ministry of Education), the Ombudsman and other public entities." As a result of preparatory assistance funded by UNDP, the work of this body was enhanced by the participation of the foundation Centro de Promoción Ecuémica y Social (CEPECS), which had been awarded the bid to perform advance studies and consultations and to prepare a draft Plan.

El Salvador: Ministry of Education, Ministry of Foreign Affairs, Ombudsman, Technical Executive Unit of the Justice Sector Coordinator, UNESCO, UNICEF and the office of the UNHCHR. At the very beginning, these institutions agreed to include the following civil society entities as full members of the Commission: Consorcio de Organizaciones no Gubernamentales de Derechos Humanos, Defensa de los Niños Internacional, Instituto de Estudios para la Mujer (CEMUJER) and the Maestría de Derechos Humanos y Educación para la Paz from the University of El Salvador.

Dominican Republic: Secretariat of State for Foreign Relations, Office of the First Lady, Secretariat of State for Education, Centro Antón de Montesinos, FLACSO, Instituto de Derechos Humanos de Santo Domingo and an expert.

Mexico and Ecuador assigned the task of developing the HREPLAN to education subcommittees of the national committees involved in preparing and promoting the National Human Rights Plan. Mexico's Secretariat of Public Education (SEP) and Ecuador's Ministry of Education were responsible for coordinating these subcommittees on education. Accordingly, the President of Mexico instructed the Secretariat of Public Education "that, as part of its responsibilities and in keeping with the 2001-2006 National Education Program, it should proceed to develop a program of human rights education, gathering the opinions of nongovernmental organizations and experts in this field." In Ecuador, the Minister of Education assigned the directors of 10 ministerial departments or their representatives to form a commission "that must work together with institutions of civil society and nongovernmental organizations involved in human rights protection and education."

The working groups set up inside the SEP (Mexico) and the Ministry of Education (Ecuador) and their subcommittees interacted with other government representatives, individual experts and representatives of civil society organizations.

In the end, these different preparatory bodies, whatever their origin or membership, performed the tasks of making decisions, organizing consultations and drafting and validating the HREPLAN. Their specific make-up eventually endowed each one with a particular character -- whether more civil society or more governmental -- in its procedures and results. In Brazil, both the government and civil society participated extensively in disseminating and validating the plan. Mexico lent the process an unusual quality by deciding, from the very beginning, to place responsibility for the plan in the hands of education authorities, adding sectoral participation from other State Secretariats and public-sector entities and from civil society organizations in a highly formal structure.¹⁵ In El Salvador, the general direction and main contents of the proposal were drawn from an intense, active process of consultation. Colombia removed consultative procedures and preparation of the proposal from official hands by

¹⁴ Most of these experts were members of the Brazilian Network for Human Rights Education, created in 1996 (NGOs, universities, government agencies, teachers). The basic factor in selecting from the government and nongovernmental sector was to bring together people with recognized expertise from various social sectors and regions of the country; institutional representation was not a consideration.

¹⁵ The Subcommittee for Follow-up on the Process of Preparation of the National Human Rights Program.

working through a system of independent consultants. In the Dominican Republic, the preparatory work (studies, documentation, preparing drafts) was performed directly by nongovernmental members of the commission, while in Ecuador, this task was apparently carried out by government members.

Mexico's final text very clearly revealed its unique character by extensively targeting the formal educational system for HRE work. The other countries produced a broad array of alternatives including, with varying degrees of emphasis, non-formal education, grassroots education and media-based publicity campaigns.

The *mandate, objectives and main tasks* of entities responsible for developing the national human rights education plan are summarized in the following table:

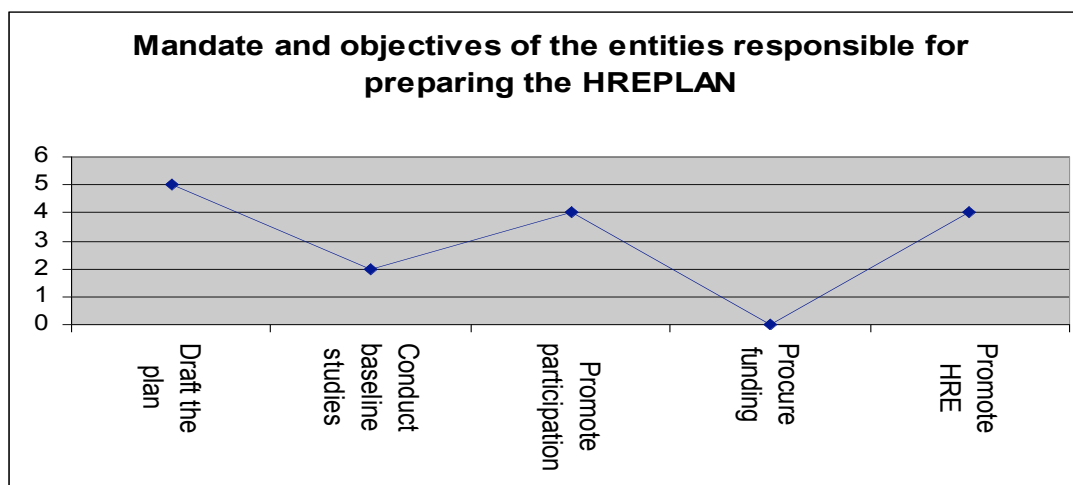
Table 10: Mandate, objectives and tasks of entities assigned to draft the HREPLAN

Country/Title	Mandate, objectives and main functions
Brazil <i>Comitê Nacional de Educação em Direitos Humanos</i>	Develop and approve the National Plan for Human Rights Education. Monitor or implement actions and measures stipulated in the National Plan for Human Rights Education. Evaluate human rights education activities by the Special Secretariat for Human Rights. Develop public policy proposals and programs for human rights education through partnership between civil society and public-sector organizations. Propose and review draft bills on the legislative docket, and offer suggestions for relevant new legislation. Propose actions to be developed jointly with formal educational institutions, public schools and public-service diploma programs, and help create courses on human rights. Propose training and educational activities on human rights, in conjunction with civil society entities. Promote and encourage coordination with the media. Work with state and municipal governments, encouraging them to set up entities for developing human rights education policies. Propose study and research projects on human rights education. Draft and approve its own procedural regulations.
Colombia <i>Grupo Interinstitucional de Trabajo permanente</i>	Conduct an inventory of the current state of human rights education nationally and internationally. Evaluate proposals submitted by universities. Identify and contact potential partners in both the governmental and nongovernmental sectors, whether international, national, department-level or local, to take part in the process of developing a National Plan for Respecting and Practicing Human Rights and introducing human rights education into the Colombian educational system. Develop an inventory of human rights education projects in schools. Design a mechanism for identifying international and national experiences in this field.
Dominican Republic <i>Comité de Trabajo</i>	Coordinate the main activities and methodology that will make it possible to develop a national human rights education plan for the Dominican Republic. Identify high-priority areas that the plan should emphasize in response to existing needs.
Ecuador <i>Comisión Nacional Permanente de Educación para los Derechos Humanos</i>	General: Abide by and enforce constitutional provisions, laws and regulations and educational mandates on human rights. Bring about comprehensive, harmonious and lasting improvement in human rights in the educational environment. Improve the quality of education by undertaking consensus-based processes, with the participation of all social stakeholders, using cutting-edge technologies as a tool to incorporate ethical and moral principles. Promote the understanding, appreciation, practice and defense of human rights, both individually and collectively, at the national and international levels. Teach students to be free, democratic, loyal, responsible, self-aware and capable of self-determination; encourage the practice of both individual and universal values to contribute effectively to the socioeconomic development of the country and the world. Specific:

	<p>Propose technical and administrative processes for the educational system to impart human rights education and training.</p> <p>Help resolve conflicts that arise when the educational system fails to apply human rights principles.</p> <p>Introduce human rights content in the educational system.</p> <p>Implement nation-wide operational plans for human rights in the educational system.</p>
<p>El Salvador</p> <p><i>Comité Nacional para la Educación en Derechos Humanos</i></p>	<p>Develop and implement the National Plan of Action and create and strengthen human rights education programs.</p> <p>Promote partnerships between the government, inter-governmental organizations, nongovernmental organizations, professional associations, private individuals and the broadest possible segment of civil society.</p> <p>Introduce the National Plan of Action for Human Rights Education for approval and adoption by the heads of member institutions of the Committee.</p> <p>Create and strengthen human rights education programs.</p> <p>Member institutions are also committed to:</p> <p>Invite other government institutions and nongovernmental organizations, as well as people from civil society associated with educational activities, to join the Committee and help develop further activities in the framework of the Decade.</p> <p>Develop and launch the National Plan of Action for Human Rights Education.</p> <p>Serve as a hub to promote activities in El Salvador in the framework of the Decade.</p> <p>Implement principles and objectives established as part of the United Nations Decade for Human Rights Education.</p>
<p>Mexico</p> <p><i>Sub comisión de Educación, de la Comisión Política Gubernamental en materia de Derechos Humanos</i></p>	<p>Mandate of the Secretariat for Public Education:</p> <p>Develop a human rights education program.</p> <p>For the Subcommittee:</p> <p>General objective: advocate for policies on the right to education and human rights education in Mexico.</p> <p>Mission: to incorporate into national educational policy the right to education and human rights education, and to develop pertinent actions with an impact on formal, nonformal and informal education.</p> <p>Vision: advocate for national educational policies that take a comprehensive view of the right to education and human rights education.</p> <p>Values: democracy, peace, education, right to education, human rights education and solidarity.</p>

The following graph lists the objectives most often cited in the charters and other originating documents of the entities responsible for preparing the HREPLAN.

Figure 1: Response to the mandate to prepare an HREPLAN



According to reports received, the *operation* of these entities in the six countries proceeded normally, as had been anticipated. Meetings served to make decisions on working procedures, receive the results of consultations, consider dissemination activities, examine intermediate documents and put

together the final document. Upon conclusion of their work to prepare a national plan document, the entities generally addressed a proposal to the nominating authority to continue with the effort.

Brazil's national committee was expected to meet every two months; in practice, the meetings took place monthly. The Special Secretariat for Human Rights coordinated the entire operation and covered travel expenditures for members of the committee and other costs. Staff from the Ministry of Education helped lead the committee's deliberations. Committee members remained active during the dissemination phase of the plan, the final version of which is expected to be ready by March 2006.

The working group in Colombia directed all procedures. In its regular meetings, it generally discussed the progress of preparatory tasks entrusted to member institutions or contracted externally, and made decisions on structure, commitments, content, legal actions, legislative measures and budgetary needs for the plan. A specialist was hired to draft the final proposal for education in human rights and international humanitarian law, respecting the process and views of the inter-institutional working group. The UNDP administered funds for the outside contracts and for operation of the group.

Ecuador's commission set up a working group of people from the Ministry of Education and civil society organizations; it met once a week for a year between 2002 and 2003. It made its decisions by consensus, creating certain delays in preparation of the Plan. In February 2004, the operation of the *Comisión Nacional Permanente de Educación en Derechos Humanos* was formally suspended under an administrative ruling by the Ministry of Education. The Budget Committee for the National Human Rights Program (Ministry of Foreign Affairs) has tried to reactivate the process, but its attempts have been thwarted by current problems of instability in the country.

El Salvador's *Comité Nacional para la Educación en Derechos Humanos* held technical meetings from December 1998 through December 2000. Although its instructions called for it to hold two meetings per month, the committee met more frequently through September 1999. Representatives of the UNHCHR, Ministry of Education, Ministry of Foreign Affairs and the University of El Salvador attended a fair number of these meetings. The committee engaged directly in leading the processes of consultation and validation and in making decisions on the main directions of the proposal. It assigned tasks to several of its members, such as designing and performing studies, leading and processing the results of regional workshops, preparing working document and drafting the final proposal. At the time a new administration took office, when the cooperation project ended and the UNHCHR office closed down, the work of the committee was suspended, and procedures for implementing the plan have not been reactivated.

In Mexico, the Secretariat for Public Education routinely directed the work of the *Subcomisión de EDH de la Comisión de Política Gubernamental* and attended its sessions. As part of its work with the subcommission, it interacted with institutions of the federal government, mainly by exchanging substantive documents and receiving comments on the different drafts of the HREPLAN. The subcommission was interested in engaging civil society in the process of preparing the plan and in providing input; to this end, it developed several mechanisms for consultation with human rights organizations and academic institutions. In 2003, it submitted a proposal to the government policy commission with a request for comments. Following a number of additional activities for consultation and planning, the final version of the HREPLAN was introduced in April 2005.

The working committee for drafting the HREPLAN in the Dominican Republic met several times between April and May 2003 to design a methodology and coordinate tasks. Members were assigned to conduct baseline studies for reference purposes and to develop a proposal. The committee held meetings for consultation and validation, incorporated results into the final document and successfully lobbied for an executive order to create a national commission for human rights education. Following the first meeting of the new commission in August 2004, the procedure remains on hold.

In short, the preparatory entities set up to draft national plans succeeded in meeting their initial objectives in half the countries. The subsequent stages of developing public policy, including validation of the consensus and official adoption of the plans, are currently underway in those countries. By contrast, in Ecuador, El Salvador and the Dominican Republic, the process came to a stop at the close of the preparatory phase and is currently on hold, due mainly to changes in the government administration and/or termination of external technical assistance activities that kept them alive.

