

EVALUATION OF NINE NON-GOVERNMENTAL HUMAN RIGHTS ORGANISATIONS

**DR. TODD LANDMAN
(UNIVERSITY OF ESSEX)**

**MS. MEGHNA ABRAHAM
(UNIVERSITY OF ESSEX)**

IOB Working Document | February 2004

PREFACE

The Dutch policy on human rights assigns an important role to human rights organisations in pursuing and ensuring respect for human rights. Therefore, over the last decade institutional or programmatic support has been granted to a number of international non-governmental organisations. The support for the nine highest recipients totalled € 5.3 million from 1997 to 2001.

In the first months of 2003 the performance of these nine organisations was assessed. This is one of the sub-studies of an overall IOB evaluation of Dutch policy in the field of human rights. The aim of the sub-study was to gauge the efficiency, effectiveness and relevance of each organisation in carrying out its work. To this end, an evaluation framework was designed, consisting of a general section, a section on international advocacy work, a section on publications and information and a section on one specific programme of activities.

The evaluation shows that all organisations have engaged in successful international advocacy and issued a number of high quality publications. In addition, all organisations could document successes of the specific programme that was evaluated. In other words, the organisations operated efficiently and effectively. However, there is still room for improvement, especially in the field of monitoring and evaluation practices including the development of tangible indicators for measuring impact. Hopefully this evaluation and the discussions on its results will assist the organisations in developing or enhancing these practices.

IOB evaluator Marijke Stegeman is responsible for the overall human rights policy evaluation. The sub-study presented here on the performance of international human rights organisations was carried out by Dr. Todd Landman and Ms. Meghna Abraham of the University of Essex. Research assistant Ms. Helene Pulles assisted in preparing the documentation for the evaluation. The responsibility for the contents of the report remains with the authors. The report is published in the IOB series “working documents” that consists of studies which are of interest to a broader public.

Rob D. van den Berg
Director Policy and Operations Evaluation Department
(IOB)

ACKNOWLEDGEMENTS

Dr. Todd Landman (Project Leader) and Ms. Meghna Abraham (Research Officer) would like to thank the key individuals at the nine NGOs evaluated in this report for their openness, candid discussions, and generous hospitality while we carried out our visits, as well as the speed and thoroughness with which they responded to our many difficult questions. These individuals include Antoine Bernard, Alexa Leblanc, Catherine François, and Julianne Falloux (FIDH), Andrew Puddephatt, Toby Mendel, Peter Noorlander, and Julia Apostle (Article 19), Ahmed Othmani, Barbara Liaras, Marc Laroche, and Paul English (Penal Reform International), David Ould, Mary Cuneen, and Jonathan Blagbrough (Anti-Slavery International), Jonathon Wood, Ernst Lueber, Federico Andreu (International Commission of Jurists), Claire Thomas, Mark Lattimer (Minority Rights Group), Aaron Rhodes, Maria Kolb, Brigitte Dufour, Paula Tscherne-Lempiaainen (International Helsinki Federation for Human Rights), Morris Tidball-Binz, Marianne Berndtsson, Franziska Surber, Clément Patient (International Service for Human Rights), Eric Sottas, Michael Anthony, Anne-Laurence Lacroix (World Organisation Against Torture).

TABLE OF CONTENTS

<i>Preface</i>		iii
<i>Acknowledgements</i>		v
<i>Tales and boxes</i>		xi
<i>Acronyms used in the report</i>		xiii
1	MAIN FINDINGS	1
1.1	Introduction	1
1.2	Main findings	1
2	OBJECTIVES AND APPROACH	5
2.1	Background to the evaluation	5
2.2	Scope of the evaluation	5
2.3	Design of the evaluation	7
2.4	General evaluation	9
2.4.1	Substantive content	9
2.4.2	Main activities and output	10
2.4.3	Management and structure	11
2.4.4	Finance	11
2.4.5	General evaluative statement	11
2.5	International advocacy	12
2.6	Publications and information	12
2.7	Specific programme	12
2.8	Summary	13
3	THE ASSESSMENT AND PERFORMANCE EVALUATION OF EACH ORGANISATION	15
3.1	Slavery International (ASI)	15
3.1.1	General evaluation	15
3.1.1.1	Substantive content	15
3.1.1.2	Main activities and output	16
3.1.1.3	Management and structure	18
3.1.1.4	Finance	18
3.1.1.5	General evaluative statement	19
3.1.2	International advocacy	20
3.1.2.1	Descriptive analysis	20
3.1.2.2	Evaluative statement	21
3.1.3	Publications and information	22
3.1.3.1	Descriptive analysis	23
3.1.3.2	Evaluative statement	23
3.1.4	Child Domestic Labour Programme	23
3.1.4.1	Descriptive analysis	24
3.1.4.2	Evaluative statement	25
3.1.5	Summary	26
3.2	Article 19 – International Centre Against Censorship	28
3.2.1	General evaluation	28
3.2.1.1	Substantive content	28
3.2.1.2	Main activities and output	28
3.2.1.3	Management and structure	30
3.2.1.4	Finance	31
3.2.1.5	General evaluative statement	31

3.2.2	International advocacy	32
3.2.2.1	Descriptive analysis	32
3.2.2.2	Evaluative statement	33
3.2.3	Publications and information	33
3.2.3.1	Descriptive analysis	33
3.2.3.2	Evaluative statement	34
3.2.4	Law Programme	34
3.2.4.1	Descriptive analysis	34
3.2.4.2	Evaluative statement	38
3.2.5	Summary	39
3.3	Fédération Internationale des Ligues des Droits de l'Homme (FIDH)	41
3.3.1	General evaluation	41
3.3.1.1	Substantive content	41
3.3.1.2	Main activities and output	42
3.3.1.3	Management and structure	43
3.3.1.4	Finance	44
3.3.1.5	General evaluative statement	44
3.3.2	International advocacy	46
3.3.2.1	Descriptive analysis	46
3.3.2.2	Evaluative statement	47
3.3.3	Publications and information	47
3.3.3.1	Descriptive analysis	47
3.3.3.2	Evaluative statement	48
3.3.4	Observatory for human rights defenders	48
3.3.4.1	Descriptive analysis	48
3.3.4.2	Evaluative statement	50
3.3.5	Summary	51
3.4	International Commission of Jurists (ICJ)	53
3.4.1	General evaluation	53
3.4.1.1	Substantive content	53
3.4.1.2	Main activities and output	54
3.4.1.3	Management and structure	56
3.4.1.4	Finance	57
3.4.1.5	General evaluative statement	58
3.4.2	International advocacy	59
3.4.2.1	Descriptive analysis	59
3.4.2.2	Evaluative statement	59
3.4.3	Publications and information	60
3.4.3.1	Descriptive analysis	60
3.4.3.2	Evaluative statement	60
3.4.4	Challenging Impunity Programme	62
3.4.4.1	Descriptive analysis	62
3.4.4.2	Evaluative statement	64
3.4.5	Summary	65
3.5	International Helsinki Federation for Human Rights (IHF)	66
3.5.1	General evaluation	66
3.5.1.1	Substantive content	66
3.5.1.2	Main activities and output	66
3.5.1.3	Management and structure	67
3.5.1.4	Finance	68
3.5.1.5	General evaluative statement	68
3.5.2	Publications and information	69
3.5.2.1	Descriptive analysis	69

3.5.2.2	Evaluative statement	70
3.5.3	International Advocacy Programme	70
3.5.3.1	Descriptive analysis	70
3.5.3.2	Evaluative statement	73
3.5.4	Summary	74
3.6	International Service for Human Rights (ISHR)	75
3.6.1	General evaluation	75
3.6.1.1	Substantive content	75
3.6.1.2	Main activities and output	75
3.6.1.3	Management and structure	76
3.6.1.4	Finance	77
3.6.1.5	General evaluative statement	77
3.6.2	International advocacy	78
3.6.2.1	Descriptive analysis	78
3.6.2.2	Evaluative statement	80
3.6.3	Publications and information	81
3.6.3.1	Descriptive analysis	81
3.6.3.2	Evaluative statement	82
3.6.4	Human rights Defenders Programme	82
3.6.4.1	Descriptive analysis	82
3.6.4.2	Evaluative statement	83
3.6.5	Summary	84
3.7	Minority Rights Group (MRG)	86
3.7.1	General evaluation	86
3.7.1.1	Substantive content	86
3.7.1.2	Main activities and output	86
3.7.1.3	Management and structure	87
3.7.1.4	Finance	88
3.7.1.5	General evaluative statement	89
3.7.2	International advocacy	89
3.7.2.2	Descriptive analysis	89
3.7.2.2	Evaluative statement	91
3.7.3	Publications and information	92
3.7.3.1	Descriptive analysis	92
3.7.3.2	Evaluative statement	93
3.7.4	Roma Programme	93
3.7.4.1	Descriptive analysis	93
3.7.4.2	Evaluative statement	97
3.7.5	Summary	98
3.8	Organisation Mondiale Contre la Torture (OMCT)	100
3.8.1	Overview of the organisation	100
3.8.2	Urgent Campaigns Programme	102
3.8.2.1	Substantive content	102
3.8.2.2	Main activities and output	102
3.8.2.3	Evaluation and monitoring	104
3.8.2.4	Finance	106
3.8.2.5	Evaluative statement	106
3.8.3	Summary	108
3.9	Penal Reform International (PRI)	109
3.9.1	General evaluation	109
3.9.1.1	Substantive content	109
3.9.1.2	Main activities and output	110
3.9.1.3	Management and structure	111

3.9.1.4	Finance	112
3.9.1.5	General evaluative statement	113
3.9.2	International advocacy	114
3.9.2.1	Descriptive analysis	114
3.9.2.2	Evaluative statement	115
3.9.3	Publications and information	115
3.9.3.1	Descriptive analysis	115
3.9.3.2	Evaluative statement	116
3.9.4	Rwanda Programme	117
3.9.4.1	Descriptive analysis	117
3.9.4.2	Evaluative statement	120
3.9.5	Summary	121
4	GENERAL OBSERVATIONS AND CONCLUSIONS	123
4.1	General evaluation	123
4.1.1	Substantive content	123
4.1.2	Main activities and output	124
4.1.3	Management and structure	124
4.1.4	Finance	124
4.2	International advocacy	125
4.3	Publications and information	125
4.4	Specific programmes	126
4.5	Overall summary	126

ANNEXES

Annex 1	Terms of reference	131
Annex 2	Background information on the evaluation team	149
Annex 3	List of questions used in the evaluation	153
Annex 4	External feedback questionnaire	157
Annex 5	Letter to international bodies and experts	161
Annex 6	List of documents supplied by the organisations	165

TABLES AND BOXES

TABLES

Table 2.1.1	Human rights organisations in the evaluation	6
Table 2.1.2	Template for summary of evaluation	13
Table 3.1.1	Income and expenditure for Anti-Slavery International	19
Table 3.1.2	ASI Submissions to the Working Group on Contemporary Forms of Slavery	21
Table 3.1.3	Summary of evaluation for Anti-Slavery International	27
Table 3.2.1	Income and expenditure for Article 19	31
Table 3.2.2	Article 19 submissions to UN Human Rights Committee	33
Table 3.2.3	Summary of evaluation for Article 19	40
Table 3.3.1	Income and expenditure for FIDH	44
Table 3.3.2	Summary of evaluation for FIDH	52
Table 3.4.1	Income and expenditure for ICJ	57
Table 3.4.2	Summary of evaluation for ICJ	65
Table 3.5.1	Income and expenditure for IHF	68
Table 3.5.2	Summary of evaluation for IHF	74
Table 3.6.1	Income and expenditure for ISHR	77
Table 3.6.2	Number of participants in ISHR GTC	80
Table 3.6.3	Summary of evaluation for ISHR	85
Table 3.7.1	Income and expenditure for MRG	88
Table 3.7.2	Participants in the MRG Minority Advocates Training Programme	90
Table 3.7.3	Summary of MRG Roma Programme	96
Table 3.7.4	Summary of evaluation for MRG	99
Table 3.8.1	Summary of OMCT Urgent Campaigns Programme	103
Table 3.8.2	Income and Expenditure for OMCT Urgent Campaigns Programme	106
Table 3.8.3	Summary of evaluation for OMCT Urgent Campaigns Programme	108
Table 3.9.1	Total PRI staff members by office	112
Table 3.9.2	Income and expenditure for PRI	112
Table 3.9.3	Summary of evaluation for PRI	122

BOXES

Box 3.1.1	Major successes for Anti-Slavery International	20
Box 3.1.2	Main publications under ASI's Child Domestic Labour Programme	24
Box 3.2.1	Publications produced under Article 19's Law Programme	36
Box 3.4.1	ICJ country, regional, and issue specific publications	61
Box 3.4.2	<i>Amicus curiae</i> briefs filed by the ICJ	64
Box 3.6.1	ISHR's seven guiding principles	75
Box 3.6.2	Human Rights Defenders Office (HRDO) key publications	82
Box 3.7.1	MRG reports	92
Box 3.9.1	PRI info pack on alternatives to imprisonment	116

ACRONYMS USED IN THE REPORT

ACHPR	African Charter of Human and People's Rights
ART19	Article 19
ASI	Anti-Slavery International
AU	African Union (formerly the Organisation for African Unity)
BHRN	Balkan Human Rights Network
CEJIL	Centre for Justice and International Law
CIJL	Centre for the Independence of Judges and Lawyers (ICJ)
CIS	Commonwealth of Independent States (of the Former Soviet Union)
COE	Council of Europe
DFID	Department for International Development (UK)
ECOSOC	Economic and Social Council (UN)
ECPAT	Network of organisations and individuals working for the elimination of child prostitution, child pornography and trafficking of children for sexual purposes
EU	European Union
FCO	Foreign and Commonwealth Office (UK)
FEDEFAM	Federación Latinoamericana de Asociaciones de Familiares de Detenidos-Desaparecidos (Latin American Federation of Associations of Families of the Detained and Disappeared)
FIDH	Fédération Internationale des Ligues des Droits de l'Homme (International Federation for Human Rights)
GTC	Geneva Training Course (ISHR)
HRDO	Human Rights Defenders Office (ISHR)
IACHR	Inter-American Commission on Human Rights
IBRD	International Bank for Reconstruction and Development
ICC	International Criminal Court
ICCB	International Catholic Child Bureau
ICCP	UN International Centre for Crime Prevention
ICESCR	International Covenant on Economic, Social, and Cultural Rights
ICJ	International Commission of Jurists
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the Former Yugoslavia
IFIs	International Financial Institutions
IGO	Inter-Governmental Organisation
IHF	International Helsinki Federation for Human Rights
ILO	International Labour Organisation
ILO-IPEC	International Programme on the Elimination of Child Labour
IMF	International Monetary Fund
INGO	International Non-Governmental Organisation
INTRINSIC	Individual and Networked Training for Roma in National Settings and International Co-operation (MRG)
ISHR	International Service for Human Rights
MAMIE	Mentoring and Mediators in Education (MRG)
MAP	Mentoring Advice Pack (MRG)
MENA	Middle East and North Africa (Article 19)
MRG	Minority Rights Group
NGO	Non-Governmental Organisation
NIS	Newly Independent States (of the former Soviet Union)
NORAD	Norwegian Agency for Development Co-operation

NOVIB	Oxfam Netherlands
OAS	Organisation of American States
OAU	Organisation for African Unity (now African Union)
OECD	Organisation for Economic Co-operation and Development
OMCT	Organisation Mondiale Contre la Torture
OSCE	Organisation for Security and Cooperation in Europe
PASSPORT	Personal Assisted Strategies for a Structured Programme of Opportunities for Roma Trainees (MRG)
PHARE	Pologne-Hongrie: Actions pour la Réconversion Economique
PRI	Penal Reform International
QUANGO	Quasi-autonomous Non-Governmental Organisation
RADDHO	Rencontre Africaine Pour la Défense des Droits de l'Homme
RIPPLE	Roma Influence on Policy and Practice in Localities in Central and Eastern Europe (MRG)
ROMASEE	Roma in Southeast Europe (MRG)
SIDA	Swedish International Development Agency
SOS-Torture	260 organisations fighting torture (OMCT) network
SR	Special Rapporteur
SRSG	Special Representative of the Secretary General
TACIS	Technical Assistance to the Commonwealth of Independent States (EU)
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UNICEF	United Nations Children's Fund
UNISON	Public Service Union (UK)
WAO-Afrique	World Association for Orphans: Africa's section
WTO	World Trade Organisation

1 MAIN FINDINGS

1.1 Introduction

In Dutch policy documents an important role is assigned to human rights organisations in the promotion of human rights. They are considered to play an important role in pursuing and ensuring respect for human rights. Since 1993 four organisations have received institutional support. The most important reason for granting this kind of support was the opportunity it afforded to start an intensive dialogue with the organisations and to foster a long-term approach. In the 1990s the number of organisations that received core funding gradually increased to seven. In addition, two organisations have received substantial programmatic support. In the period 1997 up to 2001 all nine organisations together received EUR 5.3 million. This evaluation aims at gauging the efficiency, effectiveness and relevance of each of these organisations in carrying out its work in the field of human rights. Despite the very different target areas of the NGOs, all engage in similar sets of activities to realise their main aims and objectives. A standard evaluative framework was applied that consists of five sections: a general section on each organisation, which includes an assessment of its substantive content, main activities and output, management and structure, and finance; a section on its international advocacy work; a section on publications and information; a section on one specific programme of activities, and a summary of the evaluative statements across all dimensions of performance.

1.2 Main findings

All of the organisations have a clear set of aims and objectives

All the information and documentation provided by the organisations contained precise and transparent statements about their aims and objectives, historical evolution, and relationship with the larger struggle for human rights. Their mandates vary from very broad aims to promote and protect all human rights found in the Universal Declaration of Human Rights (e.g. FIDH), to the struggle for better protection of a discrete set of human rights, such as freedom of expression and freedom of information (e.g. Article 19).

All the organisations have a wide range of activities and output

In seeking to realise their aims and objectives, all the organisations pursue a variety of activities and produce many different kinds of output. The activities include international standard setting, international and local advocacy, capacity building for local NGOs, legal analysis, provision of accurate and up to date information (books, handbook and manuals, press releases and appeals, and in-depth reports), training, and the provision of technical assistance and services. Direct or indirect indicators for the output from these activities include new international and domestic laws, quantity

of submissions to international fora, growth and activity of partner NGOs, quantity of legal analyses and briefs, the quantity and circulation of publications, number and size of training courses, and various performance indicators for technical assistance programmes.

All the organisations have been able to maintain their independence

Vis à vis donors, governments, and IGOs all organisations maintained their independence, but the international advocacy work of some organisations and technical assistance projects of others have started to transform them from NGOs into QUANGOs.

Models of management and structure vary widely

No one organisational model or structure prevails across the organisations. Some have loose federated structures (e.g. FIDH and IHF), while others have more centralised structures (e.g. ISHR and PRI). In their relations with partners, some organisations prefer to maintain a dominant position (e.g. Article 19), others prefer to maintain an equal partnership (e.g. ASI), while still others prefer to develop the capacity of local partners and then withdraw (e.g. PRI). With the exception of Article 19 and ISHR, most of the organisations have shown an increase in the number of staff over the evaluation period, while staff turnover itself was highest in the ICJ and lowest in the IHF. Moreover, it was generally seen that good internal feedback mechanisms, consultations and planning meetings were most directly related to the achievement of aims and objectives.

Financial difficulties are common across all organisations

Non-profit organisations such as those in this evaluation work within a highly competitive market for funding from a variety of donors and carry out their operations across a variety of different currencies. Although the organisations showed reasonably healthy financial growth and development over the period of the evaluation, all of them with the exception of PRI had one or more years in which there was a significant deficit between income and expenditure, either for the organisation as a whole or for the funded programme, in the case of OMCT. With the exception of IHF, most of these organisations have managed to put systems in place to alleviate these deficits, although an over-reliance on reserves to cover them may undermine their long-term sustainability. While all of the organisations plan to have at least six months reserves, reserves for the evaluation period ranged between three months and one year.

All the organisations demonstrated efficiency and effectiveness. Relevance in terms of their contribution to the improvement of the human rights situation could be demonstrated to a lesser extent

All the organisations strive to achieve their main aims and objectives in an efficient and cost-effective manner. Over the period, all the organisations have maintained their overheads between nine and thirteen percent of total expenditure. Initial delays and organisational problems in running projects were generally dealt with in an expedient and reflective fashion, demonstrating the capacity for organisational learning. While all the organisations variously demonstrate their ability to realise their aims and objectives, not all were able to provide direct evidence of the impact of their work. This is mainly due to the multivariate causes of changes in the human rights situation, but also due to the wide range of activities that the organisations carry out and the absence of reflection on gathering tangible indicators of impact in their area of work.

All the organisations have engaged in successful international advocacy

All the organisations were able to document the degree to which their international advocacy activities had a role in the adoption of new international and domestic standards for the protection of human rights (e.g. minority rights, new definitions of modern forms of slavery); new or enhanced international mechanisms for the protection of a subset of human rights (e.g. UN SRSG on human rights defenders and the Special Unit in the IACHR, Working Group on Minority Rights); direct support for the functioning of new human rights mechanisms (e.g. the SR on Prisons and Conditions of Detention in the ACHPR); and in some cases, the release of victims of human rights abuses through urgent appeals and direct campaigning (e.g. OMCT). All the organisations are conscious that their activities alone do not contribute solely to these important outcomes, but that in combination with many other factors, they acknowledge their role in bringing about change.

All the organisations have an active policy of publications and information

All the organisations produce a wide range of publications and updated information related to their specific area of work in human rights. Output varies according to the different mandates and focus of activities. Some produce definitive handbooks on their specific area of work, such as PRI's *Making Standards Work*, Article 19's *Virtual Freedom of Expression Handbook*, ASI and MRG's *The International Labour Organisation: A Handbook for Minorities and Indigenous Peoples*, and ASI's *Child Domestic Workers: A Handbook for Research and Action*. Others produce annual reports, such as ICJ's *Attacks on Justice*, IHF's *Annual Reports on OSCE countries*, and FIDH/OMCT's *Annual Reports on human rights defenders*. Others produce thematic or issue-specific reports, such as MRG's *Afro-Brazilians: The Time for Recognition*, ASI's *Human Traffic*, *Human Rights: Redefining Victim Protection*, and ICJ's *Terrorism and Human Rights*. The publications also vary from those that are meant for specialised legal audiences (e.g. Article 19 and ICJ) to those that are accessible to a general audience (e.g. MRG, PRI, and FIDH). Finally, all the organisations provide up to date information on their areas of work, and provide

information available on their web-sites, where the most comprehensive are those developed by the ICJ (especially the legal resource centre), Article 19, MRG, ASI, and OMCT (especially the urgent appeals information).

All organisations could document that the selected specific programme was efficient, effective and relevant

All the organisations were able to provide macro and micro indicators of efficiency, effectiveness and relevance for the selected specific programmes. Macro indicators includes the adoption of new standards with which the organisations had a key role, awareness raising of their specific area of work, and capacity building of their partner organisations. Micro indicators of success included the completion of training programmes to deadline, increased beneficiaries from technical assistance programmes, and release of victims of human rights abuse.

Those organisations most conscious of outputs, outcomes, and impact were better prepared for the evaluation

The level of preparedness for the evaluation reflected both a general organisational consciousness about the need to identify specific outputs, outcomes, and impact of projects and programmes, and the organisation's extant evaluation procedures. MRG had the most comprehensive systems of evaluation across all its activities, followed in no particular order by ASI, PRI, and FIDH. Despite the differences in preparedness, all the organisations found the evaluation challenging, useful, and rewarding and noted that having full procedures in place would divert resources away from carrying out direct activities.

2 OBJECTIVES AND APPROACH

2.1 Background to the evaluation

The assessment and performance evaluation applies standard social scientific evaluation tools to produce a systematic accountability study of nine human rights non-governmental organisations (NGOs) in receipt of funds from the Ministry of Foreign Affairs of the Netherlands over the period 1997-2001. Its main aim is to provide comparative measures and assessments of the NGOs to be fed back into the larger foreign and human rights policy of the Dutch Government. The Ministry of Foreign Affairs of the Netherlands has allocated between € 250,000 and € 597,000 per organisation for either core funding (seven NGOs) or programme support (two NGOs).

It is the aim of this project to gauge the *efficiency, effectiveness, and relevance* of each organisation in carrying out its work in the field of human rights. Taken together, effectiveness, efficiency, and relevance comprise the overall *utility* of the organisation in its human rights work. Even though each NGO pursues different aims and objectives ranging from the prevention of torture to the rights of minorities, the comparative assessment and performance evaluation of each will provide useful accountability information and 'stock taking' for planning and policy purposes.

To that end, the project designed a standard evaluative framework and applied it to each of the nine organisations. The framework consists of five sections: (1) a general section on each organisation, which includes an assessment of its *substantive content, main activities and output, management and structure, and finance*; (2) a section on its *international advocacy work*, with particular focus on one international forum; (3) a section on *publications and information*; (4) a section on a *specific programme* of activities, and (5) a *summary* of the evaluative statements across all dimensions of performance.

Such an assessment is in keeping with the overall desirability for implementing good governance in all aspects of human rights policy. The commitment of the Dutch Government to the promotion and protection of human rights has been laid out in its policy documentation since 1979, which was followed further by its more strategic and targeted funding of human rights NGOs in the 1990s. This sub-study on the effectiveness and performance of funded NGOs forms part of an overall assessment of Dutch human rights policy (see terms of reference in Annex 1).

2.2 Scope of the evaluation

Evaluations were carried out on nine human rights organisations in receipt of funding from the Dutch Foreign Ministry. The evaluations were carried out between January and May 2003. All nine organisations cooperated fully with the demands of the evaluation; however, some organisations were better prepared and required less

follow-up contact than others. Table 2.1.1 lists the organisations, their particular sub-programmes, and the total funding provided by the Dutch Foreign Ministry for the period 1997-2001. Despite the very different target areas of these nine NGOs, all engage in similar sets of activities to realise their main aims and objectives, including lobbying in international fora, strengthening 'trans-national advocacy networks',¹ international and domestic capacity building, monitoring violations, setting standards, education and training, and publications and information. Many of them form linkages and networks with each other, as in the case of the link between the International Federation for Human Rights (FIDH) and the World Organisation Against Torture (OMCT), while many have worked together less formally in releasing joint press statements and making oral and written interventions in prominent international human rights fora.

Table 2.1.1 Human rights organisations included in the evaluation: 1997-2001 in EURO

Name of organisation	Sub-programme evaluated	Funding
Anti-Slavery International (ASI) www.antislavery.org	Child Domestic Labour	250,000
Article 19 www.article19.org	Law Programme	597,000 (core funding) 61,000 (Albania project)
Fédération Internationale des Ligues des Droits de l'Homme (FIDH) www.fidh.org	Observatory for human rights defenders	315,000
International Commission of Jurists (ICJ) www.icj.org	Combating Impunity Programme	894,000
International Helsinki Federation www.ihf-hr.org	Advocacy Programme	426,000
International Service for Human Rights (ISHR) www.ishr.ch	Human Rights Defenders Programme	290,000
Minority Rights Group (MRG) www.mrg.org	Roma Programme	432,000
Organisation Mondiale Contre la Torture (OMCT) www.omct.org	Urgent Campaigns Programme	379,000
Penal Reform International www.penalreform.org	Rwanda Programme	340,000 (core funding) 1,300,000 (country programmes)
Total Dutch Funding		5,284,000

[†] Owing to comprehensive organisational changes, the period 2000-2002 was evaluated

[‡] The evaluation only covers the Urgent Campaigns Programme

¹ Keck, M. and Sikkink, K. (1998a) 'Transnational Advocacy Networks in the Movement Society' in D. S. Meyer and S. Tarrow (eds) *The Social Movement Society: Contentious Politics for a New Century*, Lanham: Rowman & Littlefield Publishers, pp. 217-238; Keck, M. and Sikkink, K. (1998b) *Activists beyond Borders: Advocacy Networks in International Politics*, Ithaca, NY: Cornell University Press; T. Risse, T., Ropp, S. C. Sikkink, K. (eds) *The Power of Human Rights: International Norms and Domestic Change*, Cambridge: Cambridge University Press.

There were three exceptions to the general evaluation framework. First, owing to comprehensive organisational changes undertaken at the International Commission of Jurists (ICJ) in Geneva (including the appointment of a new Secretary General in 2001), the ICJ evaluation primarily covers the period 2000-2002. Second, since the Dutch Foreign Ministry only funds the Urgent Campaigns sub-programme of the World Organisation Against Torture (OMCT) the evaluation was only carried out on that programme. Third, since the specific programme of the International Helsinki Federation evaluated was the International Advocacy Programme, that section and the one on international advocacy have been combined (see section 2.5.3).

In addition, it must be noted that given the significant differences between the organisations both in terms of their aims and objectives and their structure, the evaluation assesses each organisation *qua* organisation, and does not seek to make larger inferences by comparing the organisations to each other. Where appropriate the evaluation makes comparisons to aid the reader in clarifying the evaluative statements (see in particular Section four of the report).

2.3 Design of the evaluation

The evaluation concentrated on the link between the concrete activities of the organisations and the realisation of their aims and objectives. It sought to apply the logic of inference from systematic analysis in the social sciences and gathered meaningful, reliable, and valid indicators on organisational effectiveness and efficiency.² The logic of inference in this case is one that remains sceptical of claims about efficiency, effectiveness, and relevance of the organisations until supported through the presentation of the best available evidence. Indicators for measuring efficiency, effectiveness and relevance were derived from the following questions that provided the guiding framework for the evaluation:

Efficiency:

1. How adequately are resources (input) used to realise the activities (output)?
2. How does the organisation monitor its activities?

Effectiveness:

1. To what extent have the activities that were carried out (output) contributed to the realisation of the organisation's (or sub-programme's) specific objectives (outcome)?
2. Were the aims and objectives of the organisation (and its sub-programme) realistic, well targeted and precise?
3. Were the aims and objectives achievable in the time frame considered in the planning documents?
4. How did the organisation operationalise its objectives?
5. How did the organisation monitor the achievement of the objectives?

² See Rossi, P. H. and Freeman, H. E. (1993) *Evaluation: A Systematic Approach*, 5th edition, London: Sage; King, G., Keohane, R. O., and Verba, S. (1994) *Designing Social Inquiry: Scientific Inference in Qualitative Research*, Princeton: Princeton University Press; Landman, T. (2003) *Issues and Methods in Comparative Politics: An Introduction*, 2nd Edition, London: Routledge.

Relevance:

1. What kind of macro-indicators of success and impact can the organisation document?
2. What kind of micro-indicators of success and impact can the organisation document?
3. Can the organisation cite any failures and how did it respond to them?

These questions across the categories of efficiency, effectiveness, and relevance address key dimensions of any assessment and evaluation framework, while the answers provided by the organisations help demonstrate the direct link between their main activities and the achievement of their aims and objectives. A full listing of all questions and sub-questions is provided in Annex 3.

In general, all organisations have a set of defined aims and objectives and a strategy for realising them given the natural existence of constraints on resources. Organisation aims and objectives should be clearly specified in their documentation. Strategies and activities should be clearly specified, including completed projects, ongoing projects, and future projects. The organisation should be able to summarise how it carries out its work and how it realises its aims and objectives through specific activities. Finally, and most importantly for any rigorous evaluation, the organisation should be able to supply documentation and evidence that its specific activities have achieved their aims and objectives. This third question generally proved to be the hardest for the organisations to answer.

But it is important to note that not all organisations are the same and within the non-governmental human rights sector this is especially the case. While human rights NGOs carry out specific and targeted activities, which can achieve immediate and long-term goals, establishing a direct link between their work and the improvement of human rights (i.e. a true measure of successful performance) presents a difficult challenge for any evaluation. The variable promotion, protection, and progressive realisation of human rights involves complex multivariate causal chains of inference, where the contribution of any one human rights NGO in the improvement of the situation is difficult if not impossible to disentangle.³

On a more narrow and incremental level, however, direct lobbying, standard setting, and interventions can produce tangible results, such as a draft resolution, declaration, or new international law. Organisations that carry out training programmes can cite the number of individuals that participated and can demonstrate the effectiveness of their training programmes through feedback reports and external evaluations. And organisations involved in technical assistance programmes can cite numerous indicators of success across a range of projects that have discreet and measurable outcomes.

³ Welch, C. (2001: 2) 'Introduction' in C. Welch (ed) *NGOs and Human Rights: Promise and Performance*, Philadelphia: University of Pennsylvania Press; Landman, T. (2001) 'Measuring Human Rights and the Impact of Human Rights Policy' paper presented at the Human Rights Impact Assessment Seminar, Brussels, November; Radstaake, M. and Bronkhorst, D. (2002) *Matching Practice with Principles, Human Rights Impact Assessment: EU Opportunities*, Humanist Committee on Human Rights, Utrecht, Netherlands.

Thus, rather than focussing exclusively on the improvement of the human rights situation 'on the ground', the evaluation adopted the operative position that efficiency and effectiveness mean 'achieving the maximum results from the resources invested'.⁴ In this way, the evaluation can demonstrate the variable success of an organisation, which can be documented to a greater or lesser degree. It can also show that with the appropriate procedures in place, the organisation cannot only document success, but enhance its effectiveness in the long run. Since human rights organisations vary greatly in their aims and objectives and strategies for action, such documentation and evidence of success will naturally vary accordingly.

Using various sub-questions as a foundation, the evaluation framework was designed to address all aspects of work of the organisation. The framework consists of five sections: (1) a general section on each organisation, which includes an assessment of its *substantive content, main activities and output, management and structure, and finance*; (2) a section on its *international advocacy work*, with particular focus on one international forum; (3) *publications and information*; (4) one *specific programme* of activities, and (5) a *summary* section. The general section concludes with a general evaluative statement for the organisation, while the remaining sections present a *descriptive analysis* and an *evaluative statement*. Each chapter concludes with a *summary* section that contains a table of highlights and weaknesses and assessments of efficiency, effectiveness, and relevance for the preceding four sections of the evaluation.

