Final Evaluation of Amnesty International's "Teaching For Freedom" Program

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TABLE OF CONTENTS

10. COUNTRY REPORT PUERTO RICO

11. COUNTRY REPORT PERU

12. COUNTRY REPORT BRAZIL

13. APPENDICES

PART 1: PROGRAM REPORT

1.Introduction

This report on the evaluation of the TFF program falls into two main parts. This first part deals with the program level, and includes findings and recommendations of a general character. The second part consists of specific country reports (with appendices) for the six TFF projects which were visited by the evaluation team.

ABBREVIATIONS USED:

AI   Amnesty International

AISA   Amnesty International, South African section

HR   human rights

HRA   human rights awareness-raising

HRE   human rights education

NGO   non-governmental organization

OD   Operasjon Dagsverk - Norwegian Students' Campaign (Operation a Day's Work)

TFF   Teaching For Freedom

2.Executive summary of findings and conclusions

1Project level

I would like to emphasize that the brief project visits I have been able to realize do not merit any firm judgments on the achievements or impacts of the individual projects. With 2 to 6 days available for the field studies, the conclusions must by necessity be tentative and impressionistic.

Nevertheless, with this reservation, I am happy to say that in general, the TFF money seems to have been well spent. Only in Tunisia do output and impact of the project seem deficient in relation to the funding it has received. This is primarily due to external circumstances (repressive measures against HR activists). In the case of South Africa, one might also ask whether it is not a fairly expensive project in relation to the activities realized. In this case, however, the impact of these activities is substantial, and justify the expenses. The other four

6

projects show high levels of activities and achievements in relation to the amounts of funding they have received. At the same time they have also maintained a professional level in the realization of the educational activities.

In general, it can be said that the human resources the projects have been able to draw upon have been central for these achievements. Key persons have been skilled and dedicated, both in salaried and volunteer roles. Most projects have found a fair balance between the use of paid staff and activists. While in some cases more paid administrative staff would have improved the management of the project, there are no indications that the payment of salaries to some has dampened the enthusiasm for volunteer work.

Most projects have been fairly successful in forging partner links with other NGOs or government bodies working in HRE or related fields, thereby extending the impact of the work and avoiding duplications of efforts. In one or two cases, however, this aspect could be improved.

Relating to overall strategic planning and to impact monitoring, there is room for improvement in all projects.

Sustainability for such projects is hard to achieve. Only the Brazilian project has made significant advances in this respect, by obtaining funding for activities from local sources, basically government institutions.

In a continuation of the TFF program, some changes could be contemplated. It is important that when identifying new projects, attention should be focused not only on the planned activities, but equally on the structure to implement them. In particular, it should be considered whether there is sufficient salaried staff to secure continuity in administrative aspects, and resources ought to be set aside for capacity building with respect to project management and strategic planning.

2Program level

The overall strategy of the TFF program has been wide, allowing the local sections to tailor their own HRE or HRA projects in a very open manner. Moreover, by limiting the amounts of

funds to any individual project, one effect has been to allow for funding of projects in as many as 26 different countries. Thus, the total picture is one of great variety. From what I have been able to see in six countries, this openness has been a positive aspect of the program, allowing the different sections to build their projects on their particular strengths, and with reference to the specific opportunities and needs of their countries.

In looking at the performance of the TFF Program Administration, it is important to maintain a historical perspective. This will allow one to see that the TFF program was started up in a situation very different from today's, with little previous experience of HRE within AI as a whole, and no experience with such large programs either within AI in general or the Norwegian section in particular. An appreciation of this initial situation is necessary to get a fair understanding of the program management. Moreover, a historical perspective will also allow one to see the developments which have taken place throughout the program period, and the significant advances in the professionalization and institutionalization of the program and its management.

Just as many of the local sections were unprepared for the start-up of the TFF projects - something which is reflected both in the lack of overall strategies as well as in the early problems with reports and audits - the Program Administration was also relatively unprepared for managing such a large program. This is quite evident from many of the early difficulties reported by the different projects, which basically involved bureaucratic rigidity and a lack of understanding of the local contexts under which the projects were working, hereunder included the strengths and capacities of the local AI-sections. In these respects, great advances have been made.

Some problematic areas have persisted, however. One problem in particular has been the small administration in Oslo. It is clearly too little with one to two persons to handle projects in more than 20 different countries, many of which would have benefited from a closer attention. While advances have been made in systematizing project visits, they ought to be still more frequent. It is particularly important with visits <u>before</u> the start of a project - something the TFF program has never attempted. Too few people in Oslo and too few project visits mean that the distance between program administration and project becomes too great. This is the cause of many of the problems and misunderstandings between Norway and the projects.

8

Another problematic area relates to the level where decisions are taken. A greater delegation from the Steering Group to the Project Administration might have been advantageous. The members of the Steering Group have been selected in order to ensure that overall strategic and principal concerns of the international AI movement and of the Norwegian AI section are taken into consideration. The Steering Group is therefore appropriate for deciding on general TFF strategies and guidelines. It does not, however, have the competence or the knowledge to take decisions regarding the individual project plans and budgets. For such questions, it would have been better to strengthen the administration with some form of advisory council or professional board, consisting of persons with knowledge of HRE, project management, and of the project countries.

An international organization such as AI should have some special advantages in running a program like the TFF. There should be good opportunities for exchange between projects, as well as for supplying the projects with expertise and training in key areas such as project management, HRE and pedagogics, lobbying and fundraising. Both the Program Administration and the HRE-team of the International Secretariat have been involved in arranging network activities and training workshops. In general, however, it may be said that this has been too little and too late: Too little because of the limited capacity of the Program Administration and the HRE-team, and too late as the need for such inputs among the projects was greatest in the initial phase.

When AI Norway is now contemplating a new HRE program, it will have a completely different starting point, given the accumulated experiences and the professionalism which has been developed - in Oslo, in the projects and within the AI movement as a whole. While it might be advantageous to focus the program somewhat more than has been the case up to now, it seems important to maintain the basic openness to let the individual projects develop and be designed with reference to their particular context. Moreover, while an explicit funding limit does not seem wise (all applications tend to approximate such a limit), I would recommend a second phase of the TFF to be based on many small or medium-sized projects rather than a few big ones (- given, of course, that it will be possible to increase the size of the Program Administration). While the new program ought probably to include some new countries, and not all the "old" projects should be guaranteed a continuation, it nevertheless seems wise to base a new program on the positive work which has been realized so far.

9

Finally, rather than rushing the projects to start up at a forced rate, time should be taken initially to build up capacities, project management skills, and sound project structures. Indeed, haste is an impediment in developing sound projects and organizational work, and it would be very unfortunate if the next TFF phase were to have very much money and only a short time horizon - of five years, say - in which to spend it. Such a situation fosters the perverse economic logic of donor organizations, where the measure of efficiency becomes the ability to spend as much money as possible in as short time as possible.

3. The TFF Program

The "Teaching For Freedom" Program is a program for Human Rights Education (HRE), which has been managed by the Norwegian section of AI. It has been funded by the solidarity campaign of Norwegian students, the OD, whose fundraising campaign in 1990 was for the TFF program. The funds collected that year have allowed the funding of different HRE projects in 26 countries in the developing world in the course of the period 1991-1999. Currently, 9 projects are still being funded by the TFF, all of which are expected to be phased out this year.

The overall purpose of the program, in its own terms, has been to build a general awareness of HR, to prevent violations of HR, to educate a new generation of HR activists and to contribute towards a society where basic HR are respected. In addition to these aims, the program has also needed to abide by the OD statutes, which state that funds should promote the development of the poorest, be aimed at helping young people, and be primarily used for education.

Organizationally, the program was structured in the following way: OD released funds to AI Norway twice every year, based on it own set of requirements for reports and accounts and for annual applications. AI Norway established a Program Administration, consisting of one to two persons throughout the program period. This administration served as a link between OD and the individual projects. A Steering Group for the TFF program was also established, consisting of two representatives of AI Norway, one from AI's International Executive Committee and one from AI's International Secretariat. This Steering Group has had wide functions, ranging from establishing general principles and regulations for the TFF program, to the approval of projects, and down to the processing and approving of individual budget

10

items of the annual applications from the projects.

AI sections in Africa, Latin-America and Asia were invited to submit project proposals. Initially it was said that projects should have a maximum duration of three years, and total costs should not exceed USD 100,000.-. Subsequently, these limits have been widened considerably - the Brazilian project has been funded throughout the period 1991-1999, and has received a total of slightly less than USD 500.000 in TFF funding. Some projects started already in 1991. In many cases, however, the original applications were not accepted in that form, and the process of revision meant that projects only started up in the following years. By 1994, there were 19 projects running, and after a new invitation another round of applications from new countries had arrived. Of these, 7 eventually were accepted, and received funding from 1995/96 onwards.

As the individual AI sections were given fairly free hands in developing their projects, there is a great variety among them, reflecting different sociopolitical contexts, organizational levels and priorities: There are differences in whether formal or informal educational sectors are targeted; some projects do general awareness-raising; others target police; some give priority to production of materials; some only train "multipliers" while others may work directly with final target groups; some put great emphasis on pedagogical philosophy while others are less concerned with such aspects; some have an extended cooperation with other NGOs or government bodies while others work in relative isolation; etc.

In 1994 a mid-term evaluation of the program took place. It was based on field visits to four projects and two "Regional [HRE] Resource Centers", as well as on questionnaires to five additional projects. Briefly, the report concluded that some of the projects were professionally and cost-effectively run, with a high level of goal achievement, while others were not. The management at regional and central levels were subjected to a fair amount of criticism. In response to this report, the Steering Group and the Program Administration developed a set of instruments for better management of the program, including clearer objectives for the projects, a revision of the TFF structure, criteria for accepting new projects, revised planning, budgeting and reporting routines, standards for field missions, and criteria for phasing out projects. The development of a new HRE strategy for the AI movement as a whole also contributed towards a better and more consistent management of the TFF program.

4.The Evaluation

According to the agreement with OD, a final evaluation should be undertaken "when the OD resources have been spent". From the point of view of OD, the evaluation is therefore meant to give a final status on what has been achieved with the funds collected in 1990, as well as to spell out some experiences which may be useful for OD in its continuing cooperation with Norwegian NGOs for educational projects in the Third World. From the point of view of the AI movement, it is hoped that the evaluation will serve as a tool for the future HRE work in general. As the Norwegian AI section is currently planning a new program of HRE activities, with funding from the Norwegian Broadcasting Corporation's fundraising campaign to be held this year, the evaluation is of particular interest in this respect.

The enclosed Terms of Reference for the evaluation were elaborated in the first half of 1998. According to them, the evaluation should be undertaken by one Team Leader who would visit six selected projects, and evaluate them together with a co-evaluator from the country in question, or from the region. Axel Borchgrevink of the Center for Development and the Environment, University of Oslo, was selected as Team Leader after an invitation to submit tenders for the mission had been sent to various Norwegian research institutions. The following regional evaluators were identified with the help of the International Secretariat of AI:

> Tunisia: Ougarit Younan, Movement for People's Rights, Lebanon,
> Nepal: Sushil Pyakurel, INSEC, Nepal
> South Africa: David McQuoid-Mason, University of Natal, South Africa
> Puerto Rico and Peru: Merle Mendonca, Guyana Human Rights Association, Guyana
> Brazil: Denise Dora, Themis, Brazil

Originally, the evaluation was scheduled to take place in late 1998, but due to time constraints on the part of the Team Leader, it was postponed to early 1999. In cooperation with the sections to be evaluated, a time table was developed, where Tunisia, Nepal and South Africa would be visited in the course of three weeks in February, and Puerto Rico, Peru and Brazil during another three weeks in March. On both trips, a day was also dedicated to visit the International Secretariat of AI in London. In addition to the visits to the projects and the International Secretariat, the Team Leader has spent several days in the TFF office, going through documents and discussing with the program manager and the project officer. Neither

12

the former program managers or officers, nor representatives from the Steering Group or OD, have been interviewed for the evaluation. Moreover, the evaluation has not counted with sufficient time to allow any systematic study of documents pertaining to other TFF projects than those selected for the evaluation. Including preparatory work and report writing, the whole mission was calculated to 10 weeks of work for the Team Leader.

The Terms of Reference state explicitly that the evaluation should not include a financial audit of the projects, nor evaluate the pedagogical methods or the long-term impacts. Nevertheless, a fairly wide range of questions are covered by the Terms of Reference, ranging from the efficiency of the projects, their short-term impacts, and their sustainability (i.e. ability to continue HRE activities after the end of OD funding), to their sensitivity to social and cultural context, and to whether the projects have been able to draw upon sufficient competence and material and human resources. In consideration of the relatively short project visits, it was subsequently decided to move the focus of the evaluation from the individual projects to the program level. Thus, rather than trying the impossible task of doing an in-depth evaluation of the individual projects in the two to six days available in the different countries, the evaluation has placed the emphasis on the management of the overall program by the Program Administration in Norway. A key question has been how the concerns for control and streamlining have been balanced with the need to be flexible and responsive to local conditions.

The evaluation report has been penned by Axel Borchgrevink, with inputs from the local evaluators for the country reports.

5.Findings, issues and recommendations

Due to the integral relationships between findings, issues for discussion, and recommendations, I have chosen not to follow the customary approach of separating them into different chapters. I deal with these aspects together. The ordering principle for this part of the report relates to the organizational level within the program. Thus, I deal first with lessons relating to the project level, and thereafter with the level of the administration of the overall program (including short sections on the relationships to OD and within the international structure of AI).

1 Project level

.1 Overall project performance

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In general, it can be said that the human resources the projects have been able to draw upon have been central for these achievements. Key persons have been skilled and dedicated, both in salaried and volunteer roles. Most projects have found a fair balance between the use of paid staff and activists. While in some cases more paid administrative staff would have improved the management of the project, there are no indications that the payment of salaries to some has dampened the enthusiasm for volunteer work.

Most projects have been fairly successful in forging partner links with other NGOs or government bodies working in HRE or related fields, thereby extending the impact of the work and avoiding duplications of efforts. In one or two cases, however, this aspect could be improved.

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significant advances in this respect, by obtaining funding for activities from local sources, basically government institutions.

In a continuation of the TFF program, some changes could be contemplated. It is important that when identifying new projects, attention should be focused not only on the planned activities, but equally on the structure to implement them. In particular, it should be considered whether there is sufficient salaried staff to secure continuity in administrative aspects, and resources ought to be set aside for capacity building with respect to project management and strategic planning.

.2 Project strategies and target groups

.1 Multipliers

Generally, the projects have followed the strategy of giving direct training to "multipliers", who will subsequently extend the HR perspectives to the final target group. While teachers are an obvious example of such multipliers, there are many other groups who can serve this function: NGOs, officials and leaders in popular organizations, unions etc., educators in general, journalists, police, etc. The idea of using multipliers is of course that in this way, the project will be able to reach a larger number of people than if the project itself was to train the final target group directly.

This focus on training multipliers is a sound one, and ought to be continued. It is important to realize, however, that the effectiveness of the strategy depends on the extent to which the multipliers trained are actually capable of transmitting the HR knowledge on to the final target group. This means that the multipliers need to have learnt sufficiently in the training, both with regards to HR and to pedagogics, and that the actual conditions under which they perform their educational role must allow them to transmit the HR knowledge. In order to know if these conditions are fulfilled, it is necessary for the projects to have some form of continued contact with the multipliers after initial training. This might be in the form of follow-up training, the organizing of forms of educators' networks or organizations, or different forms of monitoring all or samples of those who are trained.

Many of the projects lack any kind of systematic contact with trainees after initial training,

and therefore have little knowledge of whether the multiplier-strategy is working satisfactorily or not. This is perhaps particularly serious in the cases where training given to the multipliers are brief, and the issue of whether they have actually learnt enough to function as multipliers is consequently more open.

.2 Schools

The formal school system is targeted by many of the projects. In their work towards the school system, they include one or more of the following components: development of educational materials, training of teachers, and lobby for the inclusion of HR topics in curricula.

There are many good arguments for why a HRE project should target the schools. It is an already existing institution with a large impact, and reaches young people who may be more receptive to HR perspectives and who may carry them with them for their whole lives. By using the school system, there is also the opportunity of achieving sustainability: If the HRE is integrated into teaching plans and curricula, the schools themselves will be responsible for continuing this activity. Lobby work towards Ministries of Education is therefore important in order to achieve both large-scale impact and sustainability. Unfortunately, in several of the projects visited, the AI sections saw work with institutions such as the Ministry of Education as both futile, as little could be achieved, and as dangerous, in the sense that AI might be coopted into a party-political struggle and lose its impartial position.

A danger when working with the school system, and perhaps in particular when attempting to introduce HR into teaching plans, is that it may end up as a boring subject which puts students off the theme instead of contributing to new attitudes. It is a danger most projects seem well aware of, and in general, much effort is directed to the pedagogical aspects. The Latin American projects are particularly advanced in this respect.

.3 Police

The projects of Nepal, South Africa and Brazil all have the police as a target group. In all cases, the HR training has been one element in a larger transformation of the police force after the overthrow of a dictatorship (AI Brazil started HRE work with the police in the late

16

eighties). Judged by the reception of the training, by responsible officers as well as trainees, this work has been very successful, and is an important contribution towards transforming the police force from being a protector of the state to being a protector of the people. The particular political situations of these countries have probably helped the process, as there has been an explicit interest in transforming the police force, also within the police agencies themselves. This interest has undoubtedly been important for overcoming the deep chasm of distrust often existing between police agencies and HR activists.