Preparation of HRE plans

The second measure recommended in the Guidelines for developing a human rights education plan is to *conduct or commission a systematic study* on the state of human rights education. These studies should identify current activities, needs and human and institutional resources for human rights education. They should measure how knowledgeable the general population is about human rights, especially among potential target groups. Finally, they should reveal which groups are in greatest need of human rights education.

In Mexico and Brazil, the process drew on the many assessments and studies that had been considered earlier when the national human rights plans were being prepared. The group that prepared the program in Mexico examined two earlier baseline studies on human rights education: one produced by the Secretariat for Public Education and Secretariat of Foreign Affairs, and the other by the UNHCHR office. In Colombia, El Salvador and the Dominican Republic, the members of the preparatory committees or commissions were responsible for carrying out these studies themselves and for reviewing any pre-existing material. Information from Ecuador indicates that the committee sought expert opinion from a consultant and obtained a summarized assessment of the general social and educational situation. Four of the countries report that they used the results of the first two IIHR *Inter-American Reports on HRE* for developing seven of the 10 points in the baseline study suggested by the Guidelines.¹⁶

The preparatory committees sought extensive input for developing *baseline studies*. They gathered information on needs and expectations for human rights education among various groups and sectors, conditions under which such education could be introduced or intensified, and topics and types of beneficiaries that should receive top priority. They obtained this input through consultation, exchange of opinions and validation exercises. The Colombian and Salvadorian committees held exploratory workshops in various regions of the country, inviting a variety of political and social stakeholders to give papers and participate in work groups. The team in Mexico held countless exploratory and informational activities in various states of the country, gathering opinions and suggestions from public entities, universities and civil society organizations. All this input was processed and incorporated by the government policy commission and its subcommissions. The Brazilian committee held numerous public meetings in the various states and at the national level; however, it was difficult to determine how many of these activities provided input for the baseline study, and how many served and continue to serve for disseminating and publicizing the finished plan.

All six of these processes for preparing national plans included various kinds of *consultation* activities. In general, the consultations involved a wide variety of sectors from public office and society. The reports reveal that these procedures served a number of purposes, the importance of which varied from one country to another. They provided input for the baseline study of conditions facing human rights education and identified needs for particular subjects and target groups. They promoted the importance of incorporating HRE into education in general, spread information about the plan and garnered commitments for carrying it out. To a large extent, they also built consensus between

¹⁶ The points examined by the IIHR are: the and normative framework, educational policy documents, school curricula, programs and syllabi, human rights content in school textbooks, and the amount of organizational and financial support.

representatives of the public sector -- mostly the ministries of education -- and representatives of civil society involved in the process, concerning current conditions, priorities for subject matter, and forms of implementation.

In all six countries, the process received some form of *international technical assistance*. In Colombia and El Salvador, assistance was provided directly by the UNHCHR office, which played a key role in the initiative, preparation of the plan and funding. In Colombia, Ecuador and the Dominican Republic, financial assistance was channeled through the United Nations Development Program (UNDP), and in Brazil, through UNESCO. In Mexico, the UNHCHR office monitored the process and provided additional input for the baseline study; together with UNESCO, it sponsored international events on the subject. In El Salvador, representatives of UNESCO and UNICEF took part in deliberations and in exploratory activities. In the Dominican Republic, the IIHR provided technical assistance for validating the draft plan.

The following table provides a synthesis of the main *procedures* that each country undertook in preparing its plan:

Table 11: Procedures and activities undertaken in preparation of the Plan

Brazil	
2003: August-September	Prepare the first draft of the plan.
October	Public consultation.
November	Final version.
December	Present to the public.
2004: all year	State-level consultations; meetings with universities and municipalities; videoconferences with state legislatures.
2005: August	Symposium on human rights and communication.
2006:	Introduce the plan at an international seminar on human rights education.

Colombia	
2004:	Call for bids to commission specialized support for preparing the plan. Hold exploratory workshops. Meetings with universities, institutions involved in experimental projects, NGOs and specialists.
2005:	Prepare the baseline study. Share ideas for the first draft. Commission the first draft of the plan. Analyze the draft and other commissioned activities. Analyze legal options for obtaining legislative and budgetary measures so that the plan can be implemented on a stable footing as State policy.

Dominican Republic	
2003:	Set up the <i>Comité de Trabajo</i> .
April to June	Meetings for consultation and coordination. Prepare three baseline studies.
July	Intersectoral meeting to discuss the HREPLAN. Draft the plan.
September	Workshop to validate the plan. Final revision, incorporating recommendations from the validation process. Set up the national human rights education commission.
November	Publish the national plan under the title " <i>Hacia un PLANEDH 2004-2008</i> ."

Ecuador	
2002:	Set up a working group to prepare the plan. Weekly meetings of the working group. Four regional forums. A workshop to evaluate and sort recommendations and suggestions. Meetings with representatives of civil society to review the proposal. Meetings with the congressional national human rights commission.
3 December	Approval of the plan through an administrative decision by the <i>Comisión Permanente de Evaluación Seguimiento y Ajuste de los Planes Operativos de Derechos Humanos</i> in Ecuador.
10 December	Launch HR Operating Plans, including the National HRE Plan.
2003: January	Publish Operating Plans.

El Salvador	
1999.	Prepare the first draft for consideration by the committee. Add NGOs to the national committee. National consultation on HRE for the baseline study and priority setting. The University of El Salvador prepares the baseline study. Document outlining high-priority activities for inclusion in the plan. Introduce the "Proposed Structure for the National HRE Plan of Action" prepared by the NGO Consortium. Workshop to develop the contents of the plan of action, with all members of the committee. The plan is structured by a work group of the UNHCHR technical cooperation project and the Ministry of Education.
2000:	Two draft plans of action developed by the National University and the UNHCHR technical cooperation project office. Reconcile the proposals.
24 March	The committee formally approves the consensus-based document: " <i>Proposed National Plan of Action for Human Rights Education in El Salvador</i> ." Introduce the consensus-based document to the head of each institution sitting on the national committee to define institutional commitments. Submit the final draft of the plan of action to national consultation in <i>advisory workshops on the national plan of action</i> . Consolidate workshop contributions in the document.
8 November	The <i>Comité Nacional de Educación en Derechos Humanos de El Salvador</i> approves the " <i>National Plan of Action for Human Rights Education</i> ."

Mexico	
2003	The Secretariat of Education introduces the proposed human rights education program to the <i>Comisión Intersecretarial de Política Gubernamental en materia de Derechos Humanos</i> . Sessions of the working group for the human rights education program. Add comments and prepare subprograms for upper-division secondary and university education. Identify and classify human rights activities for secondary and university education.
May	International Seminar on University-level Human Rights Studies in Latin America and the Caribbean. Introduce the proposed human rights education program to educational authorities and civil society.
2004	The <i>Subcomisión de Educación</i> and the <i>Comisión de Política Gubernamental</i> develop the program.
2005 April	Introduce the final version of the human rights education program.

All the countries obtained *results*. As of the date of this writing, they have all written a human rights education plan reflecting the outcome of their consultations, deliberations and other procedures outlined above. Mexico's program was formally approved, thus becoming an integral part of the national human rights program. The same is apparently true for Ecuador, although the process came to a stop just after the consensus-based plan of education proposal was delivered. Brazil and Colombia have nearly finished preparing their plans; they are now disseminating and validating the texts, expecting formal approval soon. Preparations in El Salvador and the Dominican Republic were broken off just as the final texts were finished. Authorities have taken no measures that could be construed as approval or formal adoption. None of the countries can claim that its plan is now being implemented formally. However, dissemination and validation activities, as in Brazil, can be understood as part of an initial campaign to promote human rights education. In other cases including Mexico, work is in progress to incorporate human rights systematically into current or modified school curricula in the formal educational system.

As already noted, two countries prepared their human rights education plans in the framework of broader processes to develop and authorize national human rights plans. In Mexico, the HRE program is an integral part of the national human rights program and was published as such by relevant authorities; in Ecuador, it is one of the plans of operation contained in the national human rights program that received executive authorization from the very beginning. In Brazil, the human rights plan and the human rights education plan are clearly linked in terms of basic directions and content. However, the two documents enjoy differing legal status, and the plan still needs to be enacted formally. The following table gives the titles of the final HRE documents prepared in the six countries.

Table 12: National HRE Plans

Country	Official title and year preparation was completed
Brazil	Plano Nacional de Educação em Direitos Humanos
Colombia	Plan Nacional de formación, respeto y práctica de los derechos humanos y el derecho internacional humanitario
Dominican Republic	Hacia un Plan Nacional de Educación en Derechos Humanos 2004
Ecuador	Plan Operativo de Educación para los Derechos Humanos
El Salvador	Plan de Acción Nacional de Educación en Derechos Humanos
Mexico	Programa de Educación en Derechos Humanos 2005)

Formal components of national human rights education plans

As planned, this research focused on four *formal components* of the six HREPLANs: expected timetable for implementation, responsibilities for implementation, provisions for evaluation or review and budget allocation for implementation. The working hypothesis suggested that the resulting data could provide clues about the degree of political will, which in turn would be reflected in the adoption of these instruments.

The study did not yield clear answers on *timetables for implementation*. The Colombian plan specified "a minimum term of 15 years of operation to attain the main goals." The national committee in El Salvador, according to the minutes of its 19th meeting, agreed that "the document was designed with a vision of five years, corresponding to the remainder of the United Nations Decade for Human Rights Education 1995-2004." An appendix to the final document contains a timetable of activities for 10 years. Information from Mexico specifies the duration of the national education program consistent with the mandate initially given to the Secretariat for Public Education, but the text of the program makes reference to long-term measures and lasting results that clearly exceed this time frame. The Ecuadorian document gives a figure that appears to coincide with the time remaining to the administration that was in office at the time the document was finished. The term given for the plan in the Dominican Republic coincides with the presidential term of office subsequent to the completion of the work. The document from Brazil makes no reference to the duration of the plan or a timetable for implementation.

Nor did the research provide sufficiently clear indications as to what public entities would ultimately hold *responsibility* for implementing the plans. This is partly associated with the fact that the different HRE plans and programs have been formalized only partially. The documents examined for this study make reference to a range of public entities that will be involved in some way in implementation, depending on subject matter or sector, but they fail to assign primary responsibility for implementation. In all cases, the commissions responsible for preparing the plans will live on and tend to become permanent, although their role once the process is completed is not clear. The responsibility in Mexico will evidently fall to the National Secretariat for Public Education. This is not entirely certain because the document also mentions a number of sectoral institutions specialized in such matters as culture, indigenous policy or services for the disabled, and provides for the continued existence of the *Comisión Intersecretarial de Política Gubernamental en materia de derechos humanos* and its various subcommissions. The Brazilian proposal specifically mentions the National Secretariat of Human Rights but also assigns responsibilities to state and municipal governments. It repeatedly points to the role of nongovernmental organizations and social movements. The question remains essentially unanswered in the Dominican Republic and Ecuador, both of which would create a National Human Rights Education Commission. Colombia and El Salvador have yet to decide on the matter.

Table 13: Formal components of the HREPLAN

Country	Term	Responsible institution	Review	Budget
Brazil	2006 /. Not specified in the text	National Secretariat of Human Rights	National Secretariat of Human Rights	Covers dissemination activities and actions by nongovernmental organizations
Colombia	2005/2020 15 years	Ministry of Education and Ombudsman	Yes; no responsibility assigned	The document makes no provisions
Dominican Republic	2004 /2008 4 years	National human rights education commission	National human rights education commission	Resources from regular institution budgets; commission may convene donors

Ecuador	2003/2006 3 years	National Human Rights Commission	<i>Comisión Permanente de Evaluación, Seguimiento y Ajuste de los Planes Operativos de Derechos Humanos</i>	Does not specify funding needs or sources
El Salvador	1999/2009 10 years	Ministry of Education	Yes; no responsibility assigned	No provisions made
Mexico	2004/2006 2 years	Secretariat for Public Education and other entities	<i>Comisión Interministerial de Política Gubernamental en materia de Derechos Humanos</i>	Contains a budgetary item for specific objectives in ISEP; actions will be funded under regular budget allocations to responsible institutions

Information is more readily available on provisions for *monitoring and revision* of the HREPLANs. All six plans make reference to evaluation, follow-up and revision of the text. These provisions are explicit in the plans for Ecuador, Mexico and the Dominican Republic, all of which assign the task to the national commission.

Budget provisions fared worse. Only the plans in Mexico and the Dominican Republic mention the need for resources to implement activities scheduled in the HREPLAN, but they remit such matters to the budgets of other institutions responsible for the activities. Brazil's document mentions resources already available for current activities to disseminate the plan, and in Mexico, the Secretariat of Education has a special budget item for this purpose. None of the plans calls for the creation of a budget item specifically earmarked to finance human rights education.

