Overview of AIHK's Human Rights Education Work in Hong Kong^{*}

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HUMAN RIGHTS EDUCATION has been on the agenda in the international community for decades. In 1993, the *Vienna Declaration and Programme of Action* adopted by the World Conference on Human Rights called on States to include human rights and the rule of law as "subjects in the curricula of all learning institutions in formal and non-formal settings."¹ This was followed by the *United Nations Decade for Human Rights Education (1995-2004)* and the *World Programme for Human Rights Education (2005-ongoing)* that provide a framework and guidelines for the implementation of human rights education in all sectors. However, how have these words been put into practice in the local context by different actors over the years?

The purpose of this paper is to share the experience of human rights education conducted by Amnesty International Hong Kong (AIHK), a local chapter of the international human rights group in Hong Kong. Firstly, relevant international human rights standards are discussed. Secondly, the situation and challenges of human rights education in Hong Kong are examined. Thirdly, the major human rights education initiatives in both school education and public education by AIHK are analyzed. Lastly, limitations and future directions are discussed.

International Standards

One of the objectives of education is to nurture and strengthen "respect for human rights and fundamental freedoms" as stipulated in Article 26(2) of the Universal Declaration of Human Rights (UDHR), Article 13(1) of the International Covenant on Economic, Social and Cultural Rights (ICESCR)

^{*} I would like to express my gratitude to Ms. Mabel Au, Director of Amnesty International Hong Kong and Ms. Annie Mueller for their very valuable comments on this paper.

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and Article 29(1) of the Convention on the Rights of the Child (CRC). These articles form the foundation of human rights education within the international human rights framework.

The United Nations Declaration on Human Rights Education and Training ² states that human rights education encompasses learning about human rights "knowledge, skills and understanding and developing attitudes and behaviours" as well as "empowering persons to enjoy and exercise their rights and to respect and uphold the rights of others."³ In view of The Declaration, the aims are to promote "universal respect for and observance of all human rights and fundamental freedoms and thus contributing, inter alia, to the prevention of human rights violations and abuses."⁴

Human rights education is not confined to learning about human rights; it also involves learning through and learning for human rights. The *United Nations Declaration on Human Rights Education and Training* further explains human rights education as follows: "(a) Education about human rights, which includes providing knowledge and understanding of human rights norms and principles, the values that underpin them and the mechanisms for their protection; (b) Education through human rights, which includes learning and teaching in a way that respects the rights of both educators and learners; (c) Education for human rights, which includes empowering persons to enjoy and exercise their rights and to respect and uphold the rights of others."⁵

In particular, human rights education in schools involves various aspects including "educational policies including legislation,"⁶ school curriculums, school policies, teaching methodology, the learning environment as well as pre-service and in-service training for educators using a rights-based approach.⁷

However, human rights education should go beyond schools, and be applied at home and in the community. For instance, the United Nations Committee on the Rights of the Child (UNCRC) stresses that human rights education comprises learning about human rights "by seeing human rights standards implemented in practice, whether at home, in school, or within the community" and "should be a comprehensive, life-long process and start with the reflection of human rights values in the daily life and experiences of children."⁸ It is the view of the UNCRC that "what is needed, in addition to formal human rights education, is the promotion of values and policies conducive to human rights not only within schools and universities but also within the broader community."⁹ Thus State parties are called upon to "develop a comprehensive national plan of action to promote and monitor realization of the objectives listed in Article 29(1)."¹⁰

Situation and Challenges of Human Rights Education

The legal basis of human rights protection in Hong Kong is set forth in the Basic Law, relevant domestic laws and the seven core international human rights treaties.¹¹

For instance, the Basic Law stipulates the constitutional rights of Hong Kong residents in its Chapter 3. Its Article 39 enshrines the applicability of the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR) in Hong Kong. Furthermore, the Hong Kong Bill of Rights Ordinance (HKBORO) incorporates most of the provisions of the ICCPR into domestic law. Thus, the Hong Kong Court can rely on the Basic Law, ICCPR and the HKBORO for human rights protection.

