

TERMS OF REFERENCE

Consultancy to Develop an HRBA Training Manual.

Project: Civic Space Improvement Project

Duration: 1 month

1. Introduction

Human Rights Centre Uganda (HRCU), under the Civic Space Improvement Project, seeks to strengthen collaboration and accountability between Government and civil society and contribute to improved civic space in Uganda. As part of this intervention, HRCU seeks to engage a consultant to develop a simplified Human Rights-Based Approach (HRBA) training manual tailored to the Uganda Police Force (UPF) and Uganda Prisons Service (UPS).

Applying HRBA requires institutions to place human dignity, participation, equality, non-discrimination, and accountability at the centre of their work. For police and prison officers, this means considering both the legal basis for an action and its implications for the rights of affected persons. Officers must be equipped to exercise their authority lawfully, recognise particular protection needs, explain relevant procedures and respond appropriately to complaints. Supervisors must also be able to guide officers to identify shortcomings and ensure that concerns receive appropriate follow-up.

The need for sustained capacity development is supported by recommendations made to Uganda by international human rights bodies. In its 2022 concluding observations, the United Nations Committee against Torture recommended further development of mandatory initial and in-service training for relevant public officials and measures to assess its effectiveness in preventing torture and ill-treatment.¹ These recommendations reinforce the importance of training that develops practical competence and supports the application of human rights obligations throughout an officer's career.

HRCU intends the manual to provide a structured resource through which institutional trainers can translate HRBA principles into the operational and supervisory responsibilities of UPF and UPS officers. It will combine clear

¹ [UN Committee against Torture, concluding observations on Uganda, 2022, CAT/C/UGA/CO/2, paragraphs 19–20](#), particularly 20(a) and 20(c).

explanations with realistic case studies, participatory exercises and assessment tools, enabling trainees to examine how their decisions affect rights-holders and identify appropriate courses of action. The development process will draw on established human rights training methods that emphasise learning needs, practical application, evaluation and follow-up.²

The manual will also connect operational practice with oversight and accountability. It will help trainees understand the respective roles of the Uganda Human Rights Commission, the Judiciary and the Directorate of Public Prosecutions, and how engagement with oversight institutions and civil society can support monitoring, referral and corrective action. This will complement the project's support to coordination platforms, including chain-linked committees, human rights working groups and a national forum addressing accountability in security operations.

Through this consultancy, HRCU seeks a resource that can be used repeatedly in recruit, in-service and supervisory training and support the integration of HRBA into institutional curricula. The manual will complement the legal compendium and operational checklist by providing guidance on how to teach and apply the relevant principles and standards. Its intended contribution is to strengthen professional judgement, institutional learning and accountability in the delivery of police and prison services.

2. Background

HRCU is a non-governmental organisation that has operated in Uganda since 2008 to promote and protect the rights of human rights defenders, particularly those working at grassroots level. HRCU works with civil society organisations and public institutions to strengthen human rights knowledge, facilitate dialogue and promote an environment in which defenders can undertake their work safely and effectively.

With support from the Royal Danish Embassy and the Embassies of the Netherlands, Sweden and Ireland in Uganda, HRCU implements the Civic Space Improvement Project under the Programme on Accountability, Civic Engagement

² [OHCHR, Training of Trainers on Designing, Managing and Delivering Effective Human Rights Training](#), “Program Background” and “Methodology” sections

and Rights (PACER). The project seeks to improve civic space through strengthened collaboration and accountability between Government and NGOs by 2027. It supports civil society organisations to fulfil their legal responsibilities, engage public institutions and undertake evidence-based advocacy, while strengthening opportunities for dialogue and cooperation with Government.

Through the project's Extension Component, HRCU is strengthening engagement with institutions responsible for law, order and security. This work recognises the significance of police and prison services in protecting individual rights and shaping relations between citizens and the State. It brings together capacity development for security personnel, engagement with oversight institutions and support to civil society monitoring, with particular attention to Karamoja and West Nile and institutional engagement at national level.

The Uganda Police Force and Uganda Prisons Service are the principal institutions targeted for HRBA capacity development. The intervention will reach officers who undertake operational duties, supervisors and commanders responsible for directing personnel, and trainers and recruits within institutional training programmes. HRCU will work with the Uganda Human Rights Commission and relevant police and prisons directorates and training institutions to ensure that the support responds to professional responsibilities and can be used within existing training systems.

