

Human Rights Education for Civil Servants in Korea: Current Situation and Tasks

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IT CAN BE SAID that Korea started to have interest in human rights education in the 1990s. While human rights organizations had the earlier initiatives, human rights education for civil servants became more active after the establishment of the National Human Rights Commission of Korea (NHRCK) in 2001. Article 26 of the NHRCK Act provides that the NHRCK “shall conduct education and raise public awareness necessary to awaken and elevate public consciousness of human rights.” The NHRCK is given the responsibility to provide human rights education to all, including those in national institutions (covering legislative, administrative, and judicial bodies), local governments, and relevant public and private organizations.¹ These efforts implement the national human rights institution mandate under the United Nation’s (UN) “Paris Principles” and the Vienna Declaration and Programme of Action.²

Based on a comprehensive analysis of the UN definition of human rights education and the concept understood by Korean implementers, the NHRCK defined human rights education as all educational activities that contribute to developing a society where human rights are respected by facilitating understanding and knowledge about human rights; cultivating values, attitude and character to respect human rights; and increasing capabilities on handling human rights violations and discrimination.

Human rights education is a transformative movement that aims to realize the human rights of the participants as well as to protect the human rights of others. Human rights education can be seen as a process where education is continuously happening within a place for learning, and using methods and environment that respect human rights.

In order to effectively undertake human rights education in the Korean society, the NHRCK started to administer customized human rights education programs for schools, the public, and the civil society. Public human rights education refers to education of those affiliated with the national and local governments. In other words, it refers to human rights education taking place according

to Article 26 of the NHRCK Act that specifies the national institutions and the local governments to be covered, including detention and protection centers as defined in Article 2(3).

Human rights education for civil servants in this article refers only to the educational activities administered to those working in the administrative sector of the government (excluding school faculties, and two other sectors of the government: legislative and judicial). Simply put, human rights education in Korea is administered to civil servants affiliated to the national or local governments.

In order for human rights education for civil servants to continue, the NHRCK implemented the “human rights education institutionalization” program. Under this program, NHRCK took the first step of increasing the awareness of the need for human rights education. Up until now, the level of recognition of human rights education within public institutions has been very low due mostly to the stigma attached to human rights education. The NHRCK developed the “Pilot human rights sensitivity development course” that was subsequently incorporated in most in-house training programs of different institutions. The second measure, in consultation with training institutions, introduced human rights education to the respective public offices through the development of textbooks and materials. The third step involved the support for human rights training of trainers programs. Finally, NHRCK established mechanisms to monitor the state of human rights education program implementation and management.

The NHRCK comprehensively manages human rights education in order that Korea could be at the forefront of developing human rights education that would allow it to expand to the different aspects of society.

I. Current State of the Institutionalization of Human Rights Education for Civil Servants

Human rights institutionalization has several levels: 1) establishment of a human rights subject in the regular curriculum of training institutions; 2) establishment of a regular human rights education curriculum in the training institutions; and 3) reform of the human rights education guidelines and related legislations.

Among the trends in the institutionalization³ of human rights education for civil servants, the most distinct current trend is the addition of a provision on human rights education in laws such as those regarding mental health and homeless people as well as in human rights ordinances of local

governments. There is also a trend regarding the inclusion of human rights education as an official administrative obligation.

In the context of the reform of the administrative system for the police and the military, and in line with the prevention of human rights violations and acts of discrimination, the NHRCK prioritized the institutionalization of human rights education for civil servants in police and correctional facilities that were the subject of the most number of complaints of human rights violations received by the Commission. As a result, human rights education has become part of the administrative obligation in the training of members of the military, police, and prosecutor's office.⁴ The education program is meant to raise the human rights consciousness of the civil servants in these facilities and lessen cases of human rights violations and discrimination attributed to them.

The human rights education programs for the professionals working in facilities that protect and care for the socially marginalized people (such as the facilities for mental health, homeless people, child welfare, and social welfare) have been strengthened to prevent human rights violations. These programs implement the provision on the obligation to undertake human rights education in laws regarding the socially marginalized such as the Mental Health Act, Child Welfare Act, Homeless Welfare Act, Social Welfare Service Act, and the Framework Act on Juveniles. For example, in order to prevent the occurrence of cases such as the infamous "Crucible" incident,⁵ the NHRCK raised the interest of the public on the welfare of children with disabilities and other socially marginalized people.

The human rights ordinances that protect the human rights of local residents have also made human rights education an obligation of the local governments. These human rights ordinances have been enacted not only by metropolitan city governments but also by municipal governments.

The "regionalization of human rights education" can be seen as an encouraging phenomenon. Thirty-two local governments (eight metropolitan city governments, and twenty-four municipal governments) have human rights education provisions in their human rights ordinances. Generally, the local governments require⁶ the administrative heads to implement human rights education program for the civil servants.

The human rights education program being implemented by the local government does not only focus on civil servants, but also includes employees of corporations supported by the government (through financial investment or

contribution), and members of public institutions (including public enterprises of the Local Public Enterprise Act).