However, the Hong Kong government is not committed to human rights protection, not to mention human rights education. The most obvious example is "the denial of universal suffrage in Hong Kong for the election of the Chief Executive and all Legislative Council members"¹² despite the fact it is guaranteed by the Basic Law. Another example is that the government rejects the repeated calls by the UN for the establishment of a statutory human rights commission with a broad mandate in accordance with the Paris Principles.¹³

The Hong Kong government has put little effort into human rights education. Moreover, on 1 July 2003, more than 500,000 people peacefully protested against the National Security (Legislative Provisions) Bill for its chilling effect on human rights and undermining the "One Country, Two Systems" policy. Since then the Hong Kong government has been endeavoring to promote patriotic "national education" for social control,¹⁴ aimed at displacing human rights and civic education. ¹⁵

As for formal education, human rights education is neither a part of education policy nor an independent subject at schools. It is incorporated in the school-based subject of Moral and Civic Education. But the focus of Moral and Civic Education has shifted to "national education" and the Basic Law Education, which concentrates on the positive side of "One Country," that is the dominance of the Chinese Central Authority in its relationship with the Hong Kong Special Administrative Region instead of the rule of law education. ¹⁶ For instance, in a recent consultation regarding the *Updating the Personal, Social & Humanities Education Key Learning Area Curriculum (Primary 1 to Secondary 6) (Consultation Brief)*,¹⁷ the phrase "human rights" is absent while the term "Basic Law" appears 52 times, which is 50 times more than the previous Curriculum. Furthermore, there is no systematic human rights education for teacher education.

As for public education, the government disbanded the Human Rights Education Working Group after the restructuring of the Government Bureaux in 2007. Similarly the focus of civic education for the public is on national education.¹⁸

In 2009, Liberal Studies, which is one of the compulsory subjects for secondary school students, provides a platform for human rights education although it remains "action-poor."¹⁹ However, a study shows that "there is a large gap between [Liberal Studies] teachers' understanding of human rights and the international human rights standards."²⁰ The study recommends that the government develops a "comprehensive human rights education" program "with sufficient resources" conforming to the UN human rights standards, "curriculum guidelines and teaching resources" "with the help of human rights education experts" as well as "systematic pre-service and in-service training in human rights education and the rule of law in teacher education." ²¹

In recent years, there have been youth-led social movements in Hong Kong, namely the Anti-brainwashing Moral and National Education Curriculum Movement in 2012²² and the Umbrella Movement in 2014.²³ In view of this, the pro-establishment politicians blamed the Liberal Studies curriculum for encouraging students' participation in social movements.²⁴

AIHK's Human Rights Education Work

AIHK endeavors to conduct human rights education in schools and for the public. It deploys various means ranging from talks, film screenings, out-door education activities, publications and activist training.

a. School talks

AIHK launches Human Rights Education Programs for local primary schools, secondary schools and universities every year.²⁵ These consist of talks, film screenings and exhibitions of materials.

In 2015, thirty talks on human rights were provided to local schools. The number of school talks has increased steadily. The talks are usually held in a hall setting for over a hundred students. Sometimes the talks are held in small classes, which allow more opportunity for group discussions and interactive learning activities.

The most popular theme for school talks is "the Rule of Law and Human Rights" as it has been a hot issue in Hong Kong due to the Umbrella Movement and its inextricable link to Liberal Studies and Civic Education. "Introduction to Human Rights", "Gender and Human Rights" and "Freedom of Expression" are also popular. "The Death Penalty" is particularly popular for Ethics and Religious Studies. Other themes include the "Rights of the Child" and "Refugees and asylum seekers."

As mentioned previously, Liberal Studies provides a platform for human rights education. Civil society groups may take advantage of this chance to engage in school education by providing talks, learning activities and resource materials. To increase the teachers' incentive for inviting AIHK for school talks, the content of the talks are devised to relate to the content of the school curriculum particularly the aforementioned Liberal Studies and Civic Education. It also tries to apply international human rights standards in the local context particularly taking local controversies and daily life as examples.

For primary pupils, various human rights concepts including respect and equality²⁶ are discussed through daily life examples, lectures, quiz games and animation. Primary pupils usually actively participate in the quiz games. They are highly attentive and interested in applying the concepts readily as they would question whether the procedure of giving them the chance to speak and get the gifts during the game is in line with "equality" and "fairness."

For secondary students, various human rights concepts are discussed through issue-based lectures with updated news, scenario discussion and video display. Secondary students usually participate in the talks moderately by answering and asking questions. Case studies based on prominent court cases have been adopted for students' discussion. The reasons the court cases are used are as follows: (1) Students can discuss in groups how to apply and balance conflicting human rights in a real situation; (2) In debriefing sessions, students learn about the court's reasoning and argument in balancing conflicting human rights in a specific situation while taking international human rights standards into account; (3) It is practical to learn from the court judgments as they are authoritative and legally binding, and they also provide objective legal knowledge based on rational discussion with reference to case laws from the common law jurisdictions; and (4) They are real stories that relate to people's lives and have social impact.