Content of national human rights education plans

One of the goals of the study was to measure how much the decision to launch a process for developing national human rights education plans actually reflected the presence and growth of true political will. Researchers also asked how much of this political will derived from interaction between public authorities and civil society. Accordingly, they first inquired whether the initial mandate given to the entities tasked with preparing the plans included instructions or frames of reference regarding specific content that the plan should include. If so, it then asked how this content was ultimately expressed in the document. Researchers traced references to the objectives, groups targeted for educational efforts, types of rights and topics selected for top-priority attention, and main lines of action. Another item receiving special attention was the handling of such matters as gender equality, ethnic and cultural diversity and interaction between state and civil society.

The overarching framework was derived from the national human rights plan in the three countries that have such plans,¹⁷ while in the other three countries, it emerged from the process. In any case, specific decisions on education in the areas described above were made throughout the process of preparation -- not beforehand -- and this was reflected in the final documents.

A first very important observation is that the six documents examined expressly emphasize the *universal, indivisible and interdependent nature* of all rights, both civil and political, and economic, social and cultural. Two of the documents also include the right to the environment and development, and Colombia adds international humanitarian law. All the plans draw a direct relationship between human rights and democracy. The texts agree that human rights education is an obligation of the State; but they do not explain that it is also a subjective right of citizens, as asserted in international instruments.

¹⁷ In Mexico and Ecuador, the HREPLANs were developed simultaneously with national education plans and are closely interconnected with them. Insufficient information on the subject is available from Brazil.

All the documents discuss the need for efforts to *target* the situation and enjoyment of human rights by collectives or groups that, for various reasons, are at a disadvantage, suffer from exclusion or are especially vulnerable. Such statements appear repeatedly throughout the documents, beginning with the definition of objectives for education and continuing through strategies for intervention, priority-setting for subject areas and teaching, and other details of planning, eventually comprising a very broad universe. In many such references, these groups are seen as holders of specific rights (e.g. women's rights, migrants' rights). In others, they are portrayed as subjects who should receive preferential treatment in educational activities (e.g. children and young people). Finally, they are described as situations to which education should pay special attention (e.g. people with disabilities).

Various texts specify that this category would include women, ethnic groups, migrants and certain age groups such as children, youth and the elderly.

The texts specify many of the same *recipients* of HRE, covering all the different spheres and levels of formal schooling including the final years of secondary school and teacher education. They are less consistent about mentioning other target groups, but most of them emphasize university education.

Table 14: Target groups of HRE specified in the HREPLAN

Targets	Brazil	Colombia	Dom Rep	Ecuador	El Salvador	Mexico
Basic education, preschool, early secondary, late secondary	✓	✓	✓	✓	✓	✓
Higher education	✓	✓	✓	✓		✓
Education for justice and security professionals	✓	✓	✓		✓	
Public employees in general (all levels)		✓	✓		✓	
Media	✓	✓				
Teachers	✓	✓	✓	✓	✓	✓
Educational community		✓		✓		✓
Civil society, non-formal education (NGOs, labor and union groups, community organizations)	✓	✓	✓		✓	
Ministry of Education staff and users of their services		✓				✓

Descriptions of HREPLAN *objectives* clearly associate human rights education with democracy and a culture of peace, as in the following examples:

Strengthen the democratic state and rule of law (Brazil).

Intensify educational activities that contribute to a culture of peace and democracy nationally and internationally by creating regional and provincial human rights education networks (Ecuador).

Foster a culture of peace based on respect for human rights and fundamental freedoms (El Salvador).

Train and sensitize participants in the educational system and institutions of higher education to understand, respect and promote human rights as a means to foster a democratic culture integrated into the knowledge-building process and daily coexistence (Dominican Republic).

The plans also set objectives that directly target inclusion or enhancement of human rights content, both in the curriculum and in classroom materials, as follows:

Emphasize the role of human rights in national development (Brazil).

The Ecuadorian educational system, the family and the community should foster a culture of respect for human rights, including practical knowledge, dissemination, defense, enforceability and discussion in the classroom and arising from the classroom (Ecuador).

Design a sequential program, consistent with the provisions of the General Law on Education, to introduce classroom material on promoting and protecting human rights, closely coordinated with existing curricula and programs at all educational levels (Mexico).

Incorporate the theme of human rights as a crosscutting perspective in the curriculum for primary school and the lower and upper secondary schools (Dominican Republic).

Develop teaching methods that include knowledge, critical analysis and skills development for promoting human rights (Mexico).

Some countries set objectives calling for the State and civil society to combine and coordinate their work and for State institutions to work together. Examples include:

Develop a direct working relationship between the State, civil society and national and international organizations involved in human rights education (Ecuador).

Design activities and develop cooperation agreements with other institutions to strengthen a culture of human rights and offer a high-quality education (Mexico).

Encourage the participation of civil society and government agencies in human rights education activities undertaken by the Secretariat for Public Education (Mexico).

Seek opportunities to share, monitor and evaluate projects proposed by nongovernmental and civil society organizations to develop human rights training programs (Dominican Republic).

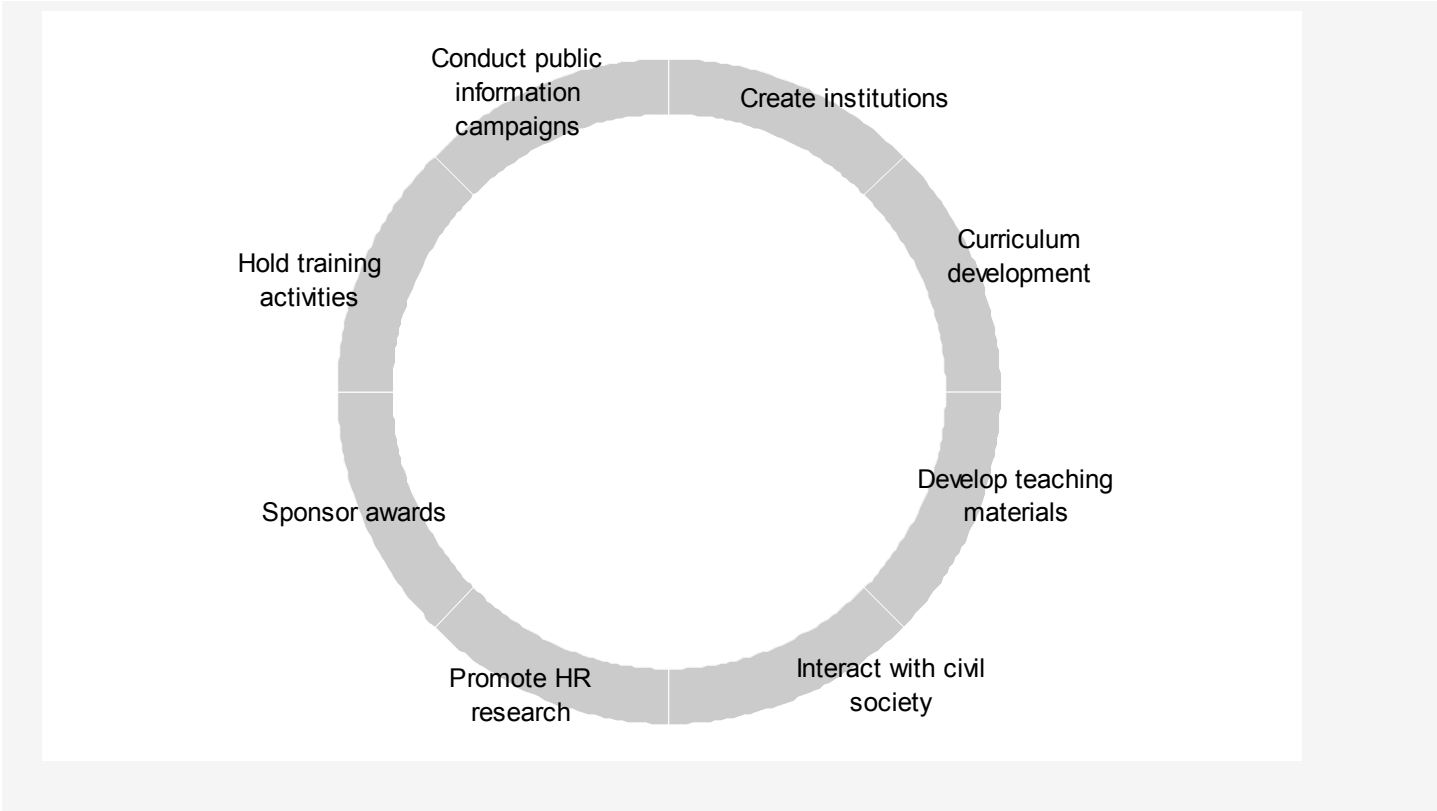
The HREPLANS specify a number of *key themes* to be addressed. The following table offers a selection of those mentioned most frequently, indicating which countries have included them.

Table 15: Key HRE themes

<i>Ethical and civic values, promoting democracy, culture of democracy, democratic freedoms, values of democratic coexistence</i>
Brazil, Colombia, Ecuador, El Salvador, Mexico
<i>Socially excluded groups, vulnerable minorities, rights of refugees and displaced persons, migrants, people with disabilities, people with AIDS</i>
Brazil, Colombia, El Salvador, Mexico, Dominican Republic, Ecuador
<i>Gender equality, women's rights, sexism, domestic violence</i>
Brazil, Colombia, El Salvador, Mexico, Dominican Republic
<i>Social discrimination, religious culture, multiculturalism, ethnic diversity, promotion of intercultural religious dialogue, racism, exclusion, Afro-descendants</i>
Brazil, Colombia, Mexico, Dominican Republic
<i>The rule of peace, culture of peace, tolerance, peace, ideals of solidarity, fraternity and self-determination of peoples</i>
Colombia, Ecuador, El Salvador, Mexico
<i>Social equality, social inclusion, equity, equal opportunity</i>
Brazil, Colombia, El Salvador, Mexico
<i>The rights of the child, youth, rights of the elderly and aging</i>
El Salvador, Mexico, Dominican Republic
<i>Human rights, international humanitarian law</i>
Colombia, Mexico
<i>Environmental protection, right to a clean and safe environment</i>
Colombia, El Salvador, Brazil
<i>Rights for victims of crime, abuse of power, torture, inhumane treatment</i>
El Salvador, Mexico
<i>Preventive education on substance abuse and economic exploitation, transparency, accountability</i>
Mexico

The plans studied for this report outline multiple *lines of action* for meeting pre-established objectives. Most consist of concrete measures for implementing human rights education. The plans use different terminology, but these measures are variously defined as: actions, anticipated outcomes, activities, lines of action, commitments and so forth. For information purposes, these action guidelines can be classified into categories that, taken together, paint a general picture of government commitments for putting HRE into practice. These lines of action, illustrated in the following figure, are mentioned in some, but not all, of the national plans.

Figure 2: Lines of action appearing most frequently in HRE plans



The scope and direction of these categories of lines of action can be illustrated with a few examples:

Table 16: Examples of lines of action appearing most frequently in HRE plans

Create institutions
<ul style="list-style-type: none">▪ Create a human rights education observatory to monitor the development of this Plan or other activities for human rights education (Brazil).▪ Propose that two federal agencies be introduced within the MEC to promote and do research on specific units for dealing with subjects related to human rights education (Brazil).▪ Set up regional and provincial subcommittees on human rights education in the Ministry of Education, Culture, Sports and Recreation; once they are up and running, they will contribute to the process of decentralization (Ecuador).▪ Create the Technical Secretariat of the National Commission on Human Rights and International Humanitarian Law Education (Colombia).

Curriculum development

- Introduce the HRE perspective as a component in early teacher training programs (Brazil).
- Promote the inclusion of human rights material in all forms of education, from preschool through the higher levels of secondary education (Mexico).
- Review and update curriculum (El Salvador).
- Introduce courses on "Comprehensive Training in Civic and Ethical Education," with material on human rights, for elementary education (Mexico).
- Draft guidelines for incorporating HRE into higher education (Dominican Republic).

Develop teaching materials

- Promote and produce educational materials oriented toward human rights education, dissemination and implementation (Brazil).
- Design a HR Curriculum Guide associated with the curriculum of the national system for Spanish/indigenous bilingual and intercultural education (Ecuador).
- Develop literature on human rights; prepare a series of publications on HRE for students and teachers at all educational levels (El Salvador).
- Develop materials for a national continuing education course on human rights for active teachers; prepare materials for an awareness raising course targeting personnel from the SEP, parents and the general public (Mexico).
- Produce materials on national and international legal instruments protecting human rights; produce educational materials for human rights training with content suited to the different levels of responsibility of civil servants and police officers (Dominican Republic).
- Develop educational materials that reinforce and supplement programs on civic and ethical education for elementary and secondary schools. Expand the collection of educational materials available to promote greater knowledge of other nations and other peoples, with a focus on international respect and solidarity, portraying diversity as a potential source of wealth (Mexico).