One lesson common to the three projects (although experienced in different forms), was the need to take the hierarchical nature of the police structure into consideration: There is little purpose of giving HR training only to lower-level police officers, or only in basic training. In the reality of police work at the police stations, this new knowledge cannot be put into action unless also the superiors understand and are disposed to follow it.

While the situation of the police in fairly rich and modernized countries such as Brazil and South Africa differs a lot from that of a poor country like Nepal, the need for HRE within the police forces is nevertheless evident in all cases. This work with the police is therefore important. It seems, moreover, that because of AI's international reputation as a serious organization, it has a particular advantage in gaining entrance to such structures which are traditionally antagonistic to HR activists. This means that AI has a special responsibility for attending to the sector. But of course, it is also a delicate area to work in, and care must be taken only to cooperate with police agencies who show a serious commitment to improving their HR records. If not, there is always the danger that agencies might try to use the name of AI only to improve their image.

.4Educators and grassroots leaders

Besides the sectors of school and police, there have been HRE activities targeting a range of different educators and multipliers, including activists and leaders of NGOs, trade unions and popular organizations, different kinds of social workers and counselors, journalists, doctors, etc. It is difficult to state something in general on the potential or real impact of this varied work. Nevertheless, it seems to have been useful that the TFF program has allowed the projects such wide scope in defining the activities to be included and the sector to be worked in. This is an important recognition of the fact that with reference to HRE, education is

something much wider than what takes place within the formal educational system. Moreover, this openness has allowed the projects to develop their own strategies based on the needs and opportunities of their particular context.

.5Awareness-raising

General awareness-raising activities have been important parts of two of the projects evaluated (Nepal and Puerto Rico), and have also been present in others. This evaluator finds it difficult to say much about this aspect of the TFF program. This is partly because there has been little opportunity to witness such activities during my visits. But equally important, it also reflects a characteristic of this kind of work, namely that it is extremely difficult to gauge its impact.

On the one hand, HR awareness-raising is undoubtedly important. Moreover, in some project contexts, this component integrates nicely with other work within the formal educational sector, as in the case of the Puerto Rican children's festivals in the context of their general work with schools and teachers focusing on children's rights. On the other hand, given the tendency among some of the projects to spread out on too many activities, and the insufficient attention to impact among most projects, it could perhaps have been better to exclude awareness-raising from the TFF portfolio.

.3Project management

.1Strategic planning

Strategic planning, where activities and project components are derived from the objectives and overall aims of a project, is an important tool for using resources wisely. By focusing on what one wants the project to achieve, and from that deciding what activities are necessary in order to realize these aims, it is possible to develop a coherent and integrated set of project components which all draw in the same direction and mutually reinforce each other. Working simultaneously on developing pedagogical materials, giving HRE training to teachers, and lobbying for education reform, could be an example of such a strategy. Working only with developing materials with little attention to how these materials should be used, or working with a multitude of different sectors and target groups with no clear plan behind it, can be

18

examples of the lack of such overall strategy.

Some of the TFF projects show such an integrated strategy, while others seem more of a loose collection of different components and activities. Even though these activities may all be of an excellent quality in themselves, this may nevertheless mean a squandering of resources as activities become too fragmented to make any real impact. By spreading out over too many different activities or target groups, a project may also run the risk of not developing real professional competence in any of the areas. The lack of an explicit vision of what one wants the project to achieve will also mean that there are no clear ways of setting priorities or of defining project phases and planning how to phase out the projects.

The lack of such overall strategies in the projects reflects the situation of starting up the TFF program with little previous experience in HRE and project management to build on. For a second TFF program, there should be no reason to repeat this weakness. In order to develop project plans based on coherent strategies, it could be useful to give some initial funding to project planning workshops in the countries selected, with participation from the TFF administration as well as with external facilitators.

.2 Impact monitoring

Impact monitoring is an important part of any project, but also, unfortunately, a complicated undertaking. A proper system for evaluating the impact of the project activities is not only useful for evaluating the projects. It is also an important instrument for adjusting and fine-tuning strategies and approaches, and it is a valuable tool for assigning priorities among activities and deciding on the best ways to allocate resources. In the opinion of this evaluator, impact monitoring is too difficult and too important to be left to external evaluators. They will rarely be in a position to assess impact with much precision, and can only do so at specific points, often at the end of the project, when it is too late to change or adjust the project's approach. Mechanisms for impact monitoring should instead be built into the projects from their very beginnings.

The first step in establishing any system for impact monitoring is of course to be clear about the objectives of the project. Only on the basis of this is it possible to develop indicators which may show whether and to what extent the project is achieving its objectives. Thus, just

as establishing a project strategy starts with the objectives, so does the developing of a system of impact monitoring. Indeed, the two tasks can profitably be done in conjunction.

None of the projects visited had any systematic monitoring of impact. In some cases, there were systematic ways of collecting the evaluations of the participants of the different training workshops. This, however, only consists in evaluation of the output of the project, and does not necessarily say anything about its impact, that is, about how and to what extent the training received is put to use by the multipliers in their functions as educators, and what changes this leads to. Some projects, on the other hand, had a continuing working relationship with the same institutions and multipliers. This means that informally, these projects were receiving a lot of feed-back on the results of the training given. For these projects, one form of impact monitoring could consist in simply systematizing the collection of such feed-back, and analyze or process it to a certain degree. In general it can be said that the organizing of those who have received training into some form of networks can serve an important function in impact monitoring, aside from the other positive effects of such organizing

It is important to emphasize that when speaking of impact monitoring and indicators, this does not necessarily have to be in a quantitative form. While many indicators may be quantifiable, such as levels of HR violations by the police, others may be of a qualitative kind, such as the introduction of HR topics into teaching plans. There is little use in developing general indicators to be used in all the TFF projects - for indicators to be useful, they must be developed particularly for the project in question. It would be useful, however, if the TFF projects could receive help in the process of developing their own impact monitoring systems. The work the HRE-team of the International Secretariat of AI on developing such instruments together with local AI sections is very interesting in this connection. If planning workshops are to be held for phase two TFF projects, the development of impact monitoring systems should be an important item on the agenda.

.3Sustainability

Project sustainability here relates to the possibility of continuing project activities after TFF funding ends. Theoretically, there are several ways this can be achieved: a) Activities continue on a voluntary basis, b) The project generates its own income, c) New funding sources are secured, or d) National institutions, such as the Ministries of Education or Justice,

assume the responsibility for funding the further HRE activities.

Frankly, it seems unrealistic to expect that a) or b) could allow any of the projects to continue the activities at a scale approximating what has been the case during the period of TFF funding. Alternatives c) or d) may both be possible for some of the projects. For alternative c), it seems that new donors would most probably be foreign or international organizations. The Nepalese and the Brazilian projects have both shown that funds for HRE activities can be secured, even from outside the AI structure. But of course, such funding will in itself be temporary, its continuation dependent on donor whims. Moreover, the experience of the Peruvian project, which did not obtain any funding despite persistent efforts, including submitting proposals to more than 25 donor organizations, shows that even in the case of a project with a proven track record such funding should absolutely not be taken for granted.

Alternative d) is in many ways the most desirable. It could mean that the government has assumed responsibilities often seen to fall under its mandate, such as the responsibility for formal education and for the training of police officers. Due to the AI funding requirements, the government may not finance direct costs of AI. This could either mean that after AI involvement in the development of such HRE programs, the full responsibility for the continuing running of the program is handed over to the authorities, or there could still be a smaller role of supervision and monitoring for AI, which might be covered through voluntary work and/or local fundraising. The Brazilian project has come a long way towards getting the government to assume the costs involved in its training program, the large scale notwithstanding. In this case, however, it can also be observed that there is still a need for a core funding of the project administration. It might be possible to get government funding even for this, but this solution would come at the cost of marginalizing AI completely in the project - it would then for all purposes be a project of the partner NGO CAPEC. (This case illustrates a theoretical variant of alternative d), where national NGOs instead of government institutions are trained by AI to include HRE within their other activities. Conceivably, such AI involvement could be done by voluntary work, or it could even be paid as consultancy work by the partner NGO. Creative AI sections might even use such approaches to launder government funding.)

Thus, there are several ways in which sustainability can be achieved. In practice, however, only the Brazilian project has come very far in this respect. The Nepalese and Peruvian

projects have also shown concern and efforts to secure sustainability, albeit so far without any significant success. More troubling, however, is that among the other three projects, little thought had been given to how project activities might be continued after TFF funding. In one respect, this relates to the weakness in strategic planning mentioned above. Planning is similarly weak for half the projects when it comes to plans for what to do after TFF funding has ended.

.4 Project organization

.1 Relationship project - AI section

The effects of the TFF funding on the AI sections has been the cause of some concern within the organization, and is the theme of an excellent report from AI's Standing Committee on Research and Action (SCRA, 1997). Fundamentally, the reason for concern was the fear that the availability of large amounts of funding for HRE might serve to divert the activities of sections away from their planned strategy and give too much attention to HRE. The SCRA report gives a seemingly balanced account, stating on the one hand that in many cases the presence of a TFF project has impacted positively on the section's development, while also noting that where the project's budget is several times greater than that of the section, there may be problems with diversion of activities towards HRE, "brain drain" from campaigning and other issues of the section to the project, and internal disagreements and resentments.

It has not been part of the brief for this evaluation to study the impact of the TFF funding on the AI sections, and I have not looked at this aspect in particular. A few observations can nevertheless be made: In the cases of Tunisia and Puerto Rico, the TFF projects may have contributed some form of stability and continuity when the sections have been experiencing difficulties. In the cases of Tunisia, Nepal, Puerto Rico and Peru, there seems to have been a positive integration between project and section, where AI activists have contributed voluntary labor to the projects, and, it seems, the projects have served to energize the sections. South Africa is the clear exception here, in the sense that there has been very little integration between section and project. The AI section of South Africa has not had any clear sense of ownership of the project, has contributed relatively little to its development, and has gained relatively little from its success. (Among the police, the TFF project is known as 'the Nicro project', referring to the partner NGO Nicro.)

22

.2 Administrative routines and capacity

The TFF program has introduced new administrative practices within the international AI structure. Requirements for reporting and accounting have followed normal practices within donor relationships for general development cooperation, including the external audit of accounts. While these are healthy practices, and their adoption has undoubtedly strengthened AI as an organization, it is clear that the introduction was not without problems. On the one hand, there where mental adjustments to be made, away from the attitude that external audits signified a lack of trust. And on the other hand, the new routines required improved administrative skills. Looking at the TFF experience throughout the years, the general impression is one of great advances in terms of developing such skills within the project administrations. That is to say, that while there were significant initial problems, the situation now seems to be greatly improved.

However, one problem still encountered by several of the projects visited relates to insufficient administrative capacity. Partly, this has impacted negatively on administrative and bureaucratic routines, resulting for instance in delayed and/or superficial reporting, as has been the case in Tunisia and Puerto Rico. (The other projects have experienced limitations in administrative capacity only to a smaller degree, at least after the initial discussions on how to apply the 10% administrative costs requirement - see below, under 5.2.3 and 5.2.6). In the future, it would seem wise to make sure that all projects have sufficient salaried staff for the realization of these vital administrative functions.

.3 Salaried/volunteers

There are dilemmas inherent when salaried staff are employed within voluntary organizations. While it gives an added stability and professionalism to the work, there is also the danger that activists will be less inclined to contribute voluntary labor. In the worst case scenario, this might transform the organization into one where members become passive, operational costs rise, and general activity level and impact of the organization declines.

Of the TFF projects, all except the South African have made an extensive use of volunteers for the realization of its activities. This is one of the main reasons behind the general cost

efficiency of the TFF program, and is a clear indication that the dangers mentioned above have been avoided. The South African case is clearly exceptional here, as there has been little integration between project and section, and consequently difficult for the project to recruit activists from the movement.

Thus, to sum up, the general picture is that the use of salaried staff has not dampened the enthusiasm of the volunteers. The overall recommendation would rather be that for some of the projects it would have been advantageous to have further staff in order to better comply with the necessary bureaucratic and administrative routines.

.4 Partner links

It is an explicit element of AI's strategy to extend its cooperation with the broad, non-governmental HR movement. This is seen as important both because AI's traditional research and campaigning work depends on cooperation with other entities, and because such broad cooperation is necessary to strengthen the impact of HR promotional work and avoid the duplication of efforts. An AI strategy document recognizes that in some contexts AI has acquired a reputation for "superior aloofness", and emphasizes the need to work to change that image. In another document, the AI strategy for HRE, cooperation with HR NGOs and other relevant organizations is also emphasized, including schools, universities and government institutions where such cooperation is possible without compromising the impartiality of AI.

Most of the TFF projects have established extensive links with other NGOs/civil society entities. These links are important for the projects in order to extend outreach to further target groups, and in many cases also because it may serve to influence the work of these partner organizations towards showing greater concern for HR issues. The only exception to this is the Nepalese project, which has not really attempted to initiate cooperation with other NGOs. One reason project staff gave for this was the danger of losing the impartiality of AI due to the fact that most other HR NGOs were identified with one or the other of the main political forces of the country.

As for initiating cooperation with ministries or other government institutions, and/or doing lobbying work towards them, most projects engage in this in some form and to some extent.

Naturally, it varies from country to country what it is possible to achieve, and which are the optimum levels to work with within the structures of the state: In Peru it has been decided to work with local and regional levels of the Ministry of Education rather than the central level, as many key decisions on curricula is delegated to the lower levels; in Tunisia, authorities are more interested in making obstacles for the project than in cooperating with it, etc. Only in Puerto Rico did the evaluation team feel that the project might have been more belligerent in this respect. Reasons given for the lack of priority given to working towards the Ministry of Education by the Puerto Rican project was on the one hand, the fear of being coopted into party political struggles, and on the other hand the futileness of working with such a slow, bureaucratic and politicized structure.

2 Program level

.1 Overall performance

The overall strategy of the TFF program has been wide, allowing the local sections to tailor their own HRE or HRA projects in a very open manner. Moreover, by limiting the amounts of funds to any individual project, one effect has been to allow for funding of projects in as many as 26 different countries. Thus, the total picture is one of great variety. From what I have been able to see in six countries, this openness has been a positive aspect of the program, allowing the different sections to build their projects on their particular strengths, and with reference to the specific opportunities and needs of their countries.

In looking at the performance of the TFF Program Administration, it is important to maintain a historical perspective. This will allow one to see that the TFF program was started up in a situation very different from today's, with little previous experience of HRE within AI as a whole, and no experience with such large programs either within AI in general or the Norwegian section in particular. An appreciation of this initial situation is necessary to get a fair understanding of the program management. Moreover, a historical perspective will also allow one to see the developments which have taken place throughout the program period, and the significant advances in the professionalization and institutionalization of the program and its management.

Just as many of the local sections were unprepared for the start-up of the TFF projects -

something which is reflected both in the lack of overall strategies as well as in the early problems with reports and audits - the Program Administration was also relatively unprepared for managing such a large program. This is quite evident from many of the early difficulties reported by the different projects, which basically involved bureaucratic rigidity and a lack of understanding of the local contexts under which the projects were working, hereunder included the strengths and capacities of the local AI-sections. In these respects, great advances have been made.

Some problematic areas have persisted, however. One problem in particular has been the small administration in Oslo. It is clearly too little with one to two persons to handle projects in more than 20 different countries, many of which would have benefited from a closer attention. While advances have been made in systematizing project visits, they ought to be still more frequent. It is particularly important with visits before the start of a project - something the TFF program has never attempted. Too few people in Oslo and too few project visits mean that the distance between program administration and project becomes too great. This is the cause of many of the problems and misunderstandings between Norway and the projects.

Another problematic area relates to the level where decisions are taken. A greater delegation from the Steering Group to the Project Administration might have been advantageous. The members of the Steering Group have been selected in order to ensure that overall strategic and principal concerns of the international AI movement and of the Norwegian AI section are taken into consideration. The Steering Group is therefore appropriate for deciding on general TFF strategies and guidelines. It does not, however, have the competence or the knowledge to take decisions regarding the individual project plans and budgets. For such questions, it would have been better to strengthen the administration with some form of advisory council or professional board, consisting of persons with knowledge of HRE, project management, and of the project countries.

An international organization such as AI should have some special advantages in running a program like the TFF. There should be good opportunities for exchange between projects, as well as for supplying the projects with expertise and training in key areas such as project management, HRE and pedagogics, lobbying and fundraising. Both the Program Administration and the HRE-team of the International Secretariat have been involved in

arranging network activities and training workshops. In general, however, it may be said that this has been too little and too late: Too little because of the limited capacity of the Program Administration and the HRE-team, and too late as the need for such inputs among the projects was greatest in the initial phase.

When AI Norway is now contemplating a new TFF program, it will have a completely different starting point, given the accumulated experiences and the professionalism which has been developed - in Oslo, in the projects and within the AI movement as a whole. While it might be advantageous to focus the program somewhat more than has been the case up to now, it seems important to maintain the basic openness to let the individual projects develop and be designed with reference to their particular context. Moreover, while an explicit funding limit does not seem wise (all applications tend to approximate such a limit), I would recommend a second phase of the TFF to be based on many small or medium-sized projects rather than a few big ones (- given, of course, that it will be possible to increase the size of the Program Administration). While the new program ought probably to include some new countries, and not all the "old" projects should be guaranteed a continuation, it nevertheless seems wise to base a new program on the positive work which has been realized so far. Finally, rather than rushing the projects to start up at a forced rate, time should be taken initially to build up capacities, project management skills, and sound project structures. Indeed, haste is an impediment in developing sound projects and organizational work, and it would be very unfortunate if the next TFF phase were to have very much money and only a short time horizon - of five years, say - in which to spend it. Such a situation fosters the perverse economic logic of donor organizations, where the measure of efficiency becomes the ability to spend as much money as possible in as short time as possible.