The human rights education commitments of local governments have been carried out in the following manner:

- Incorporation of human rights education in training civil servants based on the 2006 “Guidelines on Education and Training for Civil Servants “
- Development of “human rights curriculum” in the civil servant training institutes of local governments (2008-2012)
- Application of human rights-based processes (Jeju, Chungbuk, Gwangju, Busan, Jeonnam - 2008-2012)
- Enactment of human rights ordinances (Gwangju, Chonbuk, etc.).

Finally, with human rights education being implemented as a policy under the 2006 “Guidelines on Education and Training for Civil Servants,” special lectures on human rights have been held in the educational institutions for national civil servants. This started in 2007 with the inclusion of human rights education in the civil servants training (two or more weeks) according to the 2006 “Guidelines on Education and Training for Civil Servants.” However, in the same year, human rights education was removed from the coverage of the 2006 “Guidelines on Education and Training for Civil Servants” with the start of the new government under President Lee Myungbak. But it was included again as a policy in 2011.

The Ministry of National Defense has been using since 2006, just before the adoption of human rights education policies, a curriculum called the “fundamental rights of military personnel.” This curriculum covered the training institutions for the navy, air force and army personnel.

II. Human Rights Education for Civil Servants

a. Human Rights Education for the Military

Human rights education for the military officially started in 2005, when the military’s human rights records were a major issue, with the implementation of NHRCK’s three-year “Fundamental Military Human Rights Education Plan.”⁷ NHRCK started a training program to establish a foundational infrastructure for the introduction of human rights education within the military training. In 2005, the NHRCK held a fifteen-session human rights special lecture series (involving five thousand four hundred eighty people) for military investigators, and a chairperson’s special lecture for the generals of the navy, air force, and army

(Mugunghwa Committee). Also, in order to develop key resource persons who would take charge of human rights education within the military a three-day “Person in Charge of Military Human Rights Training Program” was implemented for the first time targeting human rights counselors and investigators (December 2005).

During the 2006-2007 period, the first human rights sensitivity development program was implemented for military commanders and drill instructors in charge of human rights education. To instill human rights values within the military and to change the understanding of human rights by military commanders, the “Human Rights Leadership for Commanders” (one day program) was carried out for first line battalion commanders. The program rotated four times in the different regions for a total of eight sessions (four sessions in 2006 with one hundred fifty people, and four sessions in 2007 with one hundred seventy people).⁸ An additional military human rights education training program was implemented during the same period (thirty-five 35 people in 2006, forty people in 2007) aimed at improving the human rights sensitivity and human rights education instruction capabilities of the people in charge of human rights education and tasks within the military.

Human rights education in the military was institutionalized with the adoption of the “Regulation on Human Rights Education in the Military” in 2008. Although the NHRCK led the human rights education program for the military before the Regulation, the Ministry of National Defense, army, navy, and air forces had already assumed important roles in developing their respective programs. And within the military, the focus had shifted from the Ministry of National Defense to the respective army, air force, and navy services.

Human rights education in the military after 2008 (including the Ministry of National Defense and Army, Air Force, and Navy) as presented in Table 1 had the following achievements:

- 2008 – fifty-two sessions, with a total of two thousand eight hundred twelve participants
- 2009 – sixty three sessions, with twelve thousand seven hundred eighteen participants
- 2010- three hundred fifty-five sessions, with forty-two thousand four hundred seventy-four participants
- 2011 – two thousand nine hundred twenty-eight sessions with 1,808,283 participants.

Table 1. Human Rights Education for the Military (2008-2011)

Section	No. of Programs				No. of Training				No. of Participants			
	2008	2009	2010	2011	2008	2009	2010	2011	2008	2009	2010	2011
Human Rights Education Curriculum (six or more hours)	9	9	10	13	19	15	11	22	767	594	666	2,750
Human Rights Special Lecture (not more than six hours)	-	-	-	-	33	48	344	2,906	2,045	12,124	41,808	1,805,533
Total	9	9	10	13	52	63	355	2,928	2,812	12,718	42,474	1,808,283

The annual average number of participants per session was increasing during the 2008-2011 period: fifty-four (2008), two hundred one (2009), one hundred nineteen (2010), and six hundred seventeen (2011). The increasing number of participants as well as lectures during the 2008-2011 period can be seen as a result of the increase in human rights problems occurring within the military as well as its efforts to strengthen education within the military camp. Most of the human rights lectures in 2011 either lasted for one or two hours, with two thousand ninety-five one-hour lectures (72.1 percent of the total number of lectures for that year), and seven hundred seventy-seven two-hour lectures (26.7 percent). Special lectures constituted the majority of the activities (98.8 percent). Lecturers from within the military delivered the majority (98.2 percent) of the human rights curriculum lectures and special lectures.

The one-night, two-day human rights education program was held nine times with nineteen sessions in 2008, nine times with fifteen sessions in 2009, ten times with eleven sessions in 2010, and thirteen times with twenty-two sessions in 2011. The NHRCK and the Ministry of National Defense started to jointly hold the sessions, but the current program that is fast expanding is implemented solely by the Ministry.

