



Issues Paper 7

Case Studies from Nepal and Sri Lanka: Human Rights Protection Facilitator Projects

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ISSUES PAPER 7: CASE STUDIES FROM NEPAL AND SRI LANKA: THE HUMAN RIGHTS PROTECTION FACILITATOR PROJECTS

INTRODUCTION

This *Issues Paper* moves from the development and capacity building work that was done with the Human Rights Protection Facilitators (HRPF) to describe the projects that they actually designed. That is, it discusses the work that the HRPFs did to address factors in their workplaces that create risks of torture occurring, or to strengthen inhibiting factors.

The *Issues Paper* provides an overview of all of the projects and then describes in detail some of the illustrative projects from each of Nepal and Sri Lanka. In describing the projects, we set out the underlying problem and project design, including their objectives, the expected results that they needed to produce in order to meet those objectives and the actions that they took to produce those results. We also note the evaluation plans that they developed for their projects, although this is explored in further depth in *Issues Paper 8*, which is specifically dedicated to evaluation.

AN OVERVIEW OF THE PROJECTS

On the basis of the process described in the previous chapter, each of the HRPFs designed and implemented a project. The projects varied significantly depending on the particular context in which the HRPF works and the problem that he or she identified. An overview of all of the projects is provided in the table below.

Table 1: The HRPFs' Projects - Sri Lanka

| Sri Lanka | | | |
|----------------------|--|--|---|
| HRPF | Service Place | Project Title | Numbers reached |
| HRPF AB ¹ | Joint Services Language Training Institute, Kotmale | Promoting Human Values and Cultural Understanding Among Trainees | Phase I – 125 recruits Phase II – 96 recruits Phase III – 143 recruits |
| HRPF BC and HRPF CD | Air Force Head Quarters, Colombo | Establishing a Human Rights Division in the Air Force | 120 Air Force officers across ranks surveyed |
| HRPF DE and HRPF EF | Civil Security Department, Head Quarters and Kalpitiya Training Centre, Colombo/Kalpitiya | Introducing a Human Rights Module to the Training of the CSD and train a team of trainers | 25 CSD trainers trained Potential to train 40,000 personnel over 3 years |
| HRPF FG and HRPF GH | Katana Police Academy, Negombo | Establishing a Pool of Experts in Police Department in Training Methods | 25 police officers trained |
| HRPF HI | Coast Guard and of Nochchiyagama Vidyadarsha College, Anuradhapura | Improving the Discipline of the Students by introducing a New System without Corporal Punishment | 200 school children and 50 teachers were directly involved and benefitted by the project (not included in total) |
| HRPF IJ | Army, Combat Training School, Ampara | Reducing stress levels amongst staff at the training school | 50 trainers currently practicing |
| HRPF JK | Police Pahalagama Police Training College, Police Pahalagama Police Training College, Anuradhapura | Improving Mediation Skills of the Officers of Thalawa and Nochchiyagama Police Divisions | TOT I – 35 Branch Officers in Charge and Trainers TOT II – 30 Branch level Sergeant TOT III – 80 members of Civil Protection Committees (representing 26 Civil Protection Committees) |
| HRPF KL | Kalutara police training school | Train the trainer for all the staff in the Kalutara police training school | TOT I – 32 lecturers and instructors TOT II – 35 Training Instructors TOT III – 30 Training Instructors |
| HRPF LM | Navy, Boosa Training Centre, Galle. Now based in Sri Nagar - Jaffna | Introducing Teaching Human Rights through Drama/Role Plays and introducing new teaching methods | 50 trainers |
| HRPF MN | Navy Headquarters | Training for sailors (sergeants) about handling disciplinary matters and complaints more effectively | 40 sergeants |

¹ The names of the HRPFs have been anonymised using sequencing from letters of the alphabet.