.2 Program strategy

The TFF program has practiced a liberal strategy, giving the local sections relatively free hands in developing their own HRE/HRA projects. Three overarching objectives have been set for the program: To train multipliers, to work for the inclusion of HR perspectives in national curricula, and to work for the dissemination of HR values through informal educational sectors. The two first objectives seem strategically wise, as they aim to ensure optimum impact. The third objective is a useful recognition of the fact that education takes place also outside the formal educational sector. This objective also opens the field very

widely when it comes to activities to be realized in the TFF program, including both HRE outside the formal school system and general HRA activities.

As a consequence of the openness of the TFF strategy, the projects show a wide variety when it comes to target groups or sectors, project components, pedagogical approaches, relative weight of HRE and HRA, strategy for collaboration with other NGOs or government institutions, etc. In general, this openness seems to have been a wise strategy, allowing the sections to develop projects on the basis of their particular strengths, and with reference to the specific opportunities and needs of the country's socio-political situation. As mentioned under section 5.1.2.5, however, this evaluator finds it difficult to evaluate the real effect of the HRA activities.

The number of different countries worked in has clearly been too great for the size of the Program Administration. A larger administration would undoubtedly have been a better solution, but the economy has not allowed this. Under these circumstances, the TFF might have followed a strategy of few but big projects. While this could have helped the Program Administration, it is nevertheless probably wise that the program has not adopted such a strategy. Too large projects and money too easily available usually stimulate wasteful practices and dampens the enthusiasm for activist work.

The one experience among the projects reviewed where results do no seem to be proportional to amounts of funding received, Tunisia, has been explained as due to the repressive measures of the government. This could not have been foreseen at the time of the start of the Tunisian project, when the AI section had a fairly good working relationship with the government. The experience nevertheless highlights the question of what kind of engagement the TFF ought to have in countries where the government is actively repressing HR and HRE work. While such work may be of particular importance in those countries, it might nevertheless be wise to drastically reduce the amounts of funding given to these countries. When the scale of funding is reduced in this manner, it is also possible to be much more lenient with regards to reporting and accounting requirements.

One area where the TFF strategy might have been improved relates to the preparation of the projects and the structures to implement them. Many of the sections were in need of training in project management when the projects started. This was probably not clear to the Program

Administration in Norway. Apparently no sections requested such a learning phase at the start of the project period – quite understandable as they were concerned to convince the Norwegian section that they were capable of managing HRE projects and therefore worthy recipients of TFF funds. If the TFF strategy had included provisions for pilot or training phases for the projects, this would probably have improved the overall impact of the program. In a continuation of the TFF program, it is to be hoped that the overall strategy will include efforts to make the sections capable of managing their projects in a competent manner.

.3 Program administration

The positive evaluation of the results of the TFF program at project level is of course a fundamental indication of the fact that the administration of the program has been successful in general terms. Moreover, as will appear from the country reports in part II of this evaluation report, the general feeling among the projects is that overall the relationship with the Norwegian Program Administration has been positive.

Nevertheless, most projects have also felt that at times the Norwegian administration has been rigid, inflexible, bureaucratic, and with little understanding of the conditions under which the projects have been working. Such problems were generally perceived to be most common in the early phase of the TFF program. The following excerpt from the Peruvian report details complaints which reflect grievances common to many of the projects:

Such complaints need to be qualified in several respects, however.

costs rather than administrative costs, this problem was reduced.

- As the project was housed within the AI offices, it was initially difficult to get acceptance for the inclusion of overhead costs such as office rent and use of equipment (computer, etc.) in the project budget.

- The program administration did not allow the inclusion of fees for professional advisors in the elaboration of the educational materials. This was to some extent overcome by using the same people also for the actual production of the materials and paying them for this work (this, for some reason, was an acceptable project cost). However, in the opinion of the project staff, this led to a loss of continuity of the group of professional advisors, and probably resulted more costly.

- When a project proposal and budget had been finally approved, there was little willingness to accept reallocations. Even when rising costs meant there was not sufficient funds for the planned printing of material, the reallocation of funds from other budgetary items was not allowed.

- The requirement that funding not spent in the budgetary year should be returned meant losses to the project. This principle also stimulates unhealthy practices. If a printing job commissioned within the budgetary year was not finished until the next year, it became necessary to pay the whole amount up front. Moreover, this requirement stimulates a forced pace of the project activities which might not allow for the proper grounding of the work. This is particularly problematic when time requirements are difficult to estimate in advance, such as when working with government bodies.

- Funds from Norway were regularly released a few months into the budgetary year. As funds were not allowed to be carried over from one year to another, this meant there was a funding gap. This was particularly problematic as the first months of the year was the key time for holding teachers training, due to the school calendar.

- The approval of the project proposals on a year-to-year basis meant the project had little security of what they could receive for the coming years. This makes longer-term planning difficult.

Firstly, it is necessary to bear in mind that even though it is the Program Administration which is in direct contact with the projects, they are sometimes only the bearers of decisions made over their heads, either by the Steering Group or from OD. At times the Administration is charged with the ungrateful task of carrying out some policy with which it does not agree, but this should of course not mean that the responsibility for the decision should rest on the Administration. The role of the Steering Group and of OD is dealt with in later sections of the report.

Secondly, it is also important to emphasize that even though relatively strict routines for project plans, budgets, reports and accounts may be burdensome for the individual projects, it is nevertheless absolutely necessary to have a well-organized system for this when one is managing a program of USD four million. From the evaluator's general experience of NGO cooperation, there is a tendency that those organizations who are most serious and

conscientious in their project activities are also among those who complain little about routines and formats for applications and reports. Thus, even though it is certainly true that many donor organizations impose ridiculously complicated and bureaucratic routines on their partners, complaints in this area need to be weighed carefully.

Thirdly, is important to note what just about every project reported, namely that such problems were greatest at the outset. The whole program process has in one sense been a learning period, and over the years, program management and administration has been both greatly professionalized and become more sensitive to the situation of the individual projects.

This third qualification also points to two important causes for these problems: Firstly, the Norwegian AI section had no previous experience with such programs, nor had the AI movement as a whole. Thus it is really only to be expected that there were problems at the outset. And secondly, the very limited administrative capacity meant there was very little time for follow-up of the individual projects. So naturally there was little time to discuss and find flexible ways of solving or circumventing unforeseen problems related to the administrative routines. Similarly, there was little opportunity for the Program Administration to get much knowledge and understanding of the concrete and differing situations under which the projects were working. By necessity, it took many years before all the projects could be visited even once by the Program Administration. The Peruvian HRE coordinator made the observation that especially initially, the program administrators in Norway seemed to have little knowledge of the situation of the sections in Third World countries, and consequently appeared to be imagining them as operating in the same way and under the same kind of circumstances as the Norwegian section. While this is probably not accurate, the perception nevertheless illustrates the distance between the program administration and the projects. A similar feeling of distance also appears from statements of project staff in other countries. This distance was in a sense inevitable initially, given the lack of previous experience to build on, and the way too small administration for the program

A further comment from the Peruvian staff also points to a key issue in this respect: The focus in the initial discussions with Norway was only on the projects, and little attention was given to the structures which were to carry them out – i.e. the local AI sections. Such a concentration on project components, budgets and activity plans, with a corresponding tendency to overlook the importance of the organizational side of projects, is by no means

uncommon. In this case, it meant that the questions of whether and to what extent the sections were capable of managing the proposed projects were never asked. Consequently, ideas of giving initial training in project management and administrative routines never surfaced. Nor, for that matter, was there ever any discussion of training in HRE/pedagogics, lobbying, or fundraising – at least not at the early stage of the TFF program. This was unfortunate, as such forms of training might have helped to minimize some of the problems experienced by the projects, and contributed to increase the overall impact of the TFF program.

In a second phase of the TFF program, it seems useful to start projects with a diagnostic study of areas where the project structure would need technical back-stopping. This could be given in the form of training workshops or through having skilled representatives from other AI sections work for shorter periods with the new project.

.4 Steering Group

The Steering Group was established as a means of securing control over the TFF program by the Norwegian AI section as well as by the international AI movement. It is formed by the General Secretary and another representative of the Norwegian section board, as well as a representative from the International Secretariat and one from the International Executive Committee of AI. Representatives of the Program Administration and of the HRE-team of the International Secretariat also meet in the Steering Group, but with no vote. From its composition, it would seem that the Steering Group was primarily designed to ensure that the TFF program did not come into conflict with AI principles, policies or organizational concerns.

The Steering Group has played an important part within the TFF throughout the program period. Particularly after the critical mid-term evaluation, the Steering Group had an active role in the development of guidelines and routines to improve program management. Although some of the new formats developed at that time may seem overly complicated, it is nevertheless clear that the interventions of the Steering Group at that point had a positive impact on program management, introducing better and more professional routines.

The Steering Group also plays an active part in processing the annual applications of the individual projects. From the projects evaluated, the interventions of the Steering Group

seems to vary from case to case. The applications of the Brazilian project have always been accepted, even though a clear overall strategy is hard to discern and the project operates with a multitude of target groups and sectors. In this case, it seems that the strong (and well-deserved) faith and confidence in the quality of the work of the Brazilian project has led the Steering Group to trust the local project decisions in this respect. In the case of the South African project, however, the Steering Group have repeatedly made negative decisions with regards to the applications and plans of the project, decisions which have impacted negatively on the project and which seem to be based on insufficient knowledge of the local context.

In general, it is unproblematic, and even wise, that projects known to be strong and professional are given more leeway and delegated more authority in developing their strategy than weaker and newer ones. (In the case of Brazil, however, it might have been an advantage if the project had been challenged more to develop an explicit strategy. Not in the form of funding refusals, though, but in a more open and consultative manner.) What has not been wise, however, has been the taking of far-reaching project decisions within the Steering Group, with insufficient knowledge of the concrete situation of the project or the consequences of these decisions, as in the case of the South African project.

For the future, it would seem better to limit the function of the Steering Group to decisions of a more general level, such as policies, guidelines and overall principles. Concrete project decisions, if these cannot be delegated to the Program Administration, ought to be discussed within some form of advisory council or professional board, consisting of people with knowledge of project management and NGO development cooperation, HRE and education, as well as knowledge of AI work and the regions in question. Moreover, one should strive to establish mechanisms which would give the projects more of a voice, and the feeling of participating and being heard in these discussions.

.5AI family

A large, international organization such as AI should have some special advantages when it comes to managing a program like the TFF. There ought to be good opportunities for arranging network activities and exchange of experiences between projects. Moreover, the international structure facilitates the establishment of a unit of skilled professionals at the central level who could service the individual projects with training and technical support in

areas such as project management, HRE and pedagogics, lobbying and fundraising.

Such networking between projects and technical backstopping from the central level have been arranged within the TFF program. The establishment of regional HRE-centers in Costa Rica and Thailand is one such experience. From my fieldwork, I have little first-hand information on these centers, but judging from comments I have heard, they were not unconditional success stories.

The HRE-team of AI's International Secretariat is another important unit in this respect. It was established around the time when TFF started up, but has had very limited resources to work with. In the first years it consisted of only one person, which was later increased to two persons. Only since 1997 has the HRE-team had a budget large enough to finance a modest newsletter. And the team attends not only to the TFF projects, but to all AI sections and structures, including Eastern Europe, at times even also to countries where there is no AI organization. It also maintains contacts with UN bodies involved in HRE activities, such as UNESCO. In spite of the large area of responsibility and the limited resources, the HRE-team has arranged a set of training seminars and exchanges involving different TFF projects. Before the start of the project in Palestine, a training was held for the section, using resource persons from the Philippine TFF project. Moreover, between the Latin American TFF projects there has been a series of network activities and seminars, with involvement both from the HRE-team and from the TFF Program Administration.

These positive experiences notwithstanding, the impression I have formed is that such exchanges and networking have not had a large impact on the TFF program as a whole. Partly this is because such activities have mostly been realized in the later years, when most TFF projects were firmly established, partly it may be because insufficient resources were set aside for them within the TFF program. Clearly, had the TFF also included funding to allow the HRE-team a more active role in capacity-building within the projects, its possibility for having a greater impact would have been completely different. It is symptomatic of the little attention given to this kind of work that the Palestine training program mentioned above was funded not by the TFF, but by the US section.

For the future, it seems wise to set aside funds to allow for different kinds of network activities. These could be of different kinds – ranging from regional and sub-regional

seminars and training courses to exchange visits and "practice periods" in other projects. Thematic visits and exchanges, such as between projects working with the police, could be useful. Exchange activities should of course be evaluated carefully with respect to expected outcomes – this should not be Amnesty tourism, but a way of increasing the quality of the project work. It should also be considered whether some funding for the HRE team ought also to be included in the new TFF package.

.6OD

In the work for this evaluation, I have not looked at the relationship between the TFF program and OD. This was never part of the brief. Nevertheless, there are some of the OD routines and requirements which impact directly on the projects and the program, and which therefore ought also to be dealt with explicitly in this report.

Most important in this respect is the rule which limits administrative expenses of the projects to 10% of the total project costs. Obviously, the intention behind such a rule is to ensure that money is not wasted unnecessarily on the way from the students in Norway to those who need them in the Third World. Nevertheless, the requirement in this form is too simplistic to serve its purpose. Firstly, it is a mistake to apply the same percentage for administration for all kinds of projects. Infrastructural projects, such as the building of schools, may require relatively high project costs while having quite small administrative costs. Projects more directed at organization and training, on the other hand, may have relatively small total costs, but involve a lot of administrative work. The same administrative percentage ought not to be imposed on such different projects. Secondly, having such a limit on administrative costs may actually serve as a disincentive to be frugal in overall project expenses. If savings are made on overall costs, there will be even less for administration. Thirdly, the way around such a rule, as any experienced aid worker knows, is to know how to itemize as many expenses as possible as project costs. If your coordination work, or your telephone calls, or your photo-copying, is really for training purposes, at least ultimately, then bill it as a training cost rather than as an administrative cost. Following this practice, it is rarely any problem keeping inside the 10% rule. This, however, has two consequences: One is that people in local sections may feel that they are being trained in manipulating figures. The other is that the 10% rule loses all practical meaning. It may still have a symbolic value, but it does not secure an efficient use of the funds. Thus, OD, which is an organization which in general maintains a highly

professional level in all aspects of its work, ought to seek better ways of ensuring that funds are used for the purpose for which it was collected.

It is worth noting that a similar effect can be seen with respect to the Program Administration. The number of different countries worked in by the TFF program has clearly been too great for the administration. A larger administration would undoubtedly had been a better solution. This has not been possible, however, as costs for the home administration has also been pegged at a certain percentage of the total TFF funds. Limiting the number of countries and prolonging the program period would not have helped in this respect, as a lower annual project expenditure would have signified a cut in money for home administration. The logic inherent in this minimum administrative expenditure would seem to be an incitement to have fewer and larger projects. This would probably have made it easier for the Program Administration to be on top of things. It would have been unfortunate from the point of view of managing the TFF resources in the best manner, however, as large projects and money too easily available usually stimulate wasteful practices and dampens the enthusiasm for activist work.

PART 2: COUNTRY REPORTS

6.INTRODUCTION TO THE COUNTRY REPORTS

The following is the collection of the reports on the visits made to Tunisia, Nepal, South Africa, Puerto Rico, Peru and Brazil for the final evaluation of Amnesty International's "Teaching For Freedom" program. A general description of the TFF program and of the evaluation is given in the Part 1 of this report (Program Report).

Each country report gives a brief summary of how information was gathered. Thereafter follows a description of the project and its history. The final and key section of each report gives brief analyses of the most relevant lessons and questions arising from the project experiences, issues which should be the basis for further discussion and reflection within AI.

The evaluation team would like to emphasize that the project visits, ranging from two to six days, are too brief to warrant firm conclusions. The reader should be warned that the findings reported here should be treated as tentative. It is for this reason that the final section of each report is given the open-ended heading "Issues for discussion", rather than something more definitive, like "Conclusions and recommendations".

7.COUNTRY REPORT TUNISIA

The evaluation mission

The evaluation team for Tunisia consisted of Axel Borchgrevink from Norway and Dr. Ougarit Younan from the Movement for People's Rights, of Lebanon. At the outset it was decided to spend relatively less time in Tunisia than in the other countries selected for the evaluation, because of the reduced level of activities which has been forced upon the project by external conditions. Due to cancellations of flights, the time available to the mission was further reduced to less than two days, fro February 10 to 12, 1999. Moreover, as all the project staff are volunteers with other jobs, their availability set further limitations to what was possible to achieve. Finally, visits to kindergartens or schools also proved impossible to realize. With the short time available, it was decided to give priority to meetings with the AI members who had been involved in the program. In addition, meetings were also realized with the official Comité Supérieur des Droites de l'Homme et des Libertés Fondamentales, the Institut Supérieur des Sciences de l'Education and with Arab Institute for Human Rights. Due to the very limited fieldwork we were able to do, we should therefore emphasize the tentativeness of the findings presented below. For this reason also, this report has been kept brief. We wish to thank AI Tunisia for its work in organizing the evaluation mission.