From 2008 until 2011, different curriculums were developed in the military sector, namely,

- Ministry of Defense: curriculums for military medical workers, military drill instructors, military detention center workers, investigation personnel, and military judicial officers
- Army: curriculums for division level personnel, battalion commanders, military personnel
- Navy: curriculums for person in charge of human rights, military judicial officers
- Air Force: curriculum for affiliated officials.

b. Human Rights Education Civil Servants

In implementing the human rights education program for the civil servants in the national and local governments, the NHRCK published a textbook in 2003 entitled *Administration and Human Rights*. In 2006, this was developed into an online human rights education material.

Starting from 2005, the NHRCK researched the situation of human rights education for the different levels of civil servants at the civil servant training facilities. The research revealed that six institutions (Central Officials Training Institute, Korean Civic Education Institute for Democracy, Korean Human Resource Development Institute for Health and Welfare, Korea National Diplomatic Academy, Information and Communication Officials Training Institute, and National Institute of Environmental Research) held more than nineteen training activities for more than 19,000 participants. Specific issues (such as gender equality) were covered by many of the training curriculums employed. This showed, however, the lack of a more comprehensive human rights curriculum.

With this situation, workshops for the managers of the educational facilities were held in 2008 and 2009 to improve the recognition of the need for human rights education and to widen the implementation of the human rights education program. As a result, over sixteen city and provincial governments adopted their respective human rights curriculums. A research on the human rights education situation in 2009-2011 revealed that the training institutes for civil servants held fifty-one sessions (one hundred fifty-eight hours) for two thousand nine hundred fifty-six participants in 2009, one hundred twenty sessions (two hundred seventy-nine hours) for ten thousand two hundred ninety-

five participants in 2010, one hundred fifty-two sessions (two hundred ninety-four hours) for eleven thousand five hundred fifty-nine participants in 2011, for a total of three hundred twenty-two sessions (eight hundred thirty-one hours) for twenty-four thousand eight hundred twelve participants. The implementation of the human rights education program is expanding annually; see Table 2 for more details.

Table 2. Human Rights Education for Civil Servants in Training Institutes (2009- 2011)⁹

	Overall			2009			2010			2011		
	Session	Time	Person									
Total	323	832	24,812	51	158	2,956	120	279	10,295	152	394	11,559
Human Rights Education Curriculum	14	193	1,055	1	54	91	3	37	77	10	101	887
Human Rights Special Lecture	309	639	23,757	50	104	2,867	117	242	10,218	142	293	10,672

Per session, the average number of training participants is almost seventy-seven, for an average of about two and a half hours. In contrast to the data on human rights education activities for the military, the human rights education activities for civil servants were much less due to the different manner of implementing their education programs.

There were more special lectures on specific issues such as women's rights held than general human rights lectures in 2009. But in 2010 and 2011, more general human rights lectures were held than lectures on women's rights. Several other issues relating to children, senior citizens, multi-cultural society have been discussed in other special lectures. And the resource persons for the lectures (general and special) were mainly not from within the training institutes.

The human rights education program for local government officials (who were in charge of training other local officials) on increasing human rights sensitivity was first initiated by Chungcheongbuk-do (one two-day program) and Jeju Human Resource Development Institute (two three-day programs). In 2010, Jeju and Daegu Metropolitan City offered two curriculums three times. In 2011, Gwangju, Daegu, Jeollanam-do, Jeju, Chungcheongnam-do and Chungcheongbuk-do offered six curriculums ten times. Table 3 provides de-

tails on the 2011 activities of these local governments. The initial three two-day curriculums expanded to three five-day curriculums. The increase in the program length allowed the diversification of human rights themes - general human rights, multi-culture, persons with disabilities, senior citizens, marginalized peoples, and North Koreans.

Table 3. Human Rights Education in Education Institutes for Local Government Officials - 2011

Educational Institute	Curriculum	Target	Time	Participants
Gwangju Metropolitan City Local Government Officials Education Institute	Understanding the Socially Vulnerable	Under Level 6	3 days	22
	Developing Human Rights Sensitivity	Under Level 6	3 days	20
	Understanding Multi-Cultural Society	All employees	3 days	85
Daegu Metropolitan City Local Government Officials Education Institute	Developing Human Rights Sensitivity	All employees	2 days	180
Jeollanam-do Local Government Officials Education Institute	Prohibiting Discrimination against Persons with Disabilities and Implementing Human Rights	Under Level 6	2 days	147
Jeju Human Resource Development Center	Human Rights and Developing People's Rights	Under Level 5	2 days	245
Chungcheongnam-do Officials Education Center	Understanding Multi-Cultural Society	Under Level 6	3 days	28
Chungcheongbuk-do Local Government Training Center	Understanding Multi-Cultural Society	Under Level 6	3 days	160

In order to minimize difficulties with the limited timeframe of human rights education activities, NHRCK established in 2005 the online human rights education center. The online human rights education curriculum was officially implemented in 2006. NHRCK offers seven online curriculums for civil servants, namely, 1) Basic course on understanding human rights, 2) Advanced course on understanding of human rights, 3) Prevention of discrimination against persons with disabilities, 4) Prevention of sex discrimination, 5) Administration and human rights, 6) Advanced course on prevention of discrimination against persons with disabilities, and 7) Human rights for educators.