These different aspects formed the basis for the overall evaluation of each organisation and were considered general enough to apply to the broad range of organisations that were evaluated. The evidence used for the evaluation included documentation, publications, reports, materials from interviews with key personnel, and external feedback from an evaluation questionnaire sent to third parties who work or have worked with the organisations (see Annex 4) and contact with experts within key international fora for the promotion and protection of human rights (See Annex 5). Such external feedback included between five and fifteen respondents from partner NGOs, NGOs not associated but familiar with the nine organisations under review, and key personnel from IGOs.

Taken together, the evaluation combines a general statement on organisational efficiency, effectiveness, and relevance with more specific performance statements on key dimensions of the organisations' work. The meaning and details of these different aspects of performance are now considered in turn.

2.4 General evaluation of the organisation

2.4.1 Substantive content

This aspect of the organisation includes its main aims and objectives. The evaluation examined the main historical developments of the organisation to see how the aims

⁴ Welch 2001, p. 12.

and objectives emerged as priority areas. It looked at the specific objectives of the organisation and to see if these were the product of decisions within the organisation, influenced by external bodies such as international advisory boards and partner NGOs, or were areas of interest in which funding had become available.

The evaluation examined the degree to which the aims and objectives are mandated in a rigid fashion or could be interpreted more broadly to include emerging issues. On the one hand, a rigid or narrow mandate can keep the organisation focused and can help it maintain a leading position *vis à vis* other human rights organisations. Sticking to too rigid a mandate, however, can limit the organisation's sources of funding, range of activities, or in the event of successful action in the problem area, may lead to its disappearance altogether. On the other hand, a broad mandate means that the organisation must define its strategies and pursue a set of activities that are related to sub-themes of the overall mandate. A broad mandate presents the organisation with a wider set of potential donors and areas of funding, but naturally forces the organisation to compete with other human rights organisations working in similar areas. In addition, some human rights issue areas evolve and allow organisations to change their activities even though they remain ostensibly committed to the same set of human rights concerns when they were established.

The evaluation also looked at whether the aims and objectives of the organisations were sensible in terms of available expertise and resources, and whether they had achievable outcomes that could be realised in the short and long term. The development of capacity in specific areas of human rights work can lead to further enhancement and expansion of resources, while those organisations with a broad remit that wish to take on a new area of interest may require new staff, new skills, and a new set of international partners in order for the organisation to be effective in that area.

2.4.2 Main activities and output

The evaluation examined how the main aims and objectives of each organisation have been operationalised. It looked at the main activities carried out by the organisation, including *inter alia* standard setting, lobbying, human rights training, capacity-building for partner NGOs, monitoring human rights violations and developments, international advocacy, submissions and interventions in international human rights fora, technical assistance, and general outreach activities.

The evaluation examined the number, quality, and execution of specific projects as they formed part of the overall strategy of the organisation and the degree to which these activities were carried out successfully. It probed the strengths and the weaknesses of the activities and asked the organisations to provide instances of both successful and unsuccessful activities, as well as the types of obstacles that hindered carrying them out.

The evaluation examined the nature and quality of the partnerships of the organisation. It probed whether the organisation saw itself in a dominant, equal, or

subordinate position to its various partners, what the geographical distribution of the partnerships were, what the financial relationship within the partnerships was, and how the partnerships were formed in the first place.

In each instance, the examination of the different activities sought to determine the degree to which specific activities and programmes were linked to achieving the main aims and objectives of the organisation, while in the case of the specific sub-programme, the evaluation examined the link between discrete activities and the achievement of programme aims and objectives.

2.4.3 Management and structure

The evaluation examined the nature of the management and structure of each of the organisations. Each organisation provided an organigram and explained the internal hierarchies and management relationships within the organisation. Organisational management and structure vary greatly, from 'flat' decentralised structures in which organisation staff have a large degree of autonomy to centralised and hierarchical structures in which staff have set work programmes laid out by direct line managers, who themselves report to higher levels of management, including advisory boards and executive committees.

The evaluation examined the growth of the organisation in terms of staff, budgets, number of activities, diversification of activities, and formation of partnerships and networks. It examined whether organisations have staff development and annual review of staff procedures in place, whether there were proper mechanisms in place for feedback from staff, whether the organisation has in place its own procedures for evaluation, and whether it has responded to feedback from evaluations that have been carried out.

2.4.4 Finance

The final aspect of performance in the general evaluation of the organisation concerns its finances. The terms of reference were not to provide a financial audit of the finances, as all the organisations are required by law to have annual independent financial audits. Rather, the evaluation examined the degree to which funds were being used to carry out the direct activities of the organisation (staff time, publications, missions, etc.), and looked at the percentage of the budget used for overheads (rent, physical capital, services).⁵

2.4.5 General evaluative statement

Taken together, the general evaluation tries to present an accurate snapshot analysis of the human rights organisations, their aims and objectives, the ways in which they

⁵ All figures are from officially published financial accounts and Annual Reviews.

seek to realise them, and the type of impact they seek to have across many different dimensions of the human rights field. This analysis is then summarised in a general evaluative statement.

2.5 International advocacy

The second area examined by the evaluation includes the organisations' international advocacy work in one international forum for the promotion and protection of human rights. Such fora ranged from the UN Commission for Human Rights, the Working Group on Contemporary Forms of Slavery, the African Commission for Human and People's Rights, the Inter-American Commission for Human Rights, the OSCE, among others. The evaluation looked at the types of achievements that were possible within such fora, including standard setting, the establishment of new mechanisms and capacity building for local NGOs who wish to carry out their own international advocacy activities.

2.6 Publications and information

The third area of the evaluation examined the quantity (print runs and circulation) and quality of the publications and information produced by each organisation, including press releases, reports, handbooks, advocacy manuals, *amicus curiae* briefs, annual reports, country studies, newsletters, fact sheets and other ephemera. It looked at the web-site for its functionality, user interface, access to information, as well as the number and nature (i.e. type and location of user) of the user hits on the site. For those organisations with a plethora of publications, a sample from the evaluation period was used, while publications and information associated with the specific sub-programme were collected. Even though it was not possible to assess in depth the overall utilisation of publications and information, evidence was collected from external respondents who had used the publications and other information provided by the organisations.

2.7 Specific programme

The final area of the evaluation examined the output and tangible outcomes, and possible impact of one specific programme of activity (see Table 1.1.1 for a listing of the specific programmes). The organisations were asked to provide examples of 'macro' and 'micro' indicators of success, as well as examples of failure in carrying out their work. Many of the organisations were able to cite tangible indicators for activities carried out under the specific programmes, while all were candid and transparent about their bad experiences in carrying out their work, including instances of partnerships that had broken down, programmes that were ill attended, or campaigns that had not yet succeeded.

2.8 Summary

As noted above, the final part of each chapter on each organisation summarises the different evaluative statements in an accessible table for each of the categories of assessment including a listing of key strengths and weaknesses, as well as statements on the efficiency, effectiveness, and relevance of the four preceding sections of the evaluation. The template for the summary is shown in Table 2.1.2.

Table 2.1.2 Template for summary of evaluation for the nine human rights organisations

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation				
International advocacy				
Publications and information				
Specific programme				

3 ASSESSMENT AND PERFORMANCE EVALUATION OF EACH ORGANISATION

The first part of this report outlined the main findings, purpose, scope, and design of the evaluation. The second part presents the more detailed findings of the evaluation for the nine human rights organisations across their different aspects of performance. The chapters proceed through the organisations in alphabetical order as listed in Table 2.1.1. There are five sections to each evaluation, including a *general evaluation*, the organisation's *international advocacy work*, *publications and information*, a *specific programme*, and a *summary* section. Each aspect is discussed in descriptive terms, where details derived from the documentation and interview data provided by the organisation are summarised. The first section concludes with a general evaluative statement, while each remaining section contains a descriptive and evaluative statement. Each chapter concludes with a summary section.

3.1 Anti-Slavery International

www.antislavery.org

3.1.1 General evaluation of the organisation

3.1.1.1 Substantive content

Anti-Slavery International (ASI) was established in 1839 and is the world's oldest human rights organisation. The organisation emerged from the movement to abolish the slave trade and was set up with the commitment of abolishing slavery worldwide.⁶ Its mandate was expanded in the 1890s to address the ill treatment of Indigenous Peoples.⁷ Anti-Slavery International is a membership organisation, registered as a charity and a company limited by guarantee in the United Kingdom.

ASI works to eliminate the following forms of slavery and slavery like practices: (1) established and new forms of traditional or chattel slavery, (2) debt bondage, (3) serfdom, (4) servile marriage, including early and forced marriage, (4) child labour, particularly child servitude, (5) other servile domestic work, (6) forced labour, (7) slavery-like practices involving migrant workers, and (8) trafficking of children or women for sexual exploitation or other forms of slavery or servitude.⁸

⁶ For the full history of the organisation, see Anti-Slavery International, *History of Anti-Slavery International*, available at <http://www.antislavery.org/homepage/antislavery/history.pdf> (last accessed on 23 May 2003).

⁷ The British and Foreign Anti-Slavery Society (the predecessor of the current organisation) merged in 1909 with the Aborigines' Protection Society.

⁸ ASI (1996), *Programme Plans 1996 and 1997*, p. 3. ASI has also provided us with a copy of a draft of 2000-2005 strategic plan, prepared for discussion in the Council on 4 November, 1999 which list the criteria used by the organisation for identifying a situation as a form of slavery.

In relation to indigenous peoples, ASI campaigns against the exploitation of labour of indigenous peoples and works to ensure representation and participation by indigenous peoples at various fora.⁹

ASI has consultative status with the United Nations Economic and Social Council (ECOSOC) and observer status with the African Commission on Human and Peoples' Rights.

3.1.1.2 Main activities and output

In order to realise its main aims and objectives, ASI has a number of main activities, including (1) research to assess the scale of slavery in order to identify measures to end it, (2) development of policies, strategies and programmes of actions for governments and inter-governmental organisations to eliminate slavery, (3) lobbying governments and intergovernmental agencies, (4) co-operating with and supporting the work of local organisations, and (5) public campaigns. In terms of its work on indigenous peoples' rights, ASI seeks to complement the activities of other NGOs working in this area.

The programme activities of the organisation are divided into eight areas: Africa, bonded labour, child labour, trafficking and migrant workers, education, United Nations and other inter-governmental agencies, anti-slavery award and coalitions, library and information.¹⁰

Under the *Africa Programme*, various sub-programmes such as those on child labour and trafficking, women and girls' rights (focussing on early marriage and detrimental traditional practices), traditional slavery and capacity building of NGO partners in West and Central African have been undertaken during the evaluation period.¹¹ The *Bonded Labour Programme* has focussed on South Asia, with a number of joint activities with NGOs in the region, including efforts to build an advocacy network in the region. The programme has also run a bonded labour campaign, to raise the profile of the issue at all levels of government and intergovernmental agencies. The *ASI campaigns network* issues Action Alerts, and has also focussed on lobbying British MPs and MEPs and public campaigns in Europe. In mid-2001 the campaigns network had 3,300 members and six action briefings had been distributed. The *Child Labour Programme* (see below) has focussed on the worst forms of child labour. The *Trafficking and Migrant Workers Programme* focuses on migrant domestic workers in the EU and UK and on the trafficking in women.¹² The Education Programme produces education materials for schools, including human rights curricula¹³ and

⁹ ASI (1996), *Programme Plans 1996 and 1997*, p. 3.

¹⁰ For further information on each programme and component sub-programmes, see ASI (2000), *Summary of Anti-Slavery Research and Campaigning Programme 2000/2002*.

¹¹ See ASI, *Annual Report from Anti-Slavery for April 2000 - March 2001* (submitted to the Ministry of Foreign Affairs, Netherlands), pp. 4-6.

¹² See ASI (2003), *Human Traffic, Human Rights: Redefining Victim Protection*, which looks at measures to protect trafficked people in ten countries.

¹³ See ASI (2001), *When Rights are Left* (containing four resource booklets on Citizenship, History, English and Geography).

materials on slavery.¹⁴ In addition, it ran a youth exchange between a Woodcraft Folk group from a school in the UK and a youth group in India as one part of an education project. Children from India came to the UK and vice versa and discussed issues of bonded labour and visited one of ASI's partners in India. The Woodcraft Folk groups then made a presentation on the issue at an international meeting of the Woodcraft Folk.

The programme on the UN and other inter-governmental agencies works on standard setting and lobbying, and has focussed primarily on the reform or improvement of the UN Commission on Human Rights mechanisms for responding to reports of slavery.

The *Anti-Slavery Award and Coalition Activities Programme* co-ordinates the anti-slavery award (given annually to an organisation or individual who has made an outstanding contribution to the fight against slavery), as well as ASI's work with ECPAT and the Ethical Trading Initiative. The *Library and Information Programme* relates to the cataloguing and upkeep for ASI's archival collections, which include historical materials extending from the 18th century. The library also houses a well-catalogued and comprehensive collection of literature and other material on contemporary slavery. This is used by ASI's own programme staff, academic researchers, journalists and increasingly by international agencies, such as the ILO.

ASI's periodic strategic plans set out the main priorities of the organisation both in terms of the issues that will be addressed and the geographical areas that will be covered.¹⁵ These priorities are further refined in the annual activity plans. In the strategic plan for 1997-1999 ASI's activities focussed on South Asia, Brazil and West Africa, which were chosen on the basis of the scale of the problem and previous ASI work in the region. ASI also identified the Middle East as a new geographical area owing to severity of problems within the region. In its 1999 strategic plan ASI recognised that little had been done in relation to Europe and accordingly developed a programme to work on trafficking in Europe. Generally, in choosing priorities in terms of issues and geographical areas, ASI evaluates where its activities can be best directed and aims to avoid duplication of the activities of other organisations working on either the specific issue or geographical area.¹⁶

ASI effectively sets up 'knowledge networks' of NGOs on particular issues and enhances the capacity of local organisations working in regions where slavery or slavery-like practices exist. The organisation identifies remedies or strategies for action (rather than simply reporting on violations) and chooses partners who agree with its own approach.¹⁷ While ASI facilitates the access of local organisations to

¹⁴ ASI co-ordinates UNESCO's Transatlantic Slave Trade Educational Project, *Breaking the Silence*, in the UK. For further details see ASI (2003), *Annual Report 2002*, p. 10.

¹⁵ The 1997 strategic plan set out objectives in relation to four areas of programme work: child labour, indigenous peoples' rights, women's rights and traditional slavery and migrant workers. Similarly, seven areas were set out as priority concerns in the 2000 strategic plan.

¹⁶ ASI (1998), *Notes for Netherlands Foreign Ministry on ASI decisions about priorities and programme choices*, pp. 3-4. See also, ASI (2003), *Anti-Slavery International's Success Criteria for its Work* (explanatory note prepared for the evaluation).

¹⁷ *Ibid.*

international bodies and donors, it avoids acting as a donor since this may affect the equality of the relationship with the partner.

3.1.1.3 Management and structure

There are two main supervisory bodies: a seventeen member Council of Trustees and the Executive Committee. The Council of Trustees meets three times a year, has overall control over the activities of the organisation and approves annual budgets and quarterly financial accounts. The Executive Committee meets every six weeks, and oversees organisational planning and the implementation of projects and activities. The Treasurer, selected from the Council, is the financial controller for the organisation and the accounts are audited annually. A Programme Advisory Committee, consisting of the Director, four members of the Council and ASI programme staff, discuss and advise on annual and long term plans for programmes.¹⁸

In 1997, the organisation had 14 staff and an annual income of £ 518, 321.¹⁹ By 2001, the staff strength had grown to 18 and the annual income had increased to £ 720,067.²⁰

Anti-Slavery International's work is currently divided among three teams: (1) Programmes, (2) Communication and (3) Information. Individual programme officers are responsible for their projects, but in each programme area there is a programme team co-ordinator who has an overall supervisory role. Programme planning starts with individual staff, moves through the teams to the Director and is integrated into short term and long term planning processes. Staff meetings are held every 2-3 weeks and management team meetings every 4-6 weeks.

Smaller working parties are set up on an *ad hoc* basis to address issues and activities. New staff members go through a two-stage induction process covering general and team specific issues and practices. There is an annual staff appraisal²¹ and the majority of staff is a member of the trade union UNISON. The organisation has an equal opportunities policy.²² An annual training budget of £ 300 is available for each staff member, which is used for job related skills training. Programme staff members have taken courses on budgeting and log frames, and in some cases, language courses.

Each project is evaluated internally against a set of predetermined criteria. In recent years, ASI has started to identify measurable indicators for its activities.²³

3.1.1.4 Finance

¹⁸ ASI (1999), *Anti-Slavery International - Organisational Capacity*, pp. 1–3. The information has been updated during interviews with the Director and Deputy Director.

¹⁹ ASI (1997), *Anti-Slavery International Accounts for the Year ended 31 March 1997*, p. 7.

²⁰ ASI (2001), *Anti-Slavery International Accounts for the Year ended 31 March 2001*, p. 10.

²¹ ASI provided a copy of the Staff Annual Review Form and notes on review preparation.

²² See ASI (2001), *Anti-Slavery International – Equal Opportunities Policy Statement of Intent and Implementation of the Anti-Slavery Equal Opportunities Policy (EOP)*.

²³ See ASI (2001), *Anti-Slavery International Programme 2001/2002*, the document lists for each programme area: goal, purpose, output, activities, time-frame and, for a number of the projects, measurable indicators.

ASI raises funds from the public, charitable trusts, foundations, governments, the European Union and other institutions. The total income and expenditure for ASI by evaluation year is:

Table 3.1.1 Income and expenditure for Anti-Slavery International in UK £

Year	Income	Expenditure
1997	518,321	365,972
1998	569,141	512,000
1999	669,078	615,145
2000	445,167	571,104
2001	720,067	706,221

Of the total expenditure of the organisation last year, 7% was spent on management and administration and 82% on direct achievement of objectives.²⁴ In 2001, salaries and other staff related costs amounted to 49% of the direct expenditure.²⁵ The organisation has a general fund (unrestricted funds reserve), which can cover four months of salaries and general office costs. Its aim is to increase the reserves to cover costs for five months. The organisation has pursued a policy of diversifying its sources of funding and avoiding an over-reliance on a particular donor, which has been successful. In 2001, the restricted fund income was only slightly over 50% of the total income and no one grant accounted for more than 9% of the total expenditure during the year.²⁶ Like FIDH, ASI owns the building from which it operates; however, half of the building was purchased with a 20-year mortgage (loan), which still has some 13 years to run.

3.1.1.5 General evaluative statement

ASI's aims and objectives are well defined and there is a considerable degree of internal reflection on the scope of its work demonstrated by the draft strategic plan, which lists the criteria used by the organisation for identifying a situation as a form of slavery. Priorities are well thought out and rationalised, and there is a good balance between maintaining continuity with past work and responding to current developments, as well as developing new areas of work. Recently ASI set up an internal monitoring system.

Its regional work is done in partnership with local NGOs, but there is an awareness that in terms of the Middle East, the organisation now has its own Arabic speaker which will allow ASI to pursue work in the region in the absence of suitable local partners. ASI sets its priorities by the identification of issue areas and it is not led by available funding opportunities. Its relatively high level of core funding gives it greater flexibility in its planning.

There appears to be a good system of scrutiny and checks in place with the Council and the Executive Committee. There are careful financial policies, low overheads and

²⁴ ASI, *Annual Report 2002*, p. 12.

²⁵ See ASI (2001), *Anti-Slavery International Accounts for the Year ended 31 March 2001*, p. 22. The total amount spent on salaries, national insurance and pension costs was £ 279,678 out of a total expenditure of £ 568,545 on direct objectives.

²⁶ *Ibid.*, p. 6.

good internal systems with respect to management of the staff. The relationship established with partners is on an equal footing. Although the initial partnership is sometimes on a risk basis, ASI follows a policy of starting with small projects in order to minimise the risk.

ASI has been able to provide examples of a number of major successes over the period (see Box 3.1.1), while it has also experienced a number of failures.

Partnerships have not flourished in the ways originally envisaged, which was a particular problem with one local NGO in the Child Labour Programme, as well as a Bonded Labour Programme in Nigeria. As noted above, ASI has also had difficulty in identifying suitable partners in the Middle East.

Despite these noted failures, ASI has a strong link between its aims and objectives and its main activities. It has a long history of activism in an issue area that predates the modern human rights movement, but that features in many accounts of its evolution. Its longevity is testimony to the way in which it uses its mandate to address slavery in all its forms. In sum, the organisation carries out its activities in a cost-effective manner. It has low overheads and healthy financial reserves. The degree of realisation of the programme objectives is high. The overall judgement on efficiency and effectiveness is positive.

<p>Box 3.1.1</p> <p>Major successes for Anti-Slavery International</p> <p><i>In its work on standard setting on the adoption of the UN Protocol on Trafficking, ASI worked with the High Commissioner on Human Rights to include all forms of trafficking not just that of women for prostitution.</i></p> <p><i>ASI has achieved the redefinition of contemporary forms of slavery.</i></p> <p><i>ASI has been successful in the international recognition of issues relating to slavery in all its forms, such as the continued existence of bonded labour, particularly in South Asia and Brazil.</i></p> <p><i>At the domestic level, ASI has contributed towards significant legal changes and formal recognition of practices that constitute slavery.</i></p> <p><i>Through its partnerships, ASI has been able to enhance both the capacity and credibility of local NGOs.</i></p>
--

3.1.2 International advocacy

3.1.2.1 Descriptive analysis

ASI's international advocacy activities are primarily targeted at the Working Group on Contemporary Forms of Slavery, Special Rapporteurs (where appropriate), the Commission on Human Rights, and in recent years the International Labour Organisation (ILO).

ASI or its funded partners have attended meetings of the African Commission on Human Rights and it has submitted reports on an *ad hoc* basis when necessary to the Committee on the Elimination of all forms of Discrimination Against Women, the Committee on the Elimination of Racial Discrimination and Committee on the Rights of the Child. It chooses these fora based on the profile of the forum, the opportunities for advocacy (country or theme specific) and the level of contribution that ASI can make within its own resource constraints.²⁷

²⁷ ASI (2003), *Anti-Slavery International and the International Human Rights System* (explanatory note prepared for the evaluation), pp. 1-2.

ASI provides information to various thematic and other bodies, lobbies governments and makes statements on contemporary forms of slavery highlighting issues of concern. ASI works closely with other organisations and makes joint statements as needed, and it supports and facilitates the participation of local partners to attend sessions and prepare submissions.

The specific forum that was selected as the focus of the evaluation was the Working Group on Contemporary Forms of Slavery. The submissions made to Working Group per year are listed in Table 3.1.2.

Table 3.1.2 ASI Submissions to the Working Group on Contemporary Forms of Slavery

Year	No. of Submissions	
1997	7	7 of which 2 by partners
1998	8	8 of which 2 by partners
1999	9	9 of which 2 by partners
2000	13	13 of which 3 by partners
2001	6	

In the period of review, 43 submissions were made by ASI or were made jointly with local NGOs. Approximately 13 submissions were made related to bonded labour and debt bondage, 7 to trafficking of persons (3 of these dealt with trafficking of children), 8 related to slavery in various countries, 4 to forced labour, 8 to child labour (4 of these dealt with child domestic servitude) and the remaining 3 were related to other issues. The submissions drew the attention of the Working Group to the situation in various countries, discussed emerging and contemporary forms of slavery and new international standards, highlighted research that had been undertaken (in many cases undertaken by ASI and partners) and new information, good practice and recommendations. Many of the submissions followed up on earlier interventions before the Working Group with updates on any governmental action that had subsequently been taken, or addressed continuing inaction.

ASI has focused on reforming the methods of the Working Group. In 1999, ASI and a member of the Sub-Commission on the Promotion and Protection of Human Rights carried out a review of the implementation and follow-up to the conventions on slavery and made a number of recommendations to the Working Group.

3.1.2.2 Evaluative statement

It is very clear from the documentation and external feedback that ASI is effective at its international lobbying work, gaining a high visibility within the UN system for the protection of human rights. The output of its international advocacy work in terms of the number and quality of submissions is high, which have contributed to standard setting and raising awareness. Thus, its international advocacy has been both efficient and effective.

3.1.3 Publications and Information

3.1.3.1 Descriptive analysis

In the period of review, ASI has brought out thirteen publications, two video and education packs and another education resource pack. Print runs for publications vary from 200, 500, 1500 to over 5000 and many publications can also be downloaded from the web-site. Web statistics for the period from February 2002 to April 2003 show that there were 38439 downloads of all materials available on the web-site (including petitions and events posters etc.). Downloads of reports range from 4894 downloads of the ILO Worst Forms of Child Labour Convention report to 866 downloads of the *Is there Slavery in Sudan?* Five of the publications have been translated into various languages and only executive summaries have been translated for an additional three publications. Circulation figures are high.

In terms of in-house procedures, anyone working on a publication fills out a form,²⁸ which helps clarify the purpose of the publication, time scale and practical implications. They then meet with the publications officer to plan the publication.

ASI is now pursuing a policy of translating publications beyond major foreign languages such as French, Spanish, and Arabic to include other languages such as Hindi and Swahili. They have brought out a foreign languages guidebook²⁹ with the aim of maintaining consistency in style and meaning across the original and translated publications. Documents are sent to professional translators and large publications are proofread externally. Channels of distribution vary with the nature of the publication, but distribution is generally done through regional partners, international organisations and ASI's own distribution list.

Increasingly, documents are also being made available online. The organisation received feedback on publications, particularly the handbooks, through training seminars and orally from partners and others but it does not have a formal evaluation procedure in place. It has now initiated the practice of sending out evaluation forms with the publications but have so far received a limited number of responses.³⁰

ASI has very careful procedures in place for its publications, especially with respect to translation. The decision to translate the publications into local languages demonstrates sensitivity to the nuances of language and meaning, which is crucial in human rights work. The decision demonstrates that ASI targets its publications well and that it is committed to disseminating its work widely and strategically. A sample of publications shows that they are well planned and written in an accessible style. They vary in length and purpose, covering general topics with wide applicability, specific country reports, and practical advocacy, research, and transferable skills useful to all groups working on slavery issues.

²⁸ A copy of the form has been provided to us.

²⁹ Copies of translation guidelines and a glossary of foreign language terms have been provided to us.

³⁰ This information was collected during an interview with David Ould, Deputy Director and Jonathan Blagbrough, Child Labour Officer on May 16, 2003.

For example, *Human Traffic, Human Rights: Redefining Victim Protection* is the result of a two-year research project on victim protection in trafficking across ten countries,³¹ which is 'targeted at those who are developing laws and policies to deal with trafficking, as well as those who are actively involved in the process of prosecuting traffickers or assisting trafficked persons'.³² The publication argues further that 'The recommendations and findings are broad enough that they may be adapted within different legal systems'. In contrast to this wide-ranging study, *Is There Slavery in Sudan?* is a detailed report on ASI's fact finding mission to Sudan (October 2000) covering the individuals and organisations that were met, as well as the practices that were uncovered.³³ *The International Labour Organisation: A Handbook for Minorities and Indigenous Peoples* (co-published with Minority Rights Group) is a practical manual that draws on the collective experience of groups monitoring the implementation of ILO standards in order to improve the living and working conditions of indigenous and minority communities. Finally, as the next section notes, *Child Domestic Workers: A Handbook for Research and Action* is a practical manual that raises awareness about the problem of child domestic labour, the international standards that cover such practices, and the ways in which individuals and groups can take action against it.

These and many other ASI publications are published to a high professional standard without requiring a disproportionate amount of money. The house style is generally attractive and accessible, while the range of publications offers a wide selection for human rights scholars and practitioners involved in the struggle against slavery. The new availability of these publications in PDF format from the web-site gives even greater access.³⁴

3.1.3.2 Evaluative statement

ASI's output in terms of publications and information is high, and shows a high degree of efficiency in the use of its available resources, yet a full assessment of the overall utilisation of publications could not be carried out in depth. While this precludes making an informed statement on the impact of publications, the external feedback on their quality and usefulness has been very positive.

3.1.4 Child Domestic Labour Programme

3.1.4.1 Descriptive analysis

ASI's work on child domestic labour is carried out within the broader Child Labour Programme. The 1997-1999 strategic plan identified three main objectives for the Child Labour Programme, including (1) the adoption of a new ILO standard on the worst forms of child labour (and related networking and campaigning activities), (2)

³¹ The study covered laws and practices in the Netherlands, Belgium, the United Kingdom, the United States, Italy, Nigeria, Thailand, Colombia, the Ukraine, and Poland.

³² ASI (2002) *Human Traffic, Human Rights: Redefining Victim Protection*, London: ASI, p. 21.

³³ ASI (2001) 'Is There Slavery in Sudan?' Provisional observations and conclusions of a visit to Sudan by Anti-Slavery International representatives (18 to 28 October 2000), London: ASI.

³⁴ www.antislavery.org/homepage/resources/PDFpublication.htm

promotion of knowledge and good practice amongst employers, and (3) effective public campaigning and lobbying.

ASI sought to realise these objectives through a variety of activities. Under the first objective, a survey of the views of other NGOs about ILO standards and discussion and research on the worst forms of child labour were planned and child domestic work was one of the areas identified in this plan of work. Under the second objective, a specific programme of work on child domestic workers was identified and the main activities planned were a handbook of research and action on child domestic and a leaflet for employers informing them of the harmful effects on children of domestic service. ASI sought to realise the third objective through coordinated NGO lobbying and other networked activities. Complementing the attempt to realise these three objectives, the Child Labour Programme had a number of publications (see Box 3.2.2).

The 2000 strategic plan shifted its focus to identifying best practices for assisting child domestics since there had been a formal recognition of the issue, progress in creating new international standards and an increase in the information available about the practice itself. Other priority areas of work that were identified included the trafficking of children for domestic work and commercial exploitation, and the situation of girls working as domestic servants. A series of activities around dissemination of the new ILO convention were planned as well as others specifically directed at child domestic workers, including a handbook of advocacy, a number of research projects and other networking activities.

ASI commissioned a short study of trafficking of child domestic workers and other children for commercial employment from Togo and Benin to other countries in West Africa. This study was followed up in the media and details of the report were presented before the Working Group on Contemporary Forms of Slavery.³⁵ In the latter part of 1998, another research

Box 3.1.2 Main publications under ASI's Child Labour Programme

- *Helping Business to Help Stop Child Labour* (1997)
- *Child Domestic Workers: A Handbook for Research and Action* (1997)
- *New ILO Convention on Child Labour: Survey of NGO Views* (1998)
- *Do you Know (about the Worst Forms of Child Labour Convention)?* (2000)
- *Summary of the Final Report on the Trafficking of Children between Benin and Gabon* (2000)
- *Child Domestic Workers: Finding a Voice, A Handbook on Advocacy* (2002)
- *Projet Sous-Regional de Lutte contre le Travail et le Trafic des Enfants Domestiques* (2003)

project was carried out to investigate trafficking children from Benin to Gabon, mostly to work as child domestic workers. ASI was approached by ILO-IPEC to assist them in developing their strategy for combating trafficking of children in West and Central Africa. IPEC accordingly commissioned research in 8 countries and organised a sub-regional workshop.³⁶

³⁵ ASI (1998), *Report on Anti-Slavery International's Activities for the Year ended 31 July 1998* (submitted to Ministry of Foreign Affairs, Netherlands), p. 4.

³⁶ ASI (2001), *Annual Report from Anti-Slavery for April 2000-March 2001* (submitted to the Netherlands Ministry of Foreign Affairs), p. 3.

Enfants Solidaires d'Afrique et du Monde was funded to carry out research on child domestic servants in Benin. ASI also funded ICCB in Côte d'Ivoire to publish the results of their research in 1998. Reports of research on child domestic workers in India, Philippines and Costa Rica were produced in 1999. A small grant was also given to WAO-Afrique to set up a refuge for children running away from their jobs as domestic servants.

In 1997 a consultant to ASI wrote and published the first handbook on child domestic workers, which focuses on research and action. It was followed in 2002 by a second handbook that focuses on advocacy techniques and capacity building. A conference was held as part of the preparation for the second handbook.

A number of regional training sessions and workshops, in relation to child domestic workers, were undertaken in Central America, West Africa, Asia and Geneva.³⁷ ASI have also brought out a video news release, 'Out of Sight, Out of Mind' to raise awareness about the situation of child domestic workers, with Visayan Forum in the Philippines.³⁸

ASI co-ordinated much of the NGO lobbying and briefed delegates in the drafting process of the new ILO convention on the worst forms of child labour. ASI carried out a survey of NGO views for the NGO Group for the Convention on the Rights of the Child and the results were published.³⁹ They also produced a short study on education and child labour. ASI produced a guide on child domestic workers and new ILO standards on the worst forms of child labour. A guide to the new convention was published and another on accessing UN and ILO complaints mechanisms.

ASI has supported and helped organise the Global March on Child Labour for a number of years. Some of the Urgent Actions on child labour sent out by ASI have focussed on child domestic work (e.g. Urgent Action on Child Domestic Workers in the Philippines).

3.1.4.2 Evaluative statement

The Child Domestic Labour Programme has seen a number of successes. While the 1999 ILO Worst Forms of Child Labour Convention does not specifically incorporate child domestic work, ASI succeeded in getting it included in the accompanying Recommendations.

Relationships that have been established with local partners under the auspices of the programme tend to be built up gradually, where the initial partnership involves work on a small project, and then becomes strengthened. For example, in 1995 ASI initially commissioned WAO-Afrique to undertake a study on child domestic workers. Subsequently WAO-Afrique established a programme of work on child domestics, in

³⁷ See ASI (2003), Numbers of Participants at Training Sessions relating to Child Domestic Workers (note prepared for the evaluation).

³⁸ We have been provided with a copy of the internal evaluation of the Project.

³⁹ Questionnaires were sent out to over 400 NGOs. See, ASI (1998), *Survey of NGO Views: New ILO Convention on Child Labour*.

the course of which it encountered trafficking in children across Togo's borders. Such relationships fostered over time improved the capacity of local NGOs in terms of their research methods, involvement in the Global March and other international processes of advocacy and action.

ASI has succeeded in internationalising the issue and has promoted a greater awareness of the issue since in the past the incidence of trafficking in children for domestic work was completely undocumented. It has now become an important agenda for IGOs and ASI's work has been instrumental in making it so. Such work is a long process in which it is difficult ultimately to judge direct impact of the organisation; however, its work in the area of child domestic labour has been both efficient and effective.