The Project

The project history has been intimately tied to the changing political situation in the country. Initially, when the program was planned in 1990/91 and during the first few years, the political context was favorable to work with HRE. Not only could the AI section carry out its activities without restrictions, but there was also a positive interest from the government in cooperating in this work.

The local AI section had been started up in 1981 and received official recognition in 1988. To start with HRE had been a strategic decision of the section around 1990, based both on an appreciation of the importance of awareness-raising of HR in Tunisia, and on the favorable political situation. The basic strategy of the project was to work towards children, and to use teachers as multipliers. Training seminars for teachers and the production of pedagogic materials were therefore the basic project components. The Arab Institute of Human Rights (IADH), located in Tunisia but working with the whole Arab world, was to be a partner

organization for the production of the pedagogic materials, thereby securing distribution of the materials also outside of Tunisia.

The board of AI Tunisia section set up an HRE committee responsible for project decisions and an HRE coordinator to be responsible for the implementation of the project. This was a period in which the section could count on a large number of activists, and there was a deliberate decision to run the project without salaried staff. From 1994 to 1995, however, when the printing and publication of several books and a cassette required more administrative work, the project counted with a part-time administrator. After that period, the hiring of salaried staff for the project was deemed a waste of money, due to the reduced level of activities. There have been frequent changes of the persons of the HRE committee and in particular of the HRE coordinator.

In the implementation of the project, the possibilities for the AI section to do HRE activities have been increasingly restricted throughout the years, due to the deteriorating human rights situation in the country. AI seems to have been particularly targeted by government repression due to the critical reports on Tunisia published by the International Secretariat of AI. The repressive measures have been detailed in reports from AI, and include harassment of AI members and activists, the denying of the rental of localities for meetings and seminars, and the refusal to extend permission to allow the publication of pedagogic materials. This has impacted in the program directly, by hindering planned teacher training seminars and stopping the publication of a pedagogic guide for teaching HR, and indirectly, by creating an atmosphere of fear and thereby reducing the number of activists and people willing to cooperate with Amnesty. The evaluation team would like to express its respect for those who continue the work under these conditions.

This increasing repression is reflected in the decreasing activities (see below) and the use of funds. The project has received no funding after 1995, but continued the projects with funds carried over from the earlier years. There is still a small balance of unspent funds, meant to be spent within 1999.

The collaboration with the IADH has apparently also suffered from the repression. After the production of the book "Human rights for children" together with IADH in 1992, and the joint arrangement of a seminar in 1993, the cooperation stopped. One important reason for this

seems to have been the feeling in AI that the IADH was too close to the Tunisian government, and offered little support to AI when it started to experience problems. Now, however, there are discussions on reestablishing the collaboration by publishing a story book for children together.

As for support for capacity building - in HRE, project management or fundraising - the evaluation team found no indications of the project or AI section receiving this from either the TFF program administration or the International Secretariat. Links with the TFF administration were rather perceived as consisting of very exigent requirements with respect to applications, reporting, accounts and deadlines, with little sensitivity to the situation of the section and the project's administrative capacity. Two or three project visits were realized by the TFF administration during the period - apparently there were none before the project was approved.

There has been some interchange of experiences between the Tunisian project and other TFF projects. The section says it has followed the experiences of the projects in the Philippines, Nepal, Mauritius and Palestine.

To summarize, the following activities were realized in the period:

> Training and awareness raising:
> 5 teacher training seminars of 1-2 days (2 of them took place before the TFF project
> was approved)
> 1 seminar for journalists, 2 days
> 1 seminar for doctors, 2 days
> 1 seminar for children's TV/radio program makers, 2 days
> 3 drawing competitions for children
> 3 awareness-raising arrangements
> (Only 1 drawing competition, 1 teachers' seminar and 1 awareness-raising event took
> place after 1993.)

> Publications:
> 1 book on human rights for children
> 1 book on medical ethics and HR (proceedings from seminar)

1 comics book

3 children's stories

1 cassette of children's songs

1 poster for the international women's day

1 pedagogical guide for teaching HR (publication stopped by gov't)

(Only the two last items were realized after 1994)

There are no concrete plans for how to continue the HRE activities after the remaining funds are spent. It was indicated that they could continue with activities which did not cost anything, maybe teacher training .

Issues for discussion

It is impossible for the evaluation team to present any clear-cut conclusions based on such superficial fieldwork. Moreover, given the difficult political context in which the program has been implemented, it is hard to know to what extent problematic issues depend on weaknesses within the project or TFF structure. Nevertheless, the following areas can be pointed to as important when drawing out the lessons from this project experience.

Strategy and continuity

In the meeting with members of the HRE committee and HRE coordinators, they pointed out to us that from the beginning, the project had suffered from the lack of an explicit strategy, with clear aims and objectives from which an integrated set of activities could be developed. This lack of a clear strategy also meant that it was difficult to maintain continuity in the project when the persons responsible for the project were periodically replaced.

A clear strategy could have helped to design project components which are integrated and mutually support each other, in order to achieve maximum impact of the project. The idea of reaching children and youth by using teachers as multipliers, and enabling them through the combined activities of producing teaching materials and training could have been the core of such a strategy - and seemed to be implicit in the presentation given to the evaluation team by the HRE committee members. In practice, however, as this strategy was not made explicit, it has not really been followed, and the activities seem more dispersed. Thus, within the training and awareness-raising component, only three teacher training workshops were realized in the project period (two in 1993 and one in 1995). On the other hand, this component included

activities directed at doctors, journalists, the international women's day and general awareness-raising arrangements. Such dispersal of efforts lessens the potential impact of the project. More emphasis on strategic planning could also have helped in the preparation of plans for how to continue HRE after the end of the TFF support.

With the advantage of hindsight, it would seem that one way to overcome this problem could have been if the program administration in Norway had included a pilot phase for project management training and strategy development, before the start-up of the project in itself.

Administrative capacity, bureaucratic requirements and funding levels
Linked to the problem mentioned above is clearly the issue of administrative capacity. The evaluation team agrees with the Tunisian section in the importance of building on voluntary work to as large extent as possible within a movement such as AI. On the other hand, it is clear that the funding level of this project requires ordered reporting routines and audited accounts.

The problem could probably have been alleviated somewhat if the reporting and application formats had been simpler, and if the section had received initial support for training and capacity building of project staff. And in part, the section has a reduced capacity because of the decreasing number of activists due to the political repression it has been facing, which is an external problem which could not have been foreseen at the start of the project.

Nevertheless, turnover of activists and fluctuation in the level of activities is common within activist organizations. It could therefore be discussed whether it would not be better to give more limited amounts of funding to smaller sections basing themselves on voluntary work, with correspondingly less strict administrative requirements.

The role of the TFF program administration
It is the impression of the Tunisian section that the program administration in Norway has had little knowledge and understanding of their situation and capacity. The section was apparently not visited by the program administration before the project was approved, nor in the first few years of its operation. It is unclear to what extent (if any) the TFF administration in this period drew on the knowledge which the International Secretariat had of the projects. Perhaps lack of knowledge of the situation of the project is one reason why the section has not received or

been offered support for capacity building by the TFF program.

This should of course be seen in connection with the limited administrative capacity of the program administration to visit and follow closely the projects of 26 countries. But it could also be seen as a lack of professionalism in its work. And it seems to contradict the requirements to the Tunisian section of professionalism in their administrative routines, their limitations in administrative capacity notwithstanding.

8.COUNTRY REPORT NEPAL

The evaluation mission

The evaluation team for Nepal consisted of Axel Borchgrevink from Norway and Mr. Sushil Pyakurel, chairman of the Nepalese NGO INSEC. In the course of one week, we met with current and former staff of the TFF project and the AI section and some of the TFF-trained trainers. We were also able to interview members of local AI groups in Kathmandu and Chitwon and participants from the training workshops for women, grassroots elected leaders and teachers in held Chitwon. In addition, we met with representatives of the police at different levels and with representatives of various NGOs engaged in different forms of HRE activities. Finally, we were able to witness a training session for police constables held in Rupandehi (Bhairahawa). See enclosed list of persons consulted. Before leaving Nepal, the concluding section of this report was discussed with the local section.

In the brief time available for the evaluation, we were not able to evaluate the lobbying work and street drama which is also part of the project. This report does therefore not deal with those aspects.

We would like to extend our warmest thanks to the Nepali AI section and TFF project staff for the help and support they gave us.

The project

The project is described in detail in the project documents of the section, and only a summary will be given here.

With the overall aim of creating awareness of HR issues in the Nepalese society, the project has operated along three main axes: Training for selected target groups (women, youth, teachers, police and grassroots elected leaders), lobbying for the inclusion of HR in school curricula, and informal awareness-raising through street drama. The first component is the one on which the project has placed the greatest emphasis, and the only one to be dealt with in this report.

For implementing this project, the section has employed three salaried staff, a coordinator, an

assistant and a helper. In addition, the project has drawn on a lot of voluntary labor: for developing the training "packages", training the trainers, as trainers, and for the realization of the training workshops at group level. While administratively separate, the project seems well integrated with the section's overall activities, with an active participation of the section's staff and board in the implementation of the project.

The training "packages" have been systematically developed, starting from a training needs assessment with people from the respective target groups. On the basis of this, course contents have been decided, and manuals for the trainers and booklets to be distributed to the participants have been developed. The course contents and materials are adapted to the different target groups. Pilot training workshops for the different training programs were held, and the training packages revised on the basis of these experiences. The training workshops have been of one day's duration. With support from the British Embassy, however, the section is just starting up a new batch of police training which are of three days duration.

A pool of 25 trainers has been established through holding three days "training of trainers" seminars for selected volunteers from the AI membership. The trainers work voluntarily, and participate in training workshops in different parts of the country in their free time. For this they only receive a minimal amount to cover expenses for travel, accommodation and food. As far as we could observe, the trainers seemed well prepared for their task.

For the realization of the training in different localities, the local AI groups are actively involved. They invite the participants, and are the ones to arrange for the necessary facilities. This is voluntary work, and also involves additional costs which are shouldered by the local group.

Participants are chosen in different ways: For the police, it is the district police administration which calls the participants (constables and head constables) from different police units. Teachers are usually invited through their schools - normally the headmaster will be asked to select two teachers. For grassroots elected leaders and women, it seems to be up to the local groups who should be invited. They are required to select the participants in a way which ensures a political balance.

More than 80 training seminars have been held yearly. The first training package developed

and the first training held was for teachers. Thereafter followed training for women, police and grassroots elected leaders. Instead of training directed at children, the section has decided on an indirect approach, developing a second course for teachers on the Child's Rights Convention. Training for youth has not been realized yet. (In the opinion of the evaluators, rather than starting such training, it would be better to concentrate on the "organized groups" - see below under 'target groups'.)

The training seminars are evaluated by the participants at the end of the seminars. The common trend is that the participants are satisfied with the course and see it as useful. There is one suggestion for improvement which is common to all the training programs, namely that one day is too short and that the course should be expanded to two or three days. This is also the opinion of the project staff and the evaluators - see below. There has been no attempt at following up the trainees after the seminars, to find out what impact the project has had, or to try to organize the participants in any way.

Issues for discussion

<u>Project organization</u>

One of the great strengths of this project is the enthusiasm and drive with which it has been undertaken by the AI Nepal section. A good balance between a well-organized salaried staff and the active participation of the volunteer AI structure has resulted in an impressive level of achievements in just over two years of project implementation. These achievements include capacity-building within the organization (primarily in the form of the development of a pool of 25 skilled trainers), the elaboration of a large set of pedagogic materials, and the realization of an impressive number of training workshops. The extensive use of volunteers, both in the form of trainers and through the use of the local AI groups to organize the seminars, has ensured that the funds received have been utilized very efficiently.

From our observations and discussions with the project staff, however, we believe there is still room for improvements in the following areas:

<u>Target groups:</u>

The project has defined a very wide range of target groups. The evaluation team agrees with the opinion expressed by the AI section that it would be strategically wise to focus more on what they term "the organized groups" - i.e. police, teachers and grassroots elected leaders.

By concentrating on people who can either use the knowledge they acquire in their practice, or serve as multipliers by transmitting it to others, the impact of the project would be greater. Rather than targeting women in general, women as representatives of local organizations or elected groups should be selected.

It could also be discussed whether some form of geographical concentration would be an advantage, instead of working with the AI groups all over the country.

For the police, it seems probable that the impact of the training can be increased if the project also includes junior officers, and not only constables. This is also the opinion of the police themselves.

The training:

The evaluation team also agrees with what the project staff has concluded, namely that one-day training workshops are too short. While they are sufficient for imparting some knowledge of HR, more intensive training is probably needed to make an impact on the behavioral level of the trainees. The idea to extend the training to three days is a good one and should be implemented in the future, even if it means that the number of workshops must be reduced. With this expansion of the training, there would be room for more emphasis on how HR can be useful in the work of the trainees. Teachers, for instance, could receive training also in how to teach HR for students at different levels, police constables on practical issues of police work, etc.

Impact monitoring

The project already has a system of evaluation. This, however, is really focused on the training workshop, and does not try to measure the impact these workshops actually have. In general, it is the impression of the evaluation team that the project has been focussing primarily on output - striving hard to maintain a high level of activities - while not stopping sufficiently to evaluate the impact of the project. While effort has been directed at improving the quality of training, there has been less emphasis on what are the end effects of the project. In this sense, one could say that the project has been more concerned with output than with impact. Greater consideration of impact might have helped the project in focus its efforts more strategically.

Of course, impact monitoring of a program such as this is complicated. Yet, even an imperfect monitoring system is better than none. At the moment, the participants in the training workshops tend to disappear back into their communities without the project knowing in what ways, if any, they are using their new knowledge.

A monitoring system is easier introduced when the training is for organized groups. For instance, as suggested by one of the trainers from the police working with the AI trainers, short questionnaires could be sent to supervising police officers about the conduct of the trainees after participating in the seminars. Or, for teachers, a selected number could be asked to report on how they have succeeded with using their new knowledge in school. There are a number of similar ways in which some information could be gathered. Even though there are obvious weaknesses to this kind of information, it is better than having none at all.

TFF project and AI organizational development:

It is a principle of AI HRE work that it should not be geared at recruiting new AI members. For this reason, the section has removed the membership form from the booklet distributed to participants in the training seminars. The training still contain a component presenting AI, however. In our opinion, this is relevant, and should not be discouraged. But this component could be improved if it also presented how other HR NGOs also work with HR in different ways: some focusing on the social, cultural and economic rights, some doing campaigning within the country, some addressing the needs of the victims of human rights violations, etc.

Links to other NGOs:

The project has not attempted to coordinate its work with other NGOs working with HRE. This is a weakness. With better coordination, duplication of efforts could be avoided. As an example, other organizations are developing training manuals for HRE, unaware of the material allude produced by AI. Moreover, there is obviously room for interchange of experiences. CVICT has for instance realized a training program for prison supervisors. There are probably lessons from that program which could be useful for AI, just as the experiences of AI working with the police could be useful for other CVICT or other NGOs. A better coordination between the NGOs could also ensure complementarity and a division of labor between them. This could for instance be in the form of specialization of target groups or geographical areas. One way to advance in this respect might be to establish a HRE Forum where the organizations could present and discuss their activities, experiences, plans and

common problems in a non-binding way.

Another way of linking up with other NGOs is by having members of local NGOs as target groups of the training. This would be one form of training of "organized groups", where the knowledge acquired by the trainees can be put to direct use in their activities.

Yet another way is to work with organizations such as teachers associations. This might be problematic due to their political affiliations, but perhaps at the local level, such problems might be smaller. It is possible to invite all associations to select participants for the training. For lobbying work directed towards getting HR into the curricula, an alliance with all the teachers associations at a national level should be feasible.

At a more ambitious level, there is also the possibility of direct collaboration with other NGOs in HRE activities. As AI has a group of skilled trainers and already developed educational materials, it is possible to envision this being put to use by the organizational structure of another NGO. This kind of cooperation could be one important strategy for AI in overcoming the problems of how to continue the project activities after funding ends. At the same time, there is a need among other NGOs to draw on such resources. This form of cooperation would be one way of maximizing the use of the resources for HRE which exist in the country.

Sustainability:
The project staff is very much concerned with what will happen with the capacity it has built up should funding abruptly be terminated. Some advances has been made in securing funding from other sources (The British Embassy is currently supporting an expansion of the police training), and the section believes that given two to three additional years funding at reduced level, it is possible to expand such alternative funding channels sufficiently to allow the project to continue independent of TFF funding.

Role of the TFF program administration:
The TFF program administration is perceived as rigid and bureaucratic by the AI section.

The 10% limit in administration costs means a lot of extra work in splitting up the activities of the project staff on different activities. Together with complicated formats for reports,

50

applications and accounts, this actually leads to increased administrational work. Moreover, the 10% limit could actually be an incentive to increase the costs of the training (by for instance relying less on volunteer work and economic contributions from the local AI groups), as increased project costs would allow for greater expenditure on administration.

The project has also experienced an unwillingness to accept even small budgetary changes and reallocations. It is unwise to bind the section to a budget and to plans elaborated before the project was started up. In every project lessons are learnt as it advances, and to block the possibilities of adjusting to those experiences will diminish the project's possibilities of reaching its objectives and overall aims. In this respect, it is important to distinguish between the overall aims and objectives, on the one hand, which ought to be kept fairly constant, while on the other hand, the concrete ways of realizing those objectives should be allowed to be improved on the basis of the experiences gathered.