Participation in the online human rights education program for civil servants has steadily increased, as shown in Table 4. To be specific, in 2007 there were nine

sessions with 4,895 participants, in 2008 there were seven sessions with 4,199 participants, in 2009 there were twenty-seven sessions with 5,592 participants, in 2010 there were forty-one sessions with 6,543 participants, 2011 there were thirty-nine sessions with 8,511 participants, and in 2012 there were forty-eight sessions with 10,776 participants. In total, one hundred seventy-one sessions were held with 40,516 participants. The percentage of administrative civil servant participants overall in the online education program was 47.6%.

Table 4. Online Education Program for Civil Servants (2007~2012)

Year	Total		Administrative Civil Servants		Educators		Citizens		Others	
	Session	Persons	Session	Persons	Session	Persons	Session	Persons	Session	Persons
2007	37	9,435	9	4,895	2	1,430	9	783	17	2,327
2008	31	12,394	7	4,199	13	7,011	7	884	4	300
2009	60	13,573	27	5,592	18	7,338	12	534	3	109
2010	65	10,538	41	6,543	24	3,995	-	-	-	-
2011	71	14,681	39	8,511	30	6,139	-	-	2	31
2012	109	21,550	48	10,776	30	8,747	31	2,027	-	-

NHRCK also established the annual human rights policy leadership program for civil servants. This program was developed to counter the one-way, lecturer-centered and ineffective basic human rights education program and turned it into a participant-centered education program.

c. Human Rights Education for Prosecutors, Correctional Facility Officials, and Other Ministry of Justice Officials

From its establishment and until 2006, NHRCK had been implementing a human rights sensitivity curriculum for prosecutors and correctional facility officials. This human rights curriculum subsequently became a regular course at the Institute of Justice. NHRCK worked with the Ministry of Justice in a way that enabled it (Ministry of Justice) to carry out the human rights education program on its own.

In 2008, the Ministry of Justice adopted the “Three-Year Plan to Develop Human Rights Sensitivity” and by 2010 it trained forty-eight internal instructors in its four offices: Prosecution, Correctional, Immigration, and Social Protection and Rehabilitation. A human rights sensitivity education program was developed for each office. Table 6 shows the number of sessions held by the Ministry of Justice during the 2008-2010 period.

Table 6. Human Rights Education Activities of the Ministry of Justice (2008-2010)

Year	2008		2009		2010	
	Session	Participant	Session	Participant	Session	Participant
Human Rights Sensitivity Training	15	475	15	428	18	455
Human Rights Courses (Institute of Justice)	50	1,646	24	1,141	18	563
Role-Play (Newly Appointed Prosecutors)	3	135	3	139	-	-
Instructor Development Program	10	196	11	154	6	72
External Instructors Human Rights Special Lecture	-	-	30	903	28	1,030
Total	78	2,452	83	2,765	70	2,120

In addition to this, the Ministry of Justice has produced a human rights video documentary for the personnel in the Prosecution, Correctional, Immigration, and Social Protection and Rehabilitation offices. The video documentary was widely distributed to affiliated organizations. In comparison to the role-play-focused human rights sensitivity training activities done by external instructors, videos have been evaluated to be educationally effective.

d. Human Rights Education for the Police¹⁰

The human rights education program for the police has been implemented the most, among the programs for the civil servants. The human rights education program for the police started to be implemented in 2002. With an annual ten-hour mandatory human rights course since 2004, human rights education expanded across various areas in the police structure covering the police train-

ing institutes and continuing education institutes like the Korean National Police University, Central Police Academy, and the Investigation and Security Institute.

In 2009, the National Police Agency broadly implemented the human rights education program through the training of resource persons, fundamental duty education, and other educational activities regarding public office. Under the human rights resource person training course, the “human rights instructor course” and the “victim’s support course” were taught. In the fundamental duty education course, according to level and the core education duty involved, human rights courses like “police and human rights” and “victim protection” were developed and taught. In 2008, the National Police Agency implemented five hundred twenty-four courses educating over 438,904 people.

III. Materials for Human Rights Education for Civil Servants

The NHRCK developed basic textbooks, lecture outlines (in powerpoint presentations), online human rights education programs and materials for human rights education for civil servants as part of its institutionalization efforts.

For the training of members of the police, NHRCK produced and disseminated the following materials: *Police Force: Guide to Human Rights* (2002),¹¹ *Investigators and Human Rights* (2008), *Security Guards and Human Rights* (2008). The National Police Agency adopted two of these materials as textbooks in their own training. In 2010, the three books (human rights guide, human rights and investigation and human rights and security guards) were compiled into one book entitled *Police and Human Rights*.