The intervention also engages the Judiciary, the Directorate of Public Prosecutions, the Equal Opportunities Commission and the Uganda Law Society in dialogue and accountability processes. Grassroots organisations, including media actors, will receive support to strengthen their ability to monitor, document and report human rights concerns. These complementary engagements are intended to improve the connection between institutional practice, community experiences and oversight.

The HRBA training manual will provide a practical resource for trainers to strengthen officers' understanding and application of human rights within their respective mandates. By supporting its use in recruit and continuing professional training, HRCU seeks to contribute to consistent, accountable and rights-respecting police and prison services. The ultimate beneficiaries are members of the public whose safety, dignity and access to protection depend on the effective discharge of these responsibilities.

3. Rationale for the Consultancy

The effective application of a Human Rights-Based Approach requires officers to understand how human rights principles shape the exercise of their authority and the delivery of services. This includes recognising the rights of persons with whom they interact, fulfilling their responsibilities as duty-bearers and ensuring that their decisions reflect legality, participation, equality, non-discrimination and accountability. Training must therefore connect these principles to the situations police and prison officers encounter in their daily work.

UPF and UPS trainers require a resource that makes these connections clear and provides a structured approach to teaching them. Operational officers, supervisors and recruits have different responsibilities and learning needs. The manual must accommodate these differences while establishing a common understanding of HRBA across both institutions. It should enable trainers to explain relevant standards, facilitate discussion of professional dilemmas and assess learners' ability to identify appropriate action.

The consultancy will bring together legal, human rights and instructional design expertise to develop this resource. It will build on existing materials and institutional experience, adapt relevant international guidance to Uganda's context and incorporate practical examples drawn from police and prison administration. Consultation with intended users will help ensure that the content is accurate, relevant and suitable for institutional training.

The manual is intended for repeated use in recruiting, in-service and supervisory training. Clear session plans, case studies, exercises and assessment tools will support consistent delivery while allowing trainers to adapt instruction to their audiences. Its development will provide HRCU and its institutional partners with a practical basis for embedding HRBA in professional learning and reinforcing its application through supervision and follow-up.

4. Purpose of the Consultancy

The purpose of the consultancy is to develop a simplified, practical HRBA training manual that equips trainers within the Uganda Police Force and Uganda Prisons Service to embed human rights principles and applicable legal obligations in recruit, in-service and supervisory training.

The manual will give particular attention to the Human Rights Enforcement Act, the Prevention and Prohibition of Torture Act, the Police Act and the Prisons Act, alongside the Constitution and relevant international human rights standards. It will translate these provisions into accessible learning modules, practical scenarios and training tools that demonstrate how HRBA applies to the exercise of police and prison mandates.

Through this guidance, the manual will support trainers to strengthen officers' ability to make lawful decisions, uphold procedural safeguards, prevent and respond to violations, and exercise accountable supervision. It will also provide a resource for integrating HRBA into institutional curricula and continuing professional development.

5. Overall Objective

To develop a simplified HRBA training manual that strengthens the capacity of UPF and UPS trainers to equip personnel to apply human rights principles and relevant legal obligations in their operational and supervisory responsibilities.

Specific Objectives

The consultancy will specifically seek to:

1. Translate HRBA principles into practical guidance tailored to police and prison administration, with emphasis on participation, equality, non-discrimination and accountability.
2. Integrate the relevant provisions of the Constitution, the Human Rights Enforcement Act, the Prevention and Prohibition of Torture Act, the Police Act and the Prisons Act, together with applicable international standards, into learning modules that demonstrate their application in institutional practice.
3. Develop trainer guidance, session plans, realistic case studies, participatory exercises and assessment tools suited to recruits, serving officers and supervisors.
4. Validate the manual with HRCU and relevant institutional stakeholders to ensure its technical accuracy, accessibility and practical relevance, and

support its integration into institutional curricula and continuing professional training.

6. Scope of the Consultancy

6.1 Institutional Scope

The consultancy will focus on the development of an HRBA training manual for the Uganda Police Force and Uganda Prisons Service. The primary users will be institutional trainers responsible for recruit, in-service, and supervisory training. The content shall address the learning needs of operational personnel, supervisors and commanders, with shared foundational modules and sections tailored to the responsibilities of each institution. The consultant will engage HRCU, the Uganda Human Rights Commission, and designated UPF and UPS representatives to inform its development.