9.COUNTRY REPORT SOUTH AFRICA

The evaluation mission

The evaluation team for South Africa consisted of Axel Borchgrevink from Norway and Professor David McQuoid-Mason of the University of Natal. The mission took place between February 22 and 26, 1999. In the course of that period, we had meetings with the TFF project coordinator, representatives of the board and staff of AI South Africa, and Nicro, another NGO which has filled key functions in the implementation of the project. We were also able to meet with a number of the trainers of the project and with representatives from different NGOs who have been involved in the project's Steering Committee. Moreover, we met with representatives of the Police College and of the Training and Legal Service departments of the South African Police Services, as well as with some of the police trainers who have been trained by the project. Finally, we were treated to a special performance of the puppet show which has been developed for the project. Unfortunately, the training of police recruits, which had originally been scheduled for the time of our visit, was postponed. Our sincere thanks to project coordinator Paula Soggot for all the help and support we received during our stay.

The project

The project started at the end of 1996. The original aim of the project was twofold: to prevent HR violations of police towards street children in Sunnyside, central Pretoria, and to develop a program for HR training at police stations which could eventually be taken up as a national program. To this end, the project would develop a training package for police on children's rights, train all the 200 police officers of Sunnyside Police Station, and lobby for the integration of such a program into the national police curriculum. It was originally scheduled as a two-year pilot project.

A Steering Committee for the project was set up, with representatives from AISA, from a series of different NGOs (all working with street children or HR issues) and from the South African Police Services. Although the project proposal had been developed by a AI member, Nigel Branken, the AISA was at the time not capable of taking on the project on its own. As Branken worked for the NGO Nicro, it was decided to house the project there. A project coordinator was hired at the end of 1996, and she started working in January 1997. During the first phase of the project, there was actually minimal involvement from AISA, and as Branken

also withdrew from the project, it was basically a Nicro project. This changed somewhat after the visit from the TFF program administrator in October 1997, which resulted in closer ties both with AISA (in the form of Samkelo Mokhine, chair of AISA), and with the program administration in Norway.

In order to develop a training package on street children for police officers, research was first carried out on perceptions and experiences among both groups. On the basis of this, a training manual and a book for trainees were developed. While the final revisions to these materials have taken some time - they are still not completed - the result is a well-developed package, deemed appropriate by trainees and fun to teach by trainers. Representatives from different NGOs have been given training and orientation workshops, thereby building up a pool of "TFF trainers". Most of them have had previous experience as trainers. Much of their preparation as trainers has focused on attitudes, to overcome the "us and them" feelings which easily prevail when NGOs and police meet.

The first training workshops took place at Sunnyside police station in the second half of 1997, and were experienced as a failure by the project staff. While an agreement had been made with the station's director for a program which would include all 200 police officers, in practice this proved impossible to realize. The commitment by the station's leadership towards implementation of the project was seen to be low in practice. Thus, attendance was low, other tasks were given priority, and even though the numbers were boosted by the inclusion of police from other units working in the area, still only some 40 police officers attended the training workshops.

Later in 1997, the project received a request to give similar training workshops at Stepping Stones, a multi-disciplinary juvenile justice center in Port Elizabeth. The workshops were attended by about 32 people who included the police, prosecutors, social workers and probation officers. Here the experience was very positive, with great interest from those involved. The project saw this as an indication that when there was an active interest on the part of a police station, the project had a great chance of reaching its objectives. Thus, there was an interest in continuing to give such training at other stations, as long as the original initiative came from the station itself. Although the project has received several such requests, the TFF administration in Norway has said no to these kinds of activities.

Based on the Sunnyside experience, the project decided to change strategy, and rather to aim for the inclusion of the course on street children within the framework of the normal training of police officers. This has implied an approach at two levels: a) To get the course included within basic training at Pretoria Police College, where all new police recruits of South Africa now undergo their first six months training, and b) To present the same course to all Field Training Officers, who will be providing continuing training to, and supervision of, the recruits during their next six months, when they are given In-Service Training at their respective police stations.

While the establishing of contacts within the South African Police Services, and the building of interest and trust, has been a slow and painstaking process, the project coordinator has shown remarkable perseverance, and over the years has managed to make significant break-throughs. At the Police College, seminars for the training of the police trainers were held in April and May 1998. During the past two years there has been a change in the teaching philosophy at the College, so that all instructors are now expected to teach in all fields of study. This means that the 90+ trainers at the Police College who attended the training workshops also included the ones who mainly train the recruits in musketry and physical training.

The intake of new police recruits was halted between 1995 and June 1998, in order for the training contents to be revised in accordance with the transformation of the Police Services: The integration of the 11 former police agencies into one unified agency; the revision of the legal basis of the Police Services in accordance with the new Constitution, etc. Although the TFF training workshops have not yet been formally included in the curricula of the Police College, the holding of the course for the new recruits was approved by the Guardian Committee, the highest curriculum approving authority within the Police College. From mid-1998, batches of 300 new recruits were taken in every two months. Due to uncertainties about whether it would be possible to go through the new curricula in six months, the TFF training workshops were scheduled for the end of the six months basic training. For the first batch of recruits, the training had to be canceled for practical reasons.

Thus, the first training of the recruits took place in February 1999, in the final week of basic training of the second batch of recruits. Although there were some practical hitches, and it was clear that not all the police trainers were ready to take the full responsibility for the

course, the experience was nevertheless judged a success, by TFF and police personnel alike. In meetings with the evaluation team, the responsible officers at the Police College said they wanted to include the course within the formal curriculum and give it a place on the training schedule at the start of basic training, together with other HR topics. They emphasized, however, that further AI involvement would be necessary during the training of the first batches of recruits.

As for the training of Field Training Officers (FTOs), much of the groundwork has been laid. While certain training programs are obligatory for the FTOs, others are based upon requests at the provincial level. The TFF project has already received requests from Gauteng, KwaZulu Natal and Western Cape. The fact that the Police Services would be willing to assume all the subsistence and travel costs pertaining to the participation of the FTOs in these training programs shows that there is a real interest in the course by the police. The Steering Group for the TFF program has rejected the proposal for training workshops in KZN and the Western Cape, and the expansion of the pool of TFF trainers which this would make necessary. In Gauteng, however, the training of FTOs should take place in the near future.

Neither AISA nor the project have drawn up any concrete plans for what activities should be continued after the TFF project ends this year, or how these could be funded.

Issues for discussion

Achievements

Even though the project has only been ongoing for two years and a few months, and the project strategy was changed while the project was underway, there are nevertheless significant achievements. Most important in this respect is the long way the project has come towards getting the program introduced into the training for all police recruits at the Pretoria Police College, which is the national institution for basic training. Similarly, through establishing a program for training of Field Training Officers, the groundwork has been laid for complementing the basic training with follow-up during the six months in-service training at the police stations. These achievements will have a great and long-lasting impact on the South African Police Services, provided that the project is followed through.

A second important achievement of the project is the development of a solid set of teaching

materials, based on thorough research and needs assessments. The materials are based on interactive training methods, and also include a video, and a puppet show specially developed for the project. The trainers who have been trained in and have used the materials agree that they are well developed and fun to teach. An important spin-off effect of this is that the different NGOs involved in the project are using this material in other HRE activities they are doing.

AISA - TFF integration

The lack of integration of the project and the AI South Africa has been a concern of AI Norway and of the International Secretariat of AI. In retrospect, it seems very clear that in the initial phase of the project, AISA was much too weak to assume the responsibility expected. While contact was better in 1998 than in 1997 (when it was largely non-existent), it must still be said that there has been very little integration between the section and the project so far.

Today, however, the situation may be different. The AISA now has a board member responsible for HRE. Although he is a volunteer with the limitations that can involve, he has shown an active interest by sitting in on several of the evaluation sessions with the police and NGOs, and has acquired a good overview of the project during the week of evaluations. Moreover, as AI is about to develop its HRE strategy for South Africa, it is a good occasion for involving the national AI structure more directly in the project. On the administrative side, the situation has also improved. AISA now has a national office in Pretoria, which will soon house two staff persons, as well as AI's regional development officer for Southern Africa. The national office also has room to house the TFF project, and is strategically located next door to two of the TFF partner NGOs. While the above may indicate that AISA is now capable of taking over the project, it should also be pointed out that this is a relatively new state of affairs, and AISA will have to prove that it is able to sustain the project.

Unclear role for Nicro

Looking further at the organizational experience of the project, there has been a lack of definition of the role of Nicro. From the perspective of the TFF program administration, Nicro seems to be have been expected to play the role of a junior partner to AISA in the implementation of the project. In practice, however, it has been Nicro which has carried the project, while AISA has been more marginally involved. The support Nicro has been giving to the project has been vital, and the organization (Naomi Hill in particular) deserves full

credit for the manner in which they have backed up the project and the coordinator in many different ways.

Nicro, however, sees itself as having had the ungrateful task of being responsible for financial matters with little on how the funds are allocated, and as fulfilling an administrative service function which is really outside its mandate or mission. With this background, the current decision of Nicro to withdraw from its administrative role is understandable. Moreover, as AISA seems to have developed a better capacity to take over the project, the timing is also appropriate.

NGO cooperation

The project has been very successful in establishing linkages to other NGOs. A large number of organizations working in related areas have been involved in the project, on the Steering Committee and/or as trainers. This has ensured coordination of activities, and has enabled other NGOs to make use of the materials developed and experiences acquired by the project. The organizations have cooperated harmoniously, even under conditions of less than ideal partnerships, such as between AISA and Nicro.

However, while the large Steering Committee with representatives from several organizations has been a positive factor for coordination and exchanges of ideas, it is more doubtful whether this steering structure has been effective for setting clear and unambiguous goals and long-time strategies for the project. While this can probably not be expected of such a Steering Committee, it makes it even more unfortunate that neither Nicro nor AISA has been able to take explicit and over-all responsibility for the project.

Strategic management

The original project proposal had a fairly clear strategy, with a more limited focus on one police station and a perspective on how the TFF involvement would be phased out. Due to the negative experience from the training in Sunnyside, however, the project changed its strategy to focus on the police training institutions instead. In the evaluators' opinion, this change of strategy was a wise decision, as it gave an opportunity to impact directly and nationally on new recruits.

Nevertheless, the long-term implications of this renewed strategy for the TFF project have not

been made explicit. There may be several reasons for this: the lack of any organization taking the overall responsibility for the project (as pointed out above); the difficulties of estimating the time needed to implement the project when depending on agreements with a large bureaucratic structure in the process of restructuring, such as the Police Services with 120.000 members; and the relatively short time horizon of the TFF funding. Nevertheless, it is a fundamental weakness of the project that the question of what should come after the TFF funding ends this year has not been confronted. If there is an expected need for continued activities after 1999, as seems likely, plans for this should be drawn up as soon as possible, and funding should be sought, inside or outside the international structure of AI.

Relations with the police

During the cooperation with the police institutions, there have been a series of delays and incidents which have hindered or slowed the realization of the project's objectives. This might appear to be due to a lack of preparatory work in lobbying the right people within the Police Services, and in getting firm agreements with them in writing. More important, however, especially with the later training at the Police College, is the fact that the South African Police Services are undergoing a profound process of restructuring and transformation. The former 11 police agencies are being merged into one, the new Constitution means that the legal grounding of police work has changed drastically, the existing police officers are all undergoing new training, and the intake of new police recruits was halted for three years while a new curriculum was developed, their trainers trained, and so on. On the one hand, this is a golden opportunity for the project to feed into this process of transforming the South African Police Service, and there is a very positive attitude towards the project among those in charge of these processes. On the other hand, it also means that these officials have a lot on their hands at the moment, and it is understandable that fitting the TFF project into these larger transformation programs cannot always be their first priority.

The fact that the project nevertheless has come as far as it has in gaining entry into both the Police College and the In-service Training, is no small feat. There is little doubt that this would never have been achieved without the perseverance and dedication of the TFF project coordinator.

The role of the TFF program administration in Norway

The role of the TFF program administration has been ambiguous. On the one hand, the project

58

coordinator has experienced a lot of support and guidance from the program administrator in Norway, in relation day-to-day issues. To a certain extent, the program administration has fulfilled the function of sounding board and discussion partner - something which AISA has not been able to fill (and a role which Nicro has also played, especially at the start of the project).

On the other hand, the TFF structure in Norway has intervened in the project implementation in ways which are problematic. The Steering Group has repeatedly said no to parts of the project's planned activities. Moreover, budget approval has been withheld in order to force a closer integration between the TFF project and AISA.

The refusals to allow activities which the project wished to implement include a "no" to training at other police stations after Sunnyside and Stepping Stones, "no" to training further TFF trainers, "no" to direct involvement by the TFF trainers in the training of recruits after the police trainers had received their original training, and "no" to training Field Training Officers in provinces other than Gauteng. The overall motive for these rejections seems to have been a concern with maintaining the project's focus, which in itself is an admirable motive.

Nevertheless, overruling the decisions of those actually working in the project is problematic - for at least two reasons. Firstly, it dampens the enthusiasm of those involved in the project, such as the different NGOs and resource persons who are members of the Steering Committee or work as trainers. And secondly, when decisions are taken at a distance, they may very often be based on an incomplete understanding of the local situation. To take a couple of examples:

When TFF trainers are not allowed to participate as co-trainers together with the police trainers in the training of the recruits, this is based on the idea that the project's role should be limited to training trainers only. They should then in turn serve as multipliers and ensure maximum effect of the project activities. However, the training given to the police trainers was not sufficient to let most of them function on their own. Moreover, follow-up training cannot easily be arranged for practical reasons. In this case, the pairing off of TFF and police trainers for the first batches of recruits is an excellent way of ensuring that the police trainers get the preparation they need to function properly. This is a condition for getting the TFF training package integrated into the work of the Police College.

A second example is the refusal to allow training of Field Training Officers outside of Gauteng Province. This seems also to be motivated by a concern for geographical focus. However, it is important to realize that the training at the Police College is for all of South Africa. All police recruits undergo their basic training there, and are subsequently sent to police stations all over the country. Thus, the project already operates at a national level. There is a danger, however, that when the new police officers arrive at their posting, they will be met with the attitude that they should forget what they learnt in basic training, because in the field is where they will learn what police work is really like. For this reason, it is important to give TFF training to the Field Training Officers all over the country. They, after all, are the ones who will be directly supervising the new recruits, ideally on a one to one ratio. If this is not done, the impact of the TFF program at the Police College may be lost.

Thus, in the opinion of the evaluators, these decisions from the Steering Group of the TFF program have not taken properly into account the local conditions of the country and how they affect the project. If the SG of the TFF program wants to be involved in project decisions, this ought to be done in a more consultative and partnership form.

The program administration has also withheld the approval of the budget in order to force a closer integration with AISA. Such an integration is of course a valid concern for AI. However, by stopping funding, the pressure is put on the project, instead of AISA which is responsible for achieving the closer integration. The TFF program has after all approved the initiation of the project activities. To threaten to stop funding midway, in order to force a closer involvement of an entity which so far had been fairly external to the project, meant that the TFF program was not assuming responsibility for the continuation of the activities it had set in motion. There is also a very personal aspect to this, in that the project coordinator could not be certain that her job would be continued. In fact, she continued working for over a month in the beginning of 1999 without knowing if there were going to be funds for that year, until there was approval of the budget in February.

The continued effort of the project coordinator under such circumstances is further proof of her dedication. It should also be pointed out, however, that the personal role of the program administrator in Oslo has been greatly appreciated by the project staff. She has been closely involved and supportive, and has thus softened the disappointments and difficulties of

working with the TFF program structure.

<u>Future needs</u>

A plan for the completion of the TFF project needs to be drawn up. This should be the task of the project staff and AISA. The following items should be taken into consideration:

Institutionalizing TFF in the Police College

This must be seen through. It involves (a) giving the support necessary to the police trainers to make sure they can handle the training themselves; (b) overseeing and if necessary pressing for the course to be mainstreamed into the training curriculum; (c) probably some reduced form of continued monitoring of the training; and (d) providing some future resource support (e.g. updating of materials).

FTO training

It is important that the training of new recruits is complemented with training of the Field Training Officers who will be supervising the recruits during the second six months of their training, at the police stations. This should be expanded to cover all provinces, perhaps giving priority to those provinces where there are a considerable number of street children.

Fundraising

In order to secure a proper completion of the activities undertaken, continued funding for the TFF activities will be necessary after 1999. It is therefore important that a plan for completion of the project be drawn up as quickly as possible. A project proposal, together with a budget could then be circulated to potential donors, within or outside the international AI structure. However, in order to avoid a funding gap at the beginning of the year 2000, this is an urgent task.

Organizational ownership

With the withdrawal of Nicro from its administrative role, there is a need to rapidly decide who should fill this vacuum. Moreover, it is necessary to clear up the question of overall responsibility for the project. In theory, it has rested with AISA all along, but in practice this responsibility has not been assumed. It is necessary that an organization takes up this responsibility. AISA is of course an obvious candidate. If AISA takes full responsibility for the project, it should also be discussed whether the project should be physically moved to the

national office in Pretoria. If not, there are other NGOs which have been involved in the program, with which alternatives can be discussed. There is a need to decide on these issues fairly quickly, as fundraising cannot begin until they are resolved.