3.1.5 Summary

Overall, ASI is both efficient and effective in carrying out its activities, while the overall impact beyond standard setting and awareness raising is difficult to assess owing to the long-term and widespread nature of slavery as a human rights problem. External feedback on the organisation is positive. One respondent claims that ASI is 'the most visible and most effective organisation working on slavery issues at the United Nations'. A respondent from Africa with a long working relationship with ASI has been pleased with the division of labour for the management of joint projects, and found the publications and advocacy tools helpful, particularly with respect to a study carried out on child domestic labour. Table 3.1.3 summarised the evaluative statements on the organisation.

Table 3.1.3 Summary of evaluation for Anti-Slavery International

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Good realisation of aims and objectives through well-planned activities; good management practices and implementation of monitoring systems; some partnerships have failed	Cost-effective realisation of aims and objectives, low overheads, healthy reserves	High level of realisation of aims and objectives	Macro-indicators of success include new international standards, capacity building of local partners, but no real way of judging direct impact on reduction in slavery or slavery-like practices
International advocacy	Great deal of work with the Working Group on Contemporary forms of Slavery, including many submissions and a role in changing the working practices	High output in number of submissions	Realisation of aims and objectives of raising international awareness, redefinition of contemporary forms of slavery, and direct role in reforming the Working Group	Impact limited to the Working Group and other international fora, not possible to ascertain direct impact on human rights situation
Publications and information	High output of high quality publications, good publication planning procedures, some delays in production of books and reports	High output of publications and information, large number of web-site hits and downloads	External feedback is positive on quality and usefulness of publications and information indicating effective awareness raising	Many of the publications have been out to use in the field, particularly among local NGOs, but overall utilisation unable to be determined
Child Domestic Labour Programme	Programme has seen a number of tangible successes at the international and domestic level; continued set of activities	High output in terms of networks, partnerships, and publications	Activities have led to the international recognition of child domestic labour issues and capacity building of local NGOs	1999 ILO Worst Forms of Child Labour Convention recommendations incorporates child domestic labour; impact on the ground difficult to determine owing to long-term nature of the problem

3.2 Article 19 – International Centre Against Censorship

www.article19.org

3.2.1 General evaluation of the organisation

3.2.1.1 Substantive content

Article 19 was founded in 1987⁴⁰ to promote and protect freedom of expression as a fundamental and primary right. It is a registered charity and a company limited by guarantee.⁴¹ The main offices of the organisation are based in London, with a regional office in Johannesburg, South Africa, while it is in the process of setting up a regional office in Latin America. It has consultative status with ECOSOC and observer status with the African Commission on Human and Peoples' Rights and Council of Europe.

Article 19's objectives are to 'advance the education of the public by promoting and commissioning research into the maintenance and observance of the right to freedom of expression and access to information, throughout the world, within the meaning of Article 19 of the Universal Declaration of Human Rights'.⁴²

In its first phase of operation, it acted as a global campaigning organisation that documented, researched and warned of violation of rights concerning freedom of expression. In the 1990s, the organisation began to highlight the link between prevention of conflicts and free and independent media and between development and freedom of information. Article 19 was one of the first organisations to argue that freedom of expression is an essential human right that underpins all other rights.⁴³ Through the late 1990s⁴⁴ with the development and expansion of the regional programmes and the appointment of a full time lawyer on the staff, the organisation began to focus on both legal and policy work and is now the principal organisation working in this area internationally.⁴⁵ It now has partners in over thirty countries.

3.2.1.2 Main activities and output

Article 19 seeks to realise its aims and objectives through (1) research and documentation, (2) monitoring and reporting, (3) standard setting, (4) lobbying and

⁴⁰ Article 19 was originally funded by J. Roderick MacArthur and began its work 'guided by [his] dying wish ... that there be a world without censorship'. Article 19 (1997), *Bulletin: Issue 24*, p.1.

⁴¹ Article 19 (2000), *Reports and Financial Statements for 1999*, p. 2.

⁴² Article 19 (2000), *Reports and Financial Statements for 1999*, p. 2.

⁴³ See Article 19 (1990), *Starving in Silence: A report on Famine and Censorship*, (1995) *The Right to Know – Human Rights and Access to Reproductive Health Information* and (1996) *Broadcasting Genocide: Censorship, Propaganda & State Sponsored Violence in Rwanda, 1990-1994*.

⁴⁴ Article 19 co-ordinated the International Rushdie Defence Committee, for almost 10 years, till 1998 and this dominated much of the organisation's agenda for that time.

⁴⁵ The description and analysis comes from an interview with the Executive Director of Article 19 held on the 23 April 2003. See also Article 19 (1997), *Defending Free Speech: The First Ten Years*.

work with national governments and international organisations, (5) strategic litigation, (6) trial observations, (7) legal advice and analysis, (8) campaigns, (9) seminars and training, and (10) working with partners and setting up civil society networks.⁴⁶

Article 19 divides its work into a Law Programme and specific regional programmes. The Law Programme runs all legal projects, acts as the focal point all the law-related activities of the organisation and supports the regional programmes in their work (see section 3.2.4). The Law Programme also coordinates all of Article 19's advocacy work in international fora. In 1997, the regional programmes included Africa, the Middle East and North Africa, Europe (primarily Central and Eastern Europe) and Asia.⁴⁷ The Middle East and North Africa Programme (MENA) is now less active, and Article 19 has recently developed a Latin American Programme. These regional programmes carry out campaigning and work with local partners, while the Law Programme tends to have partnerships with international organisations and agencies. Relationships with partners vary, where newer organisations perceive Article 19 as a donor, while more established organisations develop a more equal relationship.

For the review period 1997-2001, the Africa Programme has focussed on supporting and strengthening the capacity of African groups working in the areas of freedom of expression and access to information,⁴⁸ standard setting⁴⁹ and media law reform. In particular, the Africa Programme has been developing models for access to information legislation,⁵⁰ liberalization of broadcasting, telecommunications and the Internet,⁵¹ media monitoring projects⁵² and country and thematic studies.⁵³ The Europe Programme has concentrated on transitional democracies in Central and Eastern Europe, the Newly Independent States of the Former Soviet Union and Turkey.⁵⁴ Jointly with the Law Programme's Media Law Analysis Unit, the Europe Programme has undertaken media law analysis across Central and Eastern Europe.⁵⁵ It has carried out country and regional projects,⁵⁶ seminars, media monitoring and translation and the distribution of materials.⁵⁷ The programme has also supported the Democratic Leadership Programme of the Council of Europe.⁵⁸ Activities in the Middle East and North Africa and Asia have included media law and practice analysis,

⁴⁶ Internal Document supplied by Article 19, 'Vision, Mission and Values', agreed on May 2000, amended May 2001 and 2002.

⁴⁷ Article 19 (1998), *Report on Activities in 1997 and Proposed Activities in 1998* (Submitted to the Ministry of Foreign Affairs, Netherlands).

⁴⁸ See Article 19 (1998), *Article 19 Programme Plan 1999-2000* (submitted to the Ministry of Foreign Affairs, Netherlands), pp 1-2.

⁴⁹ Article 19 assisted the African Commission on Human and Peoples' Rights in producing a draft Declaration of Principles on Freedom of Expression, see Article 19 (2001), *Review: May 2001*, p. 4.

⁵⁰ See Article 19 (1998), *Article 19 Programme Plan 1999- 2000* (submitted to the Ministry of Foreign Affairs, Netherlands), p.1.

⁵¹ See Article 19 (1999), *The Right to Communicate: The Internet in Africa*.

⁵² See Article 19 (1998), *Election Reporting: A Practical Guide to Media Monitoring*.

⁵³ See Article 19 (1999), *Hollow Promises* and Article 19 (2000), *Moments of Truth in Sierra Leone: Contextualising the Truth and Reconciliation Commission*.

⁵⁴ See *Article 19 Programme Plan 1999-2000* (submitted to the Ministry of Foreign Affairs, Netherlands), pp. 5-7 and Article 19 (1996), *Programme for 1997-2000* (submitted to the Ministry of Foreign Affairs, Netherlands), pp. 7-8.

⁵⁵ See Article 19 (2002), *Final Narrative Report on Media Law Analysis Unit December 2000- December 2001* (to the OSI Network Media Program).

⁵⁶ For e.g. Article 19 (2001), *Press Freedom or Person Freedom?*

⁵⁷ See Article 19 (2002), *Financial and Progress Grant, Institutional Support Grant to Article 19, Activity No. WW116302* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁵⁸ See Article 19 (1999), *Review: 1999*, p. 8.

seminars⁵⁹ and reports on freedom of expression,⁶⁰ national security and defamation.⁶¹

Article 19's web-site provides summary information on the organisation, publications by country and region, the *Virtual Freedom of Expression Handbook*, news and press releases, regional programme information, freedom of expression issues, campaigns for taking action, and related links. The site received 552,992 visitors from July 2000 to March 2003.⁶²

3.2.1.3 Management and structure

Article 19's main governance bodies are a UK-based Board of Trustees and an International Advisory Board. The Board of Trustees, comprised of the five directors of the company, meets every six weeks and acts as the financial and legal guardian of the organisation and ensures its integrity. The International Advisory Board, which has fifteen members (one of whom is an honorary member) from different regions of the world, meets annually to review the progress of the organisation and to set out broad objectives for the next year.⁶³

The main policy and management role is delegated to the Executive Director, who is based in the London office and who has a great deal of autonomy in running the day-to-day affairs of the organisation. It currently has sixteen staff members (including three based at the South African office), and one who works primarily from Canada. The three Heads of Programmes (Law, Europe and Africa) manage the staff in their programmes.

The Executive Director attends all the planning meetings of the South African office, which at times presents some management difficulties owing to its distance from London. There are regular meetings every three or four weeks among the programme teams, and staff members are encouraged to remain up to date on developments affecting freedom of expression in the world, as well as to be aware of new opportunities for the organisation. Members of staff receive annual appraisals, and those not performing up to the expectations of the organisation are given several warnings in writing before being dismissed.

There is an annual review of the organisation's mission. The annual training budget of £ 3000 is used for Article 19's 'away day', programme-planning meetings,⁶⁴ time management and IT training. The fund is also used to contribute to language courses for staff members. Article 19 does not have a formal evaluation policy in place.

⁵⁹ For e.g. Seminar on 'Freedom of Expression, Democracy and Development in the Middle East and North Africa' (June 1998), See Article 19 (1999), *Summary Report of Activities for 1998* (Submitted to the Ministry of Foreign Affairs, Netherlands), p. 6.

⁶⁰ See Article 19 (1998), *Questionable Beginnings: Freedom of Expression in Hong Kong One Year after the Handover to China*.

⁶¹ See Article 19 (1999), *Fifty Years On: Censorship, Conflict and Media Reform in Sri Lanka*.

⁶² Internal web statistics provided by Article 19.

⁶³ Article 19, *Reports and Financial Statements for the Year ended 31 December 2001*, p. 2.

⁶⁴ As examples, we have been provided with the internal reports for two strategic programme planning meetings.

Rather, planning for each project identifies goals, actions, milestones and time-scale for the purposes of internal monitoring and implementation.⁶⁵

3.2.1.4 Finance

Article 19 is funded from a variety of sources, including individuals, governments, IGOs, funding councils and private foundations. There is no dedicated fundraiser, and the organisation tends to prepare a relatively small number of large funding applications. On balance, it has achieved a 60% success rate on funding applications with a stable 25% of funding that is for unrestricted use. The annual total income and expenditure for Article 19 is shown in Table 3.2.1.

Table 3.2.1 Income and expenditure for Article 19 in UK £

Year	Income	Expenditure
1997	1,115,440	1,136,092
1998	1,108,458	1,111,457
1999	1,335,231	1,193,331
2000	1,132,513	1,061,065
2001	1,346,270	1,281,817

Of the total expenditure of the organisation in 2001, 6% (£ 75,481) was spent on management and administration (excluding fundraising and support costs) and approximately 75% (£ 955,066) on projects. Salaries and related costs amounted to 34% (£ 441,976) of the total expenditure. At the time of the evaluation, Article 19 had six weeks reserves but has a policy of trying to maintain reserves to cover costs for three months. Of the total funds received, approximately 25% is core funding. Programme heads are responsible for fundraising for their individual programmes and the organisation does not have a dedicated fundraiser. The accounts of the organisation are audited annually.

Article 19 had a substantial deficit on unrestricted funds in 1998 that was caused partially by problems with delays in receiving EC payments and exchange rate losses. They were able to do emergency fundraising in the period and a number of reforms were subsequently undertaken: (1) a better accounting system and SAGE software were put into place, (2) a new accountant was appointed for the organisation, (3) the staff structure was streamlined, which resulted in the loss of the publications officer, (4) the funding base was broadened and diversified, and (5) stricter financial management policies were implemented.⁶⁶ Since then, the deficit was gradually reduced and has now been eliminated.

3.2.1.5 General evaluative statement

The organisation has a narrow and clearly defined mandate, which has remained constant, though there have been some shifts in its strategies to operationalise its new objectives, including its new work on Freedom of Information targeted at IFIs and private sector companies.

⁶⁵ Article 19 (n.d.), *Ongoing Projects 2001/2002* (internal document).

⁶⁶ Article 19 has passed the USAID financial test.

Article 19's work has led to a number of tangible outcomes. It has managed to set international standards in the area of freedom of expression and it has contributed significantly to changes in domestic laws, as well as campaign for other legal and policy changes. It has not formalised the collection of documentary evidence and feedback on its own performance, and it does not yet have a system in place that identifies indicators for impact and success in achieving objectives.

Article 19 is effectively the sole human rights organisation working in the areas of freedom of expression and freedom of information, and it seeks to maintain very strict quality control in all of its activities, especially its legal documents and those documents and publications released into the public domain. In addition, Article 19 has improved its arrangements with partners by formalising them through memoranda of understanding.

The organisation has recovered well from the years of running a significant deficit, although the inevitable cutbacks in staff members has placed a greater burden on existing staff. The organisation does not have a fundraiser or a publications coordinator, and no new members of staff are recruited until project money has been successfully attracted. This has led to a scaling down of the litigation project and a reduction in the number of printed publications. Moreover, there is still a relatively high degree of autonomy for the Executive Director, which now works successfully, but the potential exists for possible problems in the future. However, new planning, monitoring and evaluation procedures have been put in place.

External feedback praises the significant role that Article 19 has had in assisting the Special Rapporteur for Freedom of Expression of the Inter-American Commission for Human Rights, the OSCE Representative on Freedom of the Media, as well as the OAS Special Rapporteur on Freedom of Expression. One respondent notes that Article 19 was instrumental in identifying common issues of concern across different regions, the exchange of work strategies, and the issuance of Joint Declarations on urgent matters. An Eastern European respondent was very satisfied with Article 19's services (including publications and information), division of labour on projects, and the degree to which the joint work contributed to its own work.

3.2.2 International advocacy

3.2.2.1 Descriptive analysis

The main fora for the organisation's international advocacy work include the UN Commission on Human Rights and the Human Rights Committee, as well as the OAS, the African Commission, and the OSCE. In the review period, Article 19 made submissions to the Human Rights Committee on freedom of expression, which are summarised in Table 3.2.2. The submissions include background information on the country, its international legal obligations, its extant constitutional provisions for freedom of expression and information, and analysis of practices within the media. The analysis of *de jure* protection and *de facto* realisation of freedom of expression and information is then used to issue recommendations to the Human Rights Committee.

In recent years Article 19 has given the UN Human Rights Commission less priority in its advocacy work (it has not attended the meetings in the last few years) and has begun lobbying international financial institutions to incorporate freedom of expression and media into their international lending agreements and Poverty Reduction Strategy Papers, as well as lobbying them to be more open and transparent in their decision making.⁶⁷ In its latest advocacy strategies, Article 19 seeks to apply the principles originally used toward countries to multi-national corporations in an effort to get them to be more open and transparent about their practices.

Table 3.2.2 Article 19 submissions to the UN Human Rights Committee

Year of submission	Countries upon which the submissions were made
1998	Armenia, Israel, Zimbabwe
1999	Cambodia, Cameroon, Korea, Lesotho, Mexico, Romania
2000	Ireland, Kyrgyzstan, Peru
2001	Azerbaijan, Guatemala, UK (2)

3.2.2.2 Evaluative statement

International advocacy for Article 19 as it has mainly centred on the submission of briefs and its work in standard setting through other fora and publications (see section 3.2.3). Interviews with Executive Director suggest that fora such as the UN Human Rights Commission and the Human Rights Committee are not necessarily the best place for Article 19 to concentrate its activities and resources, although it continues to make submission to the Human Rights Committee (e.g. its submission on El Salvador in June 2003).

The shift in focus towards IFIs suggests that Article 19 perceives that the real locus of power at the international level resides in the World Bank and the IMF, while striving to incorporate freedom of expression and freedom of information into development and financial assistance packages is consistent with Article 19's view that these human rights underpin many other human rights, especially economic and social rights. Thus, the quantity of submissions made to the Human Rights Committee summarised in Table 3.2.2 and the valuable publications on standards in this area suggest that the efficiency and effectiveness of Article 19's international advocacy work is good, while its overall relevance outside its publications is less easy to assess.

3.2.3 Publications and information

3.2.3.1 Descriptive analysis

Article 19 has a series of main publications, legal briefs, newsletters, and policy papers, most of which are now available on its web-site. The main publications have an initial print run of 500, although it varies occasionally according to topic and demand. The other publications are organised by region. There have been 142 total publications for Africa (108 for 1997-2201), two for Latin America, 51 for Asia

⁶⁷ Interview with the Executive Director 23 April 2003 and the 2001 Plan of Activities.

(seventeen for 1997-2001), 107 for Europe (70 for 1997-2001), 32 for the Middle East and North Africa (MENA), with only thirteen for the 1997-2001 since the MENA programme activities have been scaled down.

In addition to region and country-specific publications, Article 19 has a series of thematic and standard-setting publications. For the evaluation period, the most notable of these include *Deadly Marionettes* (1997), a seven country study of 'informal repression; *Forging War* (1999), an updated edition of the 1994 study of media in Serbia, Croatia, Bosnia and Herzegovina; *Kid's Talk: Freedom of Expression and the UN Convention on the Rights of the Child* (1999); *The Public's Right to Know: Principles on Freedom of Information Legislation* (1999); *Public Service Broadcasting: A Comparative Legal Survey* (2000) a study of the way in which national, publicly-funded broadcasters are organised and paid for in six countries where support for these broadcasters remains strong, namely Australia, Canada, France, Japan, South Africa and the United Kingdom; *The Euro-Mediterranean Partnership and Freedom of Expression 1995-2000* (2000), a 19 country study; *Global Trends on the Right to Information: A Survey of South Asia* (2001); *Voices in Exile: African Refugees and Freedom of Expression* (2001).

Clearly, the different types of publications serve different purposes, while the overall quality of their content is very high. The thematic and standard-setting publications are generally aimed at scholars and legal practitioners, while the newsletters and media updates are for more general audiences. The electronic availability of most of the publications is useful and maximises the accessibility of Article 19's work.

3.2.3.2 Evaluative statement

As noted in section 3.2.2.2, the frequency and quality of publications shows a high level of output, and its on-line availability of materials demonstrates a high degree of effectiveness in raising awareness and disseminating best practice in the areas of freedom of expression and freedom of information. Moreover, external feedback suggests that the publications have great utility, particularly in those parts of the world where such freedoms are precarious. From Africa, an external respondent noted the quality, effectiveness, and authority of Article 19 publications. From South Asia, a respondent provides an equivalent assessment of the quality of Article 19 publications, as well as its legal advice. Many of the respondents cited the Article 19 publications *Defining Defamation*, *Johannesburg Principles*, and *The Public's Right to Know* as particularly helpful.

3.2.4 Law Programme

3.2.4.1 Descriptive analysis

All legal projects within Article 19 are organised and carried out within the Law Programme (see section 3.2.1.2). The Law Programme offers support to the regional programmes on projects and seminars. Within the organisation, the Law Programme takes an active role in the formulation of policy and co-ordinates the organisation's

advocacy related activities in international fora. The Media Law Analysis Unit, established within the programme in 1998, produces analyses of draft or recently adopted legislation, and issues statements and press releases on media law issues. There are currently three members of staff working within the programme.⁶⁸

In the Programme of Activities for 1997-2000, the Law Programme identified three main activities, including (1) setting up the media law analysis unit and Trial Observation Programme, (2) a joint litigation project with Interights⁶⁹, and (3) the development of a litigation project for the Southern Cone region with a Chilean partner.⁷⁰

In the annual activity plans in this period, Article 19 identified further projects and activities, such as publishing a second edition of the *Freedom of Expression Manual* and a study on defamation.⁷¹ The activity plan for 2000 identified a range of activities related to (1) standard-setting (producing a new international standard on: defamation; internet regulation; public sector broadcasting); (2) reform of media laws in Jordan, Indonesia and East Timor; and (3) publications (updating the freedom of expression handbook and a new project on children's right to freedom of expression).⁷²

A freedom of information campaign targeted at International Financial Institutions, the World Trade Organisation (WTO) and private companies was identified in the 2001 activity plan. In addition, the plan includes strategic litigation in Africa, work in Sri Lanka, advocacy in the UN and the World Conference on Racism, and work with the Special Rapporteurs.⁷³

The Media Law Analysis Unit was set up in 1998. Until 2002, the Unit focussed on Central and Eastern Europe and the CIS, but it now works globally. In 2000, Article 19 received a grant from the Open Society Institute (OSI) to support the activities of the Unit. It is estimated that the Unit has analysed over 100 laws since it was established.⁷⁴ From December 2000-December 2001 the unit completed analyses of 30 media laws in 14 countries: Albania; Armenia; Azerbaijan; Belarus; Bulgaria; Georgia; Kazakhstan; Macedonia; Montenegro; Poland; Romania; Russia; Serbia; and Ukraine. In addition to the legal analysis, it has either run or participated in workshops or seminars, and has issued a number of press statements and press

⁶⁸ Article 19 has recently advertised a vacancy for an additional legal officer.

⁶⁹ Interights is 'An international human rights law centre promoting the effective use of law to protect human rights and freedoms worldwide' (www.interights.org).

⁷⁰ Article 19 (1996), *Programme for 1997-2000* (submitted to the Ministry of Foreign Affairs, Netherlands), pp. 12-14.

⁷¹ See Article 19 (1997), *Report on Activities in 1997 and Proposed Activities in 1998* (submitted to the Ministry of Foreign Affairs, Netherlands) and Article 19 (1998), *Programme Plan 1999-2000* (submitted to the Ministry of Foreign Affairs, Netherlands), pp. 4-5.

⁷² Article 19 (1999), *Institutional Support Grant Application for 2000* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁷³ See Article 19 (2000), *Article 19's Activity Plan for 2001* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁷⁴ Article 19 (2003), *Successes and Indicators* (document prepared by Toby Mendel, Head of the Law programme for the evaluation).

releases on media law issues.⁷⁵ While the strategy for the organisation is to carry out such analyses, their number is a reflection of Article 19's response to requests and is not a function of a proactive strategy that targets a pre-specified list.

The evaluation interviews revealed that Article 19 claimed that a number of draft laws have been amended in response to analyses conducted by the Unit. Such positive outcomes of the unit's work occurred in Montenegro, where two broadcasting laws were substantially amended in response to the Unit's comments and were adopted in 2002, while in Russia, draft amendments on terrorism were withdrawn in response to criticism, including analysis carried out by Article 19, which was formally presented to the authorities by the OSCE.⁷⁶

Box 3.2.1

Publications produced under Article 19's Law Programme

- *Satellite Broadcasting and Freedom of Expression in the Middle East and North Africa* (1998)
- *Minorities, Governments and the Media* (1998)
- *Journalists' Sources* (1998)
- *Investigative Journalism and Freedom of Expression* (1998)
- *Kid's Talk* (1999)
- *Media Subsidies* (1999)
- *Cultural Rights and Freedom of Expression in International Law* (1999)
- *Criminal Content Restrictions* (1999)
- *The Public's Right to Know: Principles on Freedom of Information Legislation* (1999). Roughly 6000 copies have been printed in English and other languages.
- *Scandalizing the Court: Matrix Under Threat* (1999)
- *Public Service Broadcasting: Organisation and Funding* (1999)
- *Privacy and Freedom of Expression* (1999)
- *Principles on Developing a New Press Law* (1999)
- *Obscenity: Harmful or Merely Offensive?* (2000)
- *Public Service Broadcasting: A Comparative Legal Survey* (2000)
- *Freedom of Information in Southern Africa* (2000)
- *UK: Media Regulation* (2000)
- *Defining Defamation* (2000) (Available in English, French and Spanish)
- *European Court of Human Rights: Overview, Developments and Impact* (2000)
- *Euro-Mediterranean Partnership and Freedom of Expression (1995-2000)* (2000)
- *Defamation: Trends and Developments (2000)* Roughly 3000 copies printed in English and other languages.
- *International Mechanisms for Freedom of Expression* (2001)
- *Global Trends on the Right to Information: A Survey of South Asia* (2001).

In 1996, Article 19 launched a joint litigation project with Interights.⁷⁷ This project submitted *amicus curiae* briefs to domestic and international courts and it gave assistance to lawyers.⁷⁸ While the project was a major activity planned for the 1997-2000, it was discontinued owing to operational problems. However, Article 19 has continued to support strategic litigation in Zimbabwe and Sri Lanka. It has worked with lawyers representing two journalists who were charged with dissemination of false news in Zimbabwe. The Supreme Court of Zimbabwe, citing many of the arguments put forward by Article 19 in their brief, subsequently declared the law

⁷⁵ For further details see Article 19 (2002), *Final Narrative Report on Media Law Analysis Unit: December 2000-December 2001* (to the OSI Network Media Program).

⁷⁶ Article 19 (2003), *Successes and Indicators* (document prepared by Toby Mendel, Head of the Law programme for the evaluation).

⁷⁷ Article 19 (1998), *Report on Activities in 1997* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁷⁸ See Article 19 (1997), *Report on Activities in 1997 and Proposed Activities in 1998* (submitted to the Ministry of Foreign Affairs, Netherlands).

unconstitutional.⁷⁹ In addition, Article 19 produced a brief for a major broadcasting case in Zimbabwe.⁸⁰

Since 1999, Article 19 has been facilitating annual meetings between the OSCE, UN and OAS Special Rapporteurs on freedom of expression and international standard setting. The aim of the meeting is to allow these three groups to share information on their mandates and issues of concern. The work has led to joint declarations at the end of each meeting.

Article 19 researched and published *The Public's Right to Know: Principles on Freedom of Information Legislation*, a guide to good practice by States in developing and operating access to information laws, in 1999.⁸¹ In 2000, it brought out another standard setting document, *Defining Defamation*, which listed 19 principles for an appropriate balance between the right to freedom of expression and the need to protect the reputations of individuals. The three Special Rapporteurs have supported both sets of principles. Article 19 also produced a new standard on Internet regulation, as well as a set of broadcasting principles.⁸² These and many other publications under the Law Programme are listed in Box 3.2.1.

The initial progress on the Freedom of Information Campaign was slower than planned owing to difficulties in attracting project funding. A Model Freedom of Information Law was published in 2001 and Article 19 became involved in consultations with the World Bank over their own policy for disclosure of information.⁸³

Article 19 has worked with UNESCO in Indonesia (and East Timor) on the Freedom of Information and Broadcasting laws to bring them in conformity with international standards. The Law Programme, in consultation with the Ministry of Information, in 1998, prepared the Press Law. The draft was presented at a conference opened by the President in March 1999 and was then adopted, with a small number of amendments, in September the same year. Between 1999 and 2002, Article 19 consulted intensively with various Indonesian authorities over the Broadcasting Law including the presentation of drafting options for their consideration. While Article 19 did not draft the law, the final product has incorporated many of its recommendations.⁸⁴

Article 19 has worked in Sri Lanka helping the local media monitor elections and carrying out advocacy work related to freedom of expression during national

⁷⁹ Article 19 (2001), *Financial and Progress Report* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁸⁰ Article 19 (2002), *Financial and Progress Report* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁸¹ Article 19 (2001), *Financial and Progress Grant* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁸² Article 19 (2002), *Financial and Progress Grant* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁸³ Ibid.

⁸⁴ Article 19 (2003), *Successes and Indicators* (document prepared by Toby Mendel, Head of the Law programme for the evaluation).

emergencies. Along with the OSCE, Article 19 has produced an analysis of the media and elections in Kazakhstan.⁸⁵

In addition to the publications listed in Box 3.2.1, Article 19 has produced a *Virtual Handbook* that supplements its earlier 1993 publication contains a large number of briefs of freedom of expression cases from the UN Human Rights Committee, the Inter-American Commission and Court on Human Rights, the African Commission on Human and Peoples' Rights, the European Commission and Court of Human Rights and the Judicial Committee of the Privy Council, as well as standard-setting cases from national jurisdictions. As noted above, the *Virtual Handbook* is available on the web-site from which users can download all case briefs.⁸⁶

The Law Programme co-ordinates the advocacy work of Article 19, which is targeted at the Commission on Human Rights and the Human Rights Committee (discussed below). Article 19 has observer status at two expert groups on freedom of information and freedom of expression at the Council of Europe. It has also produced an analysis of hate speech laws for the delegates at the World Conference on Racism,⁸⁷ and has organised a number of seminars and conferences related to its work.

The programme has carried out trial observations, but this activity was not developed as fully as planned and is now mostly carried out through the regional programmes.

3.2.4.2 Evaluative statement

On balance, the Law Programme continues to be fairly dependent on unrestricted funding, which allows it to respond rapidly to international developments in the field. Increasingly, however, the programme is carrying out commissioned projects and consultancies. Such ad hoc work does not appear in planning documents, so an overall judgement about the effectiveness of the programme's work remains somewhat problematic. While the programme's work has accelerated over the latter part of the evaluation period, less work has been done on litigation and trial observation, while more bespoke work has been undertaken (e.g. the Indonesian projects). Its relationship with partners tends to be unequal as Article 19 assumes leadership in the issue area and perceives itself as an organisation with expert knowledge that can be made available to interested partners. Feedback from partners suggests that they have been appropriately consulted in the development and execution of projects.

The Law Programme has grown both in breadth and depth over the period of the evaluation. Its overall output in terms of briefs, legal analyses, and media laws shows that it has a high level of substantive output, suggesting a high degree of efficiency. This is all the more so in the absence of a publications manager. It has by and large

⁸⁵ Article 19 (2002), *Financial and Progress Grant* (submitted to the Ministry of Foreign Affairs, Netherlands).

⁸⁶ See Article 19 (n.d.), *Report on Article 19's Virtual Freedom of Expression Handbook*. We were also informed by Toby Mendel, Head of the Law programme, that the Handbook received over 50,000 hits last year, making it the most popular resource on the web-site.

⁸⁷ Ibid.

sought to pursue its main aims and objectives laid out in its planning documents (with the exception of the discontinuation of the litigation project with Interights). The evidence of output (publications, briefs, and submissions) combined with outcomes such as the adoption of media laws suggests that its work has also been reasonably effective. The absence of internal evaluation procedures does not allow for a full assessment of its work. Moreover, its work has succeeded in countries adopting media legislation in line with the expectations and in direct response to analysis conducted by the Law Programme. But without an assessment of the de facto protections of freedom of expression and information in those countries before and after adoption of new standards, it is difficult to draw any firm conclusions regarding the relevance of the programme.

3.2.5 Summary

Article 19 has shown continued development of new areas of work and a new set of activities. Faced with difficulties, it had to downsize staff in crucial areas, which has in part compromised the effectiveness of the organisation, particularly in the area of litigation. Despite the setbacks associated with the discontinuation of the litigation project, the Law Programme has grown in depth and breadth, and its publication as a whole of a high number and quality. Table 3.2.3 summarises the evaluative statements for Article 19.

Table 3.2.3 Summary of evaluation for Article 19

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Narrow mandate allows for planning of specific activities; demonstrates success in various ways; no systematic procedures in place for evaluation or tracking outcomes	High output in terms of main activities; some financial problems now alleviated, but some key staff missing from organisational structure	Good realisation of main aims and objectives; although financial problems and staff reductions have compromised some effectiveness of activities	Activities have led to new international and domestic standards; unable to assess the impact on the ground
International advocacy	Shift of strategy away from advocacy work within the UN Human Rights Commission Human Rights Committee towards IFIs	High output in the number of submissions, but no presence at Human Rights Commission or Committee	Shift of strategy has not yet led to the realisation of aims and objective within the new international fora of IFIs	Not possible to assess the overall impact of its advocacy work; indicators of impact within IFIs and development assistance packages are required
Publications and information	<i>The Public's Right to Know</i> and <i>Virtual Freedom of Information Handbook</i> are particular highlights and web-site is a comprehensive source of information	High output of high quality publications and legal analyses with a concentration on Africa	Good dissemination of information linked to main aims and objectives of raising awareness and sharing best practice	Utilisation and overall impact of publications difficult to assess
Law Programme	Good growth and development of the programme; media law analysis unit a notable success, while joint litigation project was cancelled	High output of high quality legal analyses on produced on a largely reactive basis by the media law analysis unit; <i>Defining Defamation</i> is cited as particularly useful	Effectiveness international standard-setting, as well as domestic media law; failure to achieve aims of the joint litigation project; freedom of information project for IFIs was initially slow	Absence of an assessment of the <i>de facto</i> protections of freedom of expression and information in targeted countries, limits conclusions regarding the relevance of the programme

3.3 International Federation for Human Rights/Fédération Internationale des Ligues des Droit de l'Homme (FIDH)

www.fidh.org

3.3.1 General evaluation of the organisation

3.3.1.1 Substantive content

The International Federation for Human Rights has been in existence since 1922, when 20 national human rights leagues founded it under the motto of 'Peace for human rights'.⁸⁸ As a federation of nationally based human rights organisations, it has shown monotonic growth with a total of 64 member organisations in 1993, 89 in 1995, 106 in 1997, and 116 in 2001. The current total 116 member organisations are located in 90 countries around the world. Its International Secretariat is in Paris and it has shown linear growth in the number of permanent staff over the 1990s with only 2 in 1990, 10 in 1995, 19 in 1997, and 21 in 2001. It now has 27 permanent members of staff and expects to appoint new posts in the coming year to bring the total to 36 by the end of 2003.⁸⁹

The mandate of FIDH is 'to act effectively and practically to ensure the respect of all the rights laid down in the Universal Declaration of Human Rights and in all other international human rights instruments'.⁹⁰ Since the Universal Declaration of Human Rights, there has been a proliferation of international human rights law that has resulted in new international treaties on human rights for civil, political, economic, social, and cultural rights, as well as specific treaties on the rights of racial and ethnic minorities, women, and children. At the regional level, treaties have established human rights mechanisms in Europe, the Americas, and Africa. In addition, 2002 saw the establishment of the International Criminal Court after the Rome Statute came into force.