Interact with civil society

- Support exchange activities between civil society organizations and government leaders for developing and implementing projects and research on human rights education (Brazil).
- Encourage civil society and national and international organizations to introduce proposals and projects (Ecuador).
- Call on civil society to disseminate, defend and demand enforcement of human rights, encouraging the development of networks, panel discussions, oversight and other mechanisms of participation (Ecuador).
- Raise awareness among sectors of the State and civil society concerning human rights issues (El Salvador).
- Seek coordination and cooperation among institutions, internationally, and with civil society, government offices and autonomous agencies (México).
- The SEP will provide technical support and promote agreements with various secretariats, civil organizations and government agencies to promote human rights education targeting women, indigenous people, the elderly, street children, hospitalized children, juvenile offenders, and other groups outside the school environment (Mexico).
- Coordinate civil society organizations conducting activities to promote and disseminate human rights in order to solidify linkages and combine strengths. Coordinate activities with State institutions to offer a more in-depth approach to human rights problems in the country. Disseminate practices and experiences with human rights education by civil society organizations (Dominican Republic).

Promote human rights research

- Promote academic research based on the theoretical underpinnings of human rights, specific claims by the community and organized civil society, and public institutions (Brazil).
- Develop a project for information and awareness-raising on the knowledge and practice of human rights (Ecuador).
- Prepare a baseline study of HRE in El Salvador.
- Promote research on human rights and the quality of education (Mexico).
- Promote research to develop indicators for evaluating the state of human rights culture (México).

Conduct public information campaigns

- Conduct campaigns to disseminate information and practice on human rights and a culture of peace (El Salvador).
- Disseminate the *Human Rights Education Program* among education authorities, teachers and SEP staff (Mexico).
- Distribute the manual on introducing a human rights perspective when developing public policy (Mexico).
- Disseminate information on the rights of children in times of peace or war and the standards of international humanitarian law that protect child welfare in cases of armed conflict (Mexico).
- Disseminate practices and experiences with human rights education by civil society organizations (Dominican Republic).
- Disseminate and publish significant experiences (Colombia).

Sponsor awards

- Institutionalize annual human rights awards by the SEDH, with a category on human rights education in order to draw attention to successful experiences with HRE (Brazil).
- Recognize individuals and institutions for their contributions to human rights and a culture of peace (El Salvador).

Hold training activities

- Promote human rights training for officers and technicians working with refugees, migrants, foreigners (Brazil).
- Develop a national training plan for the educational community (Ecuador).
- Promote training on knowledge, promotion, protection, defense and respect for human rights, targeting working teachers and students of education (Mexico).
- Design human rights training strategies for the teachers of special-needs children (Mexico).
- Support members of military and security forces by ensuring that basic training programs include material on civic and ethical training, the prevention of substance abuse, and sex education (Mexico).
- Develop workshops for awareness-raising and training on the value of human dignity and State responsibility to guarantee human rights protection (Dominican Republic).
- Develop workshops for awareness raising and teacher training on topics of human rights (Dominican Republic).
- Pilot program to train teachers in human rights and IHL (Colombia).
- Training for educational and outreach workers (El Salvador).

Cross-cutting perspectives in national human rights education plans

This study of human rights education plans found that all the selected countries share a clear commitment to incorporate certain viewpoints or perspectives that cut across most or all the components of their plans. This is certainly the case of human rights per se, a perspective that is repeatedly portrayed as a necessary, comprehensive element in all educational processes. Plans call for introducing the topic into the school curriculum, adopting teaching models and methods and encouraging certain behaviors in the classroom.

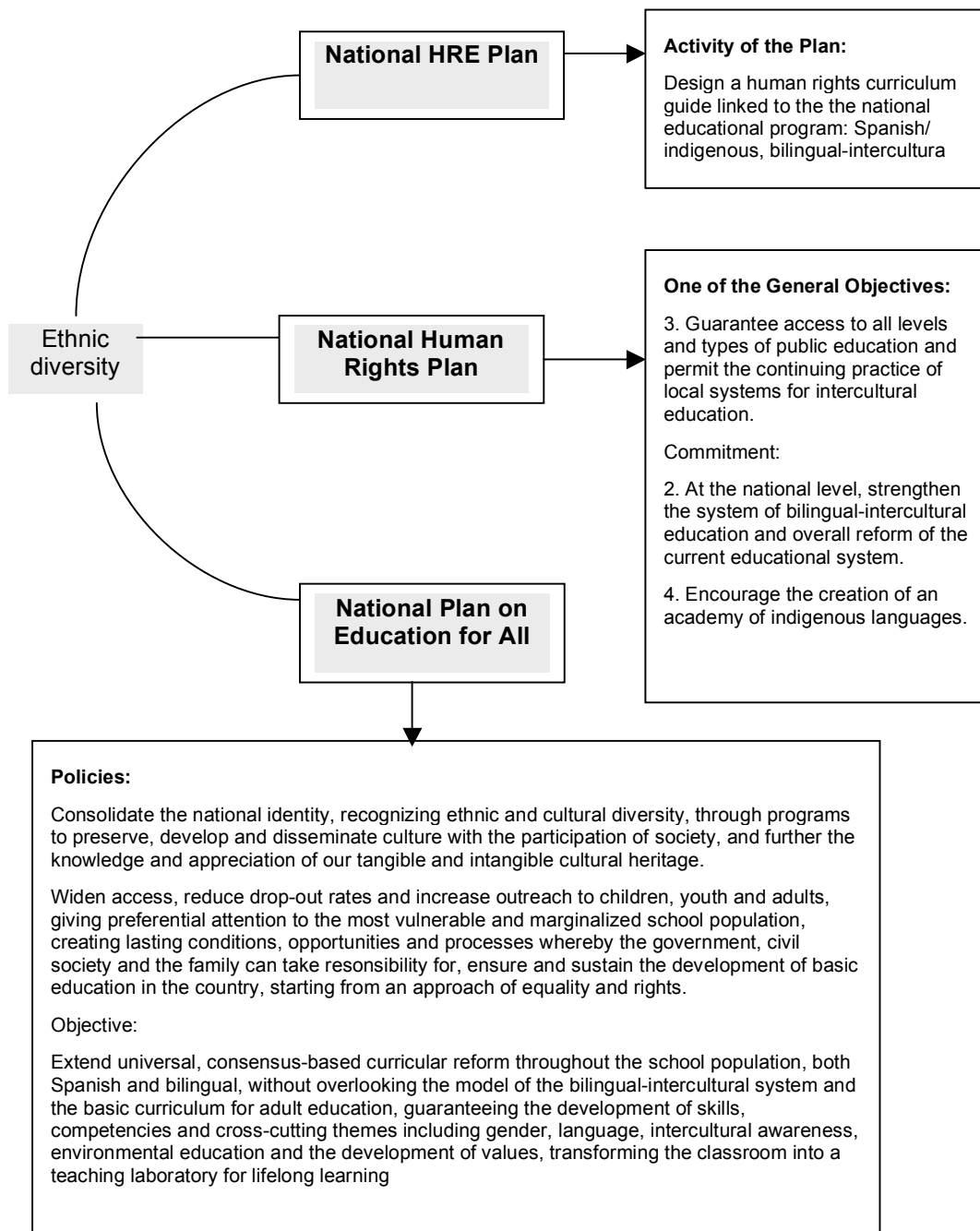
Another topic that runs through all the plans both as a subject of instruction and as an underlying thread is that of promoting gender equality. The recommended educational approach gives preferential recognition to the rights of women and, in general, introduces material acknowledging women's specific interests and needs as part of the drive to promote equality.

Another crosscutting perspective that appears repeatedly in different chapters of the plans is a recognition of cultural diversity and the resulting need to counteract all forms of discrimination and to promote tolerance and social coexistence. This item is particularly important for indigenous peoples in such countries as Ecuador and Mexico and the Afro-descendant communities of Colombia and Brazil.

All the plans address the special needs of collective groups in particular situations or conditions due to such factors as age, health or marginalization, although the degree of emphasis varies from one case to another. While they fall short of becoming crosscutting perspectives per se, they are defined as basic principles for targeting educational efforts, including the development of special teaching methods and educational materials.

In most cases, the lines of action established in national plans to implement human rights education assert the importance of developing greater interaction between civil society organizations and the State in order to bring about human rights education and design appropriate mechanisms. This is especially true for non-formal education. As was stated at the beginning of this section, the guidelines for creating institutions to prepare national plans always provide for civil society organizations to serve as full members. Civil society is also assigned equal responsibility for carrying out the lines of action in the plans.

Figure 3: Incorporation of the perspective of ethnic diversity



The HREPLANS, national human rights plans, national education plans and "education for all" programs all take different approaches to ethnic diversity and gender equality. The HRE and human

rights plans emphasize the need to develop educational and bilingual materials on these topics, while the latter two types of education programs approach these crosscutting perspectives in terms of the right to equality and freedom from discrimination. Moreover, the national education plans and national "education for all" programs introduce issues of gender equality and ethnic diversity as concerns for access to education; they promote gender equality and address indigenous issues by advocating the expansion of school infrastructure and the adoption of bilingual methods.

The figure above shows how Ecuador's, national human rights plan, working plan for human rights education and national "education for all" program incorporate the perspective of ethnic diversity.

HRE in national human rights plans (Brazil, Bolivia, Ecuador, Mexico, Peru, Venezuela)

Following the Vienna Conference in 1993, six countries of the region launched processes to adopt national human rights plans (NHRPs) in fulfillment of their international commitments. As of the date of this writing, the UNHCHR website reports that five of these countries have now submitted the texts of their plans. The information on Peru as of the same date indicates that, "having completed public hearings as scheduled, the National Council will proceed to develop a draft national plan for public release on 10 December 2005, following enactment of relevant legislation, on the occasion of the annual tribute to the Universal Declaration of Human Rights." Accordingly, the NHRP was in fact adopted via Executive Order No. 017-2005-JUS.

According to available information, the governments entrusted the *preparation* of these plans to entities associated with the national bodies (commissions, committees, workgroups) set up for this purpose; in all cases, they included the participation of civil society organizations and consulted with various sectors of the government and society.

Table 17: Preparation of national human rights plans

Country, title of instrument and legal basis	Drafting body	Year(s)
Bolivia: Plan Nacional de Acción para la Promoción y Protección de los Derechos Humanos a mediano y largo plazo	No information Presumably, the Ministry of Justice is to produce the chapter on human rights in Bolivia	No information Presumably in 2003
Brazil: Programa Nacional de Direitos Humanos II	Ministry of Justice, together with civil society organizations	2000
Ecuador: Plan Nacional de Derechos Humanos Executive Decree No. 1527, 18 June, 1998	A decentralized standing commission made up of an equal number of State and civil society representatives	1998
Mexico: Programa Nacional de Derechos Humanos Presidential Agreement, 11 March, 2003	Commission on Government Human Rights Policy	2003 - 2005
Peru: Plan Nacional de Derechos Humanos Executive Decree. 017-2005-JUS	National Human Rights Council	2001 - 2005
Venezuela: Plan Nacional de Derechos Humanos Decree No. 1034, 24 January, 1996	National Human Rights Commission (Secretariat of the President)	1996 – 1999

The *Bolivian* plan of action (1996) was prepared by common agreement between the Under Secretariat of Human Rights of the Ministry of Justice and a group of representatives of nongovernmental human rights organizations. The proposal is emerging just as this society formally recognizes the urgent, timely need to promote and reinforce reform processes in the administration of justice in a country where both historical and modern conditions have undermined access and, in effect, led to denial of justice for a majority of the population. As a result, the drafting group has been encouraged and guided in its tasks by recent constitutional and legal reforms, which include the creation of an Ombudsman office, recognition of the multiethnic and pluricultural nature of the nation, promotion of a system of grassroots participation and adoption of measures favorable to gender equality.

The plan of action sets out five groups of objectives: respect, protection and promotion of human rights; civic education; institution building; legislative reform, and strengthening civil society. The main strategy of the plan is to develop and strengthen public institutions that will handle matters affecting human rights in general, and to create and maintain linkages between the public sector and social organizations and movements. The plan proposes specific actions classified into three broad categories: institution building -- including coordination among institutions and with civil society entities; legislative reform, and activities for education, training, dissemination and documentation.

Today Bolivia has a Human Rights Plan of Action 2006-2010. It was developed after a number of preparatory steps had been taken, including the enactment of an executive order mandating the development of a human rights strategy and the creation of organizational structures such as the Inter-institutional Council, the Inter-ministerial Commission and Special-focus Groups.

Peru began preparing its NHRP in 2004 under the auspices of the National Human Rights Council (CNDH), several of whose members were assigned to a team for coordinating the work and drafting the Plan. Members of the coordination team include representatives of the ministries of justice, foreign affairs, women and social development, health, education, and the National Human Rights Coordinator. The essential thrust of the plan is the conviction that the country needs to "build a democratic culture based on respect for the dignity and rights of all persons, especially the most excluded;" "that all plans and proposals for economic, social, political and cultural development should take a human rights perspective;" that "situations of violence such as those we have experienced must not be repeated," and that "many of the causes of this violence have not been addressed."