Teachers have shared common concerns about human rights talks. First, some teachers may doubt the neutrality of the talks. They would expect a presentation of balanced views and not one that take sides or comments with a clear stance in all issues. To respond to these worries, a more comprehensive picture is shown in an impartial manner by including different perspectives and encouraging multi-dimensional and critical thinking. But AIHK's arguments and stances adhering to international human rights standards are also presented and open for students' discussion. Different views on what is impartiality may arise. Some teachers may expect us to list points to support positions that may violate human rights, such as a detention camp for non-refoulement claimants.

Secondly, some teachers may worry that the emphasis on human rights implies sabotaging the importance of responsibility. The duty to respect the rights of others should be mentioned as it is stated in article 29 of the UDHR.

However, there are several limitations when AIHK provides the school talks. First, most of the talks are conducted in a hall setting for a hundred students in forty-five minutes and thus is largely limited to a lecture format. In this way, only the aim of "Education about human rights" is achieved, that is providing students with knowledge.

Secondly, the aim of "Education for human rights", namely empowering students to take action, is not achieved due to several constraints. The first limitation is that the talks are usually one-off events. The second limitation is that the domestic education law and regulation requires schools to ensure that the "dissemination of information or expression of opinion of a political nature" is unbiased.²⁷ *The Professional Code for the Education Profession of Hong Kong* also states that professional educators "shall as far as possible adopt an objective viewpoint in discussing controversial matters with

students."²⁸ In this circumstance, schools may accuse action-rich human rights education as a one-sided position. For example campaigning for the abolition of the death penalty may not fulfil the requirement of impartiality. AIHK can encourage students' critical thinking but it is not appropriate to advocate for participating in campaign action.

Thirdly, the engagement of non-governmental organizations in human rights education in schools may be affected by the political atmosphere in Hong Kong. A highly polarized or repressive political atmosphere may decrease the number of school talk invitations.

b. Film Screening

Sometimes pictures speak more than words. Hence, AIHK also conducts human rights education for schools and the public through the lens of documentary films.

AIHK has held the annual Human Rights Documentary Film Festival since 2011. Documentaries across the world are brought to Hong Kong. The Documentary Film Festival consists of paid film screenings at cinemas and free screenings in the community co-organized with civil society groups and students' organizations.

There is a main theme for the Human Rights Documentary Film Festival each year. For instance, the theme for 2015 was human rights education.²⁹ The issues covered included the right to education, the right of the child to be heard, the death penalty, torture and gender issues including "comfort women" (forced sexual slavery by the Imperial Japanese Army during the World War II).

In addition to Chinese and English subtitles for most of the films, subtitles for the deaf and sign language translation were provided in some of the screenings and post-screening sharing sessions in 2014. The cinemas are accessible by wheel-chairs. This assistance aims to encourage participation in public and cultural life by persons with different needs.

In addition to the film screening, film notes with basic information on specific human rights issues were distributed. There were also post-screening sharings by directors or activists in order to further discuss and clarify the ideas expressed in the films.

In 2015, ten paid screenings at cinemas were launched attended by a thousand people while five post-screening sharing sessions were held. At least five community screenings were held jointly with youth, university students' organizations and women's groups.

After the Documentary Film Festival, some of the documentaries were available for in-school screenings for primary and secondary schools and universities. In 2015, there were nine film screenings in schools.

The documentary list includes kids' movie series and gender series. Each documentary lasts from twenty minutes to sixty minutes. The shorter the documentary, the higher chance the teachers would choose it for screening as it fits with the duration of class and assembly. The issues covered are school bullying, equality and non-discrimination, forced eviction, the right of the child to be heard, poverty, child refugees, the death penalty and women's rights. Film notes were provided. Post-screening sharing sessions were arranged upon request.

There are numerous good points for using documentary films as lens on human rights education. First, they are an interesting way to help arouse public and students' interest in learning about human rights. Secondly, documentaries encourage dialogue among speakers and audiences on particular human rights issues during post-screening talks. Thirdly, they facilitate reaching out to local communities and encourage cooperation with local civil society groups in human rights education. Fourthly, they bring in human rights issues from different societies to Hong Kong which hence links global to local.