FIDH uses all aspects of this emerging international human rights regime to bring about the protection and respect for all human rights articulated in these various treaties. It thus has a very broad mandate. The member organisations that comprise the federation 'must operate on a non-partisan, secular basis', which is independent from national governments, while they are obliged to have a general mandate 'to promote all human rights'.⁹¹ Beyond the main aim of promoting the respect for all human rights, FIDH works to put an end to the violation of fundamental rights and freedoms, obtain effective improvements in the protection of victims, the prevention of human rights violations and the prosecution of those who are responsible for those violations.

⁸⁸ FIDH (2002) *Facts for Taking Action*, Paris: FIDH, Euro RSCG Publishing, and Valpaco, p. 6.

⁸⁹ Internal data generated by FIDH and web-site information (www.fidh.org).

⁹⁰ FIDH (2002) *Facts for Taking Action*, Paris: FIDH, Euro RSCG Publishing, and Valpaco, p. 7.

⁹¹ FIDH (2002) *Facts for Taking Action*, Paris: FIDH, Euro RSCG Publishing, and Valpaco, p. 7.

FIDH has either consultative or observer status with the Economic and Social Council in the UN (ECOSOC), UNESCO, the Council of Europe (CoE), African Commission for Human and Peoples' Rights, the *Organisation internationale de la francophonie*, and the International Labour Organisation (ILO). In addition, it is in regular contact with the European Union (EU), the Organisation for Security and Co-operation in Europe (OSCE), the Organisation of American States (OAS), the United Nations Development Programme (UNDP), the World Trade Organisation (WTO), the International Monetary Fund (IMF), the World Bank (IBRD), and the Organisation for Economic Co-operation and Development (OECD).

3.3.1.2 Main activities and output

FIDH seeks to realise its aims and objectives through a series of main activities and output. In general it mobilizes the community of states, prevents violations, supports civil society, and observes and alerts the global community about rights violations through information and denunciation campaigns. It carries out these activities through a variety of methods, including international advocacy, legal interventions on behalf of victims of violations, lobbying inter-governmental organisations, legal co-operation programmes, and other partnerships for carrying out specific forms of action.⁹²

Beyond these general activities, FIDH has the following three main programmes: (1) the Observatory for Human Rights Defenders, (2) International Justice, (3) Globalization and Human Rights. The Observatory for Human Rights Defenders was set up in 1996 and is jointly run by FIDH and OMCT, which is evaluated separately in section 3.3.4.

The Programme on International Justice draws on FIDH's long-standing commitment to establish an International Criminal Court, which was made initially in 1927, but had gained increasing importance in the 1950s, owing to FIDH's lobbying efforts to establish a permanent judicial body to complement the Tokyo and Nuremberg military tribunals. From 1997, the programme helped lobby and contribute to the drafting of the Rome Statute that has now come into force,⁹³ and since 1999 it has been actively involved in the Preparatory Commissions for the ICC.⁹⁴ The Hague has yet to find sufficient space for the Assembly of State Parties, and FIDH continues to operate in the New York meetings for the ICC. FIDH will open an office in The Hague to work on all aspects of support for victims and to help create a realistic view of the ICC. Through the programme, FIDH has contributed to the *ad hoc* tribunals for Rwanda

⁹² FIDH (2002) *Annual Report of Activities: General Overview for 2001*; FIDH (2001) *Annual Report of Activities: General Overview for 2000*; FIDH (2000) *Annual Report of Activities: General Overview for 1999*; FIDH (1999) *Annual Report of Activities: General Overview for 1998*.

⁹³ FIDH has been very critical of the US position with regard to the ICC. See FIDH (2002) 'No to American Exceptionalism: Under Cover of the War Against Terrorism, a Destructive US Offensive Against the ICC', *Position Paper Number 8 International Criminal Court (ICC)*, Paris.

⁹⁴ FIDH (1999) *CPI: le temps est l'allé des bourreaux*, Paris; FIDH (2000) *CPI: La Commission préparatoire à mi-chemin*, Paris; FIDH (2000) *Preparatory Commission for the International Criminal Court*, Paris; FIDH (2001) *Guaranteeing an Independent International Criminal Court*, Paris; FIDH (2001) *Loi française d'adaptation – enjeux et tabous*, Paris.

(ICTR) and the Former Yugoslavia (ICTY) by providing information, eyewitness accounts and expertise.⁹⁵

The programme pursues the notion of 'universal jurisdiction' and fights the ability for international crimes to be brought to justice before national courts. An example of FIDH involvement in court involved the April dilution of Belgium's Law on Universal Jurisdiction surrounding Jan Fermon's case on behalf of Iraqi plaintiffs against General Tommy Franks of the US Military for committing crimes against humanity in the execution of Operation Iraqi Freedom.⁹⁶ FIDH sees such universal jurisdiction as natural complement to the jurisdiction of the ICC and the *ad hoc* tribunals. The programme carries out training activities on international justice, and during the evaluation period, it carried out training in Dakar (1999), Bogotá (2000), and Casablanca (2001).⁹⁷

The third main area of activity is in globalisation and human rights. FIDH actively advocates for the justiciability of economic, social, and cultural rights all of which they argue are under threat from processes of economic globalization. FIDH contributed to the formulation of a collective complaints mechanism as part of the European Social Charter, and it is working toward establishing a similar mechanism for the International Covenant on Economic, Social, and Cultural Rights (ICESCR).⁹⁸ In addition to these legal challenges, the programme seeks to make IFIs and other economic bodies more open and accountable, and has published position papers on the WTO and the World Bank.⁹⁹ In the area of business and human rights, FIDH formed a partnership in 2000 with the Carrefour group in bringing about greater respect for human rights in all aspects of the corporation's activities. In particular, FIDH works to improve the work conditions in which Carrefour operates.¹⁰⁰ In 2001, FIDH launched an ethical savings fund, 'Libertés et Solidarités', which is comprised of 80% bonds and 20% shares in companies that meet FIDH's set of ethical criteria.

3.3.1.3 Management and structure

FIDH is a large federated organisation with 116 member organisations that meet as a group every three years. At this meeting, the member organisations either grant affiliation to new members or exclude members that no longer meet the mandate requirements of FIDH. The members elect the International Board, which is comprised of a president, a treasurer, fifteen vice-presidents and five secretaries-general. The International Board meets three times a year and board members work in the field helping to define strategies and oversee their implementation. In March 2001, the International Board adopted the 'Principes de fonctionnement interne', which create geographic and thematic teams; an organisational innovation that

⁹⁵ FIDH (2002) *Facts for Taking Action*, Paris: FIDH, Euro RSCG Publishing, and Valpaco, p. 18.

⁹⁶ www.bbc.co.uk accessed on 30 April 2003.

⁹⁷ FIDH (2002) *Facts for Taking Action*, Paris: FIDH, Euro RSCG Publishing, and Valpaco, p. 19.

⁹⁸ FIDH (2002) *Facts for Taking Action*, Paris: FIDH, Euro RSCG Publishing, and Valpaco, p. 21.

⁹⁹ FIDH (1999) *The WTO and Human Rights: An Equation to be Resolved*, Paris; FIDH (2001) *The WTO and Human Rights: For the Primacy of Human Rights, For the Creation of an NGO Consultative Status*, Paris; FIDH (2002) *The World Bank and Human Rights*, Paris.

¹⁰⁰ FIDH (2001) *Annual Report of Activities: General Overview for 2001*, Paris, pp. 24-25; FIDH (n.d.) *Human Rights and Corporations: Accountability at the Crossroads*, Video tape recording of FIDH surprise visit to a Carrefour supplier, Paris.

helped strengthen internal democracy, involvement of member-organisations, the capacity of FIDH to adapt to the needs of its local partners, and monitor the capacity of all activities. In addition, honorary presidents have consultative status in the International Board. The Executive Board meets once a month and is comprised of a president, a treasurer, and five secretaries-general. The Executive Board is responsible for the day-to-day management of FIDH and is consulted by the International Secretariat and member organisations for strategic decisions.

The International Secretariat implements the decisions of the International Board and the Executive Board and maintains all correspondence with member organisations. The International Secretariat is comprised of separate sections on Management (two staff), Administration (five staff), Research and Operations (ten regional and specific programme officers), Permanent Delegations (EU and UN Geneva), and Communication and Development (five staff). All the staff meet every two weeks and file written progress reports on all aspects of their work, including progress, setbacks, funding, missions, etc. FIDH provided an in-house and confidential copy of these reports that were evaluated *in situ*. In general, they present a thorough documentation of micro-management within the International Secretariat and demonstrate good mechanisms for feedback, reflection, and monitoring of all activities.

3.3.1.4 Finance

Table 3.3.1 shows the total income and expenditure for the International Secretariat. In 2000, the breakdown of the budget comprises 66% for programmes and missions, 8% for communication and development, 4% for international representation, 5% for publications, 13% for operating costs, and 4% for investment.¹⁰¹ These figures are roughly comparable for the other years in the evaluation period. The accounts have been fully audited by independent, certified auditors who have declared that the accounts are in order.¹⁰² The 13% of funds for operational costs in 2000 is in line with most private no-profit organisations, although it has been as low as 9% in the past. The ethical fund is new but has shown positive growth of modest amounts.

Table 3.3.1 Income and expenditure for FIDH in EUR

Year	Income	Expenditure
1997	1,117,917	1,157,620
1998	1,359,471	1,580,262
1999	1,632,192	1,637,045
2000	2,556,131	2,498,593
2001	2,240,640	2,186,351

3.3.1.5 General evaluative statement

At first glance, FIDH's mandate appears too broad for one organisation to realise through concrete activities. There are currently 68 human rights delineated in the various human rights treaties¹⁰³ and it seems that such a menu for potential action

¹⁰¹ FIDH (2001) *Facts for Taking Action*, Paris: FIDH, p. 32.

¹⁰² Statutory Auditor's Reports 1999, 2000, 2001.

¹⁰³ Green, M. (2001) 'What We Talk about When We Talk about Indicators: Current Approaches to Human Rights Measurement', *Human Rights Quarterly*, 23: 1062-1097. This is only one estimate, since

presents difficulties for an organisation. On the one hand, it must respond to so many challenges from so many disparate sources and issue areas that its resources will inevitably become stretched. On the other hand, it must try to be effective and have an impact on *something* in the field in order to maintain its legitimacy as a human rights organisation. Having said that, FIDH has identified a series of problem areas to which it dedicates its efforts.

Work across the two areas of International Justice and Globalisation and Human Rights shows a high level of output and a reasonable degree of effectiveness since FIDH has had a role in standard setting for the ICC and practical assistance to the meetings for the preparation of the ICC. Its statements on the IBRD and WTO are not new and in places appear derivative from other analyses, but its position as a large human rights NGO has helped move the agenda for openness within IFIs forward. In many ways, the venture with Carrefour shows how constructive engagement with a multinational corporation can begin to bring about changes in practices that will have improved the protection of certain economic and social rights.

Its large federated structure which spans the world does allow for the 116 member organisations to respond to developments in the field as they occur; however, such a co-ordinated response requires an effective means of communicating among and between the member organisations on any given issue. The management structure and the relative degree of autonomy of the International Secretariat provides this 'lean' organisation to respond rapidly to the changing human rights environment while maintaining steady work on its chosen programme areas.

Its International Secretariat is very well organised and well managed with clear defined responsibilities and a good division of labour. Its activities are well documented, including regular reports on all activities, full accounting of all income and expenditure, full archive of all publications, as well as a good system of internal reporting and feedback for staff. FIDH has yet to put in place a systematic and comprehensive system for evaluation; however, those evaluations of specific activities that have been carried out are positive.

External feedback from third parties about the effectiveness of the organisation shows that FIDH has had a lasting impact on human rights victims and human rights activists throughout the world. Feedback from third parties that have worked with FIDH exhibit a high degree of support and corroborate our general conclusions about the effectiveness of FIDH. Feedback from Malaysia shows that a human rights NGO initially contacted by FIDH prior to a fact-finding mission for the Observatory now enjoys a good working relationship in which FIDH has helped build local capacity and credibility while providing regular and useful information. From Kyrgyzstan, a human rights NGO praises the valuable materials, assistance and facilitation of activities, as well as the rapid response time of FIDH. The only negative feedback from our respondents concerned a third party that expressed some concern over the exclusivity of the 116 Member Organisations.

Much of the core content of state obligations and enumeration of human rights found in the treaties is still a matter of controversy.

3.3.2 International advocacy

3.3.2.1 Descriptive analysis

FIDH carries out its international advocacy within a variety of international fora. The evaluation team has looked at FIDH's record of submissions and interventions in the 57th and 58th sessions of the UN Human Rights Commission in Geneva.

For the 57th session, FIDH made nine written interventions on (1) the violation of human rights in the occupied Arab territories; (2) fundamental rights violations in Algeria, Iran, Chechnya, China, Libya, and Colombia; (3) economic, social, and cultural rights; (4) civil and political rights in Tunisia and Argentina; (5) civil and political rights, the independence of the judiciary, the administration of justice and impunity in El Salvador and Northern Ireland; (6) civil and political rights and religious intolerance in Vietnam; (6) queries in relation to autochthonous populations; (8) human rights defenders in Guatemala; and (9) the efficacy of human rights mechanisms in the UN. It made eight oral interventions, including six with respect to points 1, 2, 3, 4, 8, and 9 above, while making two on the organisation of the work of the session with respect to Colombia and the report of the sub-commission on the fight against discriminatory measures and the protection of minorities.

During the 58th Session, FIDH, along with Amnesty International, the Cairo Institute for Human Rights Studies, Human Rights Watch, and the ICJ, made an open statement to the Commission on the need for the respect for human rights in the fight against terrorism. These NGOs jointly recommend that the Commission 'support the proposal of the High Commissioner for Human Rights to establish a mechanism ... to monitor the impact on human rights measures taken to combat terrorism'.¹⁰⁴

FIDH made written interventions on the human rights situations in Colombia, the occupied Arab territories, Algeria, Democratic Republic of the Congo, Burundi, Iran, China, Chechnya, Libya, Argentina, Mexico (indigenous peoples), Venezuela, Congo, Tanzania, Central African Republic, Vietnam, Kyrgyzstan, and Tunisia.

Its joint open statement on human rights and terrorism was complemented by its own written and oral interventions on human rights and terrorism. Following the 58th Session, FIDH issues a strong communiqué condemning the session for not taking a stronger stance on the possible erosion of human rights protection as a result of the fight against terrorism. The communiqué complains that NGOs and the Commission's investigative mechanisms were not given enough voice, and that the effort to establish a mechanism to monitor the impact on human rights of the fight against terrorism failed after the draft joint resolution was withdrawn. It then lists a series of setbacks and lack of progress made during the session.¹⁰⁵

¹⁰⁴ FIDH (2002), Open Statement to the 58th Session of the UN Commission on Human Rights, www.fidh.net/justice/lettres/2002/opnstat2703.htm.

¹⁰⁵ FIDH (2002), Communiqué: Defeat and a very meagre harvest at the Commission on Human Rights, The 58th session gives a blank cheque to the oppressors, Paris-Geneva 26 April 2002.

3.3.2.2 Evaluative statement

The documentation on International Advocacy demonstrates that whether FIDH is acting alone or jointly with other human rights NGOs, it is at the forefront in working to promote and protect human rights. Far from establishing a 'cosy' relationship with the Commission on Human Rights, its written and oral interventions articulate a strong and uncompromising position on the issues it wishes to raise. Its verbal and written confidence in this international forum draws on its network of corroborated evidence on human rights abuses and its background research. The record of submissions shows a large output and thus a good degree of efficiency. Less clear is how such interventions achieve anything other than awareness raising, nor is it clear what overall impact and therefore relevance FIDH's international advocacy has within the Commission.

3.3.3 Publications and information

3.3.3.1 Descriptive analysis

Between 1994 and 2003, FIDH has published 266 reports including country reports, election reports, and position papers.¹⁰⁶ For the period 1999-2002 there were 31 reports in 1999, 24 in 2000, 29 in 2001, 47 in 2002.¹⁰⁷ Print runs range between 200 and 1000 per publication, and most publications can be downloaded from the web-site. In addition, FIDH publishes press releases on all human rights related issues in need of attention at times of peak salience (i.e. the legality of the US-led war against Iraq). All such press releases are available on the web-site. FIDH estimates that approximately 20% of staff time is spent on the production and dissemination of publications (i.e. four full time and 10% of the time of Desk Officers). The production of publications has cost on average 5% of total expenditure per annum. The web-site has approximately 10K visitors per day from 100 countries, sometimes 30k per day surrounding global events. The evaluative statements on the quality and effectiveness of these publications are provided below.

While there are many reports and publications, two publications that form part of the work on globalisation (see above) are worth noting. *The WTO and Human Rights* and *The World Bank and Human Rights* offer a good representation of the kinds of informative reports made available by FIDH. They strike a fair balance between academic argumentation and human rights advocacy, and offer the interested human rights activist access to complex issue areas. As pure academic exercises, they appear slightly derivative; however, they cover the evolution of the human rights problems associated with the WTO and the World Bank and provide ways in which a human rights approach to trade and development assistance can make a difference for the lives of ordinary people.¹⁰⁸

¹⁰⁶ FIDH (2003), *Catalogue des publications de la FIDH de janvier 1994 à avril 2003*, Paris.

¹⁰⁷ Internal data from FIDH.

¹⁰⁸ FIDH (1999), *The WTO and Human Rights: An Equation to be Resolved*, Paris; FIDH (2001) *The WTO and Human Rights: For the Primacy of Human Rights, For the Creation of an NGO Consultative Status*, Paris; FIDH (2002) *The World Bank and Human Rights*, Paris.

Apart from the regular publications, FIDH brings out specialist publications on specific issues. For example, *Tchéchénie: dix clés pour comprendre*, is a book co-authored and co-published by FIDH as part of the Comité Tchétchénie, a coalition of human rights specialists and activists on Chechnya and post-Soviet affairs. The book is well-produced to a very high professional standard and through its ten 'keys' covers the devastation in Chechnya since 1994 and links the developments in that region to the events of September 11, 2001, including an analysis of the role of Islamists in the war, the impact of the war on society in Russia and Chechnya, as well as the lack of response from the international community.¹⁰⁹ The book also contains a chronology of events, lists of contacts for human rights groups, and a list of relevant web-sites. The quality and impact of the *Annual Reports* on Human Rights Defenders are discussed in the next section.

3.3.3.2 Evaluative statement

FIDH's output in terms of publications and information is high, and shows a high degree of efficiency in the use of its available resources since its publications require only 5% of total expenditure. A full assessment of the overall utilisation of publications could not be carried out in depth. A large proportion of the publications (particularly reports) are used throughout the network for sharing best practice and information on ongoing activities in the struggle for human rights. In the absence of a tracking system for how these reports are put to use, it has not been possible to assess fully their relevance.

3.3.4 The Observatory for human rights defenders

3.3.4.1 Descriptive analysis

The Observatory for Human Rights Defenders was set up as a joint project with the Organisation Mondiale Contre la Torture (OMCT) in 1996 with the short term objective of providing a minimum level of security for defenders to carry out their work, and a longer term objective of setting up an international system for their protection.¹¹⁰ The primary activities of the Observatory to realise these objectives include raising media attention, provoking state reaction, and systematic analysis and action. The operational definition of a human rights defender adopted by FIDH and OMCT is:

Each person victim or risking to be the victim of reprisals, harassment or violations, due to his compromise exercised individually or in association with others, inconformity with international instruments of protection of human rights, in favour of the promotion and realisation

¹⁰⁹ Comité Tchétchénie (2003), *Tchéchénie: dix clés pour comprendre*, Préface de Sophie Shihab, Paris: Le Découverte, p. 128.

¹¹⁰ FIDH (1996) "Hands Off" A Programme for the Protection of Human Rights Defenders', Paris: FIDH (PROG/HRDef/AB/5-Jun-96 (Eng)), p. 1.

of rights recognised by the Universal Declaration of Human Rights and guaranteed by several international instruments.¹¹¹

The activities to pursue the main objectives of the programme are carried out by the FIDH federation and networked NGOs with links to FIDH and OMCT.

First, the network systematically collects information concerning the situation of human rights defenders, which is then cross checked and corroborated using multiple sources. Second, this collection of information is complemented by urgent appeals to alert the international community of cases of harassment and repression of human rights defenders,¹¹² and the weekly FIDH letter contains a special section dedicated to the Observatory. The urgent appeals go out to roughly 90,000 recipients worldwide.¹¹³ Third, FIDH self-finances trial observations of human rights defenders and missions to countries with acute problems of harassment and repression of defenders.¹¹⁴ Fourth, the programme campaigns for effective international protection. Fifth, the programme produces an annual report on human rights defenders, which contains separate entries for between 50 and 60 countries in Africa, the Americas, Asia, Europe and the CIS, and Mahgreb and the Middle East. Sixth, the programme provides material assistance to victims.

For the evaluation period, the Observatory has seen a variety of successes, with a large proportion of the original aims and objectives having been achieved. Letters from the UN Special Representative on Human Rights Defenders Hina Jilani, as well as direct testimonies from victims and relatives of victims throughout the world in part corroborate the claims of success. Moreover, international press coverage of the Observatory includes over 50 stories for the 1997-1999 period and over 30 stories for the 2000-2001 period.

The urgent appeals to the international community and the lobbying within international fora have had an impact on the development of international and regional systems for the protection of human rights defenders. The Observatory lobbied the 13th Session of the Working Group of the UN Commission on Human Rights for a Draft Declaration on Human Rights Defenders. The Declaration on Human Rights Defenders was ultimately adopted by the General Assembly of the UN on 9 December 1998. Following the Declaration for Human Rights Defenders, the 56th session of the UN Commission on Human Rights appointed a Special Representative of the Secretary General of the UN on Human Rights Defenders, Hina Jilani, with whom the Observatory has established a close working relationship.¹¹⁵ In her report

¹¹¹ FIDH/OMCT (2002) *Human Rights Defenders on the Front Line: Annual Report 2002*, Paris and Geneva, p. 274.

¹¹² In contrast to Amnesty International, FIDH and OMCT put out appeals on behalf of third party NGOs.

¹¹³ Euro-Mediterranean Human Rights Network, The Kurdish Human Rights Project, Observatory for Human Rights Defenders, The Bar Human Rights Committee of England and Wales, and the Union Internationale des Avocats (2001) 'Trial Observation, Freedom of Expression, Freedom of Association, and Unfair Trials in Tunisia', p. 6.

¹¹⁴ It is important to note that such 'self-financed' work draws on available core funding seen as vital to maintaining the capacity for the Observatory (and FIDH more generally) to respond to ongoing developments and events.

¹¹⁵ FIDH provided copies of a number of submissions to the Special Representative as evidence (see document list in the Annexes).

to the 58th session to the United Nations Commission on Human Rights, she makes several references to the importance in working with human rights NGOs, and in particular she expresses her appreciation of the work conducted by FIDH.¹¹⁶

In a letter dated 12 June 2002, she thanks the Observatory for arranging her mission to the African Commission on Human and People's Rights and thanks the work of the Observatory since the inception of her mandate. She writes:

Your system of Urgent Appeals has been an invaluable source of information to me, which I have frequently used to verify and confirm information received by me.

After much lobbying and resistance, the Organisation of American States created an operational unit on Human Rights Defenders within the Inter-American Commission on Human Rights and the Observatory shares all information on Human Rights Defenders in Latin America with the Unit.

Within other regional organisations, success has been much more mixed. While the European Union has recognised the importance of human rights defenders in various workshops and meetings in which the Observatory has participated and has passed numerous resolutions condemning the ill treatment of human rights defenders in countries such as Turkey, Colombia, and the UK, it has yet to formalise its commitment.

The Observatory has only begun working with the OSCE with respect to human rights defenders in the CIS. The African Union's Commission on Human and People's Rights has yet to adopt specific protective mechanisms for human rights defenders. Apart from the international level, the Observatory has received regular and numerous testimonies and expressions of gratitude for its work to assist individual detainees and victims.

Financially, The Observatory has taken up between 17 and 25 percent of the total operating budget of FIDH, bearing in mind that it is jointly run with OMCT. For the year 2001, the financial figures show that the alert and urgent appeals activities comprise 41% of the Observatory's budget, the international missions 16%, the material assistance to victims 5%, the Annual Reports 31% and general costs 5%.

3.3.4.2 Evaluative statement

Overall, the joint FIDH-OMCT programme should be seen as both efficient and effective. It has a discrete set of objectives that have been operationalised effectively using a large network of information, which is corroborated across different sources.

¹¹⁶ Promotion and Protection of Human Rights: Human Rights Defenders, Report Submitted by Ms. Hina Jilani, Special Representative of the Secretary General on human rights defenders, pursuant to the Commission on Human Rights resolution 2000/61, E/CN.4/2002/106, pp. 11-12.

The large network means that FIDH can have access to verifiable information in a very short period of time.

The information is used effectively through the urgent appeals process and the programme has clearly demonstrated that information and the general discourse articulating the precariousness of human rights defenders has reached the very highest levels of the international system for the promotion and protection of human rights.

The programme has a number of tangible outcomes that show success, yet the documentation and interview information show that the programme is willing to concede that there has been less progress at the regional level. There are added problems of weak partnerships, some lack of verifiable information, translation from foreign languages, and thin geographical coverage. The planning documents for the programme for 2002-2004 show recognition of problem areas and how the programme will address them.

The *Annual Reports* are of a very high standard, and provide a valuable resource that not only document and archive cases of repression and harassment towards human rights defenders, but serve a variety of purposes beyond their original intent, including as a tool to lobby local and regional authorities. The Reports are always published in time for the meeting of the Commission for Human Rights.

But with the success of the Observatory, new demands and more work has been created for FIDH-OMCT. The Annual Reports are very popular and help raise awareness, which creates new demands for reporting from countries not included in the reports and further dissemination of the reports themselves. The planning document for 2002-2004 lays out a clear set of objectives in light of these new demands.

3.3.5 Summary

FIDH has shown remarkable growth and development over the 1990s, and for the evaluation period, it has shown a good degree of professional development within the International Secretariat. The Secretariat manages the large federation well and has a series of good work practices that allow for the co-ordination of activities both within Paris and across the federation. Its broad mandate has been both a strength and a weakness, while its selection of core activities appears well targeted. Its fortunate position of owning its offices makes it a highly efficient organisation that achieves a reasonable degree of effectiveness in its work, while it has been able to demonstrate limited tangible impact on the improvement of human rights. Table 3.3.2 summarises these points and evaluative statements on efficiency, effectiveness, and relevance.

Table 3.3.2 Summary of evaluation for FIDH

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Good management, coordination and feedback within the International Secretariat; broad mandate can be seen as a weakness, but have identified core areas of work; no formal system of evaluation in place	Absence of rent is serious advantage for carrying out activities; high output for small Secretariat co-ordinating 116 member organisations	Good strategic choice of programmes that have in part realised aims and objectives	Some urgent appeals and core-funded activities have led to release of victims of human rights abuse; important role in setting up the ICC; Carrefour partnership has had a positive impact on worker's rights in areas concerned
International advocacy	Regular and large presence in the sessions of the Human Rights Commission; uncompromising stance on issues; work well with other NGOs	High output in terms of the number of submissions and interventions on a wide range of issues and countries	Beyond awareness raising, it is not clear how international advocacy achieves the other aims and objectives	Difficult to assess impact of submissions and interventions
Publications and information	Regular and frequent production of publications, newsletters and reports; very few books and long term or in-depth publications (book on Chechnya is an exception)	High output and low use of resources	The reports are effective at raising awareness about human rights issues and situations in countries; good tools for human rights activists	While production and circulation are high, overall utilisation is difficult to assess
Observatory for Human Rights Defenders	Annual Reports of a very high standard and always produced on time; new demands have increased workload of Observatory	Use of network for information on defenders is highly efficient, especially since work is shared with OMCT; continued success has created new demand	As a monitoring and alerting programme, The Observatory is effective at raising awareness and seeking redress to abuse of human rights defenders; excellent working relationship with SRSG on Human Rights Defenders	Urgent Appeals and Defenders work has led to releases and concrete examples of impact; lobbying and advocacy through the programme has led to new international standards

3.4 International Commission of Jurists

www.icj.org

3.4.1 General evaluation of the organisation

3.4.1.1 Substantive content

The International Commission of Jurists (ICJ) was founded by a group of lawyers, in 1952, to promote the legal protection of human rights through the rule of law. The organisation originally focussed on the denunciation of human rights abuses in the former Soviet Union (and satellite states), but over the next decade began to attack fascism and apartheid as well, and developed a broader global agenda, which included countries outside the parameters defined by the Cold War.¹¹⁷ Its current work thus covers Africa, the Asia/Pacific, Europe, the Middle East, Latin and North America, and the Caribbean. Its membership initially comprised 45 jurists of high standing¹¹⁸ drawn from Commonwealth and Francophone countries, but now includes 60 jurists from around the world.

The ICJ is registered as a non-governmental organisation under Swiss law and the International Secretariat is based in Geneva. The ICJ has a network of 82 autonomous national sections¹¹⁹ and affiliated legal organisations¹²⁰ in 62 countries.¹²¹ It has consultative status with ECOSOC, UNESCO, the Council of Europe and the Organisation of African Unity (now African Union).

The main aims and objectives of the ICJ¹²² are: (1) to support and advance the rule of law; advance the independence of the judiciary, legal profession and administration of justice, (2) promote the global adoption and implementation of international human rights standards, (3) promote the establishment and enforcement of a legal system which protects individuals and groups against human rights violations, (4) provide assistance to those to whom the rule of law and human rights are denied, and (5)

¹¹⁷ For a detailed history of the organisation, see 'A Brief History of the Organisation' on www.icj.org; H. B. Tolley (1994), *The International Commission of Jurists: Global Advocates for Human Rights*, Philadelphia: University of Pennsylvania Press; Prouvez, N. and Bovay, N. M. (2001) 'The Role of the International Commission of Jurists' in C. Welch (ed) *NGOs and Human Rights: Promise and Performance*, Philadelphia: University of Pennsylvania Press, pp. 119-140.

¹¹⁸ See Art. 4, Statutes of the International Commission of Jurists, 2002 (herein after referred to as ICJ Statute).

¹¹⁹ Some of the 'national sections' may also be regional sections that cover more than one country, for e.g. the Andean Commission of Jurists.

¹²⁰ Affiliated Organisations do not have to be primarily legal organisations but are organisations that have a close working relationship with the ICJ, and unlike the national sections, do not carry the ICJ logo or have a right to use ICJ materials.

¹²¹ See the 'Around the World' section on www.icj.org and ICJ (2002), *Network Directory*, for lists and details of Commissioners, Honorary Members, National Sections and Affiliated Organisations.

¹²² Art. 3, *Ibid.*

promote the abolition of the death penalty.¹²³ The rule of law is defined by the ICJ as a dynamic concept, representing notions of justice beyond the mere application of legal rules. The principles underlying the rule of law are universal in nature and the concept extends to both civil and political rights as well economic, social and cultural rights. It is also recognised that the rule of law can only be fully realised under a democratic system of governance and a vital component for the functioning of the rule of law is the independence of the judiciary.¹²⁴ In 1978, the ICJ established the Centre for the Independence of Judges and Lawyers (CIJL) to safeguard the independence of judges and lawyers and protect them from attacks and harassment.

3.4.1.2 Main activities and output

The main activities undertaken by the ICJ to realise its aims and objectives are research; legal advice; filing legal briefs and *amicus curiae* briefs (friend of the court documents); trial observations; country projects; standard-setting and international advocacy; publications and press statements; fact finding missions; seminars and training. In this way, ICJ is primarily a legal organisation that uses legal means to promote and protect human rights.

The Strategic Plan for 2000-2002¹²⁵ identified six programme themes, each containing specific objectives.¹²⁶ Over the year, five programmes were carried out: (1) participation in human rights mechanisms at the universal and regional level, (2) promotion and protection of the independence of judges and lawyers, (3) fighting impunity; the legal protection and promotion of all legal rights, including social, economic and cultural rights, and (4) abolition of the death penalty. The programme on 'the observance of the rule of law in the context of globalisation' was not pursued due to staffing and resource constraints.¹²⁷

In 2001, under its new Secretary General the ICJ undertook a comprehensive review of its mission, direction of future activities and institutional developmental needs. The organisation held consultations with governments, international organisations, NGOs, followed by discussions with the Commissioners, National Sections and Affiliated Organisations. Based on these discussions, a programme of action was drafted for 2002-2004.¹²⁸ Initially two thematic programmes were identified and an additional thematic programme was formulated in the 2003 update. The organisation's activities are now organised into the National Implementation, Evolving Law and Promotion and Protection of Standards Programmes. In addition, the organisation is carrying out an Institutional Development Programme (see below).

¹²³ This objective was recognised in the 2002 statute, there had previously been disagreement amongst the commissioners on the inclusion of this goal for the ICJ's work.

¹²⁴ The requirement of the rule of law have been defined in a number of ICJ congresses, particularly the 1959 Congress in Delhi and 1961 Conference in Lagos, see ICJ (1998), *Draft terms of reference for evaluation* (submitted to the Ministry of Foreign Affairs, Netherlands). See also N. Prouvez and N. Bovay (2001), 'The Role of the International Commission of Jurists', in C. Welch (ed), *NGOs and Human Rights: Promise and Performance*, Philadelphia: University of Pennsylvania Press, p. 119.

¹²⁵ As noted in the beginning of Part II of this report, the ICJ was evaluated primarily for the 2000-2002 period.

¹²⁶ ICJ (2001), *International Commission of Jurists Narrative Report 2000*, p. 2.

¹²⁷ *Ibid.*, p. 5.

¹²⁸ ICJ (2001), *International Commission of Jurists Appeal 2002-2004*, p. 1.