In the final months of 2005, the National Council held a number of public hearings to collect information and opinions. Upon completion of the public hearings, it then developed a draft national plan for public release following enactment of relevant legislation, on 10 December 2005, on the occasion of the annual tribute to the Universal Declaration of Human Rights. A version of Peru's NHRP is already available on the Internet.¹⁸

The CNDH attaches critical importance to the work of central, regional and local government entities, whose work is the basis for developing, directing and ultimately applying and monitoring the NHRP; it encourages them to participate and contribute to the on-going work and adopt whatever measures they deem necessary to achieve stated objectives

The *Venezuelan* plan was coordinated by the National Human Rights Commission, an entity that reports to the Secretariat of the President and was created under executive order 1034 of January 1996. Members include representatives of: the office of the national prosecutor, seven government ministries, the governor of the Federal District, and the National Border Council. In 1998, the executive secretariat of the commission organized a team to draft a NHRP. Acting in response to a commitment the country

¹⁸ www.plannacionalderechoshumanosperu.

had acquired in the First Encounter between the central government and nongovernmental organizations, the team is made up of commission members, representatives of other government entities, nongovernmental organizations, universities, professional associations, neighborhood associations and natural leaders from civil society in general.

By February 1999, the drafting committee had developed a first version of the national plan, incorporating contributions from work groups set up in 1998 and other consultation activities. This draft failed to receive backing from the human rights movement as expressed in the "Forum for Life." Several attempts were made in 2000, 2001 and 2002 to reactivate preparation of the plan; but in the face of spreading political polarization, they were unsuccessful. In 2003, the national human rights commission and the Ministry of the Secretariat of the President were eliminated, ending all possibility of reactivating dialogues for preparing a NHRP. The text available for consultation on the UNHCHR web site appears to be the last version prepared during the final term of office of President Rafael Caldera. The report of the study on Venezuela concludes by stating that currently, "while some ministries sponsor actions, policies and directions for human rights, these are uncoordinated and have not been structured into a plan able to guarantee stability and continuity. Nor do organizations for the promotion and defense of human rights have access to regular channels of communication with the national government."

Human rights education in the NHRPs

The following table shows that the plans in Brazil, Peru and Ecuador set an explicit objective to introduce human rights education programs in schools at all levels. Peru expressly calls for human rights content in continuing education for teachers and training for government employees. Ecuador also includes non-formal education and -- in another text -- stresses that the provisions should apply to education both in Spanish and in mother tongues, as well as to intercultural and bilingual education. Brazil particularly emphasizes its intention to train professionals and civil servants working in the administration of justice.

Bolivia's plan (1996) attaches particular importance to training civil servants in all sectors, along with representatives of civil organizations. The text does not refer expressly to formal education. The same can be said of the only text available from Venezuela. Mexico describes education as a critically important resource for promoting respect for human rights and creating a culture of peace, but the text does not set the explicit objective of incorporating human rights into education.

Table 18: Human rights education as an objective of the NHRP

Bolivia	<p>Use education as a vehicle to promote dissemination and training in human rights, a human rights culture, and democracy; it should provide the means to extend and deepen the development of attitudes and behaviors favorable to the observance of human rights in daily life – so that human rights become routine – by government employees as well members of civil society.</p> <p>This culture of human rights and democracy should make it possible, among other things, to negotiate solutions to conflicts, still respecting the Constitution and laws and the free play of democratic institutions, which is a cornerstone of good governance.</p>
Brazil	<p>Strengthen programs for human rights education in the elementary and secondary schools, using crosscutting themes established under national curricular guidelines.</p> <p>Support programs of human rights training and education for legal professionals, police officers, prison wardens and leaders of unions, associations and communities.</p> <p>Support the introduction of human rights courses in judicial and prosecutor training academies.</p> <p>Coordinate regular classes and extension courses in public and private universities, academic departments and other institutions of higher learning, focusing on the promotion and protection of human rights.</p>

Ecuador	At all levels of the national formal and non-formal educational system, introduce studies on human rights, including principles and precepts, the need to protect, disseminate and develop rights, and mechanisms available to civil society for claiming the nondiscriminatory, comprehensive and universal application of these rights.
Mexico	General objective: create a culture of respect for and protection of human rights. Specific objectives: Disseminate the content and scope of human rights among the general population, along with national and international mechanisms for protection. Promote respect for human rights and the exercise and application of these rights through education.
Peru	Strategic line 2: Contribute to the dissemination of the HR approach in government institutions and civil society. Specific objective 2: Implement the National Program for Human Rights Education Goal: Guarantee high-quality education for all by delivering human rights education. Coverage: <ul style="list-style-type: none"> ▪ The curricular program overseen by the Ministry of Education and regional Departments of Education; ▪ The system of higher education, both public and private; ▪ The continuing education program for teachers, conducted in institutes of higher education and universities (undergraduate and graduate), both public and private, and training activities implemented through the Department of Teacher Training (DINFOCAD); ▪ The career program in public management and public employment, including police and military training institutions. Anticipated results: <ul style="list-style-type: none"> ▪ A national strategy for human rights education is drafted, approved and applied. ▪ A system is adopted for implementing, monitoring and evaluating the National Plan for Human Rights Education. ▪ A Plan of Action is implemented to promote the inclusion and practice of human rights education in elementary and secondary educational systems.
Venezuela	Guarantee a high-quality national education system that respects the principles of human rights and responds to the challenges of globalization, without losing sight of national identity. Guarantee that education at all levels includes materials and activities on human rights, environmental law and sustainable human development. Train and sensitize the people responsible for developing and enforcing laws, to protect and defend the inviolable nature of human rights.

These national human rights plans, much like the six HREPLANS discussed above, explicitly incorporate a perspective of gender equality in various ways. They do this in two different ways, often complementary: by approaching women as a collective that has been and continues to be subject to discrimination and that, therefore, requires preferential attention by the State and its institutions; and by seeing women as subjects of specific rights that reflect their particular interests and needs.

The Brazilian human rights plan develops this perspective extensively in the context of the fight against discrimination, also extending the discussion to ethnic and cultural diversity. Bolivia's plan of action (1996) sets forth objectives and strategies that particularly stress the rights of indigenous groups, children and women and seeks to strengthen civil organizations that defend these rights. It also proposes that government offices responsible for sectoral policies affecting such rights should be incorporated into the inter-institutional structure created to achieve the objectives of the plan. The Executive Decree enacting Ecuador's NHRP includes several articles expressly devoted to promoting and protecting the rights of women, indigenous peoples and Afro-Ecuadorians.

HRE in national education plans

As was stated in the *First Inter-American Report on HRE* (2002), national education plans (NEPs) provide a useful source of information for tracing evidence of state policies aimed at incorporating human rights themes into education. The first report examined plans that were in effect in 1990 and 2000, and, found, over the course of the decade, an increase in the number of *rules, guidelines and specific agreements* by which the broad principles and content of HRE, already established in new constitutions and general laws of education, were to be made a part of educational practice. Additionally, the report found that the countries had developed *national medium-term plans* setting educational action strategies for future years, abiding by the philosophy of the current educational reform movement. The time frame for these plans varies by country, commonly ranging from three or five years, or less frequently, up to 10 years. The national plans cover education or educational development in general. By 2000, most of them had introduced very explicit components on the teaching of human rights. At least five countries had started to develop national plans to promote human rights education, the results of which have been examined extensively in this report.

Nicaragua encouraged especially broad participation when it developed its national education plan. Participants included the National Educational Council, the Ministry of Education, Culture and Sports, the National Technology Institute, the National University Council (CNU), the Higher Council of Private Universities (COSUP) and the Nicaraguan Federation of Private Universities (FENUP). The process also drew on civil society entities including: teacher associations, the Forum for Education and Human Development of the *Iniciativa por Nicaragua*, the National Educational Movement, the business sector, political and religious leaders and the media.

In Guatemala, in addition to the national education plan, the Presidential Commission for Coordination of Executive Human Rights Policy drafted a national HRE policy still pending approval. One of its main strategic lines of action is to include human rights at all levels of the formal educational system.

Eight countries now have national education plans in effect (Bolivia, Brazil, Costa Rica, El Salvador, Guatemala, Mexico, Nicaragua and the Dominican Republic). The following table shows which national education plans include human rights-related objectives, goals and strategies and gives several examples.

Table 19: Human rights content in national education plans

Content	Bolivia 2004/2015	Brazil 2000/2010	Costa Rica 2002/2006	Dominican Rep. 2003/2012	El Salvador 2005/2021	Guatemala 2004/2007	Mexico 2001/2006	Nicaragua 2001/2015
Explicit reference to human rights					✓			✓
Solidarity, peace, tolerance and friendship among the nations	✓	✓	✓	✓	✓	✓	✓	✓
Civics training		✓	✓	✓	✓	✓	✓	✓
Participation in educational management	✓	✓	✓	✓	✓	✓	✓	✓
Gender equality	✓	✓	✓	✓	✓	✓	✓	✓
Ethnic diversity	✓	✓	✓	✓	✓	✓	✓	✓

Table 20: Examples of content in NEPs

Explicit reference to human rights
<p>Strategies: Implement a curriculum that includes crosscutting themes on the gender approach, environment, human rights, governance, culture of peace, customs, languages, beliefs and traditions (<i>Plan Nacional de Educación</i>, Nicaragua).</p> <p>Objectives: a) Full development of the person, to include a social dimension. Through education, students must learn to coexist with others. Full development includes, as key elements, the nurturing of self-discipline, tolerance and solidarity, combined with the balanced exercise of human rights and citizen responsibilities (<i>Plan Nacional de Educación</i>, El Salvador).</p>
Values of solidarity, peace, tolerance and friendship among nations
<p>Strategies: Find ways for the educational system to respond to needs arising from conflict, natural disasters and instability and adopt educational programs that promote mutual understanding, peace and tolerance and that help prevent violence and conflict (<i>Plan Nacional de Educación</i>, Nicaragua).</p> <p>Crosscutting themes: life in democracy and a culture of peace, unity in diversity, moral and ethical values, sustainable development, science and technology (<i>Plan Nacional de Educación</i>, Guatemala).</p>
Participation in educational management
<p>Purposes: 2. Promote a participatory, nonexclusive, consensus-based process to set strategic directions for education in Nicaragua (<i>Plan Nacional de Educación</i>, Nicaragua).</p> <p>Strategic objectives: Bolster community participation in the educational process, adopting various mechanisms for the community to take ownership of the school (the school belongs to the community) (<i>Plan Nacional de Educación</i>, Guatemala).</p> <p>Goal: Create new mechanisms for co-responsibility and participation so that individuals and social groups involved and interested in education can contribute work, ideas, creativity and effort to achieve educational purposes (<i>Programa Nacional de Educación</i>, Mexico).</p> <p>Objectives and goals: 9. Promote community participation in managing schools; by the end of two years, school councils or equivalent bodies should be set up in all communities (<i>Plan Nacional de Educación</i>, Brazil).</p> <p>Strategic objectives: achieve participatory, effective educational management (<i>Estrategia de la Educación</i>, Bolivia).</p>

HRE in other planning documents

Objectives of the World Education Forum "Education for All" (Dakar, Senegal, 2000):

- (i) expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- (ii) ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- (iii) ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
- (iv) achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- (v) eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- (vi) improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are especially in literacy, numeracy and essential life skills.

So far, this report has examined three types of national planning programs: national plans for human rights education, human rights per se, and education. In addition to these three, some countries of the region have completed or are preparing other types of educational plans stemming from two international campaigns that coincided with the *Decade for Human Rights Education*. Specifically, the States of the world adopted a recommendation to develop *National Plans for Values Education*, at the World Education Forum held in 2000 in Dakar, Senegal, and the Organization of Ibero-American States for Education (OEI) encouraged them to prepare *National Plans for Values Education*. These planning documents, in describing their mission, objectives, principles, components or strategies, include references to HRE principals, values and content.

The "Education for All" program that emerged from the Dakar Forum specifies six objectives to be achieved by the year 2015, geared to ensure access to high-quality education — carried to a successful completion — on an equal footing for all the world's children, especially those who are at the greatest disadvantage or in explicit or implicit situations of vulnerability.

Although human rights per se are not directly mentioned in the wording of these objectives, they are clearly present in the emphasis on equal opportunity, gender equality and respect for ethnic diversity, and in the concern for children and young people from the most vulnerable sectors of modern society.

According to information available, several countries of Latin America have now prepared or are currently preparing national plans on "Education for All: Ecuador, Panama, Paraguay, Peru, Costa Rica and Venezuela. The planning exercises began between 2001 and 2003 and, without exception, propose clear, specific measures for introducing the principles of equality and diversity promoted by the Dakar objectives into their educational systems.

Particularly important is their emphasis on recognizing ethnic diversity, as all these countries have large indigenous or Afro-descendant populations that, in actual practice, for the most part have not enjoyed conditions of access, permanence or promotion of education equivalent to those of the Spanish-descended population.

Some of the national "Education for All" plans go even further, explicitly and accurately introducing values and educational content drawn from human rights theory. The extracts quoted in the following table offer clear evidence of this.

Table 21: Values and content from human rights education appearing in national "Education for All" plans: selected examples

Educación para todos - Plan Nacional de Acción, Panama

Goals:

National Network of 1000 defenders of values, human rights and gender, up and running.

Participation in the educational planning process by 100% of parents associations.

Strategies:

Document experiences with human rights education.

Sign agreements between the Ministry of Education and the Inter-American Institute of Human Rights to provide technical assistance to 1000 defenders.