Table 2: The HRPFs' Projects - Nepal

| Nepal | | | |
|--|---|--|---|
| HRPF | Service Place | Project Title | Numbers reached |
| HRPF NO | Area Police Office, Kakarvitta, Jhapa | Strengthening the reward and punishment system in Area Police Office, Kakarvitta | 154 Junior Police Officers |
| HRPF OP | District Police Office, Kalaiya, Bara | Reducing mistreatment of drug abusers by enhancing the capacity of police personnel | 72 Junior Police Officers |
| HRPF PQ | District Police Office, Baitadi | Improving good public relation by reducing the stress level and increasing efficiency and performance of the junior police staff | 31 Junior Police Officers |
| HRPF QR | Metropolitan Police Commissioner's Office, Ranipokhari, Kathmandu | Increasing transparency by bringing cultural change in work place at Metropolitan Police Commissioner's Office | 28 Junior Police Officers |
| HRPF RS | District Police Office, Parsa | Enhancing capacity of police personnel to use force lawfully during arrest and crowd control | 65 Junior Police Officers |
| HRPF ST | District Police Office, Palpa | Equipping police personnel working in the District Police Office, Palpa to internalise the concept of the Peace Model and use it in all their interrogations | 13 Junior Police Officers |
| HRPF TU | Metropolitan Police Range, Hanumandhoka Kathmandu | Enhancing the capacity of police personnel for effective and efficient use of the PEACE model | 11 Junior Police Officers |
| HRPF UV | District Police Office, Dhanusha | Creating a victim friendly environment by enhancing the capacity of the Women and Children's Cell in District Police Office, Dhanusha | 63 Junior Police Officers |
| HRPF VW HRPF WX HRPF XY HRPF YZ | APF HQ, Halchowk, Kathmandu | Development of expertise and curriculum for specific human rights training of female staff | 36 Junior Police Officers |
| HRPF ZZ | Armed Police Force (APF), Siddhakali Batalion, Pakali, Sunsari | Increasing the capacity of APF Instructors of Siddhakali Battalion in delivering human rights training | 6 Officers trained as trainers 53 Junior Police Officers trained by these trainers |
| HRPF ZA | APF STF Battalion, Halchowk, Kathmandu | Developing an effective audio-visual tool as an HR educational material | 89 Junior Police Officers |
| HRPF ZB | APF Revenue Control and Security Company, Kakarvitta, Jhapa | Building the capacity of junior personnel of the APF Revenue Control and Security Company in Kakarvitta to protect human rights of the members of the public through minimisation of improper use of torture | 88 Junior Police Officers |

ELEVEN PROJECTS IN DETAIL

Here we describe eleven HRPFS' projects to provide an illustration of the types of transformations that the HRPFS sought to bring about and the approaches that they took to do so. As will be discussed in the next *Issues Paper*, all of the projects were evaluated both internally and by an external evaluator. Taken together, these evaluations examine the actions that were in fact taken, how well they produced the results and achieved their specific objectives, and how the achievement of these specific objectives contributed to the overall objective of the Enhancing Human Rights Protections in the Security Sector in the Asia Pacific project (EHRP). We present here the projects as designed by the HRPFS and a description of the actions that they took.

Project One: HRPF Deputy Superintendent of Police, Nepal Police

The HRPF is in charge of a police station on the Nepal-India border. In this area, a large section of the resident community is involved in smuggling goods across the border. Police efforts are concentrated on stopping such criminal activities. The HRPF's aim was to put in place mechanisms in his station that would continue to help curb crime in the area while at the same time also upholding human rights and preventing torture. In order to understand the factors in the workplace that either facilitate or impede the protection of human rights, he conducted a series of consultations with members of his staff.

These consultations indicated that there were a number of factors that created risks for torture and other forms of violence occurring. These included high-level aggression and frustration amongst staff, which were in turn exacerbated by a lack of proper or adequate infrastructure, equipment and resources. Living quarters for the junior officers were, for example, extremely basic. The police facility itself has only two small ill-lit and poorly ventilated cells for holding all detainees, some for several weeks or even months. While these issues would ideally have been addressed through improvements to physical infrastructure and additional resources, the HRPF recognised his limited capacity to bring about such within the scope of his own project.

The consultations also showed that members of the staff closely watched how their commander enforced punishment in instances of corruption and bad behaviour within the station and where he rewarded behaviour that respected and even promoted human rights. When punishment was issued for violations and those who showed respect for human rights and treated detainees in a humane manner were rewarded, staff viewed this as an effective deterrent to misconduct within the station. The HRPF also found that the vague and general guidelines that were simply posted somewhere remote from personnel's day-to-day practices had little impact on or relevance to their work. He therefore focussed on developing accessible and contextually designed structures and processes to encourage police personnel to behave in ways that respected human rights. The objective of the HRPF's project was thus to strengthen the reward and punishment system to encourage personnel to uphold rights-based policing and to do so in a manner that was meaningful to the personnel.

To put in place a functioning rights-based reward and punishment system, the HRPF first worked with representatives from his staff to draft a set of guidelines for staff conduct and had it formally adopted. These guidelines constitute a living document tailored to addressing issues regarding forms of conduct that arise in the specific local context. They also set out clear rules on how conduct that protects or supports the protection of human rights will be rewarded and how actions that violate human rights will be punished. The HRPF then organised sessions to introduce his staff to the guidelines and how the system worked. To ensure that the guidelines would be enforced, the HRPF also developed a template to record staff conduct. The principal form of reward was ensuring that the positive accomplishments of each member of staff were properly and formally recorded in his or her performance appraisal records, which in turn determine future promotions and opportunities. Punishment is meted as per the provisions in the laws that govern policing. In addition to these individualised measures, the HRPF saw this as an opportunity to create a more positive culture of human rights. As was discussed in *Issues Paper 2*, there are different types of 'capital' in security organisations that determine whose work is valued and whose is not. Where, for example, being tough on criminals and getting lots of confessions is valued, respect for human rights is likely to be compromised. By contrast, where respectful behaviour and promoting the dignity of detainees is held as a valuable practice, then preventing torture will more likely be facilitated. With this in mind, the HRPF created an award for the officers who achieved the best record in terms of upholding human rights and introduced cost-effective measures like putting up a framed photograph of the awarded staff in the front building of the police station, allowing everyone who comes in to see the officer who has done the best work at the time. These more public measures aimed to alter the forms of capital or the behaviours and practices that are valued at the local level.