The National Implementation Programme¹²⁹ organises and optimises the work of the ICJ and its network in assisting national implementation of human rights standards. Two main areas of focus were identified for the programme: (1) implementation of international standards relating to the administration of justice and (2) addressing legally endorsed gender discrimination. A third area, the protection, promotion and enforcement of economic, social and cultural rights, was identified in the 2003 update. Country projects are formulated in relation to these areas and the programme also encompasses the activities of the CIJL.¹³⁰

The evolving Law Programme¹³¹ has three focus areas: (1) drafting and adoption of new international instruments, (2) adding precision to international standards that are perceived as too vague for legal enforcement, and (3) interdisciplinary analysis between human rights norms and those of the other branches of international law. Within the programme, priority is given to administration of justice and economic, social and cultural activities.¹³²

The programme for the promotion and protection of standards works to ensure that existing international human rights and humanitarian standards, and the systems that exist to protect and promote those standards, are maintained and strengthened. Three principal activities were identified under this programme: (1) participation at the Commission on Human Rights, (2) responding, in targeted areas, to calls for legal advice and assistance from other international human rights institutions, judicial and quasi-judicial fora, and (3) engagement with channels of public information, particularly the media in response to important events or developments relating to international human rights and humanitarian law.¹³³

The ICJ web-site, which has been updated fully, offers a comprehensive and valuable resource on the international law of human rights. It contains information on the International Secretariat and its network of commissioners, member organisations, and affiliates. It has a full archive of all ICJ publications since 1952 organised by topic. It has a legal resource section and news releases from around the world organised by topic and country. Sample pages evaluated show a consistently high level of presentation, information, and accessibility. The web-site received 24,000 visitors from February to mid May this year.¹³⁴ A French version of the site has been launched and a Spanish version is due to be introduced in the next few months.

¹²⁹ ICJ (2001), *International Commission of Jurists Appeal 2002-2004*, p. 5.

¹³⁰ See ICJ (2003), *International Commission of Jurists Appeal Update 2003 (to the Appeal 2002-04)*, pp. 5-19 for details of projects.

¹³¹ ICJ (2001), *International Commission of Jurists Appeal 2002-2004*, p. 5.

¹³² See ICJ (2003), *International Commission of Jurists Appeal Update 2003 (to the Appeal 2002-04)*, pp. 20-26 for details of projects.

¹³³ See ICJ (2003), *International Commission of Jurists Appeal Update 2003 (to the Appeal 2002-04)*, pp. 27-29 for details of projects.

¹³⁴ Internal data provided by ICJ (the system of tracking used only counts visits from different computers). 43% of visits are to the ICJ's legal resource centre.

3.4.1.3 Management and structure

The organisation's mission statement and structure are contained in the ICJ's Statute. The main governing body of the ICJ is the Commission; the Commissioners are 'jurists of high standing in their own country or at the international level are actively working towards the promotion and implementation of human rights'.¹³⁵ New Commissioners are nominated by the Executive Committee and elected by a majority of the Commission.¹³⁶ The Commissioners meet every two years at the Biennial Conferences. Between the Biennial Conferences an Executive Committee, composed of nine commissioners, acts on behalf of the Commission. The Executive Committee meets at least twice a year and oversees the activities of the organisation and its use of funds.¹³⁷ The Executive Committee may also choose up to three financial advisers to oversee the financial running of the Secretariat and provide additional technical financial advice.¹³⁸ A President and two Vice-Presidents are also elected by the Commissioners to promote the organisation.¹³⁹

Owing to organisational problems and high turnover of staff, the organisation began a programme of institutional development in 2001. The first year of the programme focussed on internal institutional reform. The Statutes of the ICJ were amended and the Commission was expanded from 45 members to 60 to ensure a better geographical representation given the addition of new commissioners. The frequency of meetings of the commission was changed from three to two years. The governance functions of the executive committee were strengthened. The ICJ put into place an agreement between the Secretariat and the national sections and affiliated organisations, outlining and clarifying the role of the Secretariat and duties of the sections and affiliates.¹⁴⁰ The grounds for recognition and de-recognition of national sections and affiliated organisations were revised in the Statute.¹⁴¹

The second phase of the institutional development programme prioritises the completion of the internal reform process and the consolidation, co-ordination and expansion of the ICJ network.¹⁴²

There are seventeen members of staff currently working at the International Secretariat (ten of whom are legal staff). The Secretariat was also restructured in 2001, where four staff members were made redundant and additional legal staff and an institutional development officer were recruited.¹⁴³ Staff regulations were updated a revised salary structure and a system of staff performance schedules and appraisals were introduced. A young/assistant lawyers' programme has been set up

¹³⁵ Art. 4, ICJ Statute 2002.

¹³⁶ Art. 5, *Ibid.*

¹³⁷ Arts. 9 and 16, *Ibid.*

¹³⁸ Art. 21, ICJ Statute 2002.

¹³⁹ Arts. 14 and 15, ICJ Statute 2002.

¹⁴⁰ See National Sections and Affiliated Organisations Agreement (adopted 14 September 2001).

¹⁴¹ ICJ (2002), *International Commission of Jurists Narrative Report 2001 and Financial Statements*, pp. 34-35.

¹⁴² ICJ (2001), *International Commission of Jurists Appeal 2002-2004*, pp. 41-46.

¹⁴³ ICJ (2002), *International Commission of Jurists Narrative Report 2001 and Financial Statements*, p. 7 (of the Financial Statements).

offering paid two-year assignments to young professionals to work at the ICJ.¹⁴⁴ The organisation has also put into place a training policy for staff and provision has been made for a training fund.¹⁴⁵ It does not have a formal equal opportunities policy per se, but it does consider itself to be an equal opportunities employer, especially in reference to articles within its staff regulations and Swiss law.

The 2002-2004 appeal sets out plans for the introduction of a monitoring and evaluation framework. Prior to this period there was no formal policy in place for the evaluation and monitoring of programmes and activities, even though independent evaluations of some funded projects and activities have been conducted in the past. In line with the new framework, quarterly reports are now prepared to report progress to the Executive Committee, but it is not clear whether predetermined verifiable indicators (e.g. like those found in 'logframe' documents) are in place.

3.4.1.4 Finance

The ICJ raises its funds through voluntary contributions and grants from governments, foundations, other non-governmental organisations, and individuals. It encourages corporate sponsorship, and after taking advice from a major donor, it now endeavours to maintain a diversified base of support for its activities in order to prevent over-reliance on any one donor. Table 3.4.1 shows that for the period 2000-2002, the ICJ has had steady income that has fluctuated around 2.5 million Swiss francs.

Table 3.4.1 Income and expenditure for ICJ in CHF

Year	Income	Expenditure
2000	2,612,493	2,596,579
2001	2,224,475	2,253,634
2002	2,416,805	2,475,785

ICJ's funding comes from Ministries of International Development (62.32%) and Cooperation (31.7%), followed by Ministries of Foreign Affairs (27.46%), with the remaining funds (3.16%) coming from Ministries of Justice and other regional government sources. The audited accounts of 2002 show that overheads accounted for 12% of the total expenditure. The ICJ maintains general reserves and a reserve for possible discontinuation of operations that would cover three months.

The ICJ has a financial controller and the accounts of the organisation are audited externally. As part of the institutional development programme, better financial management systems were put into place, including new software systems and budgeting, monitoring and reporting procedures. It has added transaction costs associated with maintaining accounts in Euro, Swiss Francs, and Dollars. The Institutional Development Officer is responsible for fundraising and co-ordinating with donors.

¹⁴⁴ ICJ (2003), *International Commission of Jurists Narrative Report 2002 and Audited Financial Statements*, p. 33.

¹⁴⁵ ICJ Secretariat Staff Training Policy, 2003 [draft]

3.4.1.5 General evaluative statement

Despite its long history and good record as a human rights legal organisation, the 1990s presented the organisation with a series of challenges that compromised its efficiency and effectiveness. It had become over dependent on a small set of donors and its management structure became too informal and centralised in order to remain healthy and effective. The activities of the ICJ tended to be a function of the personal interests of individual members of staff rather than a reflection of an overall strategy for achieving aims and objectives.¹⁴⁶ Moreover, many planned activities have never been carried out and the level of overheads is high for a non-profit organisation in this sector.

The 1990s saw a high turnover of staff members (80-85%). During the period of the proposed evaluation (1997-2001), the organisation was in a serious state of flux, where the activities of the International Secretariat were not made clear (although the campaign for the establishment of the ICC is a notable exception). Two independent external reviews carried out in 1995 and during the proposed evaluation period were critical about ICJ's presence in its regional work, as well as its attempts to mainstream gender issues through the gender route project.

The appointment of a new Secretary General in 2001 brought new ideas to the ICJ, including critical reflection and evaluation of its priorities and areas of work, relationships with IGOs and NGOs, and other partners. It has since made a conscious reduction in training and seminars, while maintaining its international advocacy, international alerting of attacks against judges, and trial observations. It has diversified its donor base and has identified the mainstreaming of gender as a new priority but has yet to develop its capacity in that area.

In light of this mixed record, the evaluation team received generally positive external feedback. The feedback suggests that the strength of the ICJ lies in its individual members of staff, who commit themselves wholeheartedly to their work on specific issue areas. One respondent to the external evaluation questionnaire claimed that 'In terms of impact and contribution at the international level, I think it is substantial. They do excellent focussed lobbying, and harness this at times with other NGOs so that the combination of political and legal expertise is valuable ... and persuasive ... Their arguments are often quoted by others (diplomats) in negotiations.' In relation to its efficiency, the respondent added 'They are known not to waste time and to take a serious approach to matters of substance.' Another respondent with vast experience in the UN system notes that the ICJ's most effective contributions have been in the area of standard setting and human rights institution-building, including its 'strong impact on the shaping of the Statute of the International Criminal Court', as well as its work in its 'longstanding defense [sic] and support for the independence of lawyers and judges.'

¹⁴⁶ Many of these deficiencies and problems of the ICJ were noted in a 1995 independent evaluation of the ICJ's work across all the regions in which it was working.

Another respondent claimed that the partnership established with the ICJ placed much of the onus on them for gathering materials and drafting documents, but that in public fora, they had become somewhat marginalized by the ICJ. The respondent also noted however that involvement with the ICJ led to greater involvement in a larger network of human rights NGOs and that the work with the ICJ led to the concrete achievement of objectives.

In sum, the ICJ has gone through great pains to re-establish sound governance of a valuable and reputable organisation. Its exercise in consultation and self-criticism has yielded a new set of priorities that are well focused and coherent. More work needs to be done on maintaining the continuity with past work, examining the degree to which there are overlaps between its new priorities and the work in those areas being carried out by other NGOs, and identifying criteria and indicators of success. It is too early to tell whether these new measures have led to improvements and the recent resignation of the Secretary General suggests more work on the internal workings of the organisation will need to be done.¹⁴⁷

3.4.2 International advocacy

3.4.2.1 Descriptive analysis

While the ICJ carries out its international advocacy across the full spectrum of human rights, it supplied the evaluation team with materials for its work in relation to economic, social and cultural rights at the Human Rights Commission. In this area of its advocacy work, its activities have been primarily directed toward the adoption of an optional protocol to the International Covenant on Economic, Social and Cultural Rights. It has made interventions at the Commission in 2001 and 2002 focussing on the justiciability and implementation of economic, social and cultural rights, and on efforts towards the adoption of the optional protocol.¹⁴⁸

It has been campaigning for setting up a Working Group to examine the optional protocol and has also been lobbying state representatives on the issue. In 2001, the Office of the High Commissioner for Human Rights co-operated with the ICJ (with financial support from the Government of Finland) to organise a workshop on the justiciability of economic social and cultural rights, with particular reference to the draft optional protocol to the ICESCR.¹⁴⁹ Experts from around the world, representatives of 74 Governments, 6 UN agencies and IGOs and 18 NGOs attended the workshop.¹⁵⁰ The ICJ also convened a roundtable in Geneva on the draft optional protocol in November that year, attended by state representatives, organisations and

¹⁴⁷ In a press release of 19 May 2003, the current Secretary General announced her resignation.

¹⁴⁸ See ICJ, Oral Intervention Submitted by the International Commission of Jurists to the 57th Session of Commission on Human Rights (delivered on 3 April 2001) and ICJ, Oral Intervention Submitted by the International Commission of Jurists to the 58th Session of the Commission on Human Rights (delivered in April 2002).

¹⁴⁹ See *Report of the workshop*, submitted by the High Commissioner on Human Rights to the Commission on Human Rights, E/CN.4/2001/62/Add.2 (22 March 2001).

¹⁵⁰ *Ibid.*, p. 3.

experts.¹⁵¹ In 2002, they convened a roundtable of experts in Geneva to discuss issues mandated to the Optional Protocol Independent Expert by the 58th Session of the Commission.¹⁵² In response to a Commission Resolution requesting comments, the ICJ along with two other NGOs, authored a report that was submitted, with the support of a number of NGOs and institutes, to the Independent Expert on the question of a draft optional protocol to the ICESCR.¹⁵³ They also independently submitted their views concerning the mandates of the open-ended group that would be established in the 59th Session of the Commission, responding to a number of states' concerns with regard to the ICESCR and the Optional Protocol.

3.4.2.2 Evaluative statement

The evidence supplied by the ICJ shows a great deal of output in its international advocacy work. Its ability and capacity to convene a workshop with such a global presence suggests that it has also been effective in realising its main aim as a human rights legal organisation. While it is difficult to provide a full assessment for such a short period of activity, its interventions and submissions with the Human Rights Commission are leading to a greater awareness and interest in the justiciability of economic and social rights.

3.4.3 Publications and information

3.4.3.1 Descriptive analysis

The ICJ brings out a number of publications annually, which generally fall into two categories: (1) regular publications such as the *CIJL Yearbook*, *The Review*, *Attacks on Justice* and *CIJL/ICJ Quarterly Digest*, and (2) *ad hoc* publications such as reports, studies, occasional papers and so forth. In 2002, the ICJ conducted a review to gauge the reach, utility and demand of its publications in light of the fact that they had received very little subscriber feedback in the last few years, while the publications were running at a loss of 98%.¹⁵⁴ Sent to 6,000 recipients and with only a 10% response rate, the results of the review showed that savings could be made by putting previously published materials online and by restricting print publications only to specific materials that would be considered useful. In addition, the regular publications would no longer be made available in their current form and would be consolidated into an annual yearbook. The first yearbook is slated for publication in 2003. New publications that would be considered useful would include studies, occasional papers, compilation of texts and materials and training manuals. The organisation would explore possibilities for commercial publication and distribution of materials, and the distribution list was updated.¹⁵⁵

¹⁵¹ ICJ, Report of the Roundtable on the Draft Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (30 November 2001).

¹⁵² ICJ, Report of the Experts' Roundtable Concerning Issues Central to Proposed Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (26-27 September 2002).

¹⁵³ Report to the Independent Expert on the Question of a Draft Optional Protocol to the International Covenant on Economic, Social and Cultural Rights: Submission by Non-Governmental Organisations, pursuant to Article 9(d) of Resolution 2002/24 of the Commission on Human Rights.

¹⁵⁴ See Notice Sent to ICJ Publication Recipients.

¹⁵⁵ *Ibid.*

For the period 2000-2002, the ICJ brought out seven regular publications and three *ad hoc* publications, some of which were made available in Spanish, French and English. Print runs for the publications varied from 1000 – 1500. In addition, the ICJ did limited in-house printing of a *Trial Observation Manual*, which was also made available in an electronic format on the web-site.

In 2001, the total expenditure on publications (including staff time, printing and distribution costs) was approximately 615,000 CHF (or roughly 25% of the total annual budget).

The ICJ publications are a very high quality both in terms of their professionalism and legal authority. The team examined the *Attacks on Justice* series of publications for 1996-2002¹⁵⁶ and found them to be comprehensive, well researched, and valuable resources for those working in the area of judicial independence and human rights. Much akin to the Amnesty International, Human Rights Watch, and FIDH-OMCT Human Rights

Defenders annual reports, the *Attacks on Justice* series document the repressive climate for judges and lawyers on a country-by-country basis. Each report has country entries for between 47 and 49 countries around the world. Each country entry contains a background section summarising the general human rights situation, a section on the judiciary, and details of any cases of harassment or persecution of judges and/or lawyers. The reports also offer general summaries of trends and show the remarkable degree to which judiciaries around the world are treated with disdain and are not yet free from persecution. In future, this series will appear in electronic format as an online database.

Box 3.4.1	ICJ country, regional, and issue specific publications
	<ul style="list-style-type: none"> • <i>Legal Services in Rural Areas in Africa</i> (1997) • <i>Judicial Independence in Sri Lanka</i> (1997) • <i>The Philippine Justice System</i> (1997) • <i>Democratisation and the Rule of Law in Kenya</i> (1997) • <i>Tibet: Human Rights and the Rule of Law</i> (1998) • <i>Egypt: The Sequestration of the Bar</i> (1998) • <i>Crimes Against Humanity: Pinochet Faces Justice</i> (1999) • <i>The Independence of Judges and Lawyers in the Republic of Turkey</i> (1999) • <i>Manuel de formation de parajuristes pour l'Afrique</i> (1999) • <i>Derechos Humanos in Mexico</i> (1999) • <i>Les droits de l'enfant en Afrique</i> (1997) • <i>Economic, Social and Cultural Rights: A Compilation of Essential Documents</i> (1997) • <i>The Right of Reparation for Victims of Human Rights Violations</i> (1998) • <i>Terrorism and Human Rights</i> (2002 in French, Spanish, and English)

In addition to such global reviews, ICJ publishes regional and country-specific studies, topic- and issue-specific publications (see Box 3.4.1), and recently the first part of a new study on military tribunals has been published in Spanish, the English version of which will appear by the end of 2003.

Its new web-site provides a valuable global resource for human rights legal activism and research, as it is rich with legal analysis, documents, and research materials. The

¹⁵⁶ ICJ has produced eleven volumes of *Attacks on Justice* in total.

legal resource centre on the site is particularly well designed, comprehensive and easy to use. In addition, documentation on finances, governance, history, and planning are available on the site.

3.4.3.2 Evaluative statement

In general, the publications are meant for a variety of audiences, but some of the more specialised studies and reports are aimed at judges, magistrates, and other officials working within different domestic legal contexts. The level and quality of discourse is not aimed at a grass roots audience but at those academic, professional, and legal practitioners that have access or positions of influence in the world that make a difference for the long term legal evolution in the promotion and protection of human rights. This observation is not a criticism it merely demonstrates that the ICJ is publishing work that is consistent with its aims and objectives as a legal human rights organisation. A possible exception is the Trial Observation Manual, which is aimed at teaching human rights practitioners how to undertake a well observed and well documented trial observation.

The overall output of publications is high for the 1997-2001 period, but for the 2000-2002 period has dropped off owing to the change in its publication strategy. Thus within its own parameters, the ICJ appears to have an efficient record of publication. The review of publication recipients suggests that overall utilisation is quite low. The new web-site offers an effective means to provide access to ICJ materials.

3.4.4 Challenging Impunity Programme

3.4.4.1 Descriptive analysis

In 2000, a range of projects, which spanned standard setting, advocacy, country missions and litigation-related work, were organised under the Challenging Impunity Programme.¹⁵⁷ The programme was organised broadly on the same lines in 2001 but was substantially reorganised under the 2002-04 appeal.¹⁵⁸ The programme no longer exists as a discrete unit and the activities that had previously been undertaken under the programme are now distributed across the National Implementation, Evolving Law and (in 2003) Promotion of Standards Programmes.¹⁵⁹

The standard setting and advocacy work revolved around disappearances, impunity and reparations. The ICJ organised a meeting in 2000 on the Draft International Convention on the Protection of All Persons from Forced Disappearances and subsequently, along with ICJ, FEDEFAM and Human Rights Watch, lobbied diplomatic missions to further the adoption of the draft convention.¹⁶⁰ In the same year, they were also involved in advocacy at the Commission on Human Rights, on

¹⁵⁷ ICJ (2001), *International Commission of Jurists Narrative Report 2000*, pp. 26-29.

¹⁵⁸ ICJ (2001), *International Commission of Jurists Appeal 2002-2004*, .

¹⁵⁹ Despite this reorganisation of programmes, the evaluation team met with the member of staff responsible for the Challenging Impunity Programme.

¹⁶⁰ ICJ (2001), *International Commission of Jurists Narrative Report 2000*, p. 26.

the draft convention and other draft standards related to impunity and the International Criminal Court.¹⁶¹

In 2002, the ICJ provided technical assistance to the Independent Expert and the Working Group and was involved in advocacy both at the Commission directly and through meetings with State representatives and NGO discussions.¹⁶² Similar advocacy work was undertaken in relation to the Draft set of Principles for the Protection and Promotion of (Civil and Political) Human Rights through Action to Combat Impunity and the Draft Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Violations of International Human Rights and Humanitarian Law.¹⁶³ Resolutions were passed in the Commission concerning both areas.

ICJ undertook a country mission to Peru. Along with Amnesty International, the ICJ met with senior governmental officials and urged the government to repeal amnesty laws, try offenders before civilian rather than military courts, establish a truth commission and provide reparation to victims.¹⁶⁴ The mission was followed up by an *amicus curiae* brief (see below).

The ICJ sponsored the Andean Commission of Jurists Training Course involving 61 professions from various countries in the Andean region.¹⁶⁵

A three part study on military tribunals was undertaken, which focused on (1) the trial of military or police accused of committing human rights violations against civilians, (2) military tribunals trying civilians, and (3) the right of military personnel to be tried by an independent military tribunal which guarantees due process. The first part has been completed and is due to be published this year.

As part of its work in the Challenging Impunity Programme, the ICJ files *amicus curiae* briefs (see Box 3.4.2) on an *ad hoc* and reactive basis. In addition to filing of such briefs, the Challenging Impunity Programme published in English and Spanish, *Amicus Curiae* Brief on the Incompatibility with International Law of the Full Stop and Due Obedience Laws (2001), and as part of a special edition of the Review, ICJ published in 2001, Impunity, Crimes Against Humanity and Forced Disappearance, which has articles on Argentina, Chile, and the Draft International Convention on the Protection of All Persons from Forced Disappearance, as well as provides basic texts and legal briefs. Two projects were not implemented in 2001 due to staff and time

¹⁶¹ *Ibid.*, p. 27.

¹⁶² ICJ (2003) *International Commission of Jurists Narrative Report 2002 and Audited Financial Statements*, p. 22.

¹⁶³ *Ibid.*, pp.23-24.

¹⁶⁴ ICJ (2001), *International Commission of Jurists Narrative Report 2000*, p. 28. The truth and reconciliation commission was set up in Peru in 2001 by law No. 065-2001-PCM (see <http://www.hrw.org/americas/peru/>), and its now in its final stages and is preparing its post-commission mechanisms.

¹⁶⁵ ICJ (2002), *International Commission of Jurists Narrative Report 2001 and Financial Statements*, p. 28. ICJ (2002), *International Commission of Jurists Narrative Report 2001 and Financial Statements*, p. 30.

constraints: a fact-finding mission to Venezuela and a regional seminar on truth and reconciliation commissions.

Box 3.4.2 *Amicus curiae* briefs filed by the ICJ

- *Guatemala: At the request of CEJIL, the ICJ filed an amicus in Bamaca v. Guatemala on behalf of families of victims of enforced disappearances.*
- *Colombia: At the request of the Colombian Section of the ICJ, an amicus was prepared relating to the use of military tribunals to try cases against military personnel accused of forced disappearances. Another amicus was submitted in 2001 to the Constitutional Court of Colombia on the National Security law. The Court invited the ICJ to do an oral submission on their argument. The Court repealed the national security law.*
- *Argentina: A legal brief was presented to the President concerning the use of military tribunals to try cases against military persons accused of complicity in enforced disappearances and the incompatibility of this practice with Argentina's international obligations. Another amicus was submitted in 2001 to the Federal Criminal Chamber on the incompatibility of Argentinean amnesty laws with international law.*
- *Peru: the ICJ assisted the Public Prosecutor by filing an amicus against Wladimiro Montesinos for acts of torture, summary executions and enforced disappearances. A legal brief was also prepared for an NGO and submitted to the government on the non-applicability of statutory limitation to war crimes and crimes against humanity. Subsequently the government decided to ratify the Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes Against Humanity.*
- *Chile: A legal brief was submitted on the incompatibility of the amnesty law enacted by the Pinochet government with Chile's international obligations.*
- *Venezuela: A legal brief was drafted for a Venezuelan NGO on the retroactive application of criminal law regarding international crimes.*
- *Spain: The ICJ submitted an affidavit to the Supreme Court of Spain on a Guatemalan genocide case, arguing that the court had jurisdiction to try the case and that the complementarity rule was inapplicable to national courts applying universal jurisdiction.*

3.4.4.2 Evaluative statement

The Challenging Impunity Programme has produced a tremendous amount of work and has succeeded in achieving a number of significant aims and objectives. Its greatest success has arguably been the filing of *amicus curiae* briefs, which many cite as making a real contribution to the fight against impunity. One respondent on the external feedback evaluation questionnaire involved in joint country visits claims that they were able to 'effectively challenge and some cases overturn entrenched mechanisms of impunity' in the region in which the visits took place. The respondent went on to note that they 'particularly welcomed the opportunity for joint initiatives with ICJ, either in country visits or legal submissions. The impact that the two organisations can have is enhanced by working together.'

Its advocacy work has contributed to the production of draft international standards on impunity, disappearances, and reparations. The almost distinctively Latin American and Spanish focus of the *amicus curiae* briefs reflects the skills and extensive experience of individual members of staff; an observation which is reflected in the work of the organisation as a whole. Such a concentration of output around staff interests limits the overall effectiveness of the programme. Nevertheless, reorganisation of the challenging impunity work into the three new programmes should distribute the work more evenly across a more diverse range of staff interests.

3.4.5 Summary

On the whole, ICJ has experienced turbulent times in which the organisation has undergone frequent internal assessments, reformations, and several changes of leadership, combined with high staff turnover. Within these constraints, the organisation has maintained a degree of efficiency and effectiveness across a selection of its activities, and its strength lies in its individual staff members. These strengths, weaknesses, and various statements on efficiency, effectiveness, and relevance are summarised in Table 3.4.2.

Table 3.4.2 Summary of evaluation for ICJ

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Severe organisational problems that have now been addressed	Slightly higher overheads, which have now been brought into line with most NGO practices	Some but not all planned activities have been carried out; new feedback and monitoring systems in place; too early to assess for the current phase of activities	Perceived as important and having an impact on international standards and domestic legislation
International advocacy	Good presence in Human Rights Commission and good relations with Office of the High Commissioner	Good output on the justiciability of economic, social, and cultural rights	Good link between activities and main aim of increasing the justiciability of economic, social, and cultural rights	Important role in the Working Group on the Optional Protocol to the ICESCR
Publications and information	High quality publications; volume now scaled down	High volume of publications; good use of online accessibility	High standard publications, some of which are regular and related to mainstay programmes of the ICJ, with others reflecting staff interests and not part of overall strategy	Trial observation manual important
Challenging Impunity Programme	High output of work, but concentrated on Latin America	High volume of <i>amicus curiae</i> briefs	Clear link between activities and aims and objectives	National laws have been changed as a result of <i>amicus</i> briefs

3.5 International Helsinki Federation for Human Rights¹⁶⁶

www.ihf-hr.org

3.5.1 General evaluation of the organisation

3.5.1.1 Substantive content

The International Helsinki Federation for Human Rights (IHF) was founded in 1983 in order to establish a support network through which Helsinki Committees on both sides of the Iron Curtain could co-operate.¹⁶⁷ The Federation is registered in Vienna and currently consists of 41 Helsinki Committees¹⁶⁸ and Cooperating Organisations.¹⁶⁹ The International Secretariat, based in Vienna, liaises with, supports and co-ordinates the work of the Helsinki Committees. IHF is governed by its statutes, which were brought into effect in 1983 and subsequently amended in 1998.

The federation primarily seeks to promote compliance of the member States of the OSCE with the human rights provisions of the Helsinki Final Act and its follow-up documents.¹⁷⁰ It also supports the development of democratic institutions, promotes the rule of law, human rights and human rights education.¹⁷¹

IHF has consultative status with ECOSOC and Council of Europe (COE).

3.5.1.2 Main activities and output

The core functions carried out by IHF Secretariat¹⁷² are (1) assistance to a liaison among the Helsinki committees, facilitating cooperation and communication between the committees and organising the basic functions of the IHF; (2) fundraising, financial management and accounting; (3) through the committees, maintaining an ongoing research and monitoring program, and undertaking fact-finding missions with

¹⁶⁶ Since the specific programme of the IHF that was evaluated was the International Advocacy Programme, the two separate sections on international advocacy and specific programme have been collapsed into section 2.5.3.

¹⁶⁷ For a more detailed history of the organisation, see <http://www.ihf-hr.org> (last accessed on 18 May 2003).

¹⁶⁸ Helsinki Committees were formed in response to the Helsinki Final Act, 1975, which establishes a linkage between peace, security and human rights. A study on its impact on human rights NGOs and their ability to bring about positive change in the former Soviet Union can be found in Thomas, D. C. (1999) 'The Helsinki Accords and Political Change in Eastern Europe', in T. Risse, S. C. Ropp, K. Sikink, (eds) *The Power of Human Rights: International Norms and Domestic Change*, Cambridge: Cambridge University Press, pp. 204-233.

¹⁶⁹ Internal list of committees and cooperating organisations provided by IHF. Also available on their web-site at <http://www.ihf-hr.org/members/>.

¹⁷⁰ IHF (2002), *Strategies to Accomplish the Objectives of a Three-year Plan for the IHF* (submitted to the Ministry of Foreign Affairs, Netherlands), p. 1.

¹⁷¹ Art. 2.1, Statutes of the International Helsinki Federation for Human Rights (Statute).

¹⁷² IHF (2003), *The IHF Program* (document prepared for the evaluation).

affiliates; (4) producing regular publications and reports and maintaining the IHF website; (5) public and media relations on behalf of the IHF; (6) implementing a core Advocacy Programme in the OSCE, UN, EU, Council of Europe and with national governments and the media, (7) responding to requests for assistance and engagement on immediate issues of concern to human rights defenders; and (8) fostering the work of the rule of law council. In addition to these core functions, the Secretariat carries out a number of specific projects with the committees and other affiliates.¹⁷³

IHF believes that its programme of work should be fluid to be able to react to political changes and the needs of the national committees. Though all the activities of the organisation are relevant and useful, there is an absence of formal criteria for selection of programmes and activities. The Secretariat focuses its resources on the committees that need the greatest support and areas where there is a human rights crisis or persistent violations by governments that require urgent monitoring. The organisation concentrates its activities in the Balkans, Russia, Central Asia and the Caucasus. Similarly it has identified the following thematic issues: Women's Rights, Refugees, Legal Defence of Human Rights Defenders (compare OMCT and FIDH), Human Rights and Security against Terrorism and Rule of Law.

Currently the organisation is starting, undertaking or just completing projects on women's rights. It has completed a report on violation of human rights in the anti-terror campaign. It is developing human rights training modules in cooperation with the Office of the High Commissioner on Human Rights, promoting individual rights in the Russian Federation, monitoring human rights in the Russian Federation, with an emphasis on the Northern Caucasus, undertaking fact-finding and advocacy concerning the conflict in Chechnya, and monitoring human rights in Turkmenistan. It is carrying out advocacy training workshops for human rights advocates in the Balkans and Central Asia. Finally, it has been undertaking human rights advocacy and monitoring torture in selected OSCE countries.¹⁷⁴

3.5.1.3 Management and structure

IHF has a loose and devolved federal structure and the committees retain a high degree of independence. The governing statutes provide for two categories of membership: member and cooperating committees,¹⁷⁵ where only the former have voting rights. Only one member committee may be accepted into the federation from each participating state.

The General Assembly¹⁷⁶ meets annually and has the power to admit and expel members, elect office bearers and members of the executive committee, approve annual financial reports, programme and budget outlines and make any amendments to the statutes. An Executive Committee consisting of the President, Vice President

¹⁷³ Ibid.

¹⁷⁴ Ibid. See also <http://www.ihf-hr.org/projects>.

¹⁷⁵ Art. 3.1 (a) and (b), Statute.

¹⁷⁶ Art. 4.2. The composition of the Assembly has changed to incorporate greater representation from former communist countries.

and 5 other elected members is primarily responsible for giving policy direction for activities¹⁷⁷ and meets four times a year. A Financial Sub-Committee, headed by the Treasurer oversees financial affairs and meets at the same time as the executive committee. There is also an Advisory Board¹⁷⁸ and a Rule of Law Council.¹⁷⁹ The Secretariat based in Vienna liaises with and provides assistance to the Helsinki committees and represents them at the international political level.

In 1993, IHF had an annual budget of \$ 400,000 and 23 members. It now has a budget of \$ 2 million and 41 members. Similarly, the number of staff at the Secretariat has grown from three permanent staff to twenty (ten of whom are full time). All staff members report to the Director and there is a monthly meeting of all staff. Programme or project co-ordinators have responsibility for their programmes, budgets and fundraising.

There is no formal policy for evaluations. Owing to funding and human resource constraints, IHF does not undertake internal evaluations (unless these are required for projects by donors) or produce an annual report of activities. Project monitoring is done on individual project-specific or donor-specific criteria.

3.5.1.4 Finance

IHF has had difficulty in maintaining a healthy income and expenditure balance (see Table 3.5.1). For the five years of the evaluation period, its accounts were in deficit in 1997 (-€ 97,862), 1998 (-€ 56,657), 1999 (-€ 117,553), and 2001 (-€ 51,983). It remained in deficit for 2002 (€ 93,277.29), but owing to its large surplus in 2000 (€ 379,796.06) it has a total net surplus for 1997-2002 of € 145,963. For the period 1997-2001, expenditure on rent, heating, electricity, communications, office expenses, travel and meetings ranged from 8% in 1997 to 19% in 2001.