Expand the national network of defenders of a culture of peace through values education and human rights education.

Plan Nacional de Educación para Todos, Peru (in progress)

Principles: VII. Democracy and participation

Education is a matter of concern to everyone in society and promotes unconditional respect for human rights and for freedom of conscience, thought and opinion; it encourages the full exercise of citizen rights and recognition of the popular will. Education promotes the development of values, attitudes and behaviors for participation in institutional life and peaceful coexistence.

Plan Nacional de Educación para Todos, Venezuela

(Document prepared by the technical group of the Plan)

Policies for indigenous education, culture and language:

- Intercultural bilingual education as a State educational policy, understanding interculturalism as the guiding and operating principle for the national educational system.
- Produce and publish educational materials using oral, written and audiovisual media, both bilingual and in indigenous languages.
- Revitalize language and culture for working with highly vulnerable indigenous groups.
- Compulsory use of indigenous languages in all public and private facilities located in indigenous zones, including urban areas inhabited by indigenous people, in which case intercultural bilingual education is to be practiced.
- Expand the social use of indigenous languages beyond the classroom, to institutionalize their official recognition.

Another instrument for educational planning present in the region, although less common, is the national plan or program for values education. Available information shows that Costa Rica already has one such plan in effect, and Paraguay is currently preparing its own.

Costa Rica introduced values education as a policy of the 2002-2006 education plan under the heading "full human development." Included as a crosscutting theme of the education plan, it is consistent with the objectives of the national plan for human development 2002-2006, which sets high priority on human values training under the program for development of values. Paraguay is currently working on a national plan for values education, and the draft is 80% complete. It would last five years, and the objective is to establish public policies for education. Even though the document is not yet complete, it is already being disseminated and discussed in various national forums.

This type of plan or program for values education, like the "Education for All" program, tends to incorporate, more or less explicitly, the principles of human rights, democracy and citizenship, as the following examples reveal. Nevertheless, here the emphasis is on the ethical or axiological dimension of human rights, rather than the legal or political dimension, even though the two should be inseparable. As a result, the challenge of teaching about the historical and doctrinal underpinnings of human rights philosophy, as well as its framework for legal protection, is relegated to the national, regional or international level.

Table 22: Values and content from human rights education appearing in national "Values Education" plans

<p><i>Programa Nacional de Formación en Valores, Costa Rica</i></p> <p>Mission: Seek recognition of personal dignity and respect for individual and cultural differences, human rights and the irrevocable right to a healthy life for children, young people, adults and the elderly; seek and continuously promote efficiency and transparency in public management.</p> <p>Component N° 1: The intent of this approach is to build values associated with the four current cross-cutting issues: Education for living out human rights, democracy and peace; education for health; education for an environmental culture and sustainable development, and integrated education for human sexuality.</p> <p><i>Plan Nacional de Educación en Valores, Paraguay (in progress)</i></p> <p>General objectives:</p> <p>Promote the practice of solidarity, understood as a two-way value in which those who receive are expected to give.</p> <p>Encourage the formation of a new model of citizen who is critical and autonomous in exercising rights and honoring obligations.</p> <p>Encourage citizens to participate in all actions of national interest and take part in making decisions for the common good.</p>

Other initiatives relevant to HRE planning

Finally, information collected for this study found a number of countries that do not currently have a planning process directly or tangentially addressing matters relevant to human rights education in the educational system, but that nevertheless are engaged in related initiatives. In general, they have created new institutions (or new departments in existing institutions), a number of which are clearly educational in nature, that the State has mandated to work on promoting human rights at the national level. This is the case of Argentina, Chile and Uruguay.

Such cases apply to the research hypothesis of this Fourth Report in two ways. First, the initiatives reveal the State's will and political commitment to promote human rights. Although they may be something less than full-fledged public policy, nevertheless they are embryonic expressions of such a policy and represent the first steps in this direction. Furthermore, the creation of an entity is in itself very promising, as its functions or objectives tend to include developing national human rights policies and proposing actions and plans in this direction, following international guidelines. Consequently, it is

reasonable to expect that these activities will soon lead to the development of national plans for human rights or human rights education, or both.

In 1993, *Argentina* created the National Department of Outreach under the aegis of the Under Secretariat for Human and Social Rights, which reports to the Ministry of Internal Affairs; since that date, it has been engaged in HRE activities. One of the objectives of the Secretariat for Human Rights for 2003/2007 is to assist the Ministry of Justice and Human Rights in developing and implementing policies, plans and programs for promoting and protecting human rights. It coordinates decentralized organizations active in this field and supervises plans and programs for the prevention of human rights violations and all forms of discrimination. It also runs programs to promote cultural norms and social practices that guarantee equal opportunity, tolerance and respect for the human rights of all. In the final quarter of 2003, a call went out to design a *National Plan of Action for the Rights of Children and Youth*, and meetings have been held with different sectors of the government, civil society and international organizations.

This year in *Chile*, the President submitted a draft bill to create the *National Human Rights Bureau*, a government office whose promotional tasks would include "disseminate knowledge of human rights, encourage teaching of human rights at all levels of the educational system and promote research, studies and publications; grant awards, sponsor ceremonies and events on these subjects and conduct other actions to consolidate a culture of respect for human rights in the country." The draft bill to create this bureau does not identify specific strategies or lines of action for meeting the objectives, so it seems clear that the tasks related to human rights education would be carried out in conjunction with the Ministry of Education.

At the beginning of this year, following the inauguration of the current administration, the Government of *Uruguay* created a human rights department under the Ministry of Education and Culture. One of its stated objectives is to develop a *national plan for human rights education*. Educational authorities have repeatedly asserted their desire to introduce the subject of human rights at every level and sector of education -- public and private, formal and non-formal -- including training for government employees and police and military personnel. For this purpose, they attach top priority to national-level planning. Progress in this direction has been very fast, and last September, with the support of international organizations, a seminar was held under the title "Toward a National Human Rights Plan." Clearly, the process is well underway.

All these developments are clear expressions of the political will of the States to begin providing widespread, systematic human rights education to all citizens. Can the process unfold successfully? This will depend on the countries' ability to sustain and even strengthen domestic political will -- regardless of the changeover of political parties at the helm of government. It will also depend on the amount of support the countries receive in the form of technical inputs from other countries that have greater experience and from international organizations working in this field.

The timing of this spurt of interest in human rights education poses an interesting question. These are the same countries that have a recent history, dating to the 1970s and 1980s, of antidemocratic, authoritarian governments that engaged in massive, bloody human rights violations. Why then have they moved so slowly, even lagging behind the other countries of the region, in deciding to plan and introduce widespread human rights education? One hypothesis could be that, after having suffered from such egregious violations, the newly democratic governments have been concerned, first and foremost, with human rights policies in the political and legal sphere. They needed to respond to the massive outcry for truth, justice and redress, an exceedingly difficult and time-consuming task, ridden with conflict. Systematic educational policies have come later, driven by a growing awareness of the need to cultivate collective historical memory and raise up new generations able to guarantee that "Never Again" becomes a reality.

Section IV: Conclusions

The working hypothesis for this *Report* was based on the assumption that a study of the processes to prepare national human rights plans and national human rights education plans would yield important clues about the development of public policy on HRE. It would show whether HRE was to become a key component in educational processes at all levels and could cast light on the basic directions of HRE in the countries.

Such clues point, first, to political considerations by illuminating the origin and strength of the initiative; the type of institutional structure developed for planning; characteristics of the procedure; the type and variety of interactions among all the actors involved; distribution of responsibilities and allocation of resources to carry out the plans. Second, a look at the results -- documents containing proposed plans and programs -- reveals technical considerations and the extent to which human rights are covered. It shows how priorities were set and what viewpoints were adopted regarding particular rights, rights holders and educational spheres where interventions will take place.

The countries of this region have been slow to adopt national plans (HR and HRE), falling behind timetables proposed in the plans of action in the Vienna Declaration (1993) and the Decade for Human Rights Education (1994). Because the planning processes in these countries began so recently, it is too early to evaluate their impact. Indeed, many of these processes and results are still incomplete or have even come to a standstill for a number of reasons. Even though more time will need to elapse before an accurate assessment can be made of the establishment of true HRE public policy, sufficient clues are already available for drawing conclusions on some the points listed in the above paragraph.

The *initiative* to implement human rights planning processes originates equally in the international sphere -- especially the UNHCHR office -- and the national public sector, especially in the area of international relations. With certain exceptions, civic organizations tended to become involved in these initiatives as a delayed reaction to what was already happening. The public sector has been quick to call on education authorities, and in all cases, they have joined the process and assumed important roles. It has also reached out to the offices of the *ombudsman*, whose participation has not been particularly active. Overall society has become involved mostly through nongovernmental human rights organizations and, in some countries, other movements that have entered the field more recently, such women's groups or indigenous associations. Other organized sectors and certain social and citizen movements have tended to join the process later. Available information reveals that political parties have been strikingly absent.

In all cases, an *ad hoc institutional structure* had to be set up to prepare the plans, making it possible to involve a variety of government sectors, civil society and organizations from the international community. Each country decided how much weight to assign these stakeholders within the institutional structures, and the results clearly reflect their decisions. In those cases where the government holds sway, procedures and results advanced much farther, and the teams produced quite complete planning documents that have been formally recognized by the authorities. Those processes that assigned more active participation to civil organizations did succeed in developing proposals. However as planning instruments, they suffer from certain technical limitations and are still awaiting formal procedures for adoption by public authorities.

For the most part, *procedures* have been consultative and not bureaucratic. All the countries that produced plans held events, although the format varied, as a resource for conducting baseline studies, identifying needs and aspirations, building agreement on priorities, formalizing commitments and dividing up responsibilities. Public entities made significant efforts to coordinate with one another and

promote the necessary intersectoral policies, and in some countries, to garner the participation of state, regional and local governments and thus ensure effective decentralized policy implementation. Interaction between public entities and civil organizations takes many forms, ranging from technical cooperation to actual negotiation of agreements. It automatically implies the recognition that *expertise* on human rights -- and especially HRE -- can be found in civil society organizations, universities and in some cases, the churches. An important component of the procedures was to disseminate the initiative and its progress among the overall population or among social and citizen movements; in some cases, these actions were construed as promotion of human rights, and in other cases, as consultations.

To judge by the results, *interactions* in preparing the plans are mediated by reconciling diverse proposals. Indeed, in cases where participation is most varied and effective, the resulting plans are broader and less selective in terms of themes, beneficiaries, coverage, intervention strategies and types of activities to achieve results. These interactions produced an identifiable tension between two different approaches or *access points*: one starts with actual rights, while the other focuses on subjects of rights (targets). The two were not always resolved or reconciled in the final product.

With a few exceptions, the division of *responsibilities* for leading preparatory procedures was very clear and has been respected. By contrast, the allocation of responsibilities for implementing the final plan or program has been very vague, with the possible exception of two countries, and little evidence is available to gauge whether it is being fully accomplished. This may be a continuing symptom of the *ad-hoc* nature of the preparatory entities. It may also reflect a tendency for these entities to become permanent structures outside of highly fragmented institutional dynamics of the public sector in the countries of this region. It stands in contrast to discouraging past experiences with efforts to bring about interinstitutional coordination in other areas. Creation of a permanent role for the *ad-hoc* institutions seems to reflect a desire to preserve a place for interactions between public entities and civil society. This interaction proved to be critical in the preparation of plans that gained reasonable levels of legitimacy and claim significant technical quality.

The final HRE plan or program documents mostly avoid financial projections. A few mention financing for specific actions to disseminate the plans or, exceptionally, for the immediate development of supplementary materials such as curricular guides or specialized texts. Those plans that express concern for the financial stability of the HREPLAN point to the regular budgets of entities that will be responsible for carrying out planned activities, especially the ministries of public education. However, they offer no thoughtful proposals to identify lasting sources of funding -- such as new or special income streams -- or to calculate duly budgeted percentages of expenditure. Only one plan suggests that a special fund should be set up to cover the cost of human rights education activities, and in one other case, the permanent commission is empowered to initiate negotiations with international cooperation institutions. Certainly this indicator is the strongest argument for the hypothesis that in fact the States are not moving toward official HRE policies.

The study also looked at the actual content of plans, programs and proposals. The most general finding is that the universal, interdependent and indivisible nature of all human rights is becoming more clearly understood. Moreover, the countries are beginning to recognize the international community, especially international protection bodies, as the natural sphere of human rights, to which they have submitted themselves for the development of legal standards, control mechanisms and possibilities for enforcement.

Another clear finding is that all the documents identify areas in which existing inequalities tend to interfere with access to certain rights. The most evident inequalities entail poverty as an expression of economic inequality, exclusion as an expression of political inequality and discrimination as an expression of social and cultural inequality. These inequalities suggest at least three areas that HRE should emphasize: the urgent need to fight all types of discrimination; identification of specific rights of collective groups in situations of greater risk, disadvantage or vulnerability, and the close

relationship between protection of human rights and promotion of democracy. In response to such concerns, the plans should emphasize certain crosscutting perspectives or viewpoints, including gender equality and recognition of ethnic and cultural diversity.