10.COUNTRY REPORT PUERTO RICO

The evaluation

The evaluation team for Puerto Rico consisted of Axel Borchgrevink from Norway and Merle Mendonca of the Guyana Human Rights Association. Although the mission only had four days in Puerto Rico, thanks to the well-organized program set up for us, we were nevertheless able to meet with a broad range of people involved in the project. They included coordinators and activists of the project, staff and board members of the AI section, deans, ex-deans and faculty staff of the University of Puerto Rico, representatives of various other entities with which the project has cooperated, representatives of the network of educators which the project has organized, as well as other teachers and professionals who have participated in project activities. We were also able to go through the educational materials and the video produced by the project, as well as documents relating to the different activities realized by the project over the years.

Our sincere thanks to the project members who put a lot of effort into ensuring that our visit was a fruitful one.

The project

The project began in 1992. While the original plan was for a three year period, it was later extended to six years, up to the end of 1997. The aim was to raise the awareness of educators, children and young people on Children's Rights issues, through the elaboration and dissemination of HRE materials, and by offering training to educators wishing to engage in HRE activities. From 1993, these components were complemented by general awareness-raising activities, most importantly in the holding of annual children's festivals.

The AIPR has been formally responsible for the project. It has been coordinated by a project coordinator, with the support of a project steering committee. Although the budgets have allowed some remuneration of administrative work in the project, the amounts have been small, and in general the work of the project has been carried out on a voluntary basis. The first few years were in a way an exception to this, in that the coordinator at that time was allowed to use 25% of her time as professor in the Faculty of Education of the University of Puerto Rico (UPR) for working with the project.

In the implementation of the project, the continuous and generous support of the UPR has been fundamental for the scale of the activities it has been able to realize. Partner links have also been established with a range of different NGOs, international organizations, educational institutions and official programs, such as the Proyecto Caribeño de Justicia y Paz, the Comité Juvenil SER, Paracumbé, UNICEF, the Cátedra UNESCO, the Interamerican University, the Americorps program of the Universidad del Sagrado Corazón, and the Comisión de Derechos Civiles. Through these links, the project has been able to secure support for its activities, as well as to infuse a Children's Rights perspective into the work of the partner organizations.

The project has produced a series of booklets entitled "Our Rights!", for the use in educational activities relating to Children's Rights. The booklets have been produced in five languages for distribution throughout the Caribbean and Latin America. While there has been a fairly wide distribution in Puerto Rico (two printings, with a total of approximately 2,400 copies), the project has been less successful in having the material used in other countries. The project has also produced a video for awareness-raising among children.

A large number of seminars and training workshops have been realized. These include national workshops such as nine "encuentro talleres" with comprehensive programs for a general audience of professionals working with children, and three general meetings/seminars for the network of educators which the project has established. In addition to this, there is a long list of training sessions given at schools upon request or in the context of workshops and conferences organized by other bodies. To this must be added the inclusion of a Children's Rights perspective in the courses of a large number of professors at the Faculties of Education and general Studies of the UPR. This is also a direct effect of the project, and these courses reach a large percentage of the teachers and counselors trained in Puerto Rico.

In the area of general awareness-raising, the annual festivals for children form the main component. These have been held in various locations of the island, have combined a wide selection of activities and performances with a lot of creativity in integrating Children's Rights perspectives in the activities, and have drawn a large number of children and parents. Awareness-raising activities have also been held in other connections, for instance during the arrangements of the Cátedra UNESCO.

64

Issues for discussion

<u>Project strengths</u>

In the implementation of the project, the human resources it has been able to draw upon have been of great importance. The core group of people involved have combined a high level of dedication and activity with an equally high level of professional expertise, in education and in HR. This has been one of the key factors for the achievements that have been made.

The other basic strength the project has been able to draw on has been its solid base at the University of Puerto Rico (UPR). The support the project has received there, in particular from the Faculty of Education, has been fundamental for the high level of activities realized. The Faculty has allowed the project free use of its facilities for seminars and photocopying, and in the first years even allowed the coordinator at that time (who was employed at the faculty) to use 25% of her working time for the project. Furthermore, the TFF training themes were included in the classes of an expanding number of the teaching staff in the Faculty. This means that teachers and counselors trained at the UPR (who constitute a high percentage of all the teachers trained in Puerto Rico) have all been exposed to the themes of Children's Rights and how they can be included in teaching at various levels. Moreover, through this exposure, the project (and AIPR) have recruited a number of its skilled and dedicated activists.

Finally, the project has maintained its focus throughout the project period. The activities have all been concentrated in the two main axes of the project: material production and training of personnel for the formal educational sector on the one hand, and informal awareness-raising through public events for children and their families on the other. All along, the focus has been on the Convention of the Right of the Child.

<u>Achievements</u>

Materials: The series of booklets "Our Rights" has been produced, and is of a professional quality. Educators the evaluation team met with, from the preschool level up to the secondary and University levels within the formal educational system, as well as counselors and social workers from various NGOs and official programs, coincided in reporting that the material had proved useful in their day-today work. This attests both to the quality of the series and the relevance of the project strategy of focusing on the Convention of the Rights of the Child. The series was produced with the text in five languages, with the purpose of spreading the material to other countries. In this respect the original goal has not really been achieved to a significant

extent, but within Puerto Rico, the material has been well distributed through the numerous training workshops held. The project has also produced a video for children, featuring a very popular clown known for his TV programs for children.

Training for the formal educational sector: The project has been able to realize a high number of seminars, workshops and events of different kinds and themes. The number of professionals working with children, such as teachers, counselors and social workers, who have been reached by the project in this way, goes into the thousands. To this must be added the teachers and counselors trained at the Faculty of Education of the UPR (which has approximately 4,000 students) who have also received courses focusing on the Convention of the Rights of the Child as a result of the project.

Awareness-raising: The project has also contributed to a general awareness-raising on Children's Rights. The big arrangements of annual children's festivals in different locations on the island have reached a large number of families. The enrollment of the popular clown Remi in the events and the video production has contributed to media coverage and outreach. Also other events, such as the activities realized together with the Cátedra UNESCO, have had awareness-raising effects, both directly through the people attending, and indirectly, through media coverage.

Partner links: An important achievement relates to the links established to other bodies working with children's issues: The University, the Cátedra UNESCO, different NGOs, UNICEF, and the staff of various official programs. In this respect, we would like to point to the importance of the children's festivals for the bringing together of NGOs and consequent establishing of links and interchanges of experiences. The project has also managed to get parts of its own work into the teachers' folder for Children's Rights produced by UNICEF, a rare acknowledgment of the work of an NGO such as AI by this UN body. By establishing links and working relationships with the different entities, the project has also been able to disseminate the materials produced, and influence these entities to take up a specific Children's Rights focus in their work.

Educators' network: One particularly interesting creation of the project is the network of HR educators. This organizing of educators who have received training through the project allows feedback to the project on how the training is being put to use, as well as the exchange of

66

experiences between the members of the network. Furthermore, it is a source of inspiration for the continuation of their HRE work. The requirement that membership in the network should also demonstrate some commitment from them is appropriate. There may be a danger, however, that the current policy of asking an annual fee, for AI membership and the materials they receive, has limited the membership of the network unnecessarily. Other forms of involvement in network or project activities might also have been an option. One could also have hoped that further efforts had been made at recruiting more members than the 30 to 50 which the network has counted with in the four years of its existence. While it would be useful to let the network itself take on more of the administrative functions the project has assumed up to now, it is nevertheless probable that such an expansion of the network requires further administrative capacity in the form of salaried staff.

Organizational and administrative capacity

Because of the requirement of restricting administrative costs to 10%, the project has only been able to draw on salaried staff to a very limited extent. The large number of activities which have been realized, is the result of a lot of voluntary labor. While the project has been fortunate to draw on a number of very dedicated people, there are nevertheless limits to what can be achieved in this way. While the time-consuming activities of arranging and holding a large number of training workshops and public events are obviously enjoyed by the volunteers, the more dreary administrative tasks, such as giving some kind of follow-up to the more than 2,000 people who have received training, are easily given a lower priority. It is also possible to discern a concentration on day-to-day activities, whereas overall and long-time strategies and goals are given less priority (see below, under 'Mainstreaming' and 'Continuation of TFF activities'). This may be, at least in part, due to the voluntaristic base of the project. In this sense, it is unfortunate that the project has not been able to draw on salaried staff to a greater extent.

This also relates to the situation of the AI section of Puerto Rico, which has had its ups and downs. Overall, there seems to have been a very positive relation between the project and the section. Although there have existed concerns within the section over the fact that the project has had a budget several times that of the section, and that there may have been some form of "brain drain" from the section to the project, the general picture seems to be that both have drawn on the strengths of the other. Thus, at times, the section's administration has supported the project, whereas in times when the section has had problems related to the turnover of

activists, the project has stood for continuity and stability.

Mainstreaming

One way of ensuring a sustainability of the project activities, is to have them formally integrated into the educational system. In a place such as Puerto Rico, comparatively affluent in relation to the other TFF countries, one might hope this would be easier than in many other countries.

Through its base at the University of Puerto Rico, the project has made significant advances in getting the theme of Children's Rights integrated into the teaching, especially at the Faculties of Education and General Studies. Moreover, the project has been very successful at getting acceptance for this idea among key leadership people of the University. Through the groundwork which has been done during the project period, it seems that there is now an excellent opportunity for going one step further, and getting this state of affairs formalized. By having the themes of Children's Rights formally integrated as parts of the course contents at the University, the project will move from a stage where it is dependent on the personal interest and goodwill of professors and deans, to one where it is mainstreamed into the work of the University. Both project activists and personnel of the University leadership with whom the evaluation team met agreed that the time was now ripe for such a step.

If the project is to continue, one could envision ways of extending this impact to other teacher training facilities of the island. This could be either through working directly at influencing other educational institutions, or through lobbying the Department of Education to have education in Children's Rights included in the curriculum for the training of teachers. Moreover, if the themes of Children's Rights were to be included into the curricula and educational plans set by the Department of Education for the different school levels, the impact of the project would be even greater. There are genuine concerns in the section and the project that little can be achieved in the way of influencing the Department, and that there is a danger of being coopted into party-political intrigues. Nevertheless, such problems and dangers should be carefully weighed against the potentially huge impact if this lobbying work should succeed. At any rate, it is clear that such work requires sustained lobbying and a long time horizon, and is perhaps dependent on renewed external funding.

Impact monitoring

It is important to have some system of monitoring the impact of the project activities, in order to set priorities on the use of resources, and to improve and fine-tune activities with respect to achieving project objectives. Such impact-monitoring need not be of a quantitative kind. Qualitative descriptions of changing situations, for instance related to advances in the institutionalization of HRE activities, can be important impact indicators.

The educators' network fulfills an important function in giving the project feedback on how these educators use the knowledge they have acquired in their day-to-day work. These only represent a small fraction of the total educators and counselors trained, however, and by joining the network they have shown that they are more motivated than the average. It would be useful to have some further follow up of a selection of the thousands of teachers and counselors who have passed through training seminars, and thereafter disappeared from view. This could give the project more information on the real impact of the training, as well as of the obstacles facing the trainees in putting their new knowledge into use. The idea forwarded by the project staff, to contact some of the schools where training has been given, could be a good way of starting some system of impact monitoring.

Gauging the impact of the public awareness-raising work is of course more difficult. Media coverage is one indicator, and the project should strive to develop others.

Relationship with the TFF Program Administration in Norway

According to the project members, the relationship with Norway and all the different program administrators has been excellent throughout the project period. At the end of the project there was an incident of communication problems, related to delays in financial reporting. While this one incident should not be allowed to overshadow the overall positive experience, it is important to point out that the form it took could probably have been avoided if both parties had been clearer about the pressures they were under. Within the project, there is a lingering feeling that all their good work has been unjustly and publicly dismissed through the summary of the project activities in the 1997 Annual Report of the TFF program, which only mentions the deficient reporting. On the part of the Program Administration of Norway, on the other hand, the delay in reporting for 1997 is seen as just one example in a series of such delays.

Continuation of TFF activities

Over the past 15 months, after funding ended, project activities have continued and are continuing in various ways.

Educational material: Previous attempts to have the series distributed by the Ministry of Education were unsuccessful. Now, however, the project is in the process of securing an agreement for distributing the series through a publishing house specializing on educational materials. This could ensure an even wider dissemination of the series.

The project has also come a long way in developing a set of modules for a Rights-based education on children and HIV/AIDS. A story book, illustrated with children's drawings, is almost ready for publication, and the other modules are in varying stages of completion. Funding for the publications is still to be secured.

The project has also been approached by UNICEF for cooperation in the preparation of a more extensive teachers manual for which UNICEF has funding. This could be an opportunity for compiling some of the rich teaching experiences of the project into a written form to make it accessible to even wider circles of educators.

Training for the formal educational sector: The project members have continued to give a large number of seminars and workshops in different places. Partly this has been through requests from schools etc., partly in cooperation with the Cátedra UNESCO program. The project has also managed to continue the work with the educator's network, including holding a full day seminar for the network in 1998. The project is also organizing its material on HRE into a library which will be accessible to the network as well as other educators involved in HRE.

Informal awareness-raising activities: No children's festival was held last year, due to the hurricane destruction. A new festival is planned for this year, however. Some of the work done together with Cátedra UNESCO also falls under this heading.

In these ways, the project manages to maintain a fairly high level of activities with minimal economic resources. There is a danger, however, that under these conditions the project fragments into a lot of dispersed activities with little overall strategy and prioritization, based

70

rather on the opportunities which arise and what activists find it rewarding to engage themselves in.

Recommendations

We would like to recommend that the project members and the AIPR take the time to reflect and work out a new strategy for the project. This could start with an investigation and evaluation of the impact of the various project activities to date, in a more thorough manner than what is possible for a four day evaluation mission. Based on this analysis, and with the aim of achieving maximum impact, a new overall strategy with long-term goals and a coherent set of activities should be developed. The concrete content of such a new strategy must of course be up to the project and section itself to decide. Some elements which could be contemplated are:

- Increased administrative capacity in the form of salaried staff
- Expansion of the educators' network
- Continued lobbying for the mainstreaming of HRE activities into the formal educational system
- Establishing libraries of pedagogic material on HRE at places where they will be available to teachers and other professionals working with children

This strategy could be formulated into a funding proposal, which could be presented to donor entities within or outside the AI family.

11.COUNTRY REPORT PERU

The evaluation

The evaluation team for Peru consisted of Axel Borchgrevink and Merle Mendonca of the Guyana Human Rights Association. In the course of our stay in the country from March 14 to 19, we were able to meet with staff of the project and of AI Peru, and with personnel from the cooperating entities of TAREA and the University Cayetano Heredia. We also had meetings with the teachers and directors of six schools, in Lima, Tacna, Ilo and Moquegua, as well as with representatives of the local unit of the Ministry of Education in Moquegua. In Tacna we were also able to meet with and watch the performance of an AI drama group which had been organized as a result of the project activities. A proposed trip to the province of Huancayo was canceled by the team for time reasons, but we were able to meet with the coordinator of the Huancayo AI group in Lima. Our thanks to the AI section and project staff for organizing the evaluation program.

The project

AI Peru has been working with HRE since the mid-eighties. The TFF project began in 1993, originally planned as a three year project. Support was later extended for another two years, up to the end of 1997.

The aim of the project was to develop a new methodology for integrating HR perspectives into public education. To this end, the project has worked in developing teaching materials, as well as with a continuous training and follow-up program for the teachers at selected schools. In 1993, the project only worked with the primary schools, while work with the secondary level began in 1994.

The Peruvian section of AI has been responsible for the project. Luís González has been project coordinator throughout the period, in some years as part-time salaried staff, in others working as a volunteer. Throughout the project period, various people have been hired in different capacities - administrative as well as professional (for the elaboration and production of materials). The work of AI activists in local groups has been central for organizing activities at the local level. This means that the project's geographical extension coincides with the spread of AI groups.

A key partner in the project has been TAREA, an NGO with 25 years experience in working to promote a more progressive form of education. There has been a quite clear division of labor between the organizations: TAREA has been working with primary schools and AI with the secondary level. This is largely due to the fact that TAREA, up to the early years of the project, had no experience of working with secondary schools. The cooperation seems to have been of mutual benefit: While TAREA was able to use the network of local AI groups, AI was able to draw on the experiences of TAREA when the TFF started working with secondary schools in 1994.

A range of materials, basically teachers guides, has been produced by the project. The materials for primary level has focused on Children's Rights while the secondary level material has dealt with general HR issues. The overall philosophy has been to integrate HR perspectives as a theme into all aspects of the schools. Thus, materials have been developed spanning a wide range of disciplines, from social sciences, language and arts to natural sciences, and for informal school activities such as theater groups and "wall journalism" as well as for the formal disciplines. Within the primary schools, materials have also been developed to help teachers working with parents, to promote Child Rights attitudes within the homes. The materials focus not only on introducing HR perspectives into the "content" of the education, but also the form. Thus, the pedagogy promoted bases itself on a participative methodology where pupils are recognized as active individuals with rights of their own, a philosophy which implies transforming traditional teacher-student relationships.

It should be noted that Peru is currently implementing a curricular reform for primary and secondary levels. It is a fairly wide-ranging reform, in part influenced by the work of teachers' associations and forums, and also indirectly by civic organizations such as AI and Tarea. The new curricula imply a change towards a more participatory pedagogy, and includes HR as a thematic area for both the primary and secondary level. This curricular reform obviously facilitates the project's work with schools.