Project Two: HRPF Superintendent of Police, Armed Police Force

The HRPF is involved in training junior AFP personnel. His situational analysis suggested that the existing training in human rights is not highly effective and that it could be significantly improved to produce more effective outcomes for trainees. In order to find out the strengths and weaknesses of existing training, he conducted a survey with his staff to collect information about their experience of human rights training. The survey indicated that human rights training focused primarily on teaching laws, often in quite abstract terms that had little meaning for trainees and little connection with their day-to-day reality and the types of situations they faced. The difficulty was exacerbated by the fact that many of the people being trained had minimal levels of formal education or academic experience. In addition, the predominant (if not sole) training delivery method was lectures. Respondents felt that the laws presented were often abstract and detached from their everyday reality. This results in junior police personnel, many of whom have minimal literacy, often being unable to comprehend the classes or take anything away from them that will be effective in the way they perform their duties. Their understanding of what human rights means remains weak and there is little opportunity for their values to be transformed.

When working out what he had the capacity to change in the face of this situation, the HRPF decided he could design new training materials for junior personnel that would be more effective in delivering messages and concepts relating to human rights. He aimed to draw on the capacity building activities that had been used in the workshops that had been conducted for the HRPFs as well as resources that the project team were able to provide to support his work. With this material he then decided to develop tailored audio-visual material in the form of a documentary on policing and human rights that could be used as a teaching tool during training.

In putting together the audio-visual material, the HRPF worked with a team of his staff to brainstorm concepts that it should raise, scenarios it might use and the approaches that would be productive. This also assisted in ensuring that the product was responsive to the target audience.

The HRPF worked with his team, the Audio Visual Section of the Armed Police Force and the project team to put together a fifteen-minute film. The first half of the film addresses basic questions about human rights such as:

- What are human rights and what causes human rights violations?
- Why are human rights issues important for APF personnel?
- What are the consequences of security personnel violating human rights and in particular committing torture?
- What do security personnel need to do to ensure that they do not to violate human rights?
- What are good practices and bad practices?

In the second half, the film seeks to demonstrate in a practical manner what it looks like for armed police personnel to carry out their duties in a manner that complies with human rights standards and principles. The section comprises dramatisations and real footage of activities such as arrest, search and seizure, investigation, detention, and use of force during crowd control. By depicting and comparing both compliant and violating examples of these activities, the film seeks to make the principles concrete.

At this point, the documentary has been used in basic training for new recruits in the Special Task Force Battalion. Feedback on its effectiveness in conveying key concepts and practices in human rights has been collected. This evaluation feedback will be used both to demonstrate the usefulness of audio-visual tools and to indicate how future pedagogic products might be created that would be most responsive to the local needs and context. Eventually the HRPF hopes to get permission to further develop audio-visual material and to include this as a standard teaching tool in human rights training and development.

Project Three: HRPF Deputy Superintendent of Police, Nepal Police

The HRPF's starting point was his observation that junior police personnel were demonstrating aggressive behaviour towards the general public and detainees. His analysis suggested that this behaviour was provoked and facilitated by a problematic workplace culture in the police organisation itself. This problematic culture included a lack of transparency about the decisions made by senior personnel about more junior police personnel themselves, high levels of stress and poor communication between junior and senior staff. To further explore the workplace culture he conducted a survey with his staff, using focus group discussions and interviews.

Junior police personnel stated that they were under pressure to perform under very difficult circumstances. These included being on duty for sixteen hours a day due to short staffing, working without the required infrastructure, poor pay, long periods of separation from families and a perceived requirement to suppress the display of emotions. Members of staff indicated an interest in finding ways to mitigate these problems and reduce their stress. They thought that their stress levels would be mitigated if they could learn some yoga/meditation techniques. They believed that having the space to share their feelings with one another would also mitigate their stress levels.

These conditions were then exacerbated by their general sense of uncertainty regarding career progression. There was a prevalent belief that only those personnel who had access to political power would get a promotion. They also felt that within the force itself there was a lack of respect for them and that there was no clear link between the professionalism of their performance and how they were treated. The HRPF felt that this situation led to police personnel not feeling responsible for acting ethically and also not having a sense that they were responsible for the performance of the organisation vis-a-vis human rights.

Using the problem tree to link the problem (workplace culture) with these causal factors and with its effects (violent behaviour by police personnel) the HRPF decided to try to develop a set of structures and processes in the work place that would increase his staff's experience of professionalism, fairness and transparency. The objective was thus to change the workplace culture and eliminate those aspects that lead to a sense of disrespect, a lack of transparency, frustration and a lack of responsibility and this objective could be achieved by focusing on specific practices in the workplace that caused these problems. The project was piloted with 25 members of staff who are directly under the HRPF's command.