Although the HREPLANs open a broad spectrum of environments in which to promote processes of human rights education, they favor formal education for children and youth in the schools. They make frequent mention of the need to train civil servants and law enforcement officers, without taking a specific, emphatic position on teacher training, which in fact would be a key factor for meeting the goals in this allegedly high priority sector. All the planning documents express recent concerns about the role of the media, and training for journalists and other communication workers because of the powerful influence -- both positive and negative -- that they exercise in the development of human rights.

The 2003 and 2004 *Inter-American HRE Reports* broadly addressed substantive issues that have already found a place in school curricula and textbooks and in teacher training. For the most part, these issues are consistent with the tenets of the HREPLANs and are generally evolving the same direction.

Some of the countries, while lacking specific national HRE plans, human rights plans or education plans, have nonetheless prepared or are preparing other educational planning tools of national scope as a result of international campaigns parallel to the *Decade for Human Rights Education*. These include (i) national plans on "education for all" (Ecuador, Panama, Paraguay, Peru and Venezuela) or (ii) national plans on "values education" (Costa Rica and Paraguay).

These documents make reference to HRE-based principles, values and content, whether explicitly or implicitly. Hence they do not contradict or interfere with development in the field of HRE, but instead could be complementary. Even so, from a true perspective of rights education, they fall far short in terms of coverage of the material (curricular content, especially of a legal or political nature) and methodology (methods, techniques and educational resources for training in the exercise of rights and democratic citizenship). These plans do not represent a full-fledged public policy clearly oriented toward promoting human rights, and therefore do not fulfill the recommendations of the international community that came out of the Vienna conference (1993) and were reiterated in the Declaration of the *HRE Decade* (1994) and the *World Program for HRE* (2005).

A final group of countries was identified that had not prepared national HRE plans, human rights plans or other special educational planning exercises ("education for all" or "values education"), but that nevertheless had undertaken initiatives pertinent to HRE and that contain the seeds of a public policy. Specifically, in the relatively recent past, they have set up new institutions (or new departments in existing institutions) whose mission is to promote human rights at the national level and to propose actions and plans that are consistent with international guidelines. These countries are Argentina, Chile and Uruguay. Ideally, their initiatives will advance and grow, eventually yielding new HREPLANs in the region.

Section V: Recommendations

The conclusions clearly show that over the past decade, the countries of the region have started down the path of incorporating HRE into the different levels of their formal educational systems. They have undertaken a number of educational initiatives characterized by varying degrees of organizational structure, official backing and real progress. It is also true that in all the countries, without exception, much remains to be done before the various government sectors and civil society begin to perceive these efforts as a true public policy commitment to abide by the agreements of the international community -- a policy that needs to be built, strengthened and sustained over time above and beyond circumstantial changes of administration. One effective way for HRE to become this kind of comprehensive, sustainable public policy is for the countries to develop national plans.

Given the findings of this study, the IIHR can offer several recommendations for consolidating and deepening just such a process.

- Urge the States to finish developing their HREPLAN as soon as possible; those that have not yet begun the planning process should do so immediately so they can quickly and harmoniously join the *World Program for Human Rights Education (2005-2007)* approved in December 2004 by the United Nations General Assembly.
- Emphasize the importance, for both doctrinal and methodological reasons, for the HREPLAN process to draw on existing proposals in this field, including international, regional and national. This means that entities assigned to prepare the plan in the different countries should follow the guidelines approved by the United Nations, ask international and regional agencies specialized in HRE to support and monitor the process, and compile lessons learned and other input from the experiences of other countries in the region.
- Underscore particularly the need for an **inter-institutional and intersectoral entity** to direct and oversee the process of preparing the HREPLAN. This entity should have the participation of governmental, nongovernmental and academic sectors, as well as experts in the field, and the work should begin with an **assessment of current conditions** for HRE and human rights in the country.

This is the only way to guarantee:

- (a) integrated national planning that considers the concerns and needs of all kinds of target audiences (children, young students, professionals in all fields, government employees, politicians, trainers, members of civil society and community organizations, etc.) to receive teaching about their rights;
 - (b) lines of action and a variety of activities that can be implemented simultaneously by different training entities in their particular spheres of action or experience, complementing one another and coordinated together (grade schools, high schools, universities, ministries, academies, professional and vocational training institutes, political parties, NGOs, etc.);
 - (c) lines of action and activities relevant to the objective needs of different demographic sectors, building on the country's past educational experiences and targeting current human rights problems that persists in the local setting.
- Make sure all HREPLANS include not only doctrinal and program considerations of HRE (philosophical framework, objectives, targets, lines of action, broad programs, etc.), but also operational issues, which are usually the decisive factor for educational planning ultimately to be implemented successfully. At least the following operational concerns need to be addressed:

- (a) quantitative goals for the short and long term;
 - (b) timetable;
 - (c) authorities or organizations responsible for coordinating each line of action or program;
 - (d) mechanisms for follow-up and evaluation;
 - (e) budget, and
 - (f) funding sources to cover the budget, or mechanisms for obtaining these funds.
- Once the HREPLAN document has been developed by the particular entity, and bearing in mind the need for all sectors to take an active part, make sure the plan is given some type of legal status (e.g., law, executive decree, ministerial ruling), to facilitate implementation and the acquisition of resources for implementing it.
 - Urge the countries that have already prepared -- or are currently preparing -- multiple national plans or programs directly or indirectly related to HRE, regardless of their title or approach, to harmonize and coordinate these plans so they do not overlap or interfere with one other and so that no gaps (legal, curricular or methodological) are left uncovered.
 - Urge international and regional educational and human rights organizations to offer and provide guidance and academic, technical and financial support to countries that are in the process of developing their HREPLANS or are willing to do so.

The IIHR reaffirms its commitment to continue its ongoing policy of cooperating with all public, civil society and academic entities in the countries of the region, and with other international and regional organizations, to promote national processes for planning human rights education in the Americas.

Annex 1
Resolutions and reports to the General Assembly
and to the Commission on Human Rights

Body	Session	Date	Symbol	Title
CHR	61st	30/12/2004	E/CN.4/2005/98	Follow-up to the United Nations Decade for Human Rights Education (1995-2004), including the proclamation of the World Programme for Human Rights Education - Report of the High Commissioner for Human Rights
ECOSOC	2004	06/08/2004	E/DEC/2004/268	Follow-up to the United Nations Decade for Human Rights Education
CHR	60th	22/04/2004	E/CN.4/DEC/2004/121	United Nations Decade for Human Rights Education, 1995-2004
CHR	60th	21/04/2004	E/CN.4/RES/2004/71	Follow up to the United Nations Decade for Human Rights Education
GA	58th	17/03/2004	A/RES/58/181	United Nations Decade for Human Rights Education, 1995-2004
CHR	60th	25/02/2004	E/CN.4/2004/93	United Nations Decade for Human Rights Education (1995-2004): Report on achievements and shortcomings of the Decade and on future United Nations activities in this area
SUBCOM	55th	20/10/2003	E/CN.4/Sub.2/RES/2003/5	United Nations Decade for Human Rights Education, 1995-2004
SUBCOM	55th	07/08/2003	E/CN.4/Sub.2/2003/L.14	United Nations Decade for Human Rights Education
CHR	59th	25/04/2003	E/CN.4/RES/2003/70	United Nations Decade for Human Rights Education
CHR	59th	28/02/2003	E/CN.4/2003/101	Study on the follow-up to the United Nations Decade for Human Rights Education (1995-2004)
GA	57th	28/02/2003	A/RES/57/212	United Nations Decade for Human Rights Education, 1995-2004
CHR	59th	03/01/2003	E/CN.4/2003/100	Implementation of the Plan of Action of the United Nations Decade for Human Rights Education, 1995-2004
GA	57th	16/08/2002	A/57/323	United Nations Decade for Human Rights Education (1995-2004)
CHR	58th	25/04/2002	E/CN.4/RES/2002/74	United Nations Decade for Human Rights Education (1995-2004)
GA	56th	26/02/2002	A/RES/56/167	United Nations Decade for Human Rights Education
CHR	58th	21/12/2001	E/CN.4/2002/104	Implementation of the Plan of Action of the United Nations Decade for Human Rights Education, 1995-2004
GA	56th	07/08/2001	A/56/271	United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
CHR	57th	24/04/2001	E/CN.4/RES/2001/61	United Nations Decade for Human Rights Education (1995-2004)
GA	55th	28/02/2001	A/RES/55/94	United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
CHR	57th	23/01/2001	E/CN.4/2001/120	Towards a culture of peace
CHR	57th	07/11/2000	E/CN.4/2001/90	United Nations Decade for Human Rights Education, 1995-2004
GA	55th	07/09/2000	A/55/360	United Nations Decade for Human Rights Education - Report of the United Nations High Commissioner
CHR	56th	27/04/2000	E/CN.4/RES/2000/71	United Nations Decade for Human Rights Education
GA	54th	23/02/2000	A/RES/54/161	United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
CHR	56th	20/01/2000	E/CN.4/2000/93	Implementation of the Plan of Action of the United Nations Decade for Human Rights Education, 1995-2004 - Report of the Secretary General
GA	54th	24/09/1999	A/54/399/Add.1	Human rights publications
GA	54th	24/09/1999	A/54/399	S-G Report on the United Nations Decade for Human Rights Education
CHR	55th	28/04/1999	E/CN.4/RES/1999/64	United Nations Decade for Human Rights Education
CHR	55th	29/12/1998	E/CN.4/1999/87	Report on the implementation of the Plan of Action for the United Nations Decade for Human Rights Education (1995-2004)

GA	53rd	09/12/1998	A/RES/53/153	United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
GA	53rd	27/08/1998	A/53/313	Report of the Secretary-General on the United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
SUBCOM	50th	20/08/1998	E/CN.4/SUB.2/RES/1998/11	The realization of the right to education, including education in human rights
CHR	54th	17/04/1998	E/CN.4/RES/1998/45	United Nations Decade for Human Rights Education
GA	52nd	26/02/1998	A/RES/52/127	United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
GA	52nd	20/10/1997	A/52/469/Add.1/Corr.1	Report of the Secretary-General on the United Nations Decade for Human Rights Education (1995-2004) and Public Information Activities in the Field of Human Rights
GA	52nd	20/10/1997	A/52/469/Add.1	Report of the Secretary-General on the United Nations Decade for Human Rights Education (1995-2004) and Public Information Activities in the Field of Human Rights
GA	52nd	15/10/1997	A/52/469	Report of the Secretary-General on the United Nations Decade for Human Rights Education, 1995-2004, and public information activities in the field of human rights
CHR	53rd	11/04/1997	E/CN.4/DEC/1997/111	United Nations Decade for Human Rights Education
GA	51st	03/03/1997	A/RES/51/104	United Nations Decade for Human Rights Education and public information activities in the field of human rights
CHR	53rd	04/02/1997	E/CN.4/1997/46	Report of the High Commissioner on the implementation of the Plan of Action for the United Nations Decade for Human Rights Education
GA	51st	12/12/1996	A/51/506/Add.1	Report of the High Commissioner for Human Rights on the implementation of the Plan of Action for the United Nations Decade for Human Rights Education
GA	51st	16/10/1996	A/51/506	Report of the High Commissioner for Human Rights on the implementation of the Plan of Action or the United Nations Decade for Human Rights Education
CHR	52nd	19/04/1996	E/CN.4/RES/1996/44	United Nations Decade for Human Rights Education
CHR	52nd	18/03/1996	E/CN.4/1996/51	Report of the High Commissioner for Human Rights for the Implementation of the Plan of Action for the United Nations Decade for Human Rights Education (1995-2004)
GA	50th	28/02/1996	A/RES/50/177	United Nations Decade for Human Rights Education
GA	50th	27/02/1996	A/RES/50/173	United Nations Decade for Human Rights Education: towards a culture of peace
GA	50th	27/10/1995	A/50/698	Report of the United Nations High Commissioner for Human Rights on the implementation of the Plan of Action for the United Nations Decade for Human Rights Education
GA	49th	06/03/1995	A/RES/49/184	United Nations Decade for Human Rights Education
CHR	51st	03/03/1995	E/CN.4/RES/1995/47	Decade for Human Rights Education
ECOSOC	1994	22/07/1994	E/DEC/1994/255	Proclamation of a decade for human rights education
CHR	50th	04/03/1994	E/CN.4/RES/1994/51	Proclamation of a decade for human rights education
GA	48th	14/02/1994	A/RES/48/127	Human rights education decade
CHR	50th	04/01/1994	E/CN.4/1994/39	Report of the Secretary-General on action taken in relation to the declaration of a decade for human rights education

Annex 2

Plan of action: Synthesis

I Normative basis

Article 26 of the Universal Declaration of Human Rights,
Article 13 of the International Covenant on Economic, Social and Cultural Rights, Article 29 of the Convention on the Rights of the Child,
Article 10 of the Convention on the Elimination of All Forms of Discrimination against Women,
Article 7 of the Convention on the Elimination of All Forms of Racial Discrimination,
Paragraphs 33 and 34 of the Vienna Declaration and paragraphs 78 to 82 of its Programme of Action.