The form of training given to teachers differ from many of the other TFF projects. Instead of giving one-off training seminars and then moving on to another school or group of teachers, the project has been working with the same schools in a sustained way, with several workshops and follow-up visits yearly. Over the years, this has given impressive results in the

way in which HR perspectives have been taken on board and integrated into all aspects of education in some of the schools. Equally important for the project's purpose of developing a new methodology is that this continuous contact with the same schools and teachers gives the project an important feedback on how the materials and methodology work in practice.

The approach of the project has been to develop a methodology first. This methodology should then be diffused at a larger scale only at a later stage. The number of schools worked with is therefore quite limited, of secondary schools there are 20. The project has, however, started to establish formal agreements with some of the local Ministry of Education bodies. This is an important starting point for spreading the project on a wider scale.

Issues for discussion

Strengths and achievements

The TFF Peru project has been a solid and consolidated undertaking. It has maintained a clear focus on developing a new methodology for HRE for the public educational sector. By giving continued follow-up to the schools involved in the program, the project has given priority to the quality of training rather than to maximizing output and the number of schools/teachers "reached". With the help of a core group of skilled staff and advisors, the materials developed and the training given have been of a professional quality.

Emphasis has been put on integrating HR aspects into the schools in a broad manner. Thus, materials have been developed for a wide range of disciplines, from social sciences (civic and family education), through language and literature, arts (theater, folklore), to natural sciences. Furthermore, materials have been developed for parents and for working with "wall newspapers" within the schools. Moreover, the project has promoted the integration of HR perspectives and goals into teaching methods and relationships between students and teachers, thereby allowing even abstract disciplines such as mathematics to be included within the scope of the project.

The combination of this "holistic" approach to HRE with the sustained and continued work with the schools, has shown impressive results in the schools visited by the evaluation team. The general level of HR awareness among the teachers was high, and in some of them, an HR perspective was seen to permeate the overall programming and working of the schools. As contact with the project had been minimal or non-existent over the last year and a half, this

shows a real and sustainable impact of the project. It also results in spin-off effects such as promotional work with a basis in the schools, in the form of public campaigns as well as of theater groups.

Strategy

The project has followed a consistent strategy, aimed at developing an educational model in a thorough and professional way. Only after this stage is fully developed is it proposed that emphasis be put on diffusing this model in an extensive way. In this first phase, the project works with the selected schools in a continuous manner. The idea is that in order to develop and validate the educational model, it is necessary to work with the same schools at least over a five year period, the time of a full cycle for the secondary level. As direct work with the secondary schools only started in 1995, and funding ended in 1997, the project has not been able to finish this first phase. By working in an intensive way with a limited number of schools, the project clearly gives priority to quality over quantity in this stage, and it has given good results in the schools with which the project works. But it also means that unless the second stage is realized, the impact of the project will be limited. It would share the characteristic of many NGO projects, of being of high quality, but only reaching a small number of beneficiaries.

The idea for the second phase is that the fully developed model will then be presented to the regional bodies of the Ministry of Education, to be taken on board by the public educational system. As decision-making on curriculum matters is quite decentralized in Peru, this would be the most appropriate level to work with. The project has already established formal agreements with local level-bodies of the Ministry of Education - USE's, or Unidades de Servicios de Educación. Given the hostility with which government agencies viewed AI (and other HR organizations) only a few years ago, these agreements represent an important break-through, and indicate that there are openings which could allow the realization of the second phase.

Another issue which will arise if the project is successful in getting the model accepted by the official school system, is the question of how this model will work when it is the Ministry's own structures which is to implement it. While the project has shown impressive results in the schools which have received intensive follow-up, it is clear that the Ministry will not be able to give the same quality to training or continuity in follow-up. Ensuring that the Ministry

structures implement the model in a way which meets some minimum standards will therefore become a key challenge for the project.

Relationship with Program Administration in Norway

Overall, the project staff have experienced the relationship with the program administration in Norway as good. Nevertheless, there has been a series of issues related to the bureaucratic routines and requirements of the Program Administration in Norway which has hampered project activities. In general terms, the Norwegian administration was experienced as more rigid and difficult to work with in the earlier years of the project. Under the current Program Administrator, the relationship is much improved. It is also worth noting that the only visit the project received from Norway during the funding period (in 1994) allowed the clearing up of some of these problems. While the list of these problems is quite extensive, it is nevertheless worth detailing:

- The limitation of administrative costs to 10% of total project costs was initially difficult to live up to. After the project was allowed to itemize office costs related to training workshops as training costs rather than administrative costs, this problem was reduced.

- As the project was housed within the AI offices, it was initially difficult to get acceptance for the inclusion of overhead costs such as office rent and use of equipment (computer, etc.) in the project budget.

- The Norwegian administration did not allow the inclusion of fees for professional advisors in the elaboration of the educational materials. This was to some extent overcome by using the same people also for the actual production of the materials and paying them for this work (this, for some reason, was an acceptable project cost). However, in the opinion of the project staff, this led to a loss of continuity of the group of professional advisors, and probably resulted more costly.

- When a project proposal and budget had been finally approved, there was little willingness to accept reallocations. Even when rising costs meant there was not sufficient funds for the planned printing of material, the reallocation of funds from other budgetary items was not allowed.

- The requirement that funding not spent in the budgetary year should be returned meant losses to the project. This principle also stimulates unhealthy practices. If a printing job commissioned within the budgetary year was not finished until the next year, it became necessary to pay the whole amount up front. Moreover, this requirement stimulates a forced pace of the project activities which might not allow for the proper grounding of the work. This is particularly problematic when time requirements are difficult to estimate in advance, such as when working with government bodies.

- Funds from Norway were regularly released a few months into the budgetary year. As funds were not allowed to be carried over from one year to another, this meant there was a funding gap. This was particularly problematic as the first months of the year was the key time for holding teachers training, due to the school calendar.

- The approval of the project proposals on a year-to-year basis meant the project had little security of what they could receive for the coming years. This makes longer-term planning difficult.

Continuity of TFF activities

After TFF funding ended in 1997, the project has attempted to secure other funding sources. More than 25 donor agencies have been approached and presented with applications, with little success. TAREA has its own sources of funding, and the work that organization developed towards the primary school sector therefore continues, although with a slightly changed geographical focus. For AI's work with the secondary schools, however, the end of TFF funds has meant a quite reduced level of activities, based on voluntary work. An agreement with the University Cayetano Heredia allows the project to give HR workshops within the overall training program for 300 schools in a part of Lima which the University holds under a contract with the Ministry of Education. Another agreement with the Interamerican Institute of Human Rights allows some of the local groups to continue training workshops with some schools in their region. In cooperation with the Interamerican Institute, the project has also been able to publish two new teachers manuals, one for the natural sciences and one for folklore. Thus, project activities continue, but based on opportunities which arise rather than according to the overall strategy the project has been following.

If continued funding could be secured, the overall objective would be to complete the strategy

the project has embarked on. Thus, the first priority would be to complete the development of the HRE methodology. Some new elements and changes are also considered. Relating to the materials, these need some updating related to the pedagogic reforms currently being implemented. The project has also realized that the current materials are more appropriate for urban than for rural areas. Developing materials particularly aimed at rural settings is therefore a new objective, perhaps incorporating the work of some of the teachers from the Regions. There is also a wish to develop HRE materials in indigenous languages.

The advances made in terms of securing agreements with entities of the Ministry of Education means that new spaces are opening for the project. Similarly, the experience of working with the University Cayetano Heredia shows the opportunities offered by the national teachers training program related to the educational reform, which is being implemented by different institutions and NGO's. Given these new openings, there is also an intention to use a renewed funding to work more actively to diffuse the project, using USE's, educational institutions and maybe also NGO's as multipliers. Such a continuation ought therefore not to concentrate solely on methodology development with the same limited set of schools, but should also aim to spread the HRE methodology as it has been developed so far.

The project could also consider ways to organize the teachers who have received training. This could be through creating networks at local or national levels, promoting exchange visits, publishing newsletters, or in other ways. Such work can be complicated because there is a lot of rotation of teachers, as they move or are transferred from one school to another. Nevertheless, this rotation may make it particularly important for teachers to have some kind of continued contact with the project when they change to a new school where there is no knowledge of the project. If such teachers could be given support in making their new knowledge accepted into the new school, they could have a potential as multipliers in this sense.

12.COUNTRY REPORT BRAZIL

The evaluation

The evaluation team for Brzil consisted of Axel Borchgrevink from Norway and Denise Dora of Themis, a local HR NGO focusing on women's rights. In the course of the week from 20.03 to 27.03., we met with project staff and trainers, staff of the Brazilian AI section and of the cooperating NGO CAPEC. We were also able to meet with and observe activities of Themis, FEBEM (agency for abandoned and orphaned children), the Civil Police Academy, student leaders of Anchieta High School, as well as of the Apostolic Fraternity Institute of the Word in Santa Cruz do Sul. Vibeke Eikås of the Program Administration in Norway also took part in most of the meetings of the program.

We would like to thank the project staff for their work in coordinating the evaluation program, as well as for the hospitality and attention we were given after working hours.

The project

The Brazilian AI section had worked with HRE since the mid-eighties, and achieved significant breakthroughs both in working with the police and the school sector before the TFF program started up. The Brazilian project has received TFF funding since 1991 up to the present. The overall aims of the project was to build HR awareness and attitudes among children, youth and police.

The basis of the project may be said to be its pedagogic model, which integrates insights from pedagogy (Freire) and psychology (Piaget, transactional analysis) with HR perspectives. On this basis, HR is integrated into education as a "transversal theme" rather than as a specific discipline or subject. Specific two-day modules have been developed for the different groups of "multipliers" with which the project works: police and various types of educators of children and youth. Even though the level of theoretical reflection is high and apparent, the modules are nevertheless concrete and applicable. This is clear from the uniformly positive responses which the training workshops receive from all forms of target groups.

Training workshops have been held for a wide range of audiences and sectors, over a large area of Brazil. All in all, the project has worked in 13 different states, with units of the civil

and military police, with state and municipal educational authorities as well as with individual schoools, with the agency responsible for abandoned children, with NGOs, church groups, youth leaders, trade unions and newspapers. Thousands of people have been trained anually.

In order to realize such a scale of activities with a minimal project administration, the establishing of partner links with a wide range of institutions has been fundamental. One key partner is CAPEC, an NGO working with HRE. While internal rules mean that AI has limited possibilities for receiving funds from government sources, the collaboration with CAPEC allows for the realization of government funded project activities in the name of this organization. Another key partner organization is IDDH (Instituto da Defensa dos Direitos Humanos), which receives funding from the FAT (Fundo ??? Trabalhadores) for its work with trade union leaders. Apart from this, the project works with some 50 different government and non-governmental entities in various forms of training programs.

In practice, the work proceeds along the following lines: The project manager receives a request for training workshops from an institution. If the request is deemed to be serious, and the institution commits itself to a continuous collaboration and to integrate HR perspectives in its general work, and there is a capacity to respond to the request, a training schedule will be set up. The project manager will assign people from the "resource bank" of skilled facilitators and trainers. This resource bank currently comprises 23 names, plus some persons who can be drawn upon in special cases. Some of the resource people will travel to different states for the workshops, while others will only give training in their own city. Depending on the type of funding for the training activity, the resource people may work voluntary or be paid for the work. Local partner organizations will aid in the practical arrangements for holding the workshops.

The work the project has done with the police seems particularly noteworthy. Cooperation has been established with the military police in seven states, and with the civil police in five states. The project is also starting a new relationship with the federal police, in order to train this agency for its new responsibility of dealing with HR violations by the other police forces. The project has also achieved a good working relationship with the National Secretariat for Human Rights. Through its work with the police, the project has succeeded in having new legislation requiring HR training for police passed and enforced, new internal disciplinary regulations for the police itself, HR modules introduced in police trainings at various levels,

etc. There are various indications attesting to the impact of the project, such as: The decline in HR violations in Rio Grande do Sul where the project has the longest trajectory of working with the police; the clamor for HRE training by different police agencies; the way the Congress of Police Commandants publicly declared the need for continued HRE within the forces in cooperation with AI; the attribution of the decline in violence in Amapá by the governor to the cooperation with AI and CAPEC for the new Community Police Program.

Issues for discussion

<u>Strengths and achievements</u>

The TFF project in Brazil is a success story, both in terms of the scale of its achievements and with respect to the quality of the work done. One of the key factors behind this success is the core group of resource people the project has been able to draw upon. They combine high academic and professional competence with skills in communication, as well as with dedication and seriousness in their work. Related to this professional base is the concept of education which the project has developed. It integrates perspectives of pedagogy, psychology and HR perspectives in a sophisticated and reflexive, yet concrete and applicable way. The overwhelmingly positive respons to the training workshops among very different target groups testifies to the usefulness of this model. Another important factor behind the project's success is the work done by the AI section in the field of HRE before the TFF funding, which meant the project did not start from scratch.

Over the years, the project and the AI section have earned a reputation as a serious and effective HRE organization in wide circles, including governmental sectors. It has also managed to gain acceptance for the importance of HR perspectives within institutions such as the police. Given the traditional opposition to HR perspectives and organizations which existed (and to some degree still persists) in these institutions, this acceptance is no little achievement. It is reflected in the great demands for the training workshops which the project now experiences, from the police and other entities of the Ministry of Justice, from the official educational and social services, as well as from civil society sectors such as NGO's, church organizations, the labor movement, and the media. Indeed, the demand is much greater than what the project can serve, the large scale of its activities notwithstanding.

An important aspect of the project's success is the way it has been able to forge partner links in all these different sectors. The partner entities with which the project has worked, including

government institutions at different levels and the different organizations and bodies of the non-governmental sector, number at least 50 - more if you count for repetition of the parallel institutions in different states. These partner links have helped the fairly minimal project structure realize an extensive work, covering 13 states and a multitude of sectors. By working in partnerships, the project has also been able to promote the integration of HR perspectives within the cooperating institutions.

The scale of the activities realized is impressive. Only the work with the police, which has reached civil and military police forces of 9 states, would put the Brazilian project among the top achievers of the TFF projects. In addition, the project has worked extensively with a wide set of other target groups: Teachers, professionals and other staff in social service and child attending institutions and NGOs, youth leaders, union leaders and journalists. Thousands of people have been trained yearly Moreover, it is important to note that there is a principle of not giving one-off training workshops, but only work with institutions who commit themselves to a continued collaboration.

A final achievement of the project is also a clear indications of how far the project has come in these years: It has managed to gain an impressive acceptance in the form of local fund-raising, at a level which in the final years actually dwarves the amounts of TFF funding. Thus, in 1998, the project was able to raise an amount close to USD 700,000.- in local funds, from the the Ministry of Justice and the Secretariat of Human Rights, from the Department of Children and Adolescents, and from the FAT (Fundo ??? Trabalhadores). Although the project is still dependent on a small TFF funding for core activities (USD 28,000.-), the high level of local funds nevertheless means that the project has come very far in terms of reaching a form of sustainability. It also means that the project has been able to gain a high level of acceptance for the importance of HRE. Moreover, it indicates that the AI section has reached a very strong position in terms of credibility.

Capacity

The project has been able to realize an impressive level of activities. This is no less impressive given the administrative capacity which the project has been able to draw upon. There has been one single project manager for all the practical arrangements, working out of his own appartment. He has been supplemented by voluntary work as well as with a part-time helper paid by personal contributions from the project director and the project manager. While

this has worked in manner up to now, it is clear that with the present scale of activities (as well as with the opportunities for expanding), the danger of exhaustion of key project personnel could be imminent. Further administrative support is sorely needed.

While in no way wishing to diminish the contributions of the project manager, the situation of the project director merits special attention. In addition to this title, he is also chairperson of the Brazilian AI section, as well as the most sought-after lecturer and resource person of the project. From June this year, he will step down as AI chairperson, which should alleviate his burden somewhat. It nevertheless seems useful for the project also to seek further ways of prioritizing the audiences where it is important that he appears, in contrast to those contexts where other resource persons could suffice.

A final capacity problem relates to the "resource bank" of people who can hold training workshops for the project. At present, this counts with 23 "full" members, as well as a number of more loosely related people who can be drawn upon when the need arises. While this number of resource people is sufficient for the present level of activities, the project staff is nevertheless clear in stating that further able persons exist and could be drawn into the project, given a greater administrative capacity. The limitation for responding to the existing demands for HRE training therefore clearly depends on the administrative capacity of the project.

Strategy

The evaluators want to be careful when it comes to finding faults with such a clearly successfull project. Nevertheless, it is clear that the very success of the project poses challenges to the project administration. How do you respond to a demand which is greater than the project is able to serve? In dealing with this number of requests for HRE trainings, the project has developed several criteria for giving priorities. Firstly, it only responds to serious requests, with clear indications of a serious commitment on the part of the requesting institution to integrate HR perspectives into its work. Secondly, it does not give one-off trainings, but only works with institutions which are willing to cooperate in a continuous manner. These criteria are extremely important in order to avoid that institutions use a collaboration with AI for public relations purposes only. Thirdly, to increase impact, the project has decided only to work with multiplicators, and not directly with target groups. Finally, there has been a decision to restrict target groups to police and children/youth.

However, even with these criteria to help select which institutions to work with, the "problem" seems not to be completely solved. On the one hand, the project staff still feels overwhelmed by the demand, does not like to say no because of capacity problems, and fears that too many refusals may give AI a negative reputation. And on the other hand, seen from the outside, the variety of sectors with which the project works – police, public children's institutions, church NGOs, youth groups, women's organizations, union leaders, journalists, etc. – may indicate the absence of a clear strategy for maximizing the use of the project's resources.