Every presentation related to police activity is structured in the following manner: a) core human rights issue; b) case problems; c) precedent cases and related regulations; d) interpretation; and e) practical guide to respecting human rights. The presentations are used by human rights educators. These presentations are being converted into online materials.

Along with these materials, NHRCK developed in 2003 a material on participant-centered methods for the police force called *Human Rights Education Methods for the Police*. This material was developed to support instructors in giving effective human rights education to the members of the police. It covers sections on human rights protection, human rights sensitivity development, and conflict resolution skills development.

NHRCK also produced and disseminated materials for prosecutors, correctional officers, and judicial officers, such as the *Prosecutor's Guide to Human Rights* and *Correctional Officers' Guide to Human Rights*. NHRCK collaborated with the Ministry of Justice in developing the *National Army Human Rights Education Textbook* (2007), and the *Medical Sector Human Rights Education Textbook* (2008). NHRCK, the Ministry of National Defense and the National Police Agency produced the *Investigation and Human Rights Textbook* as human rights education material within the military.

The *National Army Human Rights Education Textbook* was the first human rights education textbook for the military that was jointly produced by the NHRCK and the Ministry of National Defense to be used as materials by the instructors. This textbook, meant to increase human rights awareness and sensitivity among military personnel, has six major chapters: correct understanding of human rights; human rights and the military; the right to command and human rights; legal position and the rights of the soldier; war or conflict and human rights; soldiers' human rights, and then appendix. In the chapter on soldiers' human rights, the discussion covers the right of the soldier to be protected from violence, right to privacy, right to health and rest, right to perform service in a sanitary and pleasant environment, and disciplinary action and criminal procedure and human rights. The chapter also discusses the regulations on the right of the soldier to remedy in case of human rights violations. The textbook will have an online version that can be used in the online courses of the military.

NHRCK also produced a textbook on human rights and public administration for civil servants, along with a lesson plan for instructors (in power-point presentation). The textbook has an online version, and is being used for online human rights courses. For civil servants handling foreign migrant matters, NHRCK produced *Human Rights Guide to Different But Equal Migrants* that includes standard lesson plans on issues related to migrants and video materials in compact disks. In 2012, in order to increase understanding of discrimination, NHRCK produced Discrimination Prevention Course that is planned to be used in late 2013.

Table 7 provides a list of the materials produced by NHRCK in collaboration with other public institutions.

Table 7. Human Rights Textbooks for Civil Servants

Target	Human Rights Education Materials
Police Officers	Police Force: Guide to Human Rights (with lesson plans) Human Rights Education Methods for the Police Force Investigators and Human Rights Security Guards and Human Rights
Ministry of Justice Officials	Prosecutors' Guide to Human Rights (with lesson plans) Correctional Officers' Guide to Human Rights (with lesson plans) Finding the Road to Human Rights for Correctional Officers (Video) Human Rights Textbook for Immigration Officials
Military Personnel	National Military Human Rights Textbook (with lesson plans) Medical Service and Human Rights
National Government Civil Servants	Administration and Human Rights (on- and offline material with standard lesson plans) Information and Human Rights Lesson Plans Interpretation of Human Rights Understanding Human Rights Lesson Plans Understanding the Universal Declaration on Human Rights (comic book)
Social Welfare Personnel	Living Facility of Persons with Disabilities Human Rights Education Program Materials on Human Rights Education Program for Senior Citizens (with standard lesson plans) Materials on Mental Disability Human Rights Education (Supplementary Materials and Lesson Plans) Materials on Migrants' Human Rights (with lesson plans) Materials on Human Rights of the Homeless People
Legislative and Judicial Officers	Research on Human Rights Education Material Development for the Legislative Sector Research on Human Rights Education Material Development for the Judicial Sector
Corporations, Media	Introduction to Human Rights Management Media Personnel Guide to the Human Rights of Persons with Disabilities

NHRCK currently provides two- to three-hour-session lesson plans (in powerpoint presentation format);¹² human rights movies; human rights

UCC (user created content, a digital material); photos; posters; and information materials on human rights and public administration, senior citizens and human rights, and migrants and human rights. These materials are all available online, visit the website of the Human Rights Education Center of NHRCK (www.edu.nhrc.go.kr).

IV. Structure of the Education Program

Human rights education for civil servants aims to develop their capacity to protect the human rights of the people through appropriate actions and to resolve problems from a human rights perspective. To be able to achieve this aim, it is necessary for civil servants to 1) develop human rights knowledge; 2) gain skills on protecting human rights; and 3) strengthen attitude towards human rights sensitivity and protection.

In relation to effective human rights training program, participant-centered (in contrast to lecturer-centered) methodologies that emphasize the active role of the participants (through games, roleplay, debate and other activities) are more effective. Thus the structure of the current training programs is participant-centered, being administered with experts in human rights content and participatory methodologies.