Definition

In accordance with those provisions, and for the purposes of the Decade, human rights education shall be defined as training, dissemination and information efforts aimed at the building of a universal culture of human rights through the imparting of knowledge and skills and the moulding of attitudes and directed to:

- (a) The strengthening of respect for human rights and fundamental freedoms;
- (b) The full development of the human personality and the sense of its dignity;
- (c) The promotion of understanding, tolerance, gender equality and friendship among all nations, indigenous peoples and racial, national, ethnic, religious and linguistic groups;
- (d) The enabling of all persons to participate effectively in a free society;
- (e) The furtherance of the activities of the United Nations for the maintenance of peace.

II General guiding principles

The United Nations Decade for Human Rights Education shall be guided by the definition and normative basis set out in part I of the present Plan of Action and shall further be directed to creating the broadest possible awareness and understanding of all of the norms, concepts and values enshrined in the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights and in other relevant international human rights instruments. The Decade is placed within the context of action of States and others to eradicate illiteracy and understands education to be a constant factor in the multidimensional life of individuals and of society of which human rights are an integral part.

A comprehensive approach to education for human rights, including civil, cultural, economic, political and social rights and recognizing the indivisibility and interdependence of all rights, as defined by the United Nations, shall be adopted for all activities under the Decade.

Education for the purpose of the Decade shall be conceived to include the equal participation of women and men of all age groups and all sectors of society both in formal learning through schools and vocational and professional training, as well as in non-formal learning through institutions of civil society, the family and the mass media.

In order to enhance their effectiveness, human rights education efforts for the Decade shall be shaped in such a way as to be relevant to the daily lives of learners, and shall seek to engage learners in a dialogue about the ways and means of transforming human rights from the expression of abstract norms to the reality of their social, economic, cultural and political conditions.

In recognition of the interdependence and mutually reinforcing nature of democracy, development and human rights, human rights education under the Decade shall seek to further effective democratic participation in the political, economic, social and cultural spheres, and shall be utilized as a means of promoting economic and social progress and people-centred sustainable development.

Human rights education under the Decade shall combat and be free of gender bias, racial and other stereotypes.

Human rights education under the Decade shall seek both to impart skills and knowledge to learners and to affect positively their attitudes and behaviour, consistent with all other principles set forth in the present Plan of Action and in the international human rights instruments upon which it is based.

III Objectives

The assessment of needs and the formulation of effective strategies for the furtherance of human rights education at all school levels, in vocational training and formal as well as non-formal learning;

The building and strengthening of programmes and capacities for human rights education at the international, regional, national and local levels;

The coordinated development of human rights education materials;

The strengthening of the role and capacity of the mass media in the furtherance of human rights education;

The global dissemination of the Universal Declaration of Human Rights in the maximum possible number of languages and in other forms appropriate for various levels of literacy and for the disabled.

IV Principal actors

Governments should play an active role in the implementation of the programme of the Decade through the development of national plans of action for human rights education National.

Human rights institutions, such as human rights commissions, offices of the ombudsman and human rights research and training institutes

The active engagement of national non-governmental organizations, grassroots

Organizations, professional associations and interested individuals

The United Nations High Commissioner for Human Rights

The Centre for Human Rights

The United Nations Educational, Scientific and Cultural Organization (UNESCO),

United Nations human rights treaty monitoring bodies, the Commission on Human Rights, the Subcommission on Prevention of Discrimination and Protection of Minorities and all other United Nations human rights bodies and programmes

V Target groups

Activities carried out under the Decade shall be designed to bring the objectives of the Decade to as wide an audience as possible, through both formal and non-formal education and, to this end, should encourage an approach that is designed to build permanent capacity, including through the training of trainers, shall include the use of audiovisual and multimedia materials,

Special emphasis shall be given in human rights education activities under the Decade to the human rights of women, children, the aged, minorities, refugees, indigenous peoples, persons in extreme poverty, persons with HIV infection or AIDS and other vulnerable groups.

Special attention shall be given to the training of police, prison officials, lawyers, judges, teachers and curriculum developers, the armed forces, international civil servants, development officers and peacekeepers, non-governmental organizations, the media, government officials, parliamentarians and other groups that are in a particular position to effect the realization of human rights.

Schools, universities, professional and vocational training programmes and institutions should be encouraged and assisted in developing human rights curricula and corresponding teaching and resource materials, with the help of Governments and international donors and programmes, for incorporation into formal education at the early childhood, primary, secondary, post-secondary and adult education levels.

Appropriate institutions of civil society, including non-governmental organizations, workers' and employers' organizations, labour unions, the mass media, religious organizations, community organizations, the family, independent information, resource and training centres and others, for the purpose of incorporating human rights education into non-formal programmes, should be encouraged and assisted in developing and delivering such non-formal programmes, with the help of Governments and international donors and programmes.

VI Structure for coordination and implementation

The United Nations High Commissioner for Human Rights, with the assistance of the Centre for Human Rights, will promote and coordinate the implementation of the present Plan of Action. He shall consult with the United Nations human rights treaty-monitoring and Charter-based human rights bodies regarding the Plan of Action and

consider ways of supporting any recommendations made by those bodies in the area of human rights education. He will also consult closely with Governments, regional organizations, national institutions, specialized agencies, non-governmental organizations and grass-roots and professional associations, and will prepare an annual report on the progress made at all levels based on information supplied by those sources.

In recognition of the fact that action at the national and local levels is crucial to the effective promotion of human rights education, as is an effective international coordination structure, the Plan of Action envisages that:

National focal points for human rights education should be designated

in each State, according to national conditions. Such focal points may consist of specially constituted committees including representatives of relevant government agencies, non-governmental organizations, the private sector and educators; or, alternatively, existing appropriate structures or organizations, such as ombudsman offices, national human rights commissions or national human rights training and research institutes may be designated to perform this function;

VII Programme of implementation

Component one: assessing needs and formulating strategies

Component two: strengthening international programmes and capacities

Component three: strengthening regional programmes and capacities

Component four: strengthening national programmes and capacities

Component five: strengthening local programmes and capacities

Component six: coordinated development of materials for human rights education

Component seven: strengthening the role of the mass media

Component eight: global dissemination of the Universal Declaration of Human Rights

VIII Mid-term global evaluation

During the year 2000, a mid-term global evaluation of progress made towards the achievement of the objectives of the Decade shall be undertaken by the High Commissioner for Human Rights and the Centre for Human Rights

IX. Conclusion of the decade

The year 2004 shall be the final year of the United Nations Decade for Human Rights Education. That year shall, accordingly, be set as the target date for achievement of generalized human rights education programmes through the implementation of State action plans.

X. Follow-up to the decade

Final report on the state of human rights education at the local, national, regional and international levels.

Annex 3

Guidelines for national plans of action for human rights education

Steps towards a national plan of action for Human Rights Education: Synthesis

Step 1: Establishing a national committee for human rights education

A national committee should be established in each country, according to national conditions and should include representatives of appropriate government agencies and non-governmental organizations

The committee should be directly responsible for the development of the national plan, including (a) the commissioning/conduct of the baseline study (step 2); (b) the formulation of a comprehensive national plan of action, including identifying objectives, strategies, programmes and financing (steps 3 and 4); (c) the facilitation of the implementation of the national plan (step 5); and (d) the periodic evaluation, review and follow-up of programmes and the achievements of national goals (step 6). The committee should remain in contact with regional and international bodies involved in implementing the objectives of the Decade

The committee should operate with a free exchange of views and information, in an atmosphere of trust and collaborative interest in seeing that a comprehensive, intersectoral and multidisciplinary strategy for human rights education can take place in the country.

Step 2: Conducting a baseline study

The committee should be to conduct or commission a systematic study about the state of human rights education, including the areas where human rights challenges are greatest, the available level of support and the extent to which the basic elements of a national strategy are already in place.

The study might deal with present activities, needs and human and institutional resources for human rights education, including such basic issues as:

- (a) Existing programmes for human rights education
- (b) Existing curricula for human rights and democracy issues at all levels of education
- (c) Current activities of governmental and non-governmental agencies
- (d) Existence of legal norms concerning the promotion of human rights and their implementation;
- (e) Availability of key human rights documents in national and local languages as well as in simplified language
- (f) Availability of other materials, both textual and other
- (g) Overall level of organizational and financial support for human rights education,
- (h) Existence of national development plans and other relevant national plans of action already defined
- (i) Obstacles to human rights education that should be overcome;
- (j) An overall needs assessment for human rights education, including identification of human rights problems in the country and consequently emerging priority groups in need of human rights education.

The study might also include (a) knowledge about human rights among the general population, as well as potential target groups; (b) social, political and economic conditions relevant to human rights education; (c) human rights educational access for marginalized groups; and (d) treatment of human rights issues by the mass media (including television, radio, newspapers and popular magazines).

The study should identify and make recommendations on high-priority groups in need of human rights education and must be made public and be widely disseminated

Step 3: Setting priorities and identifying groups in need

Priorities in human rights education will need to be established for the short, medium and long term on the basis of the findings of the baseline study.

These priorities might be set on the basis of the most pressing needs (for example, among groups that are clearly in need of human rights education) and on the basis of the opportunity (for example, if certain groups or institutions have requested assistance in setting up human rights education programmes).

Step 4: Developing the national plan

A national plan of action should include a comprehensive set of objectives, strategies and programmes for human rights education and evaluation mechanisms.

Components:

- (a) An affirmation of the overall goals or objectives for human rights education in the country
- (b) Strategies for reaching the general public, formal schooling sectors and special target groups;
- (c) Programmes for the realization of these strategies, composed of specific activities;
- (d) Short-, medium- and long-term steps for carrying out the Plan;
- (e) Realistic identified results to be achieved and criteria for monitoring/evaluating;
- (f) Special opportunities for human rights education;
- (g) The role of the National Committee in the implementation of the Plan;
- (h) Mechanisms for individuals and groups to contact the Committee and become part of the national human rights education effort;
- (i) Contact information for key local human rights education organizations.

Strategies

- (a) A general public awareness campaign;
- (b) The infusion of human rights themes into all levels of formal schooling
- (c) An educational effort customized for specific groups in need of human rights education.

The national plan of action should constitute an integral part of the national development plan and be complementary to other relevant national plans of action already defined

Programmes (types of activities)

- (a) Networking support

- (b) Institutional/organizational support
- (c) Integration of human rights education into all levels of formal
- (d) Education of groups in need
- (e) Public awareness campaign
- (f) Production and revision of materials:
- (g) Research and evaluation
- (h) Legislative reform

Resources

A financial strategy for the national plan should be developed. Funding could be raised at the local, regional, national and international level. Consideration could be given to the establishment of a national fund.

The development of a national plan of action should be linked to a corresponding policy declaration and the freeing up of resources to help realize the programme goals.

Once the plan has been elaborated through a process of broad consultation, an immediate task of the committee should be to identify organizations and ways that can help in its realization.

Step 5: Implementing the national plan

Implementation is linked to a number of measures including responsive policies, law, mechanisms and resources (human, financial, information and technological), and may vary from country to country. However, in each country implementation should be based on the principles covered in section II above.

Step 6: Reviewing and revising the national plan

The plan should be reviewed periodically and revised as necessary to ensure effective responses to the needs identified by the baseline study.

National evaluations should examine, at a minimum, three areas: (a) the national plan of action; (b) programme implementation; and (c) the functioning of the national committee.

Annex 4

Plan of action:

World Programme for Human Rights Education

(2005-2007). Synthesis

Stage 1: Analysis of the current situation of human rights education in the school system

Outputs

- National study on human rights education in the primary and secondary school systems.
- Wide dissemination of the results of the study at the national level through, for example, publications, a conference or public debate to elaborate orientations

Stage 2: Setting priorities and developing a national implementation strategy

Output

A national implementation strategy for human rights education in the primary and secondary school system that identifies objectives and priorities and foresees at least some implementation activities for the period 2005-2007.

Stage 3: Implementing and monitoring

Output

Depending on the priorities of the national implementation strategy, outputs can be, for instance, legislation, mechanisms for coordination of the national implementation strategy, new or revised textbooks and learning materials, training courses, participatory teaching and/or learning methodologies or non-discriminatory policies protecting all members of the school community.

Stage 4: Evaluating

Outputs

National report on the outcomes of the national implementation strategy for human rights education in the primary and secondary school system.

Recommendations for future action based on lessons learned throughout the implementation process.

Annex 5**Contents of CD Rom**

In the attached CD, you will be able to find

- I Inter-American Report on Human Rights Education, Spanish and English versions, and its annexes,
- II Inter-American Report on Human Rights Education, regarding the development of the curriculum and school textbooks, in the Spanish and English language versions, along with its annexes,
- III Inter-American Report on Human Rights Education on the development of teacher education, in Spanish and English versions, and its annexes,
- IV Inter-American Report on Human Rights Education, regarding the Developments in national planning, in Spanish and English language versions and its annexes

The Annex of the four Reports contains the data used for the preparation of those Reports.

When starting the CD and following the instructions, you will be able to find inside the annexes, tables that will allow you to accede the information of the indicator or Country that you select.

In each table, you may consult all of the indicators for a given country; the information for all 19 countries regarding a specific indicator; or the information for an actual indicator in a particular country.

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