Taking the specific issue of transparency, one expected results of the project was to make the process of promotion more transparent. Existing practices within the police force prevent subordinates accessing their performance evaluation files or in any way being involved in the process. Subordinates do not know how their supervisors evaluate their daily work nor are they able to discuss any points of disagreement about their evaluation that they may have. Through his project, the HRPF put in place a system whereby staff could access to their performance appraisals and come to discuss their performance evaluation with him. He also ensured that human rights standards were built into evaluation criteria.

As part of the project activities plan, the HRPF oriented his staff on the evaluation criteria so that they would clearly know what types of behaviour will be rewarded or punished. To strengthen their sense of responsibility for their performance, he also handed out a diary to each of member of his staff so he/she could keep a record of his/her individual performance and his/her personal evaluation of it. A discussion was held once a week with members of staff to discuss how they have been performing against the evaluation criteria. Each staff member now has access to his/her performance evaluation file. They are able to compare how the HRPF's evaluation of his/her work matches against his/her self-evaluation and discuss any points of differences with the HRPF.

The HRPF also created a system for addressing grievances. Recognising that within police culture it is difficult for junior staff to openly voice complaints and problems, he put a suggestion box in his unit. He hopes that this will give his staff the chance to anonymously express their concerns. He will review the suggestions once every two weeks and organise a discussion with his staff to talk about their grievances.

To address feedback from his staff about acquiring techniques to deal with stress, the HRPF also organised a workshop on stress management. Experts from both within and outside the police were invited to work with his staff to build their capacity to deal with stress and to develop strategies that can be used when under stress.

Project Four: HRPF Deputy Superintendent of Police, Nepal Police

The starting point of this project was the observation that drug users feature prominently amongst those who are subjected to torture and other forms of inhuman and degrading treatment while in custody. The project aimed to bring improvements in the treatment of drug abusers by changing the way police personnel perceive people who use drugs and through changing police personnel's understanding of drug abuse. Informed by his prior experience working with the Narcotics Control Bureau of the Nepal Police, the HRPF hypothesised that the mistreatment of drug abusers stems in part from beliefs that drug abuse is nothing more than a crime that needs to be punished, and indeed that drug abusers are immoral people who need 'moral correction' through violence.

To explore how police in his workplace actually perceive drug users, the HRPF conducted a survey with his staff, complemented by focus group discussions and interviews. This research confirmed that staff members' aggression towards drug abusers is partly rooted in their view that they are nothing more than immoral offenders.

There was a general lack of awareness or skills amongst staff about the nature of drug use as a public health issue or how to communicate with and/or counsel arrested drug users. Additionally, the research indicated that parents and other members of the broader community, who also did not know a better way to deal with their children's drug addiction, often condoned police torture and ill treatment of drug users. At times they actively sought rough treatment by police as a way of setting the young people 'on the right path'.

Taking into account the findings of this initial study, the HRPF designed a project with the objective of reducing the mistreatment of drug abusers by enhancing the capacity of police personnel to treat them more respectfully. The HRPF aimed to achieve his overall project objective by shifting the manner in which his staff viewed drug use and drug users; helping them to understand first that drug use is not a crime but a health problem that requires treatment and second that the police, as an institution, is not equipped to provide such treatment. To attain this result, the HRPF adapted existing material on drug education to suit his unique local context and specifically developed a trainer's manual. Using this tool, he trained his staff on the proper methods of treating drug users and used the forum of workshops to challenge their attitudes towards drug abuse. In order to reinforce the messages from the training, he introduced a more regular discussion about this issue through a brief session three times each week with his staff.

To mitigate the pressure put on police by parents and members of the community to act aggressively towards drug users, the HRPF also conducted drug awareness programs in the community. This approach was also intended to strengthen community-police cooperation in drug use related cases. The HRPF identified parents whose children were most at risk of drug abuse and conducted discussion sessions with them. In these interactions, he explored various factors of drug use including the risk factors, symptoms of abuse and possible methods of treatment for addiction. The HRPF also trained one male and female member of his staff in conducting drug awareness education with the community to ensure the work that he had started could be continued by others even after he left that particular police station.

Project Five: HRPF Deputy Superintendent of Police, Nepal Police

The starting point of this project was the observation that there is a link between police investigators' use of violence as a method of interrogation and a lack of other skills for obtaining information required to solve crimes. This link was frequently made during our research both in Sri Lanka and Nepal and has been repeatedly found in other countries in the Global South. The HRPF thus focused his project on improving investigative interview techniques amongst junior staff.

To find out more about the actual problems in his workplace, the HRPF held discussions with his staff. From this research, he concluded that one key underlying cause of the problem (the use of torture) was that basic interviewing skills, required to draw out accurate information from interview subjects, are often lacking. In some instances, officers in the Nepal police are trained in the PEACE Model of interviewing skills but they still lack the confidence and a sufficient practical knowledge to implement these skills effectively. This was also specifically true of junior police officers in his district. The lack of sufficient skills and confidence meant the PEACE model did not become institutionalised as part of the investigative culture of the workplace.