However, there are challenges ahead. First, the difficulty in finding suitable documentaries increases due to limited sources of documentaries and budgets. Secondly, the available budget limits the scale and number of the paid screenings.

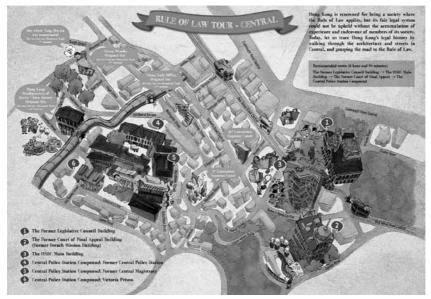
c. Rule of Law Walking Tour

Education is not limited to the classroom. Experiential learning in the local community is also an interesting way to learn. Moreover, the rule of



law is the bedrock of human rights protection. Due to the strong promotion of the biased Basic Law Education and the increasing popularity of walking tours in recent years, the Rule of Law Walking Tours were developed and have been launched for schools and the public since the first quarter of 2016.³⁰

The tours take place in the central part of Hong Kong (called Central) visiting historical and colonial style buildings of former courts, a prison and a police station. The aim of the tours is to share the stories



Rule of Law Walking Tour map.

of the legal history of Hong Kong and to give an account of the development of the rule of law in Hong Kong. Each tour accommodates up to fifteen participants.

A bilingual map of the Rule of Law Walking Tour was produced and put online together with a detailed tour guide (www.amnesty.org.hk/).

School tours are designated for secondary students and teachers as outdoor activities for civic education. In spring 2016, there were six school tours. Two sets of activity worksheets were designed in consultation with secondary school and university teachers. Teachers and students gave us positive feedback.

There were four public tours in spring 2016. The tours were popular and most of them had filled all available slots for participants. The tours provided an opportunity to attract new faces and thus broadened the audience's scope of AIHK's human rights education work.

There were several constraints for tours in spring 2016. Firstly, the tours were all conducted in Cantonese. Secondly, there was no follow-up activity for deepening the discussion.

The tours will be resumed in autumn 2016. AIHK hopes to increase the number of tours and conduct an English tour. Moreover, to enhance the

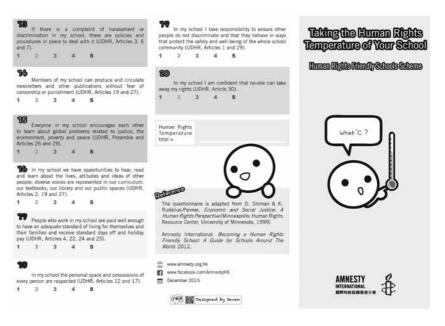
learning outcome of the school tours, they may be packaged with a debriefing school talk on the "Rule of Law and Human Rights" as well as providing a leaflet on the rule of law in Hong Kong as reference material. The possibility of another walking tour route will also be studied.

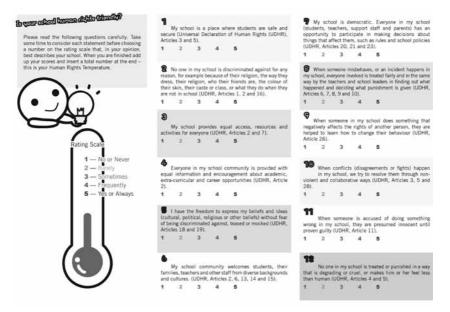
Human Rights Friendly Schools Project

As for "Education through human rights," Amnesty International launched the global Human Rights Friendly School Project in 2009. A detailed guidebook, entitled *Becoming Human Rights Friendly School – A Guide for Schools Around the World*, with overseas examples is published online (www.amnesty.org/en/documents/pol32/001/2012/en/).

Amnesty International developed the Human Rights Friendly Schools project within the context of the United Nations World Programme for Human Rights Education. As explained in the guidebook:³¹

The first phase of the World Programme for Human Rights Education (2005-2009) emphasized integration of human rights education in primary and secondary schools across the world. It advocated a holistic approach to human rights education, encouraging national governments to not only support schools to teach about human rights, but also to ensure that the way schools were run was consistent with human rights values and principles.





AIHK translated the guidebook into Chinese language and put it online (www.amnesty.org.hk/). In addition, two bilingual leaflets were produced and made available both online and offline, namely "Human Rights Friendly Schools Scheme and Human Rights Education" and "Taking the human rights temperature of your schools." The leaflets aim to promote to local educators basic knowledge of human rights education and the human rights friendly school environment.