6.2 Content Scope

The manual shall cover the following areas:

1. **Foundations of HRBA:** Explain rights-holders and duty-bearers and demonstrate how participation, equality, non-discrimination and accountability apply to police and prison responsibilities.
2. **Domestic legal obligations:** Integrate relevant provisions of the Constitution, the Human Rights Enforcement Act, the Prevention and Prohibition of Torture Act, the Police Act and the Prisons Act. The content shall connect these provisions to practical duties, procedural safeguards and accountability.
3. **International and regional standards:** Adapt relevant human rights obligations and professional standards to Uganda's institutional context, including standards governing policing and the treatment of prisoners. The manual shall distinguish binding legal obligations from non-binding standards and guidance.
4. **Application within policing:** Address arrest, detention, interviewing, public order management, use of force, treatment of suspects and protection of persons requiring particular safeguards.

5. **Application within prison administration:** Address admission and custody, humane treatment, discipline, access to health care and family contact, complaints and the protection needs of different categories of prisoners.
6. **Command and supervision:** Provide guidance on incorporating HRBA into operational planning, instructions, supervision and review. This shall include identifying risks, preventing violations and taking appropriate action when concerns arise.
7. **Oversight and accountability:** Explain relevant institutional responsibilities, reporting and referral procedures, complaints mechanisms and follow-up on human rights recommendations.
8. **Training and assessment tools:** Include learning objectives, session plans, case studies, participatory exercises, facilitator notes, assessment questions and guidance for evaluating learning and supporting subsequent application.

Gender, age, disability and other relevant dimensions of inclusion shall be incorporated throughout the modules.

6.3 Tasks of the Consultant

The consultant shall:

- Review existing training materials, institutional curricula and relevant legal and policy instruments.
- Consult intended users to identify priority learning needs and opportunities to strengthen existing instruction.
- Develop and agree with HRCU the manual's structure, learning objectives and training approach.
- Prepare a complete draft, including trainer guidance and supporting learning tools.
- Facilitate technical review and validation, and test selected sessions or exercises with intended users as agreed with HRCU.

- Incorporate feedback and submit the final manual and supporting tools in editable electronic formats.

7. Methodology and Approach

The consultant shall adopt a participatory approach that combines legal review, assessment of learning needs, stakeholder consultation and practical instructional design. The methodology shall ensure that the manual is technically accurate, accessible to trainers and relevant to the responsibilities of police and prison officers.

The assignment shall begin with an inception meeting with HRCU to agree on the development process, consultation arrangements, workplan and review procedures. The consultant shall subsequently undertake a desk review of existing training manuals, institutional curricula, relevant legislation and international standards. Particular attention shall be given to how HRBA can be taught through the application of the Human Rights Enforcement Act, the Prevention and Prohibition of Torture Act, the Police Act and the Prisons Act.

The consultant shall conduct targeted consultations with HRCU, the Uganda Human Rights Commission and designated UPF and UPS representatives, including trainers and personnel with operational or supervisory experience. These consultations shall identify priority learning needs, recurring professional dilemmas and opportunities to integrate the manual into existing training programmes. The consultant shall use the findings to develop a proposed structure and learning objectives for HRCU's approval.

The manual shall follow adult learning principles and use participatory methods that enable trainees to relate HRBA to their professional experience. Modules shall combine concise explanations with case studies, guided discussions, role plays and practical exercises. Facilitator notes shall explain how to conduct each activity, address common misconceptions, and assess learners' ability to apply the relevant principles and legal obligations.

The draft shall undergo technical review and validation with HRCU and relevant institutional stakeholders. Selected sessions or exercises shall be tested with intended users, as agreed with HRCU, to assess their clarity, relevance, timing and ease of use. The consultant shall document feedback, revise the materials,

and submit a record showing how substantive comments have been addressed. The final manual shall include assessment tools and guidance for follow-up that help trainers evaluate both learning and its subsequent application.

8. Ethical and Protection Considerations

The consultant shall apply a human rights-based, inclusive and Do-No-Harm approach throughout the assignment. Case studies and training exercises shall use fictional scenarios or appropriately anonymised examples. The content and learning activities shall respect human dignity, avoid discriminatory language and reflect the experiences and protection needs of different groups. Exercises shall not require participants to disclose personal experiences of abuse or information that could expose them or others to harm.

All sources shall be acknowledged, and permission shall be obtained where required for the use or adaptation of third-party materials. Consultation records and draft materials shall be stored securely and shared only with authorised persons. Arrangements for their handover, retention or disposal shall be agreed with HRCU.