Additionally, senior officers do not provide necessary support for the investigating officers through practical measures and by demonstrating that they use the PEACE model in their own practice. In fact, they put pressure on their juniors for quick results, which further undermines their ability to fully practice the PEACE model, a model that requires time to produce sound results. Discussions with his colleagues indicated that that lack of skills in and culture of using the PEACE model of investigative interviews was one of the causal factors in the use of torture and other ill treatment during interrogations. Taking the perspective of the police, the research indicated that apart from violating fundamental human rights, using torture also results in a lack of cooperation from interviewees, unreliable evidence and in some cases, the non-admissibility of evidence in court.

As an officer with significant experience working in the crime division, the HRPF was convinced that the application and expansion of the PEACE model would lead to a reduction in the use of violence and torture. He also believed that in order to encourage broader use of the PEACE method, it was important for police personnel to recognise that it was possible to conduct successful investigations using this method and to gather useful information and intelligence.

The results that the HRPF wished to produce through this project were thus to increase the skills and confidence of his junior staff in using the PEACE method of interviewing and investigation. To achieve this, he designed a highly practical training course in the PEACE Model for conducting interviews with suspects, witnesses and victims. A component of this training explicitly addressed the prohibition of the use of any type of force. He then trained his subordinate staff in this method.

This training included practical demonstrations and practice sessions as well as the development of resource material that personnel could use. To further institutionalise the PEACE model as part of the culture of his workplace, the operational interrogation room was fitted with a video recording system for officers trained in the PEACE model to use for this purpose.

Project Six: HRPF Army Major, Sri Lanka

This HRPF is a Major working in the Tamil language-training institute for the three armed forces. One of the findings of our research was that members of ethnic minority groups are particularly vulnerable to human rights violations, including torture, at the hands of the security sector. Having seen 20 years of active service during the war, this HRPF confirmed the general findings set out in *Issues Paper 2: Exploring the Root Causes of Torture*, that the dehumanisation of members of minority communities was a key risk factor in their vulnerability to human rights violations by security personnel. Part of his work was to build the capacity of security personnel to deal with members of ethnic minorities by teaching their languages. As such he saw an opportunity to use this forum to address issues concerning discrimination and dehumanisation more broadly. At the same time, he was aware that effectively addressing such issues required more than simply teaching security personnel language skills. It would require identifying other strategies for deepening their understanding and respect for members of other ethnic or religious groups and for other cultures. The objective of his project was thus to give soldiers a better understanding of fundamental human values concerning dignity and respect and to develop their understanding of different cultures in the Sri Lankan context as a way of improving their respect for members of minority groups. By countering dehumanisation in this manner it was hoped that he would address certain risk factors for torture against members of these minority groups.

Initially this HRPF developed a fairly conventional training programme of lectures and discussions, combined with field visits to places of worship of other religious groups. The underlying analysis was that understanding of other cultures could be developed through exposure and engagement with them, combined with encouraging trainees to critically reflect on their own values. However in implementing this programme he soon discovered that simply conducting field visits or trying to teach trainees about other cultures and human rights was insufficient to bring about the change or development in attitudes, values and skills required to ensure that they would respect the rights of members of minorities in their daily work lives. As a result, and following an evaluation of the initial sessions and discussion with the project team, he radically overhauled his programme, shifting to a simulation model. Putting people in simulations of real life situations where they are likely to encounter members of minorities would, it was hypothesised, provide a better way of developing capacities that would translate into behaviour that respected human rights in actual situations. As roadblocks and checkpoints are both frequently used in Sri Lanka and are sites where the potential for violations remains high, the HRPF decided to focus on developing the skills of trainees to effectively conduct their duties in this context. A site-specific simulation exercise also offered an opportunity to work on value change.

On the first day the HRPF divided his trainees into three groups: first, those who were supposed to operate the roadblock, second, a group assigned the roles of civilians who (accompanied by instructors) had to pass through the roadblock and note down how they felt about the treatment they received, and third, a group of observers who were to report back on how effective the first group had been at managing their duties in an ethical and professional way.

The following three days involved elaborating on the roadblock scenario. First the trainees were led through the relevant legal obligations of military personnel under both Sri Lankan and international law. Then a more general discussion was conducted with trainees to address any concerns they had with human rights as a concept. The trainees were then presented with some of examples of moral and ethical dilemmas, which they may encounter and these were workshopped with a focus on developing the trainees' ethical decision-making skills. Finally, these sessions on developing technical skills were complimented by sessions conducted by officers from minority backgrounds in which they explained some of the customs, beliefs and practices of their communities.

Project Seven: HRPF, Assistant Superintendent of Police, Sri Lanka Police

The HRPF is an Assistant Superintendent of Police (ASP) and in charge of an in-service training school in the centre of Sri Lanka. He decided that for human rights protection to be effective it needed to be aimed at police working at the operational level. In particular, and drawing on research that the EHRP had conducted on training, he came to the view that training would be most effective if it did not simply teach general principles or laws but instead tackled specific real life issues and situations that operational personnel deal with. He chose to work with fifty Officers in Charge of Police Stations (OICs), sergeants and constables within his district.