Table 3.5.1 Income and expenditure for IHF in EUR

Year	Income	Expenditure
1997	1,203,503	1,301,365
1998	797,575	854,232
1999	1,109,533	1,227,086
2000	1,069,884	690,087
2001	760,072	812,055

3.5.1.5 General evaluative statement

In contrast to FIDH, IHF has not been able to find a strategy for working with a loose federated structure in identifying and planning activities. The Director is conscious of this problem and has asked the board to provide a roadmap, which can guide the decisions of the Secretariat, but there is a reluctance to do this since the federation has a fundamentally devolved and loose structure. There is a similar problem with the General Assembly, which is more of a forum for professional dialogue and exchange, rather than for policy making and planning. Though the IHF appears to be in touch

¹⁷⁷ Art. 4.3.

¹⁷⁸ Art. 4.5.

¹⁷⁹ The rule of law council is an expert group convened to advise the Helsinki committees and IHF on issues of human rights law.

with the committees and gauges their needs, the process to date has been informal and carried out on a one-to-one basis with individual committees. There is thus a weak link between activities and aims and objectives, which has compromised the overall effectiveness of the organisation.

Financial management and forecasting has been a major problem for pursuing the aims and objectives of the organisation and has had serious knock on effects. While there is a total net surplus for the 1997-2002 period, regular annual deficits have hampered the organisation's capacity to carry out its activities and therefore have limited its efficiency. IHF is still a relatively small organisation and it does not have a full time fundraiser or member staff responsible for institutional development. Since its work focuses on the wider Europe, the IHF claim that the overall pool of funding is limited. European governments assume that funding will be made available through the EU budget lines (to which they are already contributing as member states).

In addition, EU Funding, which has been one of the major sources of income for the IHF, presents a large number of problems for a small organisation since it has low overheads and needs to 'find' the 20% contribution in kind. The IHF tries to strengthen the capacity of its partners and choose partners who need assistance, but at times there are difficulties when the partners are unable to meet the reporting standards required, a problem that causes further delays in getting the final release of funds. Newer EU-funded projects require organisations to put in the money in advance and then claim back the expenditure, which puts immense pressure on the cash flow of the organisation.

Despite these financial problems, the IHF has a low staff turnover, which signals a commitment to work for the organisation and a belief in its future prospects. Moreover, external feedback has been generally quite positive. One respondent working in the area of security claims that the IHF is 'highly responsive', 'operates on the basis of shared values and trust', and has a 'strong impact through its advocacy activities'. The respondent continues by claiming that the 'IHF is one of the main sources of reliable data on human rights issues in the region', and that it acts as 'a unifying and clarifying institution in the process of internationalising human rights problems.' A respondent from the Council of Europe says that the IHF is '[v]ery effective (bearing in mind the extremely small staff and constant financial difficulties they find themselves in). And that the IHF is consistently in the "top 3"' and 'probably the most important "umbrella Human Rights NGO" with regard to countries of Central [and] Eastern Europe'.

3.5.2 Publications and information

3.5.2.1 Descriptive analysis

The Annual Report is the flagship publication of the IHF. Produced in cooperation with the Helsinki Committees, it examines human rights developments in the majority of participating states in the OSCE. In 2002, the report was also produced on a CD. The reports place greater emphasis on the variable protection of civil and political rights (e.g. elections, political opposition, freedom of expression, independence of the

judiciary and freedom of religion), while economic and social rights are treated only marginally. The latest report for events in 2002 is also available on the IHF web-site with separate downloadable files for each country in the report.

In addition, the organisation produces reports for the OSCE review and implementation meetings on its 'human dimension' and produces a series of reports on thematic areas, country situations, fact-finding missions, conferences and submissions to treaty bodies. IHF has produced 78 such publications and reports for the period 1997-2001.¹⁸⁰ Until 1999, the organisation produced a newsletter, Human Rights and Civil Society, which updates progress on its projects and provides general information and specific articles concerning human rights within its geographical area of responsibility.

IHF also issues open letters, appeals, statements and press releases¹⁸¹ on the human rights situation or violations in a particular country (some of these are issued jointly with other international NGOs). Print runs for publications run from 150 to 2200, while most of the information produced by the organisation is made available on its web-site.

3.5.2.2 Evaluative statement

The *Annual Report* is a comprehensive human rights resource for the OSCE region. It is a high quality publication and stands out as a significant output for the organisation. Its average output of other publications (15-16 per annum) appears quite low compared to the other human rights NGOs in this evaluation. The web-site is well designed and easy to navigate with a fairly detailed search facility. A respondent to our external feedback probe working within the OSCE says that the IHF 'web-site is a useful tool', and that 'the IHF is one of the leading NGOs with respect to following the work of the [OSCE]'. Continued financial problems will limit both the efficiency and effectiveness of the publications and information resources of the organisation, while an overall assessment of their utilisation was not possible.

3.5.3 International Advocacy Programme

3.5.3.1 Descriptive analysis

The IHF's core activity centres on its international advocacy, which comprises a series of projects designed to enhance the ability of local actors to carry out advocacy in international fora and develop IHF's capacity to carry advocacy in such fora as well. The significant programmes and projects during the evaluation period that are grouped under the general advocacy programme include:

1. Human Rights, Fundamental Freedoms and the Rule of Law in Belarus, Moldova and Ukraine: A Co-operative Programme with Human Rights NGOs (1997-1999);

¹⁸⁰ See IHF (2002), *List of IHF Publications* (1997- to date).

¹⁸¹ For e.g. see IHF (n.d.), *List of Statements and Appeals made by IHF in 2002*.

2. Human Rights Advocacy and Implementation Seminars in the OSCE Territory: A Co-operative Programme with Local NGOs (1999-2001);
3. A Multi-national Program of NGO Human Rights Co-operation in the Framework of the Royaumont Process (1999-2001);
4. Assessing, Advocating for, and Implementing Human Rights in the Balkans, and Strengthening the Balkans Human Rights Network: A Co-operative Program with Local Human Rights NGOs (2000-2002).

These different projects and programmes are considered in turn.

Human Rights, Fundamental Freedoms and the Rule of Law in Belarus, Moldova and Ukraine: A Cooperative Programme with Human Rights NGOs (1997- 1999)

The IHF carried out a two-year project, under the TACIS Democracy Programme, with three national Helsinki Committees. The main objective of the programme was to strengthen the partner organisations in the three countries by supporting local partners in developing human rights monitoring in association with other NGOs. The committees and IHF chose topics of investigation. Local activists conducted the research the resulting report was discussed at seminars with government officials and NGOs. Experts in special fields assisted with comments and experiences from other countries. The research was then used for advocacy within international fora.¹⁸² With the exception of one event with members of the Belarus judiciary (owing to a last minute cancellation by them), all others were implemented as planned.¹⁸³

This project was followed by another TACIS project in Kazakhstan, Tajikistan and Uzbekistan, which aimed at improving the monitoring of human rights violations in the three countries and strengthening communication links between European institutions and human rights groups in this part of Central Asia.¹⁸⁴

In partnership with the National Helsinki Committee in each country as well as other committees, the IHF carried out a nine month project in 1998¹⁸⁵ in large number of European, East European, and Central Asian countries, including Albania, Austria, Belarus, Belgium, Czech Republic, Croatia, Denmark, France, Hungary, Kazakhstan, Macedonia, Moldova, Netherlands, Norway, Poland, Russia, Serbia/Kosovo/Montenegro, Slovakia, Switzerland, Turkey and Ukraine. The main activities that were implemented under the project, which was financed by the EC, were fact-finding missions, participation of IHF members in meetings at international fora, briefings for OSCE delegates, training in advocacy techniques for NGOs and publication of the Helsinki Monitor and numerous reports and press releases.¹⁸⁶

Human Rights Advocacy and Implementation Seminars in the OSCE Territory: A Cooperative Programme with Local NGOs (1999–2001)

¹⁸² See IHF (1997), *Human Rights and Civil Society*: Vol. 3, No. 2.

¹⁸³ IHF (1999), PHARE and TACIS Democracy Programme: Final Progress Report, p. 3

¹⁸⁴ IHF (1999), *Brief Description of the 1999 Program of the International Helsinki Federation* (submitted to the Ministry of Foreign Affairs, Netherlands), p. 2.

¹⁸⁵ See IHF (1998), *Final Narrative Report*.

¹⁸⁶ *Ibid.*, Annex I to the report detailing a list of activities undertaken under the programme.

The IHF carried out a two-year project, funded by the European Commission to increase the level of advocacy carried out by human rights groups in the Russian Federation and the Newly Independent States (NIS). Two civil society seminars were held in each country.¹⁸⁷ The first seminar was used to establish agreement between government officials, human rights activists and others on concrete steps that could be taken to move the society towards the implementation of human rights norms. The second brought together the same participants to evaluate the progress of the process and agree on further steps. The subject area of the seminars was determined considering the situation in each country.¹⁸⁸ In addition, training missions were organised and the Helsinki Committees were given support in advocacy activities at the national and international levels. A Rule of Law Council was set up, consisting of human rights experts to act as an advisory group on international human rights law and human rights legislation. The project also led to a report on the status of women's rights in the region, covering twelve NIS countries.¹⁸⁹

A Multi-national Program of NGO Human Rights Cooperation in the Framework of the Royaumont Process (1999 – 2001)

The IHF, in cooperation with Helsinki Committees in Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Greece, Hungary, Macedonia, Poland, Romania, Slovakia and the Federal Republic of Yugoslavia, organised a two-year project. The project focused on promoting better communication and co-operation between human rights groups in the region. A range of activities were undertaken to set up networks and facilitate cross-border co-operation. The project identified minority rights and freedom of religion and freedom of expression as the three main areas of work, in addition to activities targeting young people and focusing on women's rights. A total of eight seminars and conferences were held concentrating on these areas and partners produced a range of national thematic reports corresponding to the seminar topics. Cross-border internships in human rights NGOs were organised for eleven young people. The seminars on minority rights and freedom of religion were combined into one to save money and to utilise the connection between the two topics. The thematic reports could not be published during the project time and in the intended format. The project was thus extended by four months and there were some changes in the schedule and the locations where activities took place.¹⁹⁰

Assessing, Advocating for, and Implementing Human Rights in the Balkans, and Strengthening the Balkans Human Rights Network: A Co-operative Program with Local Human Rights NGOs (2000 – 2002)

¹⁸⁷ See list of activities in IHF (2001), *Human Rights Advocacy and Implementation Seminars in OSCE Territory: A Cooperative Program with Local NGOs: Final Narrative Report*.

¹⁸⁸ For further details see IHF (1999), *IHF Project - Human Rights Advocacy and Implementation Seminars in OSCE Territory: A Cooperative Program with Local NGOs*.

¹⁸⁹ IHF (2001), *Human Rights Advocacy and Implementation Seminars in OSCE Territory: A Cooperative Program with Local NGOs: Final Narrative Report*, p. 2. See also IHF (2000), *Women 2000: An Investigation into the Status of Women's Rights in Central and South-Eastern Europe and the Newly Independent States*.

¹⁹⁰ IHF (2001), *Final Narrative Report* (Submitted to the European Initiative for Democracy and Human Rights).

In partnership with the Danish Centre for Human Rights, this project was implemented in co-operation with affiliated Helsinki Committees. The main activities led by IHF included (1) field missions to high need countries, (2) follow-up meetings to the missions, (3) training in advocacy techniques, (4) civil society seminars, (5) confidence building for inter-ethnic meetings, (6) advocacy and (7) reports on the status of human rights. The main activities led by the Danish Centre included (1) network building, (2) education of professional groups (3) capacity building of network members and (4) information on human rights and Balkans Human Rights Network (BHRN) activities. The IHF organised or facilitated the participation of members in 52 conferences and missions. It produced 38 books and reports and two videos were produced, while the committees produced 87 reports. In addition, both IHF and the Committees issued various statements. Some of the activities planned by IHF could not be undertaken and the Rule of Law Council was not utilised to the extent foreseen.

In addition to these specific programmes comprising the Advocacy Programme, the IHF undertakes advocacy at the OSCE, Council of Europe and the Human Rights Commission. It supports its member committees and partners in their interventions before various international bodies and represents the network within international fora. The OSCE is the main forum for the organisations work because of its mandate and presence. IHF produces a report for the OSCE Implementation Meeting on the Human Dimension Issues based on research carried out by the IHF Secretariat, Helsinki Committees and other affiliates. The report is organised in a way that follows the agenda of the meeting and examines human rights developments in a number of participating states of the OSCE as well as other countries.¹⁹¹ The organisation also makes statements at the meeting on a wide range of issues.

Based on the experiences of the four programmes and other advocacy work, IHF are currently working on a *Guide to Human Rights Advocacy in the OSCE*, which is a collection of chapters on specific human rights topics that could be addressed within the framework of the OSCE written by experts and academics with competence in those areas.

3.5.3.2 Evaluative statement on the Advocacy Programme

The information provided by the IHF is valuable for advocacy efforts undertaken by other NGOs and affiliates. Its lobbying work is particularly respected in the area of the OSCE, a point that is supported by external feedback received through the evaluation questionnaire. Its projects have increased the capacity of the various Helsinki committees to advocacy, dialogue and relationship with government officials, media coverage and strengthened networks. This is especially true for the TACIS and Balkans projects. There have been some failure in these advocacy projects; however, the internal assessment of these setbacks appear both frank and clear, while the organisation struggles to respond to the difficulties of carrying out its work under financial constraints.

¹⁹¹ See for e.g. IHF (2000), *Report to the OSCE Implementation Meeting on Human Dimension Issues, Warsaw, 17-27 October 2000*.

The first programme outlined above was both efficient and effective. Its relevance is difficult to judge but follow-up activities were modelled on the original programme, suggesting its success and its ability to ‘travel’ to different countries within the OSCE. The second programme was also efficient and effective, and was able to build local capacity and make local-global linkages possible for the Russian Federation and NIS. The third programme was efficient in combining activities that had similar thematic content, but was less effective since planned output was not produced to deadline and required some extension. The fourth programme had very high output and was therefore efficient. It had multiple aims and objectives, which were realised through the planned activities. As in the other three programmes, its relevance is more difficult to assess since much of the work focuses on capacity building at the local level for eventual advocacy work at the international level. Evidence on how the local groups utilised their new capacity was not available.

3.5.4 Summary

IHF has struggled against persistent financial problems that have compromised its overall efficiency and effectiveness. It has not been able to harness the latent capacity of its federation of Helsinki committees in an effective manner, where *ad hoc* and one-to-one relationships between the IHF and its committees are the typical mode of operation. Within these constraints, it has been able to carry out a series of activities effectively and it has received positive external feedback, and its mainstay publication, the Annual Report, is well respected. These and other observations are summarised in Table 3.5.2.

Table 3.5.2 Summary of evaluation for IHF

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Valuable network of OSCE and former Soviet countries; persistent financial problems, but low staff turnover	Financial problems compromise efficiency; loose federated structure a hindrance	Monitoring and alerting of human rights developments in the OSCE and CIS carried out well	Very positive external feedback on presence of IHF and its work in the OSCE/CIS, but few indicators of overall impact
Publications and information	<i>Annual Reports</i> on OSCE are high quality publications	Low output for all other publications	<i>Annual Reports</i> effective at charting human rights development in the OSCE/CIS	Not possible to assess overall utilisation of publications; positive feedback on usefulness of web-site materials
International Advocacy Programme	No overall advocacy policy, but a grouping of activities involving capacity building and advocacy	Reasonable output in training programmes and good response to organisational problems	Effective capacity building of local NGOs for future advocacy work; some programmes failed to be carried out to deadline and did not achieve aims and objectives	Good presence in Eastern Europe, but in the absence of feedback from partner NGOs, difficult to assess the utilisation of capacity

3.6 International Service for Human Rights

www.ishr.ch

3.6.1 General evaluation of the organisation

3.6.1.1 Substantive content

The International Service for Human Rights (ISHR) was established in 1984 by members of a variety of NGOs with the objective of assisting and facilitating NGOs to intervene and work within the international human rights system. The organisation is recognised as a non-profit international association under Swiss law, with 200 members. ISHR's Secretariat is based in Geneva and has a liaison office in New York.

The mission of the organisation is to (1) empower organisations to implement human rights; (2) protect human rights defenders throughout the world; (3) initiate innovative and challenging proposals to improve the promotion and protection of human rights; and (4) contribute to selected human rights activities and initiatives of the UN and other relevant bodies.¹⁹² The

organisation also has 7 principles, which guide its work and activities (see Box 3.6.1), which reflect a participatory, reflexive and accountable approach to human rights activism.

ISHR has consultative status with ECOSOC.

3.6.1.2 Main activities and output

The main activities undertaken by the organisation are (1) monitoring and reporting on UN human rights meetings and procedures; (2) training human rights defenders on how to use the international human rights system; (3) assisting human rights defenders visiting Geneva; (4) lobbying and standard setting work on specific issues; and (5) other activities related to the protection and defence of human rights defenders.

Box 3.6.1 ISHR's seven guiding principles

1. *Set priorities based on the needs and proposals from field constituencies*
2. *Provide users the means for their actions*
3. *Respond with flexibility to specific needs*
4. *Publish accurate and analytical information*
5. *Provide regular and permanent services*
6. *Apply ethnic and gender diversity*
7. *Promote equality, interdependence and indivisibility of rights*

Source: Strategic Plan 2001-2004

¹⁹² ISHR (2000), *Strategic Plan 2001- 2004*, p. 3.

The activities undertaken by the organisation are divided into 3 departments: (1) Information, (2) Education and Training and (3) Human Rights Defenders Office (HRDO). The main activities of these departments are discussed under the sections 3.6.2-3.6.4 below. Besides the major activities undertaken under these departments and programme, ISHR has carried out a number of activities on thematic areas during the evaluation period. It has organised various seminars and conferences on (1) Media and Minority Rights,¹⁹³ jointly with Minority Rights Group and in cooperation with the Working Group on Minorities and the Office of the High Commissioner; (2) on Child Labour with Anti-Slavery International in 1998; on the right to education in 1999¹⁹⁴; and (3) on extreme poverty and racism¹⁹⁵. Its standard setting work over this period has focussed on the Draft Convention on Forced Disappearances and it has run a programme on economic, social and cultural rights.¹⁹⁶ ISHR had planned to set up a research unit in the 2001 strategic plan, but this activity has been suspended. Its plan to give greater priority to Africa in its work has been partly implemented. It used to run a Liaison Programme,¹⁹⁷ which has now been closed, but assistance is still given to members of NGOs who approach the office for help in Geneva or for information.

3.6.1.3 Management and structure

The main governance bodies¹⁹⁸ of the organisation are the General Assembly and the Executive Council. The General Assembly meets periodically and defines the main orientation of the organisation.¹⁹⁹ The Executive Council is comprised of seven members (previously thirteen) elected by the Assembly, and meets three times a year. It defines priorities and the programme of action and oversees the work of the Secretariat. The Executive Council sessions have been held once a year in different regions of the world to allow for consultations with partners and members.²⁰⁰ The Advisory Council, composed of 25 human rights experts from around the world who act as policy advisors to the organisation, supports the Executive Council.²⁰¹

In addition to the three departments, a Planning and Administration department oversees running the Secretariat. There are currently ten members staff at the Geneva office and one in New York. At the time of the evaluation, the ISHR did not have a Director (the Director of the HRDO was acting-Director), but it has since appointed one. The organisation has an Internship Programme and at the time of the evaluation, five interns were based at the Secretariat. Overall programme implementation is under the supervision of the four departmental heads. In addition to regular meetings of all the staff, there is a weekly management staff meeting between the heads of departments and the Director. ISHR does not have a policy for annual

¹⁹³ ISHR (1999), *Annual Report 1998*, p. 5.

¹⁹⁴ ISHR (2000), *Annual Report 1999*, p.18.

¹⁹⁵ ISHR (2001) *Annual Report 2000*, p. 21.

¹⁹⁶ Ibid.

¹⁹⁷ For details of the programme see ISHR (1999), *Annual Report 1998*, pp. 19- 23.

¹⁹⁸ ISHR (1999), *Funding Application: 2000-2001-2002* (submitted to the Ministry of Foreign Affairs, Netherlands), p. 27.

¹⁹⁹ ISHR previously had a Bureau of the Executive Council, which met every month. This body has now been merged by the Assembly into the Executive Council to create one governing body.

²⁰⁰ See ISHR (2000), *Strategic Plan 2001-2004*, p. 2.

²⁰¹ See the *Who is Who?* Section of ISHR's web-site: www.ishr.ch (last accessed on 12 June 2003).

staff appraisals or staff training but these are under discussion with the Executive Council.²⁰²

ISHR does not have a formal policy for evaluation and those that were carried out, were done so on a spontaneous and *ad hoc* basis. In recent years the evaluations for training and publications have become more systematic and ISHR is in the process of developing comprehensive monitoring and evaluation procedures for all its work and a system of yearly internal evaluations.²⁰³ Two external evaluations of the organisation have been conducted by NOVIB and SIDA.

3.6.1.4 Finance

Table 3.6.1 shows the total income and expenditure for ISHR for the evaluation period. In 2001, ISHR ran a deficit of 99,325 CHF and has a general policy of maintaining reserves for three months operations. The reserves are currently at a lower figure since they were used to cover the 2001 deficit.

Table 3.6.1 Income and expenditure for ISHR in CHF

Year	Income	Expenditure
1997 ²⁰⁴	1,469,786	1,435,160
1998 ²⁰⁵	1,371,096	1,356,306
1999 ²⁰⁶	1,226,968	1,221,271
2000 ²⁰⁷	1,514,670	1,448,891
2001 ²⁰⁸	1,226,565	1,325,890

The organisation's overheads are between 12-15%.²⁰⁹ 44.32% was spent on general administration in 2001 and salaries and related costs amounted to approximately 57.4% of this expenditure.²¹⁰ The organisation receives almost 80% core funding.²¹¹ The accounts of the organisation are audited annually.

3.6.1.5 General evaluative statement

ISHR has a clear set of aims and objectives, which by and large have been pursued using appropriate activities; however, the organisation has undertaken a series of additional activities, which were useful but were not part of an overall strategy related to their aims and objectives. Taking on such activities has thus compromised both the efficiency and effectiveness of the organisation since new and unplanned activities divert resources away from planned activities, and new activities may not be directly linked to the achievement of the main aims and objectives. Nevertheless, the

²⁰² Information based on interviews with ISHR staff.

²⁰³ ISHR provided us with a copy of the Draft Strategic Plan for 2003-2005, which was finalised in June 2003 and organises the programme of work around themes, goals, outputs, activities, outcomes and indicators and has a detailed section on evaluation and monitoring.

²⁰⁴ ISHR (1998), *Financial Year Ended 31st December 1997: Auditor's Report.*

²⁰⁵ ISHR (1999), *Financial Year Ended 31st December 1998: Auditor's Report.*

²⁰⁶ ISHR (2000), *Financial Year Ended 31st December 1999: Auditor's Report.*

²⁰⁷ ISHR (2001), *Financial Year Ended 31st December 2000: Auditor's Report.*

²⁰⁸ ISHR (2002), *Financial Year Ended 31st December 2001: Auditor's Report.*

²⁰⁹ Information based on interviews with ISHR staff.

²¹⁰ ISHR (2002), *Financial Year Ended 31st December 2001: Auditor's Report.*

²¹¹ Information based on interviews with ISHR staff.

organisation has now recognised the *ad hoc* nature of its past activities and has addressed this problem in its 2001 strategic plan and subsequent planning documents, such as the Strategic and Action Plan 2003-2005.

During the latter part of the evaluation period, the management of ISHR had become too centralised within the position of Director. The financial shortfall over the year 2001 and high staff turnover accelerated management problems and institutional difficulties. These problems were noted by two separate external evaluations carried out by NOVIB²¹² and SIDA, as well as one of the respondents in the evaluation questionnaire.²¹³ By the time that SIDA had carried out its evaluation, the staff recruitment problem had been addressed and the ISHR made a number of cutbacks to improve its financial position. By the time the current evaluation took place a majority of SIDA's recommendations had been implemented. These problems, however, did affect the efficiency of the organisation.

The SIDA evaluation praises the ISHR for providing 'highly relevant services to its network of partner organisations'. The evaluation notes that ISHR has established mechanisms to track and tap into the demand for its services. It notes that the ISHR has very little in place to assess and evaluate its own impact; however, it is clear to SIDA that it has managed to be successful in its training activities and has increased the leverage of human rights defenders through its actions. Moreover, SIDA notes that the ISHR is a highly cost-effective organisation, which carries out a large number of activities with quite limited resources.²¹⁴

External feedback has generally been very positive. One respondent based in Geneva notes the usefulness of ISHR publications (see below), in particular the Human Rights Monitor. Another respondent from the Americas notes that the 'the Service has been a keen actor in facilitating the interaction and relations between the United Nations human rights system and the Inter-American system', particularly with regard to the UN Special Representative on Human Rights Defenders. Another respondent from the Americas cites the Human Rights Monitor and Geneva Training Course as effective and invaluable tools, while the role of the ISHR is one that has had grassroots appeal.

3.6.2 International advocacy

3.6.2.1 Descriptive analysis

While much of the work of the ISHR is to build capacity for local NGOs and human rights defenders to use the various mechanisms for the promotion and protection of human rights (see below), it also carries out its own advocacy activities in international fora. It has worked closely both with the UN Human Rights Commission and the OAS on supporting the work on human rights defenders (see section 3.6.4).

²¹² NOVIB (1999), *The International Service for Human Rights: Evaluation Report*, December.

²¹³ NORLAT (2002), *Evaluation of the International Service for Human Rights: Final Report to SIDA*, June.

²¹⁴ NORLAT (2002), *Evaluation of the International Service for Human Rights: Final Report to SIDA*, June, p. 3.

The ISHR lobbied for the adoption of the UN Declaration on Human Rights Defenders, which was adopted in 1998 (compare FIDH). It facilitated the incorporation of views of human rights defenders, from various regions, in the negotiations for the declaration by including them in their delegation and sending them information on the process.²¹⁵ It also held a number of seminars relating to the draft declaration.²¹⁶ In addition, in 2001, it organised meetings between the Special Representative to the Secretary General for Human Rights Defenders and top officials in the Inter-American system, as well as a regional Consultation of Human Rights Defenders in Mexico City. Both events received wide attention from the Latin American media;²¹⁷ while ISHR participated in follow-up activities to the Latin American regional Consultation to lobby for the establishment of a special unit within the Inter-American Commission for human rights defenders. The special unit was established in December 2001. ISHR have also lobbied intensively, along with the Observatory for Human Rights Defenders (see chapter on FIDH) and Amnesty International for the establishment of a special procedure within the ACHPR.

In addition to its own international advocacy work, ISHR is heavily involved in providing annual training courses for human rights defenders. These coincide with the Commission on Human Rights (the Geneva Training Course in International Human Rights Law and Advocacy, or GTC), take place on a regional basis organised with local partners²¹⁸ and are run in conjunction with other organisations.

Geneva Training Course in International Human Rights Law and Advocacy (GTC)

The GTC runs for seven weeks. The first week consists of intensive training in international human rights. During the latter six weeks, the participants have morning sessions with various human rights experts,²¹⁹ attend the Commission sessions and then regroup in the afternoon for an analysis of the proceedings. Interns and ISHR staff support them during the Commission proceedings. Trainees are provided with information on how to make statements and interventions, prepare written submissions and do an exercise on presenting a complaint before a treaty body. Students make an oral intervention at the commission, where the statement is developed by consensus within the group. Trainees are given a folder of materials, which is meant to evolve as they move through the programme and at the end they are expected to have their own personalized training materials.²²⁰

Participants for the Training Programme are required to be active members of a sustainable human rights organisation that shows an interest in using international human rights and recommends the participants for the training. There is a detailed selection process and ISHR tries to maintain a regional balance on the programme. Over the evaluation period, the GTC has had a total of 144 participants (see Table

²¹⁵ ISHR (2000), *Human Rights Defenders Funding Application*, p. 3.

²¹⁶ See ISHR (2000), *Annual Report 1999*, p. 17.

²¹⁷ ISHR provided substantial evidence of press coverage from the Latin America media.

²¹⁸ ISHR tries to organise one training course in each region per year.

²¹⁹ A member of the evaluation team was able to attend a morning session with the Head of the ILO Standards Division, during the 2003 GTC.

²²⁰ Information based on interviews with ISHR staff. We have also been provided with a copy of the training material.

3.6.2), where until 2000 approximately twenty trainees were funded to attend the programme. Trainees now have to raise their own funds to attend, but ISHR finds scholarships for a few trainees from underrepresented countries²²¹ and provides advice on applying for funding to others.

Table 3.6.2 Number of participants in ISHR GTC

Year	Number of Participants ^a
1997 ^b	31
1998 ^c	29
1999 ^d	26
2000 ^e	29
2001 ^f	29
Total	144

^a In addition to these participants, a number of additional participants, normally from other organisations, have attended the first week of the course.

^b ISHR (1997), *Geneva Training Course in International Human Rights Law and Diplomacy: Narrative Report*.

^c ISHR (1998), *Geneva Training Course in International Human Rights Law and Diplomacy: Narrative Report for the Dutch Government*.

^d ISHR (1999), *Geneva Training Course in International Human Rights Law and Diplomacy: Narrative Report for the Dutch Government*.

^e ISHR (2001), *Annual Report 2000*, p. 15.

^f Information provided by ISHR.

The procedure for evaluation has been modified to make it more dynamic and interactive. ISHR also does a follow-up evaluation with the participants six months after the Training Programme to see how useful the programme has been to their work and the ways in which they are using the training. It has sent out questionnaires to trainees to create a GTC alumni network.²²²

3.6.2.2 Evaluative statement

ISHR's international advocacy for greater protection of human rights defenders has shown reasonable success in terms of having a role in the 1998 establishment of the SRSG on Human Rights Defenders and the 2001 establishment of the Unit on Human Rights Defenders in the IACHR. This role has been acknowledged in two separate letters from Hina Jilani, the SRSG, as well as two separate letters from Santiago Canton, the Executive Secretary of the IACHR.

The GTC makes the UN system more accessible and less remote to trainees and helps build capacity for future generations of human rights defenders. It is a well-organised programme with innovative training materials. The programme achieves very high output and therefore is efficient since only two staff based at the ISHR run it. The programme also achieves great transferability as it aims at training people to be trainers themselves. Evaluation feedback from trainees that participated in the 1999 GTC was generally highly positive in recognising the knowledge and skills gained, while some noted that better arrangements while in Geneva could have been in place. The respondents also felt that the greatest impact of the Training

²²¹ In the 2003 GTC, six trainees (out of 27) were given scholarships.

²²² Information based on interviews with ISHR staff.

Programme was the development of useful networks with which they could carry out their future work.

3.6.3 Publications and information

3.6.3.1 Descriptive analysis

ISHR brings out a number of regular publications; *Human Rights Monitor*, *HR Documentation DH*, *IS-Link-SI/ ISHR Link* and the *Info-pack*. The most significant of these is the *Human Rights Monitor*, which is brought out three times a year in English and French. The *Monitor* provides readers with an analysis of the principal human rights meetings of the UN, contains information on forthcoming meetings, ratification of international standards and the appointment of experts in the UN system. The first issue of the monitor provides a summary of development during the previous year and focuses on the proceedings at various treaty bodies. The second issue focuses on the Commission and the third on the Sub-Commission. As a part of cost cutting measures to correct the organisation's financial position, the publication of the *Monitor* in hard copy has been suspended in 2003. As the information is now made available online, it is regularly updated to report on particular events or sessions. ISHR is also considering various options in terms of its publishing strategy; whether to stop printing hard copies and to only make the *Monitor* available online or to charge or to target. The New York-based representative sends information on sessions held there. 2860 copies of the *Monitor* in English are distributed (in order of number of recipients) in Western Europe, Asia Pacific, Africa, Latin America, North America, Easter Europe and Middle East. 1351 copies of the *Monitor* in French are also distributed across the same regions.

ISHR produces the *HR Documentation DH* series, which provides information on the voting record at various UN meetings. This series made available in hard copy and online on the ISHR web-site as the UN has started bringing out the information and it is more easily available to NGOs.

ISHR also brings out *Human Rights Dossiers*, a series of booklets on key issues in human rights. Dossiers have been produced on refugee rights, women, the international criminal court, and were often distributed at key conferences and preparatory sessions.²²³ This series has now been stopped. In addition, ISHR sends out a newsletter *ISHR Link* to members every four months reporting on the activities of the organisation. It has also produced manuals and guides on human rights issues; the most notable of these is a co-published manual (with Amnesty International) on *The UN and Refugees' Human Rights*.²²⁴

ISHR also produces the *Info-pack*, which is a practical guide on the UN system and is made available to trainees and other users. This publication has been translated into a number of languages and has a targeted distribution.

²²³ For e.g. at the Rome Conference, see ISHR (1999), *Annual Report 1998*, p. 9.

²²⁴ *Ibid.*

ISHR carried out a survey on the *Human Rights Monitor* in June 2002. The results of the survey indicated that the monitor was used by a diverse audience (NGOs, National Human Rights Institutions and universities). Respondents gave positive feedback on the usefulness of the monitor (63% said they found it very useful and 33% said they found it useful). 53% of the respondents stated that they used the *Monitor* often in their work and 16% reported that they used it very often.²²⁵ The criticisms and suggestions offered are also being considered in developing the new publication and distribution strategy for the monitor.

3.6.3.2 Evaluative statement

There has been relatively high output of useful publications from the ISHR over the evaluation period, which has decreased owing to the combination of financial difficulties and the possibility of making publications available online. The *Info-Pack* is particularly well organised, informative, and useful. It contains comprehensive information on the working of the main mechanisms for the promotion and protection of human rights. It is an effective publication since it is directly linked to the main aims and objectives of the ISHR in raising awareness of these mechanisms and assisting those human rights practitioners that seek to use them. In the absence of comprehensive feedback on how such practitioners use the *Info-Pack*, however, it is difficult to assess its overall relevance.

3.6.4 Human Rights Defenders Programme

3.6.4.1 Descriptive analysis

Complementing its international advocacy work on human rights defenders within the UN and OAS, ISHR launched a Human Rights Defenders Protection Project in 1996 and in 2000, it created the Human Rights Defenders Office (HRDO); a unit that develops its own vision and mission statements within the framework of ISHR’s overall strategy, activities and administration.²²⁶ The HRDO’s mission is to enhance the protection of human rights defenders and their work world-wide by developing appropriate preventive initiatives, promoting the development and effective implementation of regional and universal protection mechanisms and empowering the full and active participation of human rights defenders and their organisations in advancing a culture of full respect for human rights.