Educational Materials

Human Rights, AIHK's bilingual and quarterly magazine,³² serves as a medium for human rights education. It endeavors to be a human rights tool-book for students, teachers, activists, members and the public.

Each magazine issue features a specific human rights issue. It brings in human rights perspective and bridges international human rights standards in both regional and local contexts by providing an overview of international standards, regional and local case studies, and interviews with prominent academics, experts and social activists.

Three thousand to three thousand five hundred copies are printed per issue of the magazine. They are distributed at bookshops, cafes, and uni-



versities and are available online (issuu.com/aihk). Teachers receive copies through AIHK's free subscription scheme for primary and secondary schools. It is popular as it is often out of stock at several distribution points and this attracts new distribution points. Positive feedback has been received from secondary school and university teachers and social activists.

In 2015, four issues were published with the following themes: "Policing on Protests and Peaceful Assemblies" for the spring issue; "The Basic Law Article 23 and National Security" for summer; "Torture and the UNCAT" for autumn and "The Right of the Child to be Heard" for the winter issue.

There were follow-up sharing sessions held in connection with the magazine in order to facilitate public discussion on the topics covered. In 2015, three community talks were held with around thirty participants each.

In order to make the magazine a popular human rights tool-book, several strategies have been adopted. Firstly, the design of the magazine is eye-catching, stylish, trendy and strongly related to the theme. This helps in attracting public attention and a wider distribution. Secondly, the magazine attempts to respond to local hot issues and local controversies. Thirdly, inclusion of interviews with prominent academics and experts in relevant fields has added significant value to the magazine and facilitated its perception as a "human rights tool-book." Fourthly, the magazine tries to bring in regional perspective as well as AI's global movement to the local context. However, teaching elements have yet to be increased in order to meet the needs of educators.

Leaflets, booklets or stickers were produced for human rights education for schools and the public. Topics include the rights of the child, freedom from torture, migrant domestic workers and the UDHR. These aim at promoting human rights knowledge in layperson's language as well as being complementary to talks and learning activities. Furthermore, bilingual leaflets can facilitate student learning both in Chinese and in English, which is a common concern raised by teachers for integration of human rights into language education.

Training for Activists

AIHK addresses "Education for human rights" by carrying out activist trainings. This is not just learning about human rights knowledge; participants learn about campaign skills and carry out actions after the trainings. As most of the activities are intensive, the participants' human rights learning journey can be followed up by corresponding staff members.

Since 2015, various human rights trainings have been organized for different age groups. For instance, the Youth Human Rights Journalists Program targeted secondary school students. Approximately fifty students were admitted in 2015 and learned about human rights knowledge and professional skills in news writing. The participants had to submit four news reports during the program and one news report as graduation coursework.³³

For university students, the University AI Club Program was launched and approximately seventy students were admitted in 2015. Four workshops on human rights and campaign skills were provided and the members were required to carry out human rights campaigns on campus. Some of the members set up an AI Club in their universities after joining the program.

AIHK has also launched an internship program for university students. Once admitted as an intern, he/she would work for a campaign, education or fundraising. Work includes research, translation, data entry, organizing talks or activities, preparation for street stations or protests.

Moreover, the AIHK Speakers' Team Training in 2015 admitted nine young adults. The participants attended seven training sessions comprising talks, city tours and teaching practice. Those passing the teaching exam were eligible to be Speakers' Team members and proceeded to a ten-month practicum. The team members were invited to speak with AIHK staff for school talks.

There are also thematic concern groups under AIHK. The most established group is the Abolish the Death Penalty Group.³⁴ Young adults join the group as volunteers. They hold book clubs, film screenings or discussion meetings once a month. They are also responsible for street events on the international day for protesting against the death penalty.

Limitations and the Way Forward

As discussed above, AIHK's human rights education work consists of thematic school talks, film screenings for both schools and community, the Rule of Law walking tours, promotion of the Human Rights Friendly School, publications as well as activist trainings.

There are some limits on human rights education work as a whole. Firstly, most of the education activities are "action-poor" due to legal restrictions, school culture, the nature of the activity and resource restraints. For instance, school talks, walking tours and film screenings are one-offs and could only provide human rights knowledge and sometimes a friendly learning environment, thus these activities can only fulfil "Education about human rights" and "Education through human rights." "Education for human rights" could only be achieved by activist trainings. Secondly, there is insufficient impartial and qualitative assessment of the impact of AIHK's human rights education work in schools and in the local community. Thirdly, the opportunity for human rights education can be affected by the political atmosphere in Hong Kong.