In conducting his needs analysis, the HRPF identified the following key problems impeding the effective protection of human rights:

- Due to the social and economic problems in the area, police have to handle a great number of day to day minor and domestic issues, resulting in very high workloads;
- Poor relations with the community exacerbate the difficulty in handling issues in a professional manner;
- Due to the work overload, OICs and other officers experience mental stress in the workplace and this exacerbates the problem of police using violence against detainees.

In particular the HRPF found that the police have to handle a diverse range of minor issues such as domestic issues (including violence), land disputes and quarrels due to drug abuse on a daily basis. Even though there are local Mediation Boards operating in the area, the limited power that they have often constrains their effectiveness. As such, people tend to go to the police station for every issue, even if it is not strictly a police matter. The problem is that the training that police officers receive focuses on crimes and related police actions such as arrest. Police officers receive little if any training in handling more domestic and minor issues and are not taught communication or mediation skills. Moreover, using mediation is often not considered 'proper police work' and the soft skills of resolving disputes peaceably are not valued in the workplace. As such, the success of a settlement depends entirely on the personal capabilities of the individual officer and most of the time settlements fail. This leads to the parties repeatedly returning to the police station.

The HRPF's analysis suggested that poor mediation skills led to break downs in the attempts to settle disputes and in some cases to the inappropriate use of force or other human rights violations by police. The high levels of stress under which police personnel operated exacerbated this risk. As such, by addressing both the poor mediation skills and stress, risks for human rights violations would be reduced. The HRPF decided that his own project would focus on mediation skills. Stronger mediation skills would lead to the more effective resolution of disputes and prevent them escalating. He also believed that if police improved their mediation skills, trust in the police among the community members would increase, thus improving police-community relations.

Given the hierarchical nature of policing, the HRPF suggested that it would be most effective to work at two levels within the police station. First he wanted to work with OICs, as these senior officers establish the culture of the police station and are responsible for overseeing the behaviour of all other police officers. At the same time he also wanted to develop the skills of the more 'frontline' police officers at the constable and sergeant level, as these officers are the ones who most frequently handle minor issues in the first instance and have the most contact with members of the general public. The HRPF decided to hold two one-day workshops: one for OICs and one for sergeants and constables. Each taught basic principles of mediation as well as reinforcing police officers' legal obligations with respect to human rights and torture. The trainings then engaged the participants in practical activities aimed at helping them develop their mediation and communication skills. In designing his workshops in consultation with the project team, the HRPF also identified a team of external observers who were invited to attend and comment on the effectiveness and appropriateness of police strategies. These observers included a trainer in mediation, a local judicial medical officer, a lawyer and member of the municipal council and a representative of the National Youth Council.

Project Eight: HRPF, Lieutenant Commander, Sri Lanka Coast Guard

Because the specific objective of the EHRP was to develop the capacity of security sector personnel to prevent and address torture, the principal intervention it developed focused, for the most part, on only one level of causality (the organisational level) identified in our research on the root causes of torture. Nevertheless, as discussed in *Issues Paper 2*, the implication of our ecological model was that a comprehensive program to prevent torture must also address factors at all levels, including broad societal attitudes. Indeed, one often hears people in the field of torture prevention speak about 'cultures of violence' and the need to address them. In the case of the HRPF project described here, the opportunity to develop a project that sought to address this broader culture of violence arose. Specifically, because he was both a member of the security forces and a Vice Principal in a school, we were able to work with him to identify a project on the normalisation of violence in schools as a potentially useful site to pilot an intervention addressing culture and societal attitudes concerning violence. This project differed significantly from the others and from our original plans insofar as it did not involve an intervention within the security forces themselves.

This HRPF is a member of the Sri Lanka Coast Guard and is also the Vice-Principal of a large secondary school in a rural and socio-economically disadvantaged province of Sri Lanka. Following the introduction of the 'ecological model' during the first EHRP workshop explaining that the causes of human rights violations and torture operate at multiple levels of the broader social system, the HRPF approached the project team to express his interest in working on the general culture of violence and the acceptance in Sri Lankan society of physical violence as a form of discipline. Linking this problem with his work, he argued that much of the cultural acceptance for the use of torture related back to teachers' attitudes to corporal punishment and the frequent use of violence (by both students and staff) within schools. Indeed in one of the EHRP workshops where this HRPF raised the question of the normalisation of violence in schools, other security sector personnel in the group responded that they saw nothing wrong with violence being used against children and that they 'would not be the men they are today' had teachers not used corporal punishment against them. As such he felt that an effective intervention he could develop would be to shift teachers' attitudes and build their capacity to use non-violent methods to maintain discipline and order. At the same time, he also wished to work on building students' sense of civic responsibility and well being as they approached adulthood. His needs analysis also suggested that the school environment, which was disorganised, messy and generally unkempt, contributed to both teachers' and students' negative attitudes. As a result his project focused on shifting the school culture towards one of mutual respect and responsibility and away from one of fear, hierarchy and control.