9. Expected Deliverables

The consultant shall produce the following:

1) Inception Report

An inception report setting out the consultant's understanding of the assignment, methodology, consultation plan, proposed structure of the manual and detailed work plan. The report shall identify the materials to be reviewed and arrangements for technical review, validation and testing.

2) Learning Needs Summary and Manual Outline

A concise summary of the findings from the desk review and consultations, identifying priority learning needs and existing resources that can be adapted. The accompanying outline shall specify the proposed modules, intended audiences, and learning objectives.

3) Draft HRBA Training Manual

A complete draft containing shared HRBA foundations and modules tailored to UPF and UPS responsibilities. It shall integrate relevant domestic legislation and

international standards and include session plans, facilitator notes, case studies, participatory exercises, and assessment tools. Sample agendas shall demonstrate how modules can be selected for two-day regional and three-day institutional training.

4) Specialised Checklist on HRBA-Based Command and Control

A practical checklist to assist UPF and UPS supervising officers to ensure that officers under their supervision observe applicable human rights obligations in the execution of their duties. The checklist shall translate relevant legal standards and HRBA principles into clear supervisory checks that support the prevention of human rights violations, effective oversight of security operations and rights-respecting enforcement.

5) Validation Presentation and Feedback Record

A presentation of the draft manual for technical review and validation, together with a record of stakeholder feedback and findings from testing selected sessions or exercises. The consultant shall provide a response matrix showing how substantive comments have been addressed.

6) Final HRBA Training Manual and Supporting Tools

A revised manual incorporating agreed feedback, submitted in editable Microsoft Word and PDF formats. The final package shall include editable training slides, participant handouts, exercises, assessment tools with answer guidance, references and the completed response matrix.

The final materials shall be suitable for professional design and printing. HRCU shall review and approve the deliverables, with acceptance based on technical accuracy, completeness, accessibility, practical relevance, and incorporation of agreed feedback.

10. Duration and Timeframe

The consultancy shall be completed within **one (1) month** from the date of contract commencement.

The consultant shall submit a detailed workplan as part of the inception report, covering document review, stakeholder consultations, drafting, validation, testing of selected learning activities and final submission. The workplan shall provide for

timely review by HRCU and relevant institutional stakeholders and incorporation of agreed feedback.

Submission dates for each deliverable shall be agreed with HRCU at the commencement of the assignment. Any anticipated delays shall be communicated promptly, and changes to the agreed schedule shall require HRCU's approval.

11. Required Qualifications and Experience

The assignment may be undertaken by an individual consultant or a consulting team. The consultant or team shall demonstrate the following qualifications and experience:

- A Master's degree in Law, Human Rights, Education, Governance or a related discipline. A consulting team shall demonstrate complementary expertise in legal analysis, HRBA and instructional design.
- At least seven years of relevant experience in human rights, HRBA capacity development, or justice and security sector training.
- Demonstrated knowledge of Uganda's legal and institutional framework, particularly the Human Rights Enforcement Act, the Prevention and Prohibition of Torture Act, the Police Act and the Prisons Act, together with relevant international human rights standards.
- Proven experience developing training manuals, curricula or learning materials that translate legal and human rights concepts into practical guidance.
- Experience working with police, prisons or other justice institutions, preferably in Uganda.
- Strong skills in adult learning, participatory facilitation, stakeholder consultation and development of learning assessment tools.
- Demonstrated ability to integrate gender, equality, non-discrimination and protection considerations into training materials.
- Excellent analytical and writing skills, including the ability to present technical content in clear, accessible English.

Applicants shall provide relevant work samples and references demonstrating their suitability for the assignment.

12. Specifications for Submission of Offers

Interested consultants shall submit:

- A technical proposal outlining their understanding of the assignment, proposed methodology, and work plan for completion within one month.
- A financial proposal in Ugandan shillings (UGX), detailing professional fees, other proposed costs, and applicable taxes.
- Detailed CVs of the consultant and any proposed team members, indicating their respective roles.
- At least two relevant samples of previously developed training manuals, curricula or learning materials.
- Contact details of two referees for comparable assignments.

Applications shall be submitted to snalukwago@hrcug.org, copied to info@hrcug.org, no later than **21st October 2026 at 5:00 p.m. East Africa Time.**

The email subject shall read: **"Consultancy to Develop an HRBA Training Manual for UPF and UPS."**