The 2005 human rights sensitivity development course has the following program:

<p>Day 1: Ice breaker and introduction to subject Opening the heart Activities to promote human rights knowledge and sensitivity Watch human rights movie</p>
<p>Day 2: Developing human rights sensitivity Breaking away from the discrimination and bias within me Activity: The human rights scene that I experienced (Recognizing My Human Rights Reality) Debate: Key points on the military and human rights Lecture: Viewing the Korean military from a human rights perspective Discussion: Military Personnel and Family</p>

Day 3:

Problem recognition and resolution
 Lecture: Understanding the military and human rights standards
 Debate: Key points on the military and human rights
 Workshop: Military human rights problems and finding solutions
 My promise to exercise learned material
 Understanding non-violent communication

Day 4:

Review and wrap up
 Understanding human rights education instruction design
 Human rights education program structure
 Presentation
 Training program evaluation

This type of training program was faithfully followed till 2007 by trainers for correctional officials, prosecutors, and other civil servants. However, from 2008, the training duration was shortened to two days and one night while increasing the number of sessions that mainly increased the lecture-type activities. While these changes are becoming the trend in training programs, there are efforts at maintaining the lecture-type activities to not more than 50 percent of the program. This is seen at the Jeju Human Resource Development Institute program targeting local government officials:

Day 1

Opening our heart
 Understanding human rights
 Understanding human rights for the socially vulnerable (persons with disability, women, children, migrants, senior citizens)¹³

Day 2

Human rights key points case for administration
 Human rights problem I experienced and resolution workshop
 Presentation
 Evaluation

V. Human Rights Education for the Korean Civil Servants: Results and Tasks

The results of the “Research on the Ten-Year Human Rights Education Plan” show that human rights education for civil servants has

- Increased the recognition of the necessity of human rights education among the civil servants

- Increased the number of human rights education activities for civil servants
- Institutionalized the achievements of human rights education for civil servants.¹⁴

At the time of the establishment of the NHRCK, the recognition of the necessity of human rights education for civil servants was very low, even perceived in negative light. Thus the increased recognition of the necessity of human rights education among the civil servants is very encouraging. This is especially so in the program for the police and the military where the institutionalization of human rights education can be seen.

There has been significant annual increase in the number of human rights education activities for the police, military, Ministry of Justice, and other government agencies. Likewise, the number of human rights-related courses, human rights curriculums, and human rights educators has increased.

The trend on enactment of human rights ordinances and the adoption of human rights regulations points to institutionalization of human rights education. By virtue of the human rights ordinances by thirty-two local governments, officials in charge of implementing the ordinances and other affiliated officials are obligated to receive human rights education. In addition, the 2006 “Guidelines on Education and Training for Civil Servants” and the training curriculum under the training plan for civil servant education have established a human rights subject.

For the police, military and prosecution sectors, as earlier mentioned, human rights education has become an obligation because of their human rights training programs and the administrative principles. The laws for the vulnerable groups in society such as the Mental Welfare Act, Homeless Welfare Act, and the Child Welfare Act provide bases for human rights education as obligation to be performed by the government.

Despite these achievements, there are still many tasks to be undertaken. First, alongside the increase in the number of human rights education programs is the need to raise the standard of quality of the programs. Large scale increase of one-time special lectures as well as the formality of having on record the holding of human rights education activity because it is a requirement does not equate to effective human rights education program.

Second, there is a need to increase the quality of the activities by adopting and disseminating a “Civil Servant Human Rights Education Guide.” There is also a need to increase the specialization of the human rights education programs by developing specific curriculums, teaching and learning methods as well as training and organizing expert instructors. Instead of one-time lecture programs, there should be human rights education programs that cover the whole career period from entrance to the service to retirement. It is especially necessary to train expert instructors who use participatory methodologies and have a high level of human rights sensitivity and thus capable of employing the “human rights education through human rights” approach. There is a need to develop participatory teaching-learning methodologies appropriate to different groups and human rights themes.

Third, while human rights education has been institutionalized, there is still a need for a law that would comprehensively build a system that guarantees to all the right to receive human rights education. The opportunities for human rights education in Korea are still few and the current regulations for systematic and sustainable human rights education programming are still inadequate. Without appropriate legislation, the implementation of human rights education program for civil servants is subject to the person in charge in the educational institutions. The legislation can systematically institutionalize human rights education for civil servants. It can also comprehensively build a system that would make public institutions administer human rights education programs in different sectors of the Korean society. The legislation would make human rights education a legal obligation of the government.¹⁵

Fourth, there is a need to develop a system of cooperation on human rights education that covers both the national and the local levels. Although the NHRCK is currently separately managing human rights associations according to specific themes (school, military, homeless, and senior citizens), there is still a need for a comprehensive association that designs human rights education programs for all sectors including the civil service sector.

There is a need for local government human rights education associations that would comprise a national network of such associations. The NHRCK can help in this regard since the human rights ordinances from nineteen local governments (two metropolitan cities, and seventeen towns) provide that, in setting up human rights education program, cooperation with NHRCK is allowed when needed.