In the future, the current education program, activities and events will be improved based on reflection, evaluation and consultation with stakeholders. As well, local human rights development, particularly a deterioration of human rights due to the Chinese Authority's meddling in Hong Kong affairs and tightening control by the Hong Kong government, shall also be taken into account while formulating education strategies and programs.

Endnotes

1 Paragraph 79, *The Vienna Declaration and Programme of Action*, adopted by the World Conference on Human Rights on 25 June 1993. Full text available at www. ohchr.org/EN/ProfessionalInterest/Pages/Vienna.aspx.

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3 Article 2(1), ibid.

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6 United Nations Office of the United Nations High Commissioner for Human Rights and UNESCO, *Plan of Action for the First Phase of the World Programme for Human Rights Education*, 2006, page 6.

7 United Nations Committee on the Rights of the Child (CRC), *General comment No. 1* (2001), Article 29 (1): The aims of education. 17 April 2001. CRC/GC/2001/1, paragraphs 18 and 19.

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9 Ibid. Para 19.

10 Ibid. Para 23.

11 ICCPR, ICESCR, International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), Convention on the Rights of the Child (CRC), The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and Convention on the Rights of Persons with Disabilities (CRPD). 12 Yiu Kwong Chong, Hiu Chung Kwok, and Yuk Kai Law, "Addressing human rights education deficits in the changing political order in Hong Kong," in *The state of human rights education in Northeast Asian school systems: Obstacles, challenges, opportunities* (Osaka: Asia Pacific Human Rights Information Center, 2010), pages 6–31.

¹³ Human rights protection is scattered among various human rights watchdogs with limited mandate in Hong Kong. For instance, the Equal Opportunities Commission oversees four anti-discrimination laws in Hong Kong. The UN Treaty bodies have called for the establishment of a human rights commission to oversee HKBORO and international human rights treaties applicable in Hong Kong. See UN Human Rights Committee, *Concluding observations on the third periodic report of Hong Kong, China*, adopted by the Committee at its 107th session (11-28 March 2013), 29 April 2013, paragraph 7; Yiu Kwong Chong and Debbie Tsui, Hong Kong Human Rights Monitor, "Hong Kong: An Overview of human rights situations under the new era of ruling," in 2012 ANNI Report on the Performance and Establishment *of National Human Rights Institutions in Asia* (Bangkok: Asian Forum for Human Rights and Development (FORUM-ASIA). 2012).

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15 Yiu Kwong Chong and Debbie Tsui, op cit.

16 Supra note 12.

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18 Supra note 12.

19 Yan Wing Leung & Yan Lam Lo, "Are Liberal Studies teachers ready to prepare human rights respecting students? A portrait of teachers' attitudes towards human rights". *Intercultural Education*, 23:4, 341-358, 2012. DOI: 10.1080/14675986.2012.716725. 11 Oct 2012.

20 Ibid.

21 Ibid.

22 Supra note 13.

23 The Umbrella Movement was a pro-democracy movement for genuine universal suffrage in 2014. It was a large scale sit-in protest and lasted for seventy-nine days.

24 *The South China Morning Post.* "Move to change liberal studies discussion points," 25 November 2014.

 $_{\rm 25}$ The program information is available on AIHK's website at www.amnesty. org.hk/.

26 United Nations, "Familiarization of children with human rights concept," *ABC Human Rights Practical Activities for Primary and Secondary Schools*, 2004.

27 s84 (1)(m), Education Ordinance (Cap 279). Regulation 98 (2), Education Regulations (Cap 279A).

28 *Code for the Education Profession of Hong Kong* (Extracted Edition). Extracted by the Council on Professional Conduct in Education, October 1995, 2.2, 13.

29 Further information at www.amnesty.org.hk/web/hrfilm/.

 $_{\rm 30}~$ The materials of the Rule of Law Walking Tours are available online at www. amnesty.org.hk/.

31 See Amnesty International, *Becoming Human Rights Friendly School – A Guide for Schools Around the World* (London, 2012), page 2.

32 Human Rights Magazine is available online at https://issuu.com/aihk.

 $_{\rm 33}\,$ The work of youth human rights journalists are available at http://hrj.amnesty.org.hk/

34 The Abolish the Death Penalty Group's Facebook is available at www.facebook.com/AbolishDeathPenaltyhk/.