We would like to recommend that the project develops a clearer strategy for which sectors it should concentrate its efforts. In this respect, we believe there are two key concerns which should guide this work. Firstly, it is important to concentrate on the sectors where the project has a <u>comparative advantage</u>, that is, where there are no other organizations which could do the same job. With the high respect AI and the project has achieved within police circles, this would seem to be one area where it would be difficult for other NGOs to take over AI's work. Thus, the work with the different branches of the police must be given continued high priority.

And secondly, when deciding on how to allocate the resources of the project, the potential <u>impact</u> of different interventions must be given serious consideration. The Brazilian TFF project is in the enviable position of actually having an impact at a national level in a country as large as Brazil. Yet it is difficult to see that all the components of the project – such as the youth groups, the work with one residential unit for abandoned and orphaned children, or the children's center and occupational school of Santa Cruz – actually contemplate, or have the potential for, an impact at such a larger scale. A common weakness to many NGO projects is that while they do excellent work, they only reach a very limited number of beneficiaries. The Brazilian TFF project ought to avoid this tendency by giving greater priority to the potential impact of the different activities the project must choose between.

We believe that the project is now at a stage where it is useful to pause for a little while from the constant activities, in order to establish a clearer strategy, with set priorities. This may allow a more optimal use of the project's resources. It may also allow the project to move on from a situation where it feels overwhelmed by the demand for its services, and can only

84

struggle to accomodate as many requests as possible. Instead the project could reach the position where activities are initiated on the basis of the project's own plans and strategies, rather than mainly as reactions to external requests.

A set of priorities will of course mean that some sectors and target groups will fall outside of the project's activities. Such a new strategy need not be rigidly and inflexibly carried out – it could still acknowledge the responsibility the project has towards institutions with which it is already cooperating. Thus, there is no need to immediately stop working with institutions falling outside the new criteria. In general, however, the model worked with IDDH may be useful for groups not prioritized. This means that another NGO is trained to be able to give HRE courses to sectors AI decides not to work with directly themselves. In a certain sense, this means training "multiplicators of multiplicators" – in the case of IDDH, training an NGO which will again train further multiplicators in the form of union leaders.

Relationship with Program Administration in Norway

Overall, the relationship with the Norwegain Program Administration has been experienced as very positive. Evidently, the solid reputation of the Brazilian TFF project has meant that the project has been allowed to develop the project on its own terms. In the final year, the project even received funding which basically only covered the the salary of the training coordinator. In the evaluators' opinion, this recognition and confidence by the Program Administration and the Steering Group to a project which by all indications was doing well, is commendable.

The only real item of complaint which the project had towards the Norwegian side, had to do with project visits. In a sense, the project has been "unlucky" in the fact that Brazil has been the beneficiary of OD projects several times, and has therefore received visits from ths back-donor several times. While the visits have been positive in themselves, a common denominator has been a lack of advance warning to allow the small project administration to prepare itself for the visits. The same was the fact for the only previous visit form the Norwegian AI section, as well as in the case of the Mid-Term Evaluation (1994). The visit from the Project Administration was also marred by a lack of seriousness. While project visits are both necessary and important, it should be recognized that they do put a lot of stress and extra work on the project staff, and efforts should be made to ensure that they are realized with a minimal amount of strain.

<u>Future</u>

If the funding from Norway stops this year, the project will have to seek alternative ways of covering its core expenses. While such costs are more difficult to get funded, the project staff nevertheless believes it may be possible through various government sources. But given the AI restrictions on fundraising, however, this would mean that administration of the program would also have to be transferred to CAPEC. A result of this would undoubtedly be that the project became less an AI project and more of a CAPEC project.

We belive, however, that there are good reasons for why the Norwegian section should contiue funding the project if they have the opportunity to do so. Most importantly, because this would secure the continuation of an extremely successful and very important HRE experience. Secondly, it would seem to be to in AI's interest to continue having this project administered in its own name. And thirdly, as AI's funding would mainly go to cover core costs of the programme, while most activities would be financed from local sources, this means that a very large project package "can be had at a very reasonable price".

Nevertheless, it is clear that there is a need to increase the capacity of the project management staff. The project manager needs additional help, as well as office space and facilities. This may allow the project management also to take on additional functions, such as establishing some form of educator's network for those who have been trained by the project. Thus, "the very reasonable price" will by necessity be higher than the minimal amount which the TFF is currently financing.

13.APPENDICES

A) TERMS OF REFERENCE FOR THE EVALUATION

TERMS OF REFERENCE FOR FINAL EVALUATION OF
AMNESTY INTERNATIONAL'S "TEACHING FOR FREEDOM"
HUMAN RIGHTS EDUCATION PROGRAM

1. Project background.

Project context and rationale. The Amnesty International movement decided in their
International Council Meeting (ICM) in 1985 to give more emphasis to Human Rights
Education (HRE) in their overall work, and set out the basic principles for such work. The
capacity and resources available within the movement to take on HRE work increased greatly
through funding from "Operation a Day's Work" (OD) 1990, establishing the HRE program
"Teaching for Freedom" (TFF). The total budget of the TFF is approx.4 mill USD, including
interest, and funds have been allocated to 26 different local projects in the 3rd World since
the beginning of 1991. Many of the projects will phase out in 1997, and most of the remaining
ones in 1998, while only a few will be going into 1999.

The criteria for support from OD is that the projects will promote the development of the
poorest, be aimed at helping young people, and that education is a vital part of each project.

Project description.

The objectives of the TFF is to build human rights awareness, to prevent human rights
violations, to recruit a new generation of human rights activists and to contribute towards a
society where basic human rights are respected. This is being done through the training of
trainers and educators in the formal as well as the informal educational sector, to incorporate
human rights values and issues into the national school curricula, and to produce relevant
HRE material.

HRE is based on the full range of rights as proclaimed by the UN in the UDHR and other UN
thematic documents. HRE is seen as the range of activities specially designed to transmit
awareness and knowledge of HR, to foster values and attitudes that uphold the same rights for
all, to encourage action in defence of these rights.

The TFF local projects are planned and implemented by Amnesty International (AI)

sections/groups in Asia, Africa, the Middle East and Latin America. Separate TFF committees are established by the sections, involving local AI board members as well as outside experts. The program is managed by the Project Administration (PA), hosted by AI Norway in Oslo, on behalf of the AI movement.

The board of AI Norway is the supreme decision-making body, but a separate Steering Group (SG) has been established and delegated the authority to make decisions on behalf of AI Norway?s board. The SG consists of the Chair who is a member of AI Norway's board, the secretary general of AI Norway, as well as a member from Amnesty International?s International Executive Committee and one representative from the International Secretariat in London.

This final evaluation will take place in late 1998. Out of originally 26 local projects, only 9 will be ongoing, while 9 will have completed their final year of funding from OD in 1997. Out of the 8 projects previously phased out of OD funding, only two are not continuing HRE. Five projects will continue into 1999.

2. Purpose of evaluation.

Formal decisions. According to the agreement between AIN and OD, a final evaluation should be undertaken "when the OD resources have been spent". The Steering Group approved a core concept for the evaluation in their November 1996 meeting. The latter half of 1998 is seen as a relevant time for implementation.

Project performance.

A mid-term evaluation was undertaken in 1994, and the following recommendations were given: (abbreviated)

The project organisation in relation to the aims was fairly dysfunctional, which implies either:
- (radical recommendation) *restructuring of structures and positions* or
- (moderate recommendation) *clearer definitions of tasks, roles etc. to make the organisation goal-relevant.*

The moderate recommendation has been carried out.

An internal AI study has been done in 1997 by the Standing Committee on Research and Action (SCRA) on the impact of the TFF on the section/non-section HRE work, the structures

and their development. The study concludes that improvements must take place in the integration between the projects and the sections/non-section structures, that fund-raising for sustainability must be more prominent from the beginning, that self-evaluation methods must be further developed, and that the PA should follow the projects more closely and develop a better sense of cultural sensitivity. New efforts to these effects are being made in the last phase of project implementation.

These two assessments will serve as background for the final evaluation, but the main basic documentation will be the past and present monitoring of the projects through annual reports and accounts, PA field visit reports and the continuous assessment done by the PA and the IS.

Intended use of results.

The results of the final evaluation will serve as a guide and tool for Amnesty International's general HRE work in the future. In particular, it will serve AI Norway in their future HRE program support to sections/non-section structures in the South. It should also serve as a useful instrument for OD and other Norwegian NGOs in their work related to the planning, implementation and follow-up of present and future projects.

3. Scope and methods.

A. Scope.

Ongoing projects which have received OD funds for some years or projects where OD funds have phased out, will be selected for evaluation. Considering that the main perspectives of the final evaluation will be to provide guidance to decision-makers within Amnesty International and Operation a Day's Work, it will focus on the efficiency of the programme, i.e. the ability of the structures to implement the planned project the short-term impact of the projects, i.e. the immediate results of the HRE activities among the target group the aspect of sustainability, i.e. what circumstances have been instrumental for projects that manage to continue their TFF projects after funding from Norway ends

The evaluation will not focus on the financial audit of each project, nor is it the intention of the evaluation to gain insight into educational methods in the different projects. The long-term impact of the project is not within in the scope of the evaluation.

B. Methods.

The evaluation team should concentrate on two methods; key informant interviews and group interviews. The key informants will be the persons in charge of decision-making and implementation of the projects inside the AI structures, but also key persons in the educational system (authorities as well as school personnel), cooperating NGOs and local communities. Group interviews will be conducted among the target groups; children, students, teachers, police officers and other participants in formal and informal HRE training.

Projects to be evaluated should be selected from Africa, Asia and Latin America, and attention should be given to the particular cultural, religious and political situation prevailing in the region/country and to what extent these circumstances have influenced the implementation of the project. Particular methods for collecting the information will be decided by the Evaluation Team. All consultations should be made in a participatory and culturally appropriate manner.

The evaluation will be planned in cooperation with the local projects, making sure that the T.O.R. are well understood and commented by the project structures, that the visits to be made to the projects fit in with their plans, and that resources are available for cost-efficient visits. The T.O.R. will also be submitted to OD for approval prior to implementation of the evaluation. OD will also be informed of the recommended Team Leader and the selected projects.

4. Issues to be covered.

a. *The efficiency of the projects,* i.e. to what extent they have achieved or are likely to achieve its own project objectives, concentrating on

- HR training to primary (trainers/teachers) and secondary (students/local groups/NGOs) target groups
- production of teaching material
- development of HR in curricula

b. *the short-term impact of the projects*, i.e. the immediate output of the activities, concentrating on

level of practical HR related activities in the daily work of the teachers/trainers
use of produced HR material
extent of extra-curricula HR activities among the target groups as a results of the HRE

c. the sustainability of the projects, i.e. the ability to continue the projects after termination of OD funding, concentrating on

> inclusion of HR and HR material in official curricula/teaching plans
> institutional and management capacity
> fund-raising capacity

When looking into these issues, the evaluation team should make efforts to answer questions like:
- Have tasks, roles and responsibilities been given to people (AI and non-AI) with relevant and sufficient competence and resources?
- Have plans been realistic in relation to the human and material resources available for the project?
- Have projects been planned and implemented in accordance with the social and cultural context in which they operate?
- Have the projects changed the attitude and teaching practice of teachers as well as students?
- Have the projects made relevant and sufficient plans for the continuation of activities after OD funding?

In addition, the cooperation and communication between the PA and the projects should be assessed.

5. Evaluation team.
The evaluation team will consist of a Team Leader (TL) for the whole evaluation, plus an evaluator for each region, Asia, Africa and Latin America to be included in the evaluation, four individuals in all. The Team should preferably consist of two men and two women.

The TL should have experience in international cooperation and project implementation as well as evaluation. The TL must speak fluent English, preferably also Spanish or Portuguese. The TL should not be linked to AI in any respect.

The regional evaluators should be native to the region and speak at least one of the local language used in the region. The regional evaluators will only take part in the fields visits, but will act as equal members with the TL during the field visit in the region, participate in the

drafting of the regional report with the TL and approve the final report. The regional evaluators may have association with AI, but should not be involved directly in the project implementation. They should have experience in organisational and project work and have preferably HRE, or at least HR competence.

The TL will finalise the T.O.R. in cooperation with the local projects, the PA and the SG, plan the field visits with the local projects and be responsible for drafting of regional reports in the field. It is the responsibility of the TL to compile the reports and present them to the SG within deadline.

6. Timetable, contract and budget.

The overall time framework of the evaluation is expected to be 4 months, starting no later than August 1, 1998. The actual time worked in carrying out the evaluation is estimated at 8-10 weeks, including two weeks of preparation, four-six weeks of field visits and two weeks of reporting.

A contract between the Team Leader and the SG will be signed, specifying the budget and time framework for the evaluation.

The total costs of the evaluation should be kept within the limit of NOK 250,000 (approx. USD 32,000).

7. Field consultations.

During field visits the following key persons should be consulted:

TFF project employees and TFF decision-making bodies

AI staff/consultants and board/National Council members involved in the project

Principals/headmasters of educational institutions and schools/kindergartens

Co-operating NGOs and non-formal associations/groups

Contact persons in educational authorities/curriculum development

Group interviews should be conducted with:

Primary target groups (teachers/educators/trainers)

Secondary target groups (students/children/local community groups)

The PA, the SG and the International Secretariat of AI will provide information to the Team.

To the extent time allows, information should be collected from independent sources like other NGOs, educational authorities not involved in the project, students and local people who have not been involved in HR training or activities.

8. Reporting.

The report should consist of a summary, a general introduction including the T.O.R., separate regional reports and a general conclusion with recommendations. The report should be prepared in English.

The regional reports should be commented by the local projects in order to avoid factual mistakes, and any disagreement should be noted in the final report. A draft version of the report should be presented to the SG by November 1, the final report by December 1, 1998.

The final report will be submitted to AI Norway, OD, the IS and other AI structures.

"TEACHING FOR FREEDOM"
Project Administration, Oslo
06.02.98

Approved by the SG Nov. 97, by OD 20.02.98
w/comments, revised 10.03.98

B) PERSONS CONSULTED FOR THE COUNTRY STUDIES

Persons consulted in Tunisia

Hechmi Jegham, former chair of AI Tunisia

Moncef Marzouki, former president of the Tunisian HR League

Mohamed Bechri, president of AI Tunisia

Saida Harrathi, member of the HRE Comission of AI Tunisia

Ridha Gouia, former HRE coordinator

Ahmed Karoud, former member of the HRE Comission of AI Tunisia

Belgacem Hassen, inspector of educationan and central for the development of the pedagogical guide

Habib Marsit, former member of the HRE Comission of AI Tunisia

Mouna ???, General Secretary of AI Tunisia

Dalila Mami, HRE coordinator

Mahmoud Ben Romdhan, president of IEC of AI, and former president of AI Tunisia

Rachid Driss, president of the Comité Supérieur des Droites de l'Homme et des Libertés Fondamentales

Najib Ayad, director of the Institut Supérieur des Sciences de l'Education

Taieb Baccouche, president of the Arab Institute for Human Rights

Hassik Ben Ammar, former president of the Arab Institute for Human Rights

Persons consulted in Nepal

Anil Pant, Director AI Nepal

Rameshwar Nepal, Project Coordinator TFF project

Maniram Neupane, Former Project Coordinator TFF project

A.K. Kharel, Inspector General of Police

Training Director Govinda Prasad Thapa, Police National Headquarters

Krishna Pahadi, Chairperson, Human Rights & Peace Society

Gauri Pradhan, President Child Workers in Nepal Concerned Center

Rabindra Regmi, Police Inspector and trainer in police trainings

Chuda Bdr. Shrestha, Superintendent of Police, Police Academy

Bhogendra Shama, Coordinator Centre for Victims of Torture

Umesh Pradhan, Group Convenor AI group 17 (Kathmandu)

Board members AI group 64 (Ratnanagar, Chitwan District)

Trainees from trainings for teachers, women and grassroot elected leaders, Ratnanagar,
        Chitwan District

Mr. Raju Sarkar, AI General secretary and trainer

Bindu Khadka, AI trainer

Indra Neupane, Dep. Superintendent of Police, trainer in police trainings

Training of policemen in Rupandehi district (Bhairahawa) was observed

Persons consulted in South Africa

Paula Soggot, project coordinator

Samkelo Mokhine, presiden, AI South Africa

Emmanual Gummedi, AISA HRE coordinator

Lesley Frescura, Lawyers for Human Rights and Project Steering Committee

Naomi Hill, Nicro and Project Steering Committee

Margaret Auerbach, puppeteer and project resource person

Molathlegi Mashishi, Streetwise

Henie Groenewald, Director of Training, South African Police College

Smittie Botha, Superintendent, South African Police College

Group of trainers, South African Police College

Yoemna Saint, IDASA, Project Steering Committee

Faith Mhlanga, Nicro and project trainer

Mala Naidoo, Lawyers for Human Rights and project trainer

Jennifer Kinghorn, project trainer

Lindiwe Ngwabe, Nicro and project trainer

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Monitors and professionals of FEBEM residential unit, and advisor to the director of FEBEM

Participants and convenors of the HR group of Anchieta High School

Director, pedagogic director and HR trainer of Civil Police Academy of Rio Grande do Sul

Group of students from course for Police Commissioner/Delegate at Police Academy

Leadership and consultants of IFAP – Apostolic Fraternity Instute of the Word

Staff and children of Children's Community Center, the Beatriz school of accelerated classes, and the Crescer Sempre project for vocational training