One of the results that the HRPF wished to produce was greater engagement on the part of the whole school community in the well-being and life of the school students and a sense amongst the school community that they could work cooperatively to improve their school. To commence the process, the HRPF decided on a fairly simple approach of engaging the entire school community in improving the physical environment. He believed that this would strengthen their sense of responsibility for the school and encourage a sense of community. Each class was assigned the duty of cleaning and beautifying a certain area of the school under the guidance of a teacher and other processes to support cleanliness were introduced. To provide more of a sense of order, each class was given a specially allocated space during the morning assembly and all the students of a particular class had to be in line within the given space with their teacher. Boards were placed on the trunks of all the trees in the school premises mentioning their popular and scientific name. A special area in the school premises was prepared to hold outdoor classes under the shade of the trees as well as to provide a reading area. Volleyball, soccer and scouting were introduced to the school. An environmental protection unit was established.

Also with the aim of developing a stronger sense of community and shared responsibility, once a week a respected citizen in the area (OIC, doctor, senior civil servant, religious leader) was invited to deliver a short lecture at the morning assembly. A meditation program was introduced and students were asked to take part in the program voluntarily. A disciplinary committee was appointed to deal with complaints from students. Prefect board meetings were held regularly. A sports event was held at the school for the first time in three years. The HRPF also created and installed a suggestion box where any student could anonymously make a complaint. The aim was to provide a mechanism to allow students to feel that they had a voice in the school community and to improve accountability.

Moving more directly to the culture of violence, the HRPF supported two workshops designed to work with teachers and student on forms of discipline, conflict resolution and ethics. At this point, a principal of another nearby school had heard about the work that the HRPF had been doing and, seeing the improvements in the culture of the school, expressed an interest in replicating the work in his own school. He asked for assistance on implementing the same activates in his school, requested the HRPF's advice and asked for teachers and students from his school to participate in the workshops.

The first workshop was held with the participation of thirty teachers (fifteen teachers from each school) and facilitated by a retired vice-principal from Australia who had implemented pastoral care programs in her own school. The workshop was focused on changing teacher's attitudes towards corporal punishment and introducing them to alternative strategies for maintaining classroom control and discipline as well as encouraging them to develop a pastoral care model that they could implement within their school. The second workshop was for selected groups of students from both schools (78 students participated). It focused on providing students with knowledge and skills about good decision-making and civic responsibility and providing an opportunity to reflect with them on issues concerning ethics and values. The HRPF also prepared and distributed to students an information card with important telephone numbers for support services (Women's and children's desk of the police station, mental counselling organisations, student's counsellor of the school, etc.). Again, the objective here was to develop a sense of problem solving without resort to violence and to embed them in networks of support.

Although, as noted above, this project did not strictly fall within the ambit of security sector organisational reform, it did demonstrate the potential impacts of innovative approaches to changing broader socio-cultural attitudes and behaviours concerning the use of violence. The changes that the project brought about in the school community and specifically in the use of and attitudes to violence in the school were marked and have already had a knock on effect in other schools that have become aware of this work.

Project Nine: HRPF, Group Captain and HRPF, Air Commodore – Sri Lanka Air Force

This project was jointly implemented by two HRPFs with senior ranking within the Sri Lanka Air Force, one working in administration and another as a pilot. Their selection, it appears, was based neither on their exposure to human rights nor on any affiliation with the legal department, but was predominantly due to their seniority and their ability to bring about substantial change within the Air Force at a higher level.

In identifying their project, the HRPFs wished to design an intervention that would create a sustainable change, would be sensitive to the military context and to the hierarchical nature of the organisation, and would be needs based. Their starting point was the observation that at present, and in contrast to the other Forces, there is no institutional structure to ensure that human rights standards are embedded in the operations of the Air Force. Moreover, there is no institutional centre ensuring that personnel in the Air Force are exposed to human rights principles and laws through an organised formal training system. As such, the project initiated the establishment of a Human Rights Division in the Air Force. The expected result of this project was the establishment of a distinct unit that would intervene in human rights violations in the Air Force and, through training and awareness raising activities, enhance the capacity of personnel to protect and promote human rights. The proposed unit would operate in combination with the legal department, which would retain the jurisdiction to receive complaints and petitions concerning human rights violations and to conduct formal investigations.

Prior to developing this project, the HRPFs conducted research in the Air Force to establish the needs and attitudes and to build a sense of ownership of the project. To this end, they created and administered a questionnaire to 120 Air Force personnel to capture their understandings of, and views about human rights. They also conducted an in-depth study looking at the mandate and operation of human rights units within counterpart military organisations. The findings from both dimensions of the research were integrated into their proposal, which was formally approved by the Board of Management.

During the life of the project, the HRPFs were able to establish a new office and to lay the initial foundations for the appointment of the team, training staff and trainers, developing training modules and disseminating information.