<p>Box 3.6.2</p>	<p>Human Rights Defenders Office (HRDO) key publications</p> <ul style="list-style-type: none"> • <i>Bogotá '98 Recommendations on Protection of Human Rights Defenders</i> • <i>Protecting Human Rights Defenders: Bogotá Seminar 1998 (1999)</i> • <i>Dakar '99 Recommendations</i> • <i>Human Rights Defenders: Latin American Consultation, Mexico 2001, (2001)</i> • <i>Compilation of International and Regional Instruments for the Protection of Human Rights Defenders (2002)</i> • <i>Human Rights Defenders: Latin American Consultation, Guatemala 2002, (2002)</i>
-------------------------	--

²²⁵ ISHR (2002).
²²⁶ ISHR (n.d.), *Human Rights Defenders Office*.

The HRDO has organised a series of regional conferences over the review period, which have produced a series of publications on recommendations to enhance the protection of human rights defenders (see Box 3.6.2). In 1997, it organised conferences in Nairobi, Geneva and Banjul. In 1998, along with the Colombian Commission of Jurists and Amnesty International, it organised the Bogotá seminar. In 1999, it organised a seminar in Dakar, with a Senegalese NGO RADDHO. Since 1998, ISHR has organised an annual consultation on protection to coincide with the Human Rights Commission, which brings together various international and national NGOs to discuss issues around the protection of human rights defenders.

As noted in section 3.6.2, following the ISHR's international advocacy work, the HRDO has actively supported and promoted the work of the SRSG on Human Rights Defenders. The HRDO circulated information on the mandate of the SRSG in French, English and Spanish to NGOs and in 2000 brought together 21 experts and the SRSG in Cartigny to discuss the mandate, working methods and issues around implementation.²²⁷ The HRDO organises events where the SRSG can interact with local organisations,²²⁸ and have facilitated greater co-operation between the SRSG's office and the Inter-American and African systems.²²⁹

The HRDO prepared a workshop on strategies for improving conditions of imprisonment and detention in Latin America and the Caribbean, and undertook a survey of prison conditions in Colombia for the Office of the High Commissioner. It also carried out the groundwork for the SRSG's visit to the country and helped finance the costs of some of the human rights activists who travelled to Bogotá to meet her.²³⁰

In addition to organising conferences, meetings, and workshops, the HRDO takes part in the regional training programmes by carrying out training on defenders. It used to maintain protection files on defenders at risk and intervene in select cases of violations against human rights defenders²³¹, but this activity is no longer carried out.

3.6.4.2 Evaluative statement

The programme on human rights defenders, along with ISHR's international advocacy more generally, has had a key role in establishing international standards and mechanisms for the protection of human rights defenders, as well as follow-up activities to maintain awareness of the need to protect human rights defenders. Like the OMCT-FIDH Observatory for Human Rights Defenders, the programme has established a close working relationship with the SRSG through significant support for her work, and facilitated cooperation between her office and human rights NGOs.

²²⁷ ISHR (2001), *Annual Report 2000*, pp. 20–21.

²²⁸ HRDO organised a regional consultation in Bangkok, bringing together 50 human rights activists from sixteen countries. Mrs. Jilani attended the event, where HRDO shared their experiences from the Latin American Consultation.

²²⁹ HRDO helped in organising and implementing a meeting between the OAS and the SRSG in 2001.

²³⁰ ISHR (2002), *Human Rights Defenders Office: Summary Annual Report*.

²³¹ See ISHR (2000), *Annual Report 1999*, p. 40.

The main publication, *Compilation of International and Regional Instruments for the Protection of Human Rights Defenders*, is a useful resource and will be distributed by the office of the SRSG and HRDO. The output of the HRDO has been high and therefore efficient even though ISHR faced some financial difficulties. The various activities of the HRDO have been well linked to its main aims and objectives suggesting a great deal of effectiveness. Before the HRDO was established, the activities carried out by the ISHR had been less focused, but with the creation of the HRDO, the programme of work activities has become clearer and more centred on bridging the gap between local NGOs and the international system, the development of specific mechanisms and better co-ordination between the regional and international systems.

The HRDO's activities in Africa have been less successful than those in the Americas. The model developed in Latin America was a test model based on the Director's expertise and extensive familiarity with the Inter-American system, which proved not to be as easily transferable to Africa. It is now trying to build more partnerships in Africa to develop models relevant to the political contexts in the region. Since the main work of the HRDO is to promote awareness and enhance the international legal mechanisms for their protection and since it ceased keeping records of those human rights defenders most at risk, its overall relevance in terms of assisting individual defenders in need is quite low.

3.6.5 Summary

The ISHR provides a useful and generally effective service of providing up to date information and training on the workings of the UN system for the promotion and protection of human rights. Its publications are of a high standard and offer a 'one stop shop' on how to use the UN system. Its work on human rights defenders has led to a good working relationship with the SRSG, as well as the special unit in the IACHR. These and other statements are summarised in Table 3.6.3.

Table 3.6.3 Summary of evaluation for ISHR

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Generally pursues its aims and objectives through planned activities	Planned activities generally carried out, but unplanned activities undermine overall efficiency as they divert staff time and resources; high output nevertheless	Generally achieves aims and objectives of monitoring and reporting on UN systems as well as providing training and capacity building	Impact through providing services to partner organisations, and positive feedback on usefulness of activities, but substantive impact difficult to assess
International advocacy	Good presence in UN Human Rights Commission and the OAS, especially in the area of human rights defenders	High output in work on human rights defenders; high output in training programmes for Geneva	Generally realises aims and objectives through advocacy and training	Important role in standard setting and useful training for NGOs working in UN systems; positive external feedback on capacity building
Publications and information	<i>Human Rights Monitor</i> and <i>Info-Pack</i> particularly high quality and useful	High output of the Monitor, which has now been scaled back; more information made available on line	Publications generally effective in providing accurate record of proceedings in the UN system as well as providing a quality guide to using the UN system	Positive external feedback on usefulness of the Monitor, although overall utilisation difficult to assess
Human Rights Defenders Office	Programme has shown good growth and development, with particular effectiveness in the Inter-American system	High output of conferences, publications and good working relationship with the SRSG on Human Rights Defenders.	Greater effectiveness of the programme in the Americas than Africa	Important role in standard settings for human rights defenders at international and regional level

3.7 Minority Rights Group

www.minorityrights.org

3.7.1 General evaluation of the organisation

3.7.1.1 Substantive content

Minority Rights Group (MRG) was established in the 1960s with the mission to protect the rights of minorities and indigenous peoples and to promote co-operation between communities. MRG is registered as a charity and a company limited by guarantee²³² in the UK and its headquarters are in London.

MRG focuses its work on non-dominant ethnic, religious and linguistic communities, who may not necessarily be numerical minorities.²³³ Its work includes initiatives with communities such as indigenous and tribal peoples, refugees and others who may not wish to be classified as minorities for various reasons.²³⁴ Its work is directed at (1) increasing the active participation of minorities and indigenous peoples in decisions affecting their lives, (2) promoting the implementation of international standards, (3) advancing conflict resolution and reconciliation, (4) advocating the need for the integration of minority rights into development policies and Millennium Development Goals.²³⁵ MRG has 130 partners in over 60 countries.²³⁶

MRG has consultative status with ECOSOC and observer status with the ACHPR.

3.7.1.2 Main activities and output

MRG is primarily an international advocacy organisation. The organisation lobbies and provides information to various international bodies and decision makers and others at the domestic level, and supports its partners in carrying out advocacy. MRG directs its efforts towards implementation and strengthening of the international human rights system and works to improve the access of minorities and indigenous peoples to these legal standards and mechanisms. It engages with the media to raise awareness of minority rights issues and publishes a broad range of materials on minority rights. In addition, the organisation carries out a number of regional programmes in co-operation with local partners.

²³² See Memorandum and Articles of Association of Minority Rights Group.

²³³ This definition is based on the UN Declaration on the Rights of Persons Belonging to National or Ethnic, Religious or Linguistic Minorities, 1992. MRG does not work specifically on the issue of sexual minorities.

²³⁴ MRG (2000), *Programme for 2001: Minorities, Democracy and Peaceful Development*, p. 1.

²³⁵ MRG (2002), *Programme for 2003: Minorities, Democracy and Peaceful Development*, p. 12.

²³⁶ MRG (2002) *Annual Report 2002*, London: MRG, p. 2.

MRG has a global programme on international advocacy and awareness-raising that links its global work with its regional work.²³⁷ It currently has programmes in three regions: Europe and Central Asia; Asia and the Pacific and Africa and the Middle East. Staff based in London and Budapest co-ordinate its work in Europe and Central Asia. Focus areas of the programmes include capacity-building with Roma NGOs, promotion of the Council of Europe's Framework Convention for the Protection of National Minorities, promotion of minority rights and intercommunity co-operation and implementation of EU anti-discrimination directives.²³⁸ Staff based in London and Delhi coordinate programmes in Asia and the Pacific. Focal areas include the rights of religious minorities in Asia and the rights of indigenous and tribal peoples.²³⁹ Staff based in London and Kampala coordinate programmes in Africa. Focal areas of the programmes include promotion of the rights of Pastoralists in the Horn of Africa and Batwa Pygmies in the Great Lakes.²⁴⁰

In the 1996 strategic review, Central and Eastern Europe, the Horn of Africa and South Asia were identified as the main geographical areas of focus.²⁴¹ In the upcoming periodic, the Americas is going to be considered as another geographical area.

3.7.1.3 Management and structure

The main governing body of the organisation is the International Council, which consists of thirteen people with a commitment to minority rights issues, which meets twice yearly.²⁴² The Council has set up two committees: (1) the finance and general committee, which meets three times a year and (2) the programme and publications committee, which meets twice a year. There is significant delegation to these committees. The Council discusses and agrees on budget outlines and broad programme strategies and the details are worked out in the committees. Council meetings are planned in a fashion where they can coincide with other MRG events such as the Training Programme. A strategic review of the organisation is conducted every four years. A preliminary discussion is held with the council on strategic areas and then there is broad-based consultation with partners and others on that area. There is also a mid-term review.

Its Memorandum and Articles of Association govern the affairs of the organisation. MRG has three departments: (1) programmes, (2) international advocacy and (3) finance. Many of the programmes cut across departments. The Management team consists of the Director, Deputy Director, Heads of the three Departments and the Deputy Head of International Advocacy. MRG had 36 staff members at the time of the evaluation. Departments have initial discussions, which are then fed back into the management team and the organisation as a whole. New employees go through a period of induction. There is an annual appraisal of staff and all members of staff

²³⁷ For a description of activities planned under the programme see MRG (2002), *Programme for 2003: Minorities, Democracy and Peaceful Development*, pp. 12-21.

²³⁸ *Ibid.*, pp. 27-30.

²³⁹ *Ibid.*, pp. 24-26.

²⁴⁰ *Ibid.*, pp. 22-24.

²⁴¹ MRG (n.d.), *Principles and Criteria to Guide Decisions on Focus Areas for Programme Work*.

²⁴² MRG (1999), *Responsibilities and Council Membership*. See also MRG (2003), *List of Council Members*.

have monthly meetings with line managers, and all are members of a union. MRG has a training budget of £ 500 for each employee, which is used for IT and other job related training. The organisation also offers an educational support scheme, which has been taken up by staff to do part-time postgraduate qualifications and diplomas.

The organisation has an equal opportunities policy, a gender policy and guidelines for working with partners, which have been agreed by the Council and the committees.²⁴³ MRG is careful to maintain relationships with partners on an equal footing and not to impose particular methodologies on them.

MRG has a comprehensive evaluation policy in place. The organisation has a cross-departmental evaluation task group, which has the aim of ensuring consistency in methodologies across the organisation and it identifies improved methodologies and tools for evaluation. MRG has now started monitoring and reporting on outcomes of its work rather than just concentrating on output. Planning documents are organised to reflect clear objectives, indicators and planned outcomes.²⁴⁴

3.7.1.4 Finance

Table 3.7.1 shows the total income and expenditure for MRG for the evaluation period. The organisation ran deficits in 1998 (£ 97,617) and again in 2001 (£ 29,715). A financial problem in 1997 caused by exchange rate fluctuations owing to three major donors being based outside the UK, produced the deficit in 1998. The problem was overcome by raising supplementary funds, and since then MRG has put tighter financial monitoring procedures in place and built in a contingency fund for exchange rate fluctuations in its budgets. The deficit in 2001 appears minor and can be covered by reserves.

10% of the total expenditure of the organisation is spent on management and administration and support activities. Salaries and related costs (including for consultancy fees) amounted to approximately 39% (£ 661,839) of the total expenditure in 2001. Of the total funds received that year approximately 69% (£ 1,156,809) was through restricted funds. The organisation has set a target of maintaining reserves for six months operations. During the interview, the organisation stated that they have found that donors are generally reluctant to fund reserves. The accounts of the organisation are audited annually.

Table 3.7.1 Income and expenditure for MRG^a in UK £

Year	Income	Expenditure
1997	1,165,782	989,730
1998	1,091,296	1,188,915
1999	1,445,117	1,338,176
2000	1,521,328	1,327,298
2001	1,686,693	1,716,408

^a All figures are from officially published financial accounts and Annual Reviews.

²⁴³ See MRG (1999), *Working with Partners: MRG Guidelines*.

²⁴⁴ See MRG (n.d.), *Monitoring and Evaluation at MRG*, and *Evaluation at MRG: Working Definitions and Some Methodological Points*.

MRG has a fundraising team composed of three staff and another staff member is responsible for co-ordinating reports to donors.²⁴⁵ The organisation has a policy not to grow more than 10% annually to maintain sustainability. It is in the process of developing guidelines for ethical fundraising.

3.7.1.5 General evaluative statement

Overall, MRG has a well-defined mandate, which is complemented by a high degree of internal reflection over strategies, projects, and areas of work. It has a clear link between its main activities and its aims and objectives, and has been effective in raising the capacity of its partners and has played a role in the adoption of new international standards. The office is well organised and displays a high level of professionalism. Its efficiency is illustrated by the large number of areas of work and outcomes for its relatively small size. It has policy documents and procedures in place for all areas of its work, and there are explicit criteria and guidelines for relationships with partners. Moreover, its evaluation procedures are extremely well established,²⁴⁶ and all of its activities have been well supported by documentation for all areas of the evaluation.

External feedback is positive. A respondent from the Foreign and Commonwealth Office (FCO) in the United Kingdom claims that 'MRG are evidently one of the most successful minority rights NGO currently active... and [its] participation ... in the UN Working Group on Minorities, is of a much higher standard than many of the other NGO participants.' In addition, a respondent from the UNDP has already expressed support for MRG's work in raising minority rights issues for development programmes, and especially highlights MRG's ability to bring practical and technical expertise to the larger policy arena of minority rights and development. From Southeast Europe, a respondent notes a number of contributions from MRG, including support for minority communities in the 2002 elections in Kosovo, mentoring for the Roma, Askali, and Egyptian Community Advocates in Kosovo, the establishment of an MRG network in Macedonia, and the management of regional programme on minority rights reporting. The respondent notes further that the partnerships established were effective in raising the capacity and credibility of local organisations.

3.7.2 International advocacy

3.7.2.1 Descriptive analysis

For its international advocacy work, MRG sets out priorities in relation to the following: (1) specific aims of its work, (2) international fora or meetings, (3) international organisations, and (4) states and other potential targets for advocacy.²⁴⁷

²⁴⁵ See MRG Organigram.

²⁴⁶ There are separate evaluation procedures for projects, programmes, and publications. MRG supplied individual reports and summary documents on the results of the evaluations and the ways in which their insights are fed back in to the overall planning of the organisation.

²⁴⁷ For details see MRG (2003), *International Advocacy Priorities*. For a summary of advocacy targets, see also MRG (2002), *Programme for 2003: Minorities, Democracy and Peaceful Development*, p. 13.

The evaluation focused on MRG’s advocacy activities at the UN Working Group on Minorities. There are four main elements to these: (1) MRG brings together around 20 - 25 minority and indigenous group members to Geneva before the Working Group for a week long training programme, (2) it supports and facilitates the participation at the Working Group session, (3) it provides funds for follow-up activities and projects, and (4) it carries out its own advocacy activities at the Working Group.²⁴⁸ It thus acts as an international facilitator to establish networks of like-minded NGOs in the minority rights area, and helps build capacity while at the same time advocating for minority rights within the Working Group. MRG sees this as an effective strategy since it brings together local NGOs, leaves in place a transnational advocacy network, and makes a strong contribution to a key target forum.

MRG lobbied for the adoption of the UN Declaration on the Rights of Persons Belonging to National or Ethnic, Religious or Linguistic Minorities and for the establishment of a Working Group on Minorities to review the implementation of the Declaration.

After the establishment of the Working Group, MRG started a Training Programme in 1996 to provide financial support to minority representatives to attend the Working Group and with technical skills to participate effectively in the sessions. The Training Programme curriculum focuses on international minority rights standards, monitoring mechanisms and procedures, and advocacy strategies. Human rights experts, MRG staff members and staff from the Office of the High Commissioner and other UN agencies provide the training. For the evaluation period, the Training Programme had a total of 81 participants (see Table 3.7.2), where one to two participants from the previous year’s training are invited back to share their experiences of the Working Group and to play a role in facilitating the current session of training. Participants are introduced to members of the Working Group in an informal event and given support during the sessions with the preparation of interventions and in initiation of dialogues with government representatives.²⁴⁹ MRG has provided funding to approximately seven participants to carry out follow-up activities in their own countries so that they can apply their skills in a concrete manner, and to multiply the effect of the workshop through sharing their training with other members of the community. They also assist in the development of materials for the follow-up training activities.

Table 3.7.2 Participants in the MRG Minority Advocates Training Programme

Year	Number of Participants ^a
1997	13
1998	16 (2 women and 14 men)
1999	17 (10 women and 7 men)
2000	16 (8 women and 8 men)
2001	19 (8 women and 11 men)
Total	81

^a MRG (2002), *Geneva Participants 1997- 2002*.

Complementing this Training Programme, MRG has produced a training manual with the Raoul Wallenberg Institute, *Minority Rights: A Guide to United Nations Procedures and Institutions*. It has also published two other manuals that provide

²⁴⁸ Description based on interviews with the MRG Director and other staff responsible for international advocacy.

²⁴⁹ For further details on the design and content of a training programme see MRG (2001), *Training for Minorities on Advocacy and International Standards Relating to Minorities: Project Proposal Activities 2001*.

background information for training: (1) *Mechanisms of the International Labour Organisation Available to Minorities* and (2) *Public Participation and Minorities*.

In addition to the training, MRG's own interventions at the Working Group have focussed on improving the working methods and effectiveness of the body. In addition, it has been requested to provide expert papers on particular issues and has made country- and theme-specific interventions. Last year, it organised a meeting between friendly states and NGOs, which helped form the blueprint for the Working Group's Recommendations. MRG is also campaigning for the establishment of a minority mechanism, either a Special Rapporteur or Special Representative of the Secretary General on Minorities and Conflict.

MRG's total advocacy costs (expenditure on the world conference, Geneva training projects, advocacy department and the minority and development programme) from 2000-2001 were £ 702,117.²⁵⁰

3.7.2.2 Evaluative statement

MRG's advocacy work helped lead to the establishment of the UN Working Group in 1995 and its work with the Working Group since then has shown high output in terms of its representations, as well as its training programmes that place minority rights activists in direct contact with this international forum. The Training Programme has shown growth and development, where the follow-up activities create the potential for transferability and expansion of the network of individuals and groups working on minority rights issues. MRG has good evaluation procedures in place; after each segment of the programme, group meetings evaluate its content and effectiveness. Participants and trainers fill in evaluation forms and then do follow-up evaluations six months after the Training Programme. MRG then does internal evaluation of its activities. Respondents have indicated in the follow-up evaluations that the Training Programme has led to them undertaking more advocacy work and improvements in the quality of their own and their organisation's work. They have also indicated that they have had more access or contact with decision makers.

It terms of outcomes of the Training Programme and associated lobbying with the Working Group, minority groups have gained considerably higher representation. Many of these groups were brought to Geneva initially by MRG, and the combination of training and experiences with the Working Group has led to greater presence of groups most actively engaged in the struggle for minority rights issues, and greater capacity for dealing with their own governments, e.g. in Uganda, Colombia, and Romania.

²⁵⁰ Information provided by MRG for the evaluation.

3.7.3 Publications and Information

3.7.3.1 Descriptive analysis

MRG produces eight full publications and six issue papers annually. The average print run for publications is 2000. For the period 1997-2001, MRG brought out 35 full titles (reports, books, training manuals, educational materials and issue papers) and seventeen brief titles (workshop reports, updates and interventions) from 1997-2001. In 1997, MRG published two major books entitled *Scorpions in the Bottle: Conflicting Cultures in Northern Ireland* and *World Directory of Minorities*. Box 3.7.1 lists the MRG reports for the evaluation period. Forty publications have been translated by MRG's partners into 42 local languages, and from 1997 to 2003, there were a total of 84 translations of different publications.²⁵¹

Authors are commissioned for many of the publications (there have been difficulties getting authors who have expertise both in minority and particular geographical areas). Between six and eight readers review drafts of the publications, and the turn around time for each varies from 6-8 months to 12- 14 months. MRG identifies advocacy targets and sends free copies to decision makers and NGOs.²⁵²

An internal evaluation is completed for each publication six months after it is released, which assesses a number of criteria, including (1) the degree to which it has

achieved the main aims behind its publication, (2) how readable it is and what responses and feedback have been received, (3) the extent to which the publication took into account age and gender, (4) how far did it reach the target audience, (5) any evidence that the publication can or has contributed to constructive change, and (6)

Box 3.7.1 MRG reports

1997

- *Refugees in Europe: The Hostile New Agenda*
- *Central Asia: Conflict or Stability and Development*
- *Eritrea: Towards Unity in Diversity*
- *East Timor, West Papua/Irian and Indonesia*
- *War: Impact on Minority and Indigenous Children*
- *Cyprus: In Search of Peace*

1998

- *The Palestinians*
- *Minorities in Southeast Europe: Inclusion and Exclusion*
- *Forging New Identities*

1999

- *Muslim Women in India*
- *Adivasis of India*
- *Forests and Indigenous People of Asia*
- *Afro-Brazilians: The Time for Recognition*

2000

- *Burundi: Prospects for Peace*
- *Minority Rights in Yugoslavia*
- *Chinese of South-East Asia*
- *Ethiopia: A New Start?*
- *The Batwa Pygmies of the Great Lakes Region*
- *Combating Racial Discrimination: The UN and its Member States*

2001

- *Public Participation and Minorities*
- *Indonesia: Regional Conflict and State Terror*
- *Religious Minorities and China*
- *Afghanistan: Minorities, Conflict, and the Search for Peace*
- *Uganda: The Marginalization of Minorities*

²⁵¹ MRG (2003), *Dissemination and Promotion of MRG Reports 1997-2002* (document prepared for the evaluation).

²⁵² MRG has provided us with lists of recipients for three reports, which were each sent to between 708 and 841 individuals. Data on dissemination is available for all reports brought out after 2000 when the organisation upgraded its database.

the extent to which it complements MRG's existing range of activities and publications. The internal evaluation form for *The International Labour Organisation: A Handbook for Minorities and Indigenous People* shows a great deal of reflection on the expertise of the authors and external readers, and feedback from user groups who registered positive support for the publication. In addition, the form shows that MRG was concerned for the delay of the publication owing to staff changes, and the identification of risks associated with using an author that was unknown to MRG.

All publications from 2000 are made available on the web-site. MRG took the decision in the 1999-2000 strategic review that the organisation should invest more in electronic communications, while print copies should be retained for those partners in Africa and Asia, where Internet access is still unreliable. There has also been a shift in the publications policy; the organisation now concentrates on publications that have a clear advocacy goal, suggest specific solutions and are clearly targeted.

MRG's total expenditure on publications and some related advocacy (costs covered through restricted grants only) from 1999-2002 was £ 375,208.²⁵³ The Publications team is responsible for the organisation's web-site.

3.7.3.2 Evaluative statement

MRG has a very high level of output of high quality publications, which are evaluated both during and after they are produced, suggesting that the organisation is efficient in this area of its work. The use of internal readers during the writing and evaluation forms after the publications have been produced suggests that MRG is conscious of the quality and effectiveness of its publications. As part of the evaluation, MRG submitted all its publications along with internal evaluation forms for each. The forms show great attention to issues of quality, relevance, factual accuracy, and user feedback. The sample of users is very small, so the ability to make strong inferences about the usefulness of the publications is limited. A Strategic Review carried out in May 2000, however, is more helpful in this regard, since it summarises external feedback on MRG publications. 22 partners, 7 IGOs and NGOs, 9 donors, 5 council members, and 4 staff completed the review questionnaire, where 69% of respondents gave MRG publications a top score of five and a further 45% felt that MRG publications have the greatest impact out of all its work.²⁵⁴ Thus, MRG appears efficient and effective, and shows some evidence of relevance.

3.7.4 Roma Programme

3.7.4.1 Descriptive analysis

MRG's Roma Programme started in 1994, when it carried out a Roma Rights and Education Project, undertaken with non-Roma NGOs and highly successful. At the end of the project, MRG decided that it should be working with and developing the

²⁵³ Information provided by MRG for the evaluation.

²⁵⁴ MRG (2000) *Strategic Review Seminar: Sections A and B Supporting Documentation*, p. 11.

capacities of Roma organisations themselves. From 1997, it developed the PASSPORT and INTRINSIC programmes, which utilise a mentoring methodology previously used in business situations and with ethnic minority children in the UK.²⁵⁵ The methodology was identified for two reasons: (1) the negative experiences and views amongst the Roma of formal education processes in light of past experiences of discrimination, and (2) the existence of a core of highly skilled and overworked group of Roma within organisations.²⁵⁶

The PASSPORT Programme was designed to build the capacity of Roma NGOs and train individual young Roma to respond to the needs of the communities they represent, as well as influence majority communities concerning Roma and their aspirations.²⁵⁷ The National Lottery Charities Board funded the PASSPORT Programme. The programme was carried out with four partner Roma NGOs²⁵⁸ in Bulgaria, Czech Republic, Romania and Slovakia. It had five main objectives: (1) strengthening Roma capacity, (2) increased implementation of minority rights, (3) increased awareness within the Roma community about their rights and advocacy mechanisms, (4) awareness and understanding in all communities about the situation and disadvantages experienced by the Roma, and (5) increased inter-communal cooperation between the Roma and other communities within and across borders.²⁵⁹

The INTRINSIC was carried out in the same countries as PASSPORT with four partner Roma NGOs²⁶⁰ (three partners overlapped between the two programmes). It had four objectives: (1) establish a system for the acquisition and transfer of specific expertise and technical skills to Roma NGOs, (2) promote the domestic implementation of international and regional minority standards with particular reference to the Roma, (3) encourage greater personal professional responsibility in addressing issues of minority rights, equal opportunities and non-discrimination in each of the countries involved, and (4) enable others to access the programme easily and gain from its outcomes.²⁶¹ INTRINSIC was funded by the European Commission's PHARE Programme.

Both PASSPORT and INTRINSIC were concerned with the transfer of the mentoring methodology to Roma partners and were not content-based projects (areas of work were selected by the partners based on perceptions of gaps in capacity). For each programme, 3-5 mentors and fifteen young Roma were selected in every country and each trainee had a mentor to advise and support them. Responsibility of the implementation of the project in each country was assigned to one selected Roma

²⁵⁵ The mentoring methodology is defined as a "systematic process whereby participants learn by taking responsibility for their own learning within a managed and supportive environment...Mentoring focuses on the personal/professional development of the mentee. The mentor guides and supports the mentee through a systematic process of learning which is the result of choices made by means on negotiation between the mentor and the mentee." See MRG (1999), *MAP: Mentoring Advice Pack*, p. 4.

²⁵⁶ MRG (2003), *MRG's Work with the Roma – 1994-2002: Overview and Reflections* (document prepared for the evaluation).

²⁵⁷ MRG (2001), *PASSPORT Project 1997 – 2000: Final Internal Evaluation*, p. 1.

²⁵⁸ Roma Lom Foundation, Bulgaria, InfoRoma, Slovakia, Dzeno, Czech Republic and Romani CRISS, Romania.

²⁵⁹ MRG (2001), *PASSPORT Project 1997 – 2000: Final Internal Evaluation*, p. 2.

²⁶⁰ Balkan Diversity Foundation, Bulgaria, InfoRoma, Slovakia, Dzeno, Czech Republic and Romani CRISS, Romania.

²⁶¹ MRG (2003), *Summary document on INTRINSIC* (prepared for the evaluation).

NGO leader, while management groups consisting primarily of Roma were set up for the programmes.²⁶² In consultation with the partners, a set of selection criteria and procedures for selection of trainees and mentors were decided. MRG required that 50% of the trainees be women.

INTRINSIC ran approximately nine months over the planned time and an extension was obtained to complete the project, owing to delays in the release of funds by the EC (funds were released one year and four months after signing the contract) and consequent imbalances in the pace of work of the four partners, as well as changes in personnel at two of the partner organisations and a long induction phase for one of the partners.²⁶³ The programme also experienced difficulties in successfully introducing mentoring as a learning methodology. These difficulties were overcome by carrying out training sessions²⁶⁴ and the publication of a *Mentoring Advice Pack* (MAP).²⁶⁵ Trainees, mentors and project managers from the four partners NGOs to promote the training and employment of Roma classroom assistants in schools also produced an additional information pack, *Mentoring and Mediators in Education* (MAMIE).²⁶⁶ Both these publications have been distributed widely. Partners produced various materials as part of the programme ranging from videos, portfolios and case studies.²⁶⁷

Following the completion of the PASSPORT and INTRINSIC Programmes, MRG launched the RIPPLE Programme. At the end of the previous projects, the partners had reached different stages of capacity and functioning. In some countries, the NGOs were in a position to take issues forward independently while in others, there was a need for focusing learning on specialised subject areas even though the mentoring had increased the skills and confidence of the mentees.²⁶⁸ The RIPPLE Programme was set up for two years and used mentoring in four thematic areas selected by the partners: (1) human rights, (2) education, (3) NGO management and (4) media.

The objectives of the programme were to (1) establish national and regional networks of young Roma in seven countries in Eastern and Central Europe,²⁶⁹ (2) enable Roma through these networks to influence public opinion, policy and practice, (3) strengthen the Roma NGO sector in the seven countries, and (4) develop the knowledge and skills of the Roma progressively. The programme was carried out with seven partner NGOs²⁷⁰ and was funded by the Community Fund. The majority of these objectives were achieved during the programme; however, the international network could not be established fully since many partners experienced problems obtaining visas to attend international events. In response, the programme focussed its energies on

²⁶² For further details See MRG (1997), *Application to the National Lottery Charities Board*.

²⁶³ MRG (2000), *PHARE and TACIS Democracy Programme: Final Progress Report*, pp. 2- 4.

²⁶⁴ *Ibid.* p. 4.

²⁶⁵ MRG obtained funding from the UK Charity KnowHow for the production of the publication.

²⁶⁶ MRG (2000), *PHARE and TACIS Democracy Programme: Final Progress Report*, p. 6.

²⁶⁷ *Ibid.* See also MRG (2000), *End of Grant Report* (Submitted to the National Lottery Charities Board), p. 10. Samples of materials have been provided to us during the evaluation.

²⁶⁸ MRG (2003), *MRG's Work with the Roma – 1994-2002: Overview and Reflections* (document prepared for the evaluation).

²⁶⁹ Albania, Bulgaria, Macedonia, Moldova, Romania, Slovakia, Ukraine.

²⁷⁰ Romani Baxt, Albania; Roma Lom Foundation, Bulgaria; Roma Centre of Skopje, Macedonia; Julvia Rromani, Moldova; Romani CRISS, Romania; InfoRoma, Slovakia; Romani Yag, Ukraine.

setting up domestic networks. Some problems were experienced owing to the weak IT infrastructure of some of the partners, which was improved over the course of the programme.²⁷¹ Mentors and mentees produced various country products, such as videos depicting the marginalisation of the Roma, a *Manual on Mentoring and Management in Practice*, and a presentation on a CD creating a visual impression of the organisation's work.²⁷²

Following these three projects, MRG established the RomaSEE Programme in 2000 as part of a bigger project, Southeast Europe: Diversity and Democracy. The RomaSEE Programme involved training new partners in mentoring (one of the partners had participated in INTRINSIC and worked on promoting mentoring as a methodology with teachers). The programme also aimed at developing thematic and regional networks of young Roma in the fields on education, media, human rights literacy and NGO management. It took place in Greece, Macedonia and Bulgaria and enabled the young Roma to influence public opinion, policy and practice.

Partners in the programme implemented capacity building projects within their own countries. The Balkan Foundation worked with mixed schools, Roma University students, lecturers and representatives from the Ministry of Education in Bulgaria. MRG-Greece trained individuals from settlements in Athens and Thessaloniki to represent their communities. The Organisation of Roma Youth Anglunipe assisted young Roma students in advancing through skills and preparing their applications for university. Alongside areas such as computing and English, the students worked on issues concerning Romani history, language, health and human rights.²⁷³ A similar management structure to the earlier programmes was set up with a mentor manager per country and one senior manager per thematic network and one Roma or human rights NGO.²⁷⁴

These programmes, period of operations, number of partners, and main beneficiaries are as follows:

Table 3.7.3 Summary of MRG Roma Programme

Period	Programme	Number of Partners	Beneficiaries	
1997-2000	INTRINSIC	4	4 organizations	and 60 mentees
1997-2000	PASSPORT	4	4 organizations	and 60 mentees ²⁷⁵
2000-2002	RIPPLE	7	21 organizations	and 112 mentees
2000-2002	RomaSEE	3	3 organizations	and 36 individuals

Partners in most accession countries to raise awareness of the situation of the Roma and influence decision makers also used the Copenhagen accession criteria, which stipulate minority protection as a requirement for accession to the EU.²⁷⁶

²⁷¹ MRG (2003), *Draft Narrative Report to the Community Fund*.
²⁷² Ibid. Copies of various products have been provided during the evaluation.
²⁷³ MRG (2002), *Southeast Europe: Diversity and Democracy – Narrative Report* (submitted to the Charles Stewart Mott Foundation), pp. 7-10.
²⁷⁴ MRG (2000), *Southeast Europe: Diversity and Democracy – Programme Proposal* (submitted to the Charles Stewart Mott Foundation), p. 16.
²⁷⁵ The number of trainees who benefited from the programme was higher than those planned as additional trainees were selected for new projects, see MRG (2000), *End of Grant Report* (Submitted to the National Lottery Charities Board), p. 26.
²⁷⁶ MRG (n.d.), *End of Grant Report* (submitted to the Community Fund), p. 22.