Fifth, there is a need for the establishment of a human rights education monitoring system that would cover the programs of national and local government institutions.¹⁶ The lack of monitoring system makes the quality of the human rights education programs difficult to guarantee. With a monitoring system, the development of an index to measure the effectiveness of the education programs becomes a need. As an institution responsible for the human rights education of the whole Korean society, NHRCK must introduce a human rights education guideline that can be used for monitoring purposes.

Sixth, since human rights education in Korea is still at the early stage of development, there is a need to develop human rights education expertise, materials and services in order to have effective education programs. There is also a need for systems for the development of creative ideas on human rights education.

There is a need for a separate institute that would make human rights education programs accessible to all, not only to the few sectors that are required to access them. This institute must develop human rights education programs, materials and textbooks, and various educational methods.

Finally, there is a need for a separate national human rights education policy/action plan.¹⁷ With the adoption of the United Nations Decade for Human Rights Education (1995-2004) and its global implementation, the adoption of a national human rights education action plan was highly recommended. Such a national action plan can also support Korea's role as one of the leaders in human rights education in the international community.

Conclusion

Within the human rights education program for civil servants, it is most important to break the "victim-assailant" frame of mind and develop the perspective of "human rights leader." The lecture-oriented education for the civil servants is based on the "victims" perspective, which views civil servants as targets of "dormant assailants" as well as targets of human rights protection. This type of education is not really human rights education because it infringes on the dignity of the civil servants and creates a stigma on human rights education as a whole. Before considering them as civil servants, they should first be seen as human beings who have the right to protection of their dignity and values. Therefore, they should be treated with

dignity. They should be allowed to feel their responsibility to respect human rights through their own recognition of the human rights problem.

Civil servants develop through human rights education a human rights-based way of thinking that tells them not only to insist on their own rights and dignity but also not to discriminate or commit any act of human rights violation. As a consequence, they become “human rights leaders” who help build a society where all human rights are respected, and guarantee the protection and realization of the rights of the vulnerable groups in society.

However, this cannot be achieved through a single lecture on human rights. This is because the ability to understand and support human rights, as well as the ability to respect human dignity, can only be nurtured through educational methods and environment that respect human rights. Human rights education does not happen in an environment that ignores human dignity and through instructor-focused teaching methods. Furthermore, in order to have an effective human rights education for civil servants, the following are needed:

- Instead of hierarchical relationship between instructors and participants, adopt an approach based on mutual learning and equality. There is a need to redefine the role of an educator. An educator is not someone who teaches theory, but someone who tries to understand the situation of the civil servants and join them in trying to resolve problems they (civil servants) encounter. In this process, the educator helps the civil servants gain the capacity to resolve problems on their own. There is a need to apply participatory methodologies where the participants are actively involved in the learning process and the educator and participants work together to resolve issues.
- Apply the practical approach that considers the unique situations of the participants in the education process.¹⁸ This approach emphasizes the transition of knowledge learned to actual practice. Civil servants do not only want to know the principles for the protection of human rights but also how these principles are effectively applied in their own work. If this aspect is not considered in the education process, human rights education program will neither be effective nor gain the trust of the civil servants.
- Emphasize the approach that develops human rights sensitivity and thus brings change in attitude and behavior. Due to the nature of their work, civil servants have the potential of committing human

rights violations. In view of this, aside from learning principles and skills, the sensitivity of the civil servants should also be aimed at. In situations where there are no clearly applicable human rights standards, civil servants have to use their human rights sensitivity to judge what action to take that would respect human rights.

- Employ flexible human rights education curriculum and management to be able to adjust to the different characteristics, requests, and available time of the participants.
- Use a variety of educational methods in order to obtain active involvement of the participants in the education process and maintain their interest. Increased diversity of educational methods increases the effectiveness of learning.

Endnotes

¹ Article 26 (Education and Public Awareness on Human Rights)

1. The Commission shall conduct education and raise public awareness necessary to awaken and elevate public consciousness of human rights.
2. The Commission may consult with the Minister of Education, Science and Technology to include content concerning human rights in school curricula under Article 23 of the Elementary and Secondary Education Act.
3. The Commission may consult with the heads of schools established under Article 2 of the Higher Education Act on necessary matters for the development of human rights education and research.
4. The Commission may consult with the heads of related state institutions or local governments to include human rights subject matter in employment or promotion examinations and training or education courses for public officials.
5. The Commission may, in consultation with the heads of research institutions or study associations established under Article 8 and Article 18 of the Act on the Establishment, Operation and Fosterage of Government-Invested Research Institutions, and Article 8 and Article 18 of the Act on the Establishment, Operation and Fosterage of Government-Invested Research Institutions in Science and Technology Field, request them to conduct research on human rights or to carry out such research jointly with the Commission.
6. The Commission may recommend continuing-educational organizations or facilities established under Article 2 (2) of the Social Education Act to include human rights-related contents in their educational programs

Source: www.humanrights.go.kr/english/information/legalMaterials02.jsp.