Project Ten: HRPF Women Chief Inspector - Police Training College, Kalutara

This HRPF has been recognised as an expert on human rights within the network of police trainers, having years of experience in teaching and multiple academic qualifications in human rights. Her needs analysis indicated that there were inherent flaws in the design and delivery of the human rights modules with weaknesses in both the quality of the course content and teaching techniques. She also found that many personnel held the view that the most important reason to protect human rights or resist violations was that failing to do so risked punishment, rather than there being a strong commitment to rights as a normative framework for policing. She concluded that there was a need to strengthen the knowledge base, values and attitudes of the existing trainers themselves through a comprehensive training programme, so that they would be better equipped to effectively train others.

As such the HRPF developed and delivered an innovative train-the-trainer program. This was conducted for the staff in the Kalutara police training school, with the objective of increasing the capacity of trainers to use effective teaching skills in human rights training. The expected results were that trainers would be more skilled in using effective teaching methods and that the human rights component would be more effectively integrated into their training. As part of the project activities, three five-day workshops were conducted for the staff of the training school each with 30-35 trainers and sub-inspectors.

To support her work the HRPF drew on work conducted in a similar project by the Scotland Yard Police Academy. This project provided alternative training methods, methods on preparing lesson plans, lecture methods and lecture assessments. She also drew on training skills acquired through the EHRP programme, including experiential pedagogies and results based trainings. In developing her training, she also drew on research conducted as part of the EHRP on the reasons for the continued use of torture, even after people have received human rights training.

The HRPF developed a three- week standardised programme for the police training school. This module was subsequently adopted and is being used as a training resource. As such, the project resulted in institutional changes with respect to the way in which training is conducted, with a shift away from information transmission models to activity-based training and a resultant improvement in trainees' learning.

Project Eleven: HRPF Colonel and HRPF Major, Civil Security Department (CSD), Head Quarters

This project was initiated by two HRPFs from the Civil Security Department. A senior official who, as the Head of Training, is responsible for the training of the 45,000 personnel of the CSD led the project. This meant he was in a position of potentially significant influence. Initially, however this HRPF was quite hostile towards human rights and expressed a degree of cynicism about the real prospect of aligning human rights principles and laws with military work and integrating human rights in the work of his department. The other HRPF was a Major in the CSD. He initially participated in the train the trainer programme conducted by the senior HRPF and then went on to draw on this capacity building to develop and then integrate a Human Rights Module into the curriculum in his training school.

Two key results that this project sought to achieve were the establishment of a pool of trainers within the CSD who would be competent in working as human rights trainers and the establishment of a human rights component within the regular training for personnel. To achieve these results, a five-day train the trainer workshop was developed and delivered to twenty-five trainers. These trainers were then provided with support to develop and implement training in their own locations. Recognising the importance of training addressing knowledge, attitudes and skills, the workshops sought to transmit a strong understanding of the universal and fundamental nature of human rights, and the connection between rights violations and the violation of basic human dignity. The second HRPF (who was one of the trainers so trained) went on to develop a human rights module for conducting a one-day workshop that he then integrated as part of the one-month basic training at the Civil Security Department Training Centre, in Kalpitiya. The other trainers have provided training for a total of approximately 3,000 soldiers in their respective Training schools to date.

One of the constraints faced in the achievement of the desired results was that even training this pool of trainers was not sufficient to cover the total number of personnel in the CSD – a population of over 40,000 officers. Limitations also arose because very few of the training staff are bilingual and thus able to train Tamil as well as Sinhala personnel. In addition, many of the officers in the CSD have completed only fairly basic levels of formal (school) education and as such, their capacity to partake in trainings that involved their grasping abstract concepts was limited. On the basis of this experience, the HRPFs concluded that for human rights training to be effective within the CSD context, it will be critical to develop training resources and the skills of trainers appropriate to differently situated trainees, and specifically to develop resources appropriate to people with little formal education. Once again, the importance of practical trainings oriented to the lived experience of trainees and involving real life scenarios was evident.

CONCLUDING COMMENTS

It will be evident to readers that the projects varied significantly in a number of ways. They addressed very different problems, risks or issues and the strength of the connection between the problems that they targeted and the practice of torture varied significantly. Thus, some projects addressed problems where one can see a direct connection (for example interrogation methods) and others addressed problems with a far more tenuous connection (for example transparency or stress levels). In addition, although our research raised questions about the efficacy of training on long-term systemic or organisational change, a number of the projects, particularly in Sri Lanka, involved improving human rights training or introducing such training where it was absent.

Nevertheless, in all of the projects, the exercise of analysing their workplace in terms of risks and inhibiting factors for torture, and then designing, implementing and evaluating a project, created a unique opportunity for the HRPFs and the personnel with whom they worked to take on the responsibility of thinking through how their organisations can either normalise and facilitate torture, or how they can bring about change to prevent it. It also provided the opportunity for the HRPFs to be leaders in change within their realms of influence. In the next Issues Paper on evaluation, we will look at the achievements of these projects and the development of the HRPFs in terms of the overall objectives of the EHRP.