² Article 3 of the Paris Principles states:

3. A national institution shall, inter alia, have the following responsibilities:

xxx

xxx

xxx

f. To assist in the formulation of programmes for the teaching of, and research into, human rights and to take part in their execution in schools, universities and professional circles;

g. To publicize human rights and efforts to combat all forms of discrimination, in particular racial discrimination, by increasing public awareness, especially through information and education and by making use of all press organs.

(Annex - Principles Relating to the Status of National Institutions - National institutions for the promotion and protection of human rights – UNGA A/RES/48/134, 20 December 1993)

³ ‘Human rights institutionalization’ means the obligation through regulation or internal administrative principles to undertake human rights education in the specialized areas in Korean society such as schools, police service, military service, etc. Also, it is defined as the establishment of a human rights curriculum or subject in training programs.

⁴ Besides the Military Human Rights Education Training, the other educational initiatives are the following: the barracks management training; training on human rights protection during military investigations, human rights protection in investigation regulations (Ministry of Justice), riot police management principles (National Police Agency), and principles on duty for human rights protection of police officials.

⁵ This refers to the case of sexual abuse by school officials of the students with disabilities in Gwangju Inhwa School, a special school for students with hearing and speech impairment. The sexual abuse reportedly occurred during the 2000-2005 period. The school is located in Gwangju city, Korea.

⁶ Only twenty-four local governments are administering one or more human rights education programs, the only cities that administer two or more programs are Gwangju and Seoul Seongbuk-gu.

⁷ For the expansion of human rights education within the military, NHRCK established a three-year plan (2005-2007). This plan aimed at establishing a human rights-friendly military environment to prevent human rights violations, and provided for the establishment of a cooperation system between the Ministry of National Defense and the army, navy, and air force, the institutionalization of human rights courses within the military, the strengthening of human resources such as training human rights instructors, development of education materials, and the adoption of military policy reform on developing human rights as a priority.

⁸ The program is structured as follows: military personnel human rights issue cases, avoiding bias and discrimination within me, and finding human rights guarantee for the soldiers.

⁹ Thirty civil servant training institutions responded to the survey, while ten other institutions failed to do so. It was concluded that these ten institutions had no plan to implement, or did not plan for, human rights education.

¹⁰ The situation of human rights education for the police force is not included since it was not involved after 2009.

¹¹ *Police Force: Guide to Human Rights* (2002) is the basic human rights textbook for human rights education of police officials. This textbook has seven chapters dealing with the following topics: What are human rights, police force action and human rights issues, investigation and human rights, torture and human rights, security guards and intelligence activities and human rights, utilization of police equipment and human rights, and immediate judgment and human rights. In addition, the appendix includes “things to consider,” “things to talk about,” “things to read about,” “police and self-examination and answers,” and “NHRCK assistance and process.”

¹² The lesson plans cover the following issues: police and human rights, prosecutor and human rights, correctional officer and human rights, Universal Declaration of Human Rights, understanding human rights, intelligence and human rights, police investigation and human rights, senior citizens and human rights, administration and human rights, persons with mental illness and human rights, multi-culture and human rights, adolescents and human rights, business and human rights, military and human rights.

¹³ When the time for lecture was lengthened, rather than adopt a comprehensive approach to the issues of the socially vulnerable, the course was structured to specifically address the different aspects of human rights such as persons with disabilities and human rights, child rights, human rights of migrants, etc.

¹⁴ NHRCK, “Human Rights Education Ten Year Action Plan Initial Research” (2011). Professor Na Dalsuk, in her paper “Legislative Reform for the Improvement of Human Rights Education” sees that the success of the programs for the human rights education of civil servants needs an increase in the interest on human rights education, increase in the number of programs, and the institutionalization of human rights education.

¹⁵ The United Nations Declaration on Human Rights Education and Training (adopted by the United Nations General Assembly in December 2011) provides in Article 1 that “[E]veryone has the right to know, seek and receive information about all human rights and fundamental freedoms and should have access to human rights education and training.” There is a need for a human rights education legislation to put this Declaration into practice.

¹⁶ The NHRCK has already gathered data on the situation of civil servant training institutions and university human rights classes, their allotted hours, and the number of participants.

¹⁷ The Philippines implemented a human rights education plan separate from the national human rights policy action plan. In addition, as of 2000 over eighteen countries (including Tunisia, Mali, Senegal, Venezuela, Ecuador, Mexico, Panama, Belarus, Cyprus, Croatia, Republic of Czechoslovakia, Romania, Denmark, Turkey, Uzbekistan, India, Japan, the Philippines) have separately adopted national human rights education plan.

¹⁸ The UN Office of High Commissioner for Human Rights recommended the preparation of a human rights program for specific work position and duty. For example, for higher ranking officials the focus is on strategy for enacting human rights-

friendly legislation and policy development. For lower ranking officials, the focus is on undertaking the educational activities. Furthermore, it recommends specialized human rights education programs according to special duties, like criminal investigation or maintenance of public decency, or service to the public.