The programmes had procedures in place for detailed monitoring and feedback (more extensive procedures were put into place in the latter two programmes²⁷⁷), with regular feedback throughout the programme. In PASSPORT, some concerns were noted with the record keeping,²⁷⁸ but these were resolved in the later projects. Programmes were evaluated against agreed performance targets or criteria. Partners prepared final narrative reports and evaluations of the projects, including evaluations by mentees and case studies of projects.²⁷⁹ Final evaluation meetings are held at the end of programmes, in addition to internal evaluations by MRG. For RIPPLE, MRG has done a follow-up with partners six months after the completion of the project to assess longer-term outcomes.²⁸⁰ MRG have also commissioned external evaluations.

3.7.4.2 Evaluative statement

All of the sub-programmes under the Roma Programme have had well defined aims and objectives while the activities that were carried out under each have been clearly linked to the achievement of the aims and objectives. MRG supplied ample evidence and examples of realisation of objectives within each programme, while it is clear that, with the odd exception, these were achieved within the allocated budgets and time frames. The Roma Programme is thus both efficient and effective. Any shortcomings were used as learning experiences that were then fed back into future programmes. Moreover, there appears to be a logical progression to the programmes where the first phase focussed on establishing the mentoring system, the second established expertise in key areas, and the third phase that is now being launched, focuses on advocacy.

The aims and objectives for the Roma Programme have been articulated in such a way as to provide tangible indicators for success and impact. First, MRG supplied evidence of *increased capacity and sustainability of partners*. Many of the partners have grown in size and been recognised by international bodies and donors, and have carried out further projects both in partnership with MRG and independently. Second, networks of Roma NGOs and others have been set up within specific countries, while links were formed with international, regional, and local authorities. Third, the beneficiaries have increased their skills and confidence, have gained valuable expertise in specific areas, have gained other skills such as English and computing, and many mentees have found employment in the NGOs with whom they worked. Fourth, mentorship itself has been established as an important methodology within the region, has been adopted in other programmes, and many of the trainees have become mentors themselves. Other mentees have been appointed to important posts. Fifth, some of the country-specific products, such as research on education policy, have been disseminated within the country, while there has been impact in the media. Finally, the Roma Programme has generally increased the knowledge of human rights and advocacy skills, and has shifted the discourse within the young Roma and extended community in being able to claim their rights.

²⁷⁷ For further details see MRG (2000), *RIPPLE Programme Proposal*, p. 8.

²⁷⁸ MRG (2001), *PASSPORT Project 1997–2000: Final Internal Evaluation*, p. 7.

²⁷⁹ Copies of these reports have been provided during the evaluation.

²⁸⁰ MRG (n.d.), *End of Grant Report* (submitted to the Community Fund), p. 24.

3.7.5 Summary

MRG is a well organised and highly professional human rights organisation that has shown great efficiency and effectiveness in achieving many of its aims and objectives. It is self-conscious about the links between its output and outcomes, and has in place significant procedures for monitoring and evaluating those links. It has had an important role in establishing new international standards in the area of minority rights, has been instrumental in improving the methods of the Working Group on Minority Rights, and has built capacity among partner NGOs advocating for minority rights at the international and domestic level. Its overall relevance is harder to establish since a direct link between its work and the improvement in the lives of minority groups (with the exception of the mentoring programmes) has been difficult to assess. These and other assessments are summarised in Table 3.7.4.

Table 3.7.4 Summary of evaluation for MRG

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Well organised and highly professional organisation that is self-conscious about achieving, documenting, and evaluating its aims and objectives; one year of financial difficulty was overcome	High output for all activities and excellent management and structure designed to maximise the use of available resources	High degree of realisation of main aims and objectives with positive external feedback on most aspects of its work; effective in raising capacity of its partner organisations	Important role in adoption of new international standards; little evidence on improvement in <i>de facto</i> protection of minority rights
International advocacy	Initial efforts helped establish Working Group on minorities, high output in follow-up activities	High output in direct activities with the Working Group on Minorities; high output for its training activities related to the Working Group	High degree of effectiveness in realising aims and objectives both in terms of advocacy and training	Important role in establishment and functioning of the Working Group, positive feedback on its training programmes for building capacity for local NGOs working on minority rights issues
Publications and information	Numerous, regular, and high quality publications; some delays in production owing to staff turnover	High output; monitoring and evaluation systems in place	Internal and external feedback of all publications; effective use of resources to hit target audiences	Positive user group feedback suggesting relevance
Roma Programme	Innovative strategies for helping Roma population, especially the mentoring system	High output for all projects and sub-programmes under the Roma Programme	Generally realised aims and objectives and carried out all planned activities; internal and external evaluation demonstrate effectiveness	Tangible indicators of success of activities, especially beneficiaries of sub-programmes; increased knowledge and skills of target population positive feedback on impact

3.8 World Organisation Against Torture/ Organisation Mondiale Contre La Torture (OMCT)

www.omct.org

Note: the evaluation only focuses on OMCT's Urgent Campaigns Programme.

3.8.1 Overview of the organisation

The World Organisation Against Torture/Organisation Mondiale Contre La Torture (OMCT) was established in 1986 to support nationally based human rights defenders in southern organisations struggling against torture.²⁸¹ OMCT has been recognised by the Canton of Geneva as a charity and is incorporated as an international association under Swiss law. OMCT has consultative status with ECOSOC, the ILO, COE, and ACHPR.

The International Secretariat of OMCT co-ordinates the SOS-Torture network, an association of 260 organisations²⁸² worldwide. The aim of the association is to 'contribute to the struggle against torture, summary executions, disappearances, arbitrary detention, psychiatric internment for political reasons, and other cruel, inhuman or degrading treatment or punishment'.²⁸³ The association pursues its aims by ensuring the rapid circulation of information; acting as a centre for the exchange of information and ideas; providing for concerted action; advising organisations in the field of international procedures; encouraging the promotion and implementation of international instruments against torture; providing emergency aid to victims and those attempting to help them in the field; setting up regional offices (when necessary); taking on initiatives in line with its operating methods and objectives; organizing a general assembly every four years to which network members and others can be invited to debate on the objectives and operating methods of the association.²⁸⁴

The affairs of the organisation are governed by Statutes of Association²⁸⁵ while the International Secretariat has a set of internal regulations.²⁸⁶ NGOs that are accepted as members of the organisation are required to be independent; subscribe to aims of the association; perform activities in the field of human rights and have the capacity to verify the information transmitted; and not vindicate or resort to violence or acts that

²⁸¹ See OMCT (2002), *Annual Report 2001*, pp. 6-7 and OMCT (2002), *Overall Presentation of OMCT's Structure and Activities*, p. 3.

²⁸² The network includes NGOs, trade unions, rehabilitation centres and other groups. See OMCT (2003), *SOS-Torture List* (document provided during the evaluation).

²⁸³ Art. 2, Statutes of the Association "World Organisation Against Torture (OMCT)", (herein after referred to as Statutes of Association).

²⁸⁴ Art. 3, *Ibid.*

²⁸⁵ *Ibid.*

²⁸⁶ A copy of the internal rules has been provided to us.

generate hatred and violence.²⁸⁷ The SOS-Torture network also comprises the General Assembly of the organisation,²⁸⁸ which previously met every four years. Since there are high costs associated with convening the meetings (particularly travel) the general assembly has delegated its powers to an Assembly of Delegates who can represent the full assembly when it is unable to meet. The Assembly of Delegates²⁸⁹ is comprised of five persons from each region and meets annually in order to determine the organisation's general orientation, define priorities in the programmes of action and assess the overall functioning of the organisation. Questions are previously submitted to the members of the network for discussion and approval before being submitted to the Assembly of Delegates. An Executive Council,²⁹⁰ composed of 5-9 members elected by the General Assembly, meets once a month to oversee the organisation's day-to-day work.²⁹¹

In 1999, the International Secretariat had seven full time staff members, by 2002 the staff strength increased to thirteen full time staff and six part-time. In addition, the organisation's work is supported by a number of voluntary staff. OMCT has a very small office in Brussels, which is responsible for representation within the EU institutions. The Director oversees all final reports, personnel and monitoring of projects. Programme managers are responsible for their programmes, budgets (and also for fundraising). The budget for each programme is reviewed by the Director and by a chartered account that conducts a monthly joint evaluation of the allocation of resources in relation to the funds available. The treasurer and the Executive Council subsequently verify this. An external auditor, appointed by the General Assembly, audits the accounts of the organisation.

OMCT has the following six programmes: (1) Urgent Campaigns and Special Procedures, (2) Assistance to Victims of Torture (3) Children's Rights, (4) Violence against Women, (5) Development and Economic, Social and Cultural Rights and (6) The Observatory for Human Rights Defenders.²⁹² The General Assembly has identified and/or authorised all six programmes. The strategies and modes of intervention adopted by the programmes include prevention; denunciation; awareness raising; training; advocacy; legal proceedings against perpetrators; assistance to victims and their rehabilitation; as well as representation within regional and international inter-governmental organisations and agencies.²⁹³

²⁸⁷ OMCT (2002), *Overall Presentation of OMCT's Structure and Activities*, p. 5.

²⁸⁸ Arts. 9–13, Statutes of Association.

²⁸⁹ Arts. 14–15, *Ibid.*

²⁹⁰ Arts. 16–19, *Ibid.*

²⁹¹ OMCT (2002), *Overall Presentation of OMCT's Structure and Activities*, pp. 5–6.

²⁹² The Observatory for Human Rights Defenders is a joint programme with FIDH and is discussed in the section on FIDH.

²⁹³ For an overview of each programme, modes of intervention and main activities see OMCT (2002), *Overall Presentation of OMCT's Structure and Activities*, pp. 8–14.

3.8.2 Urgent Campaigns Programme

3.8.2.1 Substantive content

The production of urgent appeals was one of the first activities that the organisation undertook from its inception. OMCT was set up following a meeting of international experts and national human rights organisations where one of the main conclusions was the need to reduce the delay between the violation (or threat of violation) of human rights and communication of information to bodies capable of intervention.²⁹⁴ Through the Urgent Campaigns Programme, OMCT aims to act as a 'bottom-up' conduit of information on serious violations of human rights such as torture, extra-judicial executions, forced disappearances and others grave human rights violations.

Information on these gross violations is gathered by members of the SOS–Torture network, and disseminated to a global audience through urgent appeals, letters to authorities and press releases.²⁹⁵ OMCT identifies four characteristics of their approach: (1) the originality and modes of intervention of member NGOs will be respected, (2) the information received is based on the reality of the situation in the field, in all its complexity, including the strategic approach and the cultural origin of the local NGOs, (3) the *modus operandi* of OMCT complements and reinforces action undertaken in the field without aspiring to replace it, including the verification of information, and (4) it considers torture as a phenomenon that must be seen in a cultural and socio-economical context and as a product of a situation of political, cultural and economic marginalisation.²⁹⁶

The aims of the programme are to anticipate and prevent acts of torture and other serious human rights violations, put an end to known gross human rights violations, fight against the impunity of perpetrators and obtain redress for victims.²⁹⁷

3.8.2.2 Main activities and output

OMCT currently sets targets of circulating a minimum of 200 appeals annually by email to the distribution list, and by post to 500 recipients, and makes approximately 65-70 bilateral interventions per year (these figures exclude appeals sent out as part of the other programmes). The distribution list is comprised of 90,000 addresses including those of UN agencies, organisations and individuals who have subscribed to the list. The number of general appeals sent out by OMCT has increased in the period of review; in 1999, the organisation aimed at circulating 150 urgent appeals. The annual targets for circulation have been met for the period of the evaluation.²⁹⁸

²⁹⁴ OMCT (1999), *Proposal to the Dutch Government*.

²⁹⁵ See OMCT (2003), *Internal Evaluation of OMCT's Urgent Campaigns Activities 1998 – 2003*.

²⁹⁶ OMCT (2002), *Overall Presentation of OMCT's Structure and Activities*, p 3.

²⁹⁷ OMCT (n.d.), *OMCT Urgent Campaigns 1 November 1999 to 31 December 2000: An Evaluation*.

²⁹⁸ OMCT states that the target has been exceeded every year, because of the seriousness of additional reports, and the costs of these appeals have been borne from core funding.

The information for the urgent appeals is sent out by members of the SOS-Torture network, while information is also accepted from other organisations. When information is received from an NGO that is a member of the network, the International Secretariat determines the most appropriate strategy for the treatment of this information, based on suggestions by the NGO. OMCT translates the information where necessary (urgent appeals are published in Spanish and English), prepares a summary of the case and sends the information out in a targeted²⁹⁹ way to the distribution list and appropriate agencies. The NGO that is the source of the information, or who has requested the appeal, is responsible for verifying the accuracy, objectivity and impartiality of the information provided and is generally acknowledged as the source (unless this would put the organisation at risk or they have asked for confidentiality).³⁰⁰

Urgent appeals are processed and sent out within 24 hours unless the information is incomplete or further verification is necessary. Information received from organisations not part of the network is sent to the relevant members, with a request that they verify the information before any action is taken to launch the appeal. NGOs are also asked to provide follow-up information in each case. In addition to the 90,000-strong distribution list, OMCT suggests that there is also a powerful 'snowball effect', where people on the list send information to a wider range of contacts and regional networks.³⁰¹

Appeals and communications are sent to the appropriate UN thematic mechanisms: the 1503 procedure, the Working Group on Arbitrary Detentions and the Special Rapporteur on Torture. In addition, compilations of information concerning regions and countries are prepared and submitted to the appropriate fora (e.g. all the appeals concerning Africa were submitted to the African Commission on Human and Peoples' Rights³⁰²).

Table 3.8.1 Summary of OMCT Urgent Campaigns Programme

Time Period	Appeals	Bilateral Interventions	Countries	Number of Victims
Nov 1999-Oct 2000 ^a	202	83	60	6448 persons and 22 groups ³⁰³
2001 ^b	223	40	70	2068 persons, 43 groups and 14 organisations
2002 ^c	253	78	-	3138 persons, 77 groups and 4 organisations

^a OMCT (2002), *Urgent Campaigns Program: Evaluation of Activities Undertaken in 2001*.

^b OMCT (2002), *Urgent Campaigns Program: Evaluation of Activities Undertaken in 2001*.

^c OMCT (2003), *Annual Report 2002*, p. 38.

Of the 1382 people who had been arbitrarily arrested or detained, and had been the subject of OMCT's urgent appeals in 2000, OMCT received information about 177

²⁹⁹ When a person signs up to the distribution list, based on the information given by them and their preferences as to the kind of appeals they would like to receive, they are classified according to issue/language/theme/country. If no information is given, they are classified under the global category. The main filters for the targeting are language and government/official machinery.

³⁰⁰ OMCT (n.d.), *Guidelines for the Submission of Urgent Appeals*.

³⁰¹ OMCT gives an example of the Asian Human Rights Commission, who distributes the urgent appeals to a network of approximately 120,000 people in Asia.

³⁰² OMCT (2002), *Urgent Campaigns Program: Evaluation of Activities Undertaken in 2001*.

³⁰³ The term 'group' is used in the statistics when the exact number of persons involved may be unclear or these people have been targeted as a group, for e.g. minorities, indigenous peoples, internally displaced people, landless peasants etc.

releases. In 2001, of the 2047 victims of arbitrary arrests and detentions, OMCT received information about 406 releases.³⁰⁴

In addition to the circulation of appeals, the plan of work for the programme has focused on using technological developments as a tool for follow-up on cases, has responded to the needs and requests of members; and has increased the number of recipients and improved the targeting of information. OMCT's urgent appeals database was redeveloped to facilitate better classification and analysis of information. A system of alerts was introduced, which according to the nature of the violation, triggers an alert that calls on staff to follow-up with the source to see if there have been any developments that require secondary action.³⁰⁵ Moreover, another new database allows for targeted dissemination of information rather than 'blanket' distribution, which may cause saturation and 'compassion fatigue' among inappropriate recipients.

Appeals are now made available on the web-site and the organisation is planning an upgrade project of their web-site, creating a semi-automated mechanism for people to join and support campaigns and a feasibility study into developing the urgent appeals database into a web-server based database that could be accessed by members of the network.³⁰⁶ Based on a request by the assembly of delegates, OMCT produced a set of *Guidelines for the Submission of Appeals*, which aims at giving the network more information on the types of information that is required for the production of an urgent appeal. These guidelines are also presented in national and regional seminars.³⁰⁷

OMCT has been asked on two occasions to organise a training course with the staff responsible for the 1503 procedure for NGOs who send out communications. The activities of the programme are complemented by the Special Procedures Programme, which provides practical and legal support to victims and local NGOs to facilitate their use of international human rights mechanisms.³⁰⁸

3.8.2.3 Evaluation and monitoring

OMCT prepares an annual internal evaluation document, which provides a table of statistics based on the interventions under the programme. The data are desegregated into countries, the type of violations³⁰⁹, as well as the number of appeals and types of victims in each category of violation. The evaluation document examines the extent of and trends in violations, and then compares the data to the

³⁰⁴ OMCT (2002), *Urgent Campaigns Program: Evaluation of Activities Undertaken in 2001*.

³⁰⁵ Ibid.

³⁰⁶ OMCT (2002), *Planned Activities for 2003 according to OMCT's Strategies for 2003-2005*, p. 15.

³⁰⁷ OMCT (2002), *Urgent Campaigns Program: Evaluation of Activities Undertaken in 2001*.

³⁰⁸ For further details on the programme's activities see OMCT (2002), *Planned Activities for 2003 according to OMCT's Strategies for 2003-2005*, pp. 46-47.

³⁰⁹ For explanations of the categories and the rationale behind their selection see OMCT (n.d.), *OMCT Urgent Campaigns 1 November 1999 to 31 December 2000: An Evaluation*.

previous year's statistics. The internal evaluation document also provides an overview of the programme's activities and tries to assess the impact of these activities.³¹⁰

OMCT's internal evaluation and monitoring policy includes evaluation in weekly staff meetings, in which strategic and tactical implementation of activities are fine-tuned. Each activity carried out within OMCT's different programmes is assessed according to specific tools and benchmarks.³¹¹ In its monthly meeting, the Executive Council directs and discusses the organisation's strategic approach through an evaluation of the month's activities. In addition, OMCT ensures that its activities are evaluated by its annual meeting of the Assembly of Delegates and the General Assembly.³¹² This ensures that the network can guide the strategic direction according to the needs of organisations working in the field, and allows the network to monitor the type of impact that the activities are having.³¹³ Before the last Assembly of Delegates, OMCT sent out a questionnaire to all members of its network to assess the participation of NGOs and the impact of the appeals (roughly 60 out of 260 organisations replied). The results of the survey³¹⁴ were discussed in the Assembly and the main findings were:

- 70% of the respondents said they took action either frequently or occasionally following the appeals, about 35% of persons respond to all types of appeals. Only 25% of the persons alert OMCT when they have written letters.
- 65% said that they provided follow-up information on cases they had submitted.
- 70% of the organisations or members of the assembly of delegates said that they disseminated the appeals further.
- 50% of the network are able to provide up to date contact details, for relevant members of the government in their country, that are used with the urgent appeals.
- 60% of persons or organisations said that they received responses from governments to their letters, however only 25% of these persons send these responses to OMCT.
- Except for one member, all of the NGOs that submit information for urgent appeals were satisfied with the way in their information was taken up.
- 70% of the organisations that submit information for urgent appeals had used the guidelines.
- 50% claimed to encounter occasional problems with fax numbers, and to a lesser extent e-mail addresses, including for particular countries such as Tunisia, Colombia and the Democratic Republic of the Congo.
- In several cases the network signalled that there had been positive outcomes as a result of appeals, including publicity for cases, releases of detained persons, special protection for victims (including perceived protection from torture of persons who had been at risk), launching of investigations, awarding of reparations, and so forth.

³¹⁰ OMCT (2002), *Urgent Campaigns Program: Evaluation of Activities Undertaken in 2001*.

³¹¹ OMCT (2002), *Overall Presentation of OMCT's Structure and Activities*, p. 12.

³¹² For a summary of the main discussions and comments emerging from the various General Assemblies, see OMCT (2003), *Internal Evaluation of OMCT's Urgent Campaigns Activities 1998 – 2003*.

³¹³ As described in OMCT (2003), *Internal Evaluation of OMCT's Urgent Campaigns Activities 1998 – 2003*.

³¹⁴ *Ibid.*

- A common difficulty expressed was that people found that appeals take too long to react to, as the format was often difficult to use and they needed to write personalised letters in each case. OMCT have since modified the system to deal with the problem and are considering other ways of streamlining the process to make it less time consuming and user friendly.³¹⁵

3.8.2.4 Finance

OMCT receives funding from governments, private foundations, and inter-governmental organisations. The Urgent Campaigns Programme was initially funded through the organisation's unrestricted funds, but is now supported through funding from the Dutch Government. Table 3.8.2 shows the total income and expenditure for the Urgent Campaigns Programme for the period 1999-2002. Each year of the programme has run a deficit ranging from 8,405.9 CHF in 2001 to 245,290 CHF in 1998. These deficits have been covered by the organisation's core funds, and any deficits in the overall accounts for OMCT had by and large been funded through interest earned on other accounts.

Table 3.8.2 Income and Expenditure for OMCT Urgent Campaigns Programme in CHF

Year	Income	Expenditure
1998 ^a	17,113	262,403
1999 ^b	134,432	260,592
2000 ^c	248,427	407,916
2001 ^d	290,707	299,109 ^e
2002 ^f	290,707	394,905 ^g

^a OMCT (2000), *Financial Year 1999*.

^b OMCT (2000), *Financial Year 1999*.

^b OMCT (2001), *Balance Sheet at 31 December 2000*.

^c OMCT (2002), *Balance Sheet at 31 December 2001*.

^d Excluding costs for the Special Procedures project and travel expenses.

^e OMCT (2003), *Balance Sheet at 31 December 2002*.

^f Excluding costs for the Special Procedures project and travel expenses.

3.8.2.5 Evaluative statement

The aims and objectives of the Urgent Campaigns Programme are clearly defined and involve a discrete set of gross human rights violations. There is a strong link between the series of activities undertaken by the programme and its aims and objectives. There is generally a bottom up approach to planning and there are good mechanisms in place to address the needs of the network of organisations. The urgent appeals are a product of the information gathering carried out by the network, and the International Secretariat uses network questionnaires in its programme planning. It has regional meetings to identify common themes and areas of action, and it assesses the needs of new members against what it can provide to them. The Urgent Campaigns Programme is thus very effective.

³¹⁵ OMCT have adopted an e-mail distribution computer programme that keeps the format of the letter intact and are considering providing a standard letter, which includes the important information as well as the actions that are requested from the respective Governments. This new format will also permit persons who visit OMCT's web-site, to send letters directly from the web-site to the Government's e-mails and potentially faxes.

In terms of its efficiency and effectiveness, the programme tends to meet its targets, and maintains a high work ratio within its constraints, while at times it becomes overstretched in some ways as it attempts to meet the needs of members. OMCT has few administrative staff and all members of staff tend to work over time. The time sheets show that 23.7% of staff time is spent on the urgent appeals and special procedures programme, even though these programmes constitute 20% of the total programmes at OMCT.

The programme has a number of tangible and measurable outcomes, and it is consciously concerned with providing such measures. OMCT can track the number of urgent appeals and releases that have been made on a country-by-country basis, and it can carry out significant follow-up work on each case. While establishing a direct link between their efforts and the release of individuals is problematic, the management database system that is in place comes very close to providing the kind of evidence in support of such a causal inference. One external respondent to the evaluation questionnaire argues, 'It is difficult to measure the impact of Urgent Campaigns Programme. However, our organisation is convinced that the method of fast circulation of information about human rights violations, and international pressure on liable authorities is often effective, or in all cases helps to avoid the worst for the victims.' Moreover, OMCT regularly receives testimony and letters of gratitude from victims who have benefited from its work.

Regional actors involved in the Urgent Campaigns Programme have raised some areas of concern. In its internal evaluation document, the individual working in South Asia expressed reservations about the replication of OMCT's work by other NGOs, which may saturate the target audience. He also notes that many NGOs on the ground are not providing enough factual material for the urgent appeals.³¹⁶ An activist from Mexico shared this view.³¹⁷ In addition, the sheer volume of work associated with the programme has begun to make it difficult to follow-up every case as effectively as was desired.³¹⁸

In addition to the data on appeals and releases, the programme can cite reactions from the various UN and regional human rights mechanisms as evidence of impact. Positive feedback to OMCT from the UN Special Rapporteurs and Working Groups and the 1503 Procedure demonstrates that the Urgent Campaigns Programme is having an impact at the international level. Independent feedback to the evaluation team confirmed this general impression. One respondent claims that 'OMCT is taken very seriously as a source by the United Nations Commission on Human Rights and experts and staff working for the mandates created by the Commission. OMCT appeals are regularly used as a reliable source of information in contacts with governments concerned.' Another states, 'OMCT is very effective in bringing to the attention of the international community and of the United Nations human rights machinery in particular, individual cases where fears are expressed by the original source of information that the person(s) concerned may be at risk of torture and other

³¹⁶ OMCT (2003) *Internal Evaluation of OMCT's Urgent Campaigns activities 1998-2003*, Geneva: OMCT, p. 3.

³¹⁷ OMCT (2003) *Internal Evaluation of OMCT's Urgent Campaigns activities 1998-2003*, Geneva: OMCT, p. 7.

³¹⁸ OMCT (2003) *Internal Evaluation of OMCT's Urgent Campaigns activities 1998-2003*, Geneva: OMCT, p. 3.

forms of ill-treatment.’ The respondent continues by saying, ‘[w]ith a few other international NGOs, [OMCT] play a crucial role in the prevention of human rights violations. Most recently, the quality of the programme has greatly improved, the information provided being more comprehensible, detailed and complete. OMCT also played an important role in training national and local NGOs on the ways to submit information that may then be used by UN mechanisms.’

3.8.3 Summary

Overall, the evidence on the Urgent Campaigns Programme suggests that it is efficient (although in need of allocation of core funds), effective, and relevant, since its activities lead to the actual release of victims of gross human rights violations. These observations are summarised in Table 3.8.3.

Table 3.8.3 Summary of evaluation for OMCT’s Urgent Campaigns Programme

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
Urgent Campaigns Programme	Well-defined set of aims and objectives that are narrow and specified in a way that allows for monitoring and evaluation	High work ratio although sometimes staff are stretched to meet demands of the work	Targets are generally met within the specified time frames	Direct tracking system of appeals and a good system that demonstrates a close link between organisational activities and improvement of human rights on the ground

3.9 Penal Reform International (PRI)

www.penalreform.org

3.9.1 General evaluation of the organisation

3.9.1.1 Substantive content

Penal Reform International (PRI) was established in 1989. Its International Secretariat is in London and it has offices in Moscow, Paris, San José (formerly San Juan, Puerto Rico)³¹⁹, Bucharest, Kathmandu, and Washington. It has further regional and country offices in Almaty (Kazakhstan), Bujumbura (Burundi), Lilongwe (Malawi), Kigali (Rwanda), and Tbilisi (Georgia).³²⁰ Its work thus covers penal reform efforts in Sub-Saharan Africa, Central and Eastern Europe, Central Asia, Latin America and the Caribbean, South Asia, North America, and the Middle East and Maghreb.³²¹

London is the head office and has oversight of all the programmes and work of the organisation and direct oversight of the regional office in Moscow, San José, Bucharest, Kathmandu, Washington, Almaty, Lilongwe, and Tbilisi. The London head office is the centre of the financial and administrative functions, while the Paris office manages work in the Middle East and the Maghreb and Francophone sub Saharan Africa, including the country offices in Rwanda and Burundi. The Chair of PRI is located in the Paris office, which reports to the Executive Director in London.³²²

It currently has consultative status Category II with ECOSOC and COE, and it has observer status with the ACPHR. It works with a variety of Inter-governmental organisations, including the UN International Centre for Crime Prevention (ICCP), the UN Commission on Crime Prevention and Criminal Justice, the UN Commission on Human Rights, the UN Centre for Human Rights, UNICEF, the OAS, the World Bank, and the OECD.

PRI is a membership-based organisation and individuals or NGOs who are committed to penal reform are eligible for membership. In 1992, PRI had members across 57 countries, which now totals over 80 countries. In 1999, PRI had 75 partner organisations, which has increased to 120 by 2000.³²³

³¹⁹ Puerto Rico proved to be an unsuitable location to set up a regional office as it is on the fringe of the Caribbean and a US protectorate.

³²⁰ These offices are typically set up by PRI core staff (i.e. those from the Paris and London offices), but in following a core principle of PRI, are then staffed by personnel from the local region or country.

³²¹ The Paris office is responsible for the work in Sub-Saharan Africa, the Middle East, and Meghreb countries, while the London office has responsibility for the other regions.

³²² The evaluation team carried out visits to both offices. The Rwanda programme was evaluated at the Paris office, while the organisational evaluation was carried out at the London office.

³²³ PRI (1999) *Annual Report*, p. 25; PRI (2000) *Annual Report*, p. 29.

PRI has a well-defined mandate that seeks to bring about penal reform throughout the world. PRI's underlying philosophy is based on the idea that '[i]mprisonment, duly imposed by a court as a response to a conviction for [a] crime, should be the last resort in the justice system.'³²⁴ PRI thus strives for the responsible reduction in prison populations for those offenders that are eligible. This is achieved through a process that recognises the diversity of different cultural contexts, but nevertheless focuses on a discrete set of aims and objectives, which include:

1. the development and implementation of international human rights instruments with regard to law enforcement, prison conditions and standards;
2. the elimination of unfair and unethical discrimination in all penal measures;
3. the abolition of the death penalty;
4. the reduction of the use of imprisonment throughout the world;
5. the use of constructive non-custodial sanctions which encourage social re-integration while taking into account the interest of victims.³²⁵

The main aims and objectives thus link work on international legal and human rights standards to practical programmes and projects that address concrete problems of penal misadministration throughout the world.³²⁶ The mandate is focussed on penal reform and the inexorable link to human rights concerns over humane treatment, but it is flexible enough to include the socio-economic problems associated with penal reform, such as the costs of maintaining prisons with large populations, the opportunity costs to the economy by incarcerating a large proportion of the labour supply in many developing countries, the skills 'gap' caused by large numbers of people languishing in prison with no effective means of education, and health problems associated with overcrowding and poor prison conditions.

3.9.1.2 Main activities and output

In order to realise these main aims and objectives, PRI carries out a series of activities at the international, regional, and local levels. These activities include:

1. providing technical expertise and practical advice to NGOs and governments seeking to make specific reforms to their penal systems;
2. helping penal reform activists and specialists to set up non-governmental penal reform organisations in their own countries;
3. undertaking assessments of prison conditions at the request of governments and NGOs; making recommendations for sustainable improvements; and helping to design and implement projects to bring about these improvements;
4. developing models for alternatives to custody and other penal reform projects which are suitable for particular regions of the world; assisting with introducing appropriate schemes in specific countries; and publishing information to promote these models;
5. producing training materials and delivering training in international standards in human rights for criminal justice officials and NGO staff;

³²⁴ PRI (2000) *Annual Report*, p. 3.

³²⁵ Penal Reform International (1990) *Constitution of Penal Reform International* (NOT 221, 16/02/90); Translation of Dutch text, p. 1; see also www.penalreform.org/english/frset_pre_en.htm.

³²⁶ The Executive Director stressed this link during the 24 April 2003 visit to the London office of PRI.

6. organising national, regional and world-wide conferences, seminars and exchange visits to bring together penal reform activists, specialists and government representatives to exchange ideas and develop plans;
7. circulating newsletters and other publications to its members containing clear, accurate information on developments in inter-governmental organisations on human rights and penal system reform; reports on penal conditions in various states, descriptions of practical projects to bring about penal reform, and other facts and statistics about criminal justice around the world;
8. developing working relationships with the United Nations, the UN agencies, the Council of Europe, the Organisation of African Unity, the African Commission on Human and Peoples' Rights, the Organisation of American States and other intergovernmental organisations.³²⁷

There is a blend among these different activities that includes standard setting and advocacy at the international level, awareness raising and facilitation at the regional level, and technical assistance, bespoke training and legal consultation, and capacity building at the local level. Such work leads to a variety of outputs, including submissions and interventions at the international level within IGOs (and now IFIs³²⁸), conference papers and resolutions with regional bodies, discrete development projects, training programmes in prison management and human rights, and the development of local capacity that allows PRI to transfer responsibility for projects over to local teams.

3.9.1.3 Management and structure

PRI is a membership organisation, with a Board elected every five years at the general meeting. An Executive board is chosen from the Board. The Board meets once a year, while the Executive Board meets three to four times a year. The Executive Board is comprised of a finance sub-committee and is in charge of appointing the Executive Director and the Administrative Director. The Chair is directly responsible to the Executive Board, while there are a series of office heads that preside over the programme officers.

In 1994, PRI had two full time staff.³²⁹ The organisation has seen remarkable growth since then with new offices and new staff members. The staff increases reflect a growing number of activities across a wider geographical scope (see Table 3.9.1).

³²⁷ http://www.penalreform.org/english/frset_activ_en.htm.

³²⁸ The interview with the Executive Director revealed that PRI (like Article 19) has begun to lobby the World Bank and IMF for the inclusion of penal reform measures in development assistance packages. Note also that in the section on the Rwanda programme, PRI's biogas solution for alternative energy systems in prisons has become a priority detailed in Rwanda's Poverty Reduction Strategy Paper (PRSP).

³²⁹ PRI (1999) *PRI Newsletter*, No. 37 (June), p. 4.

Table 3.9.1 Total PRI staff members by office

Office	Number Staff Members
London	10
Moscow	4
Paris	18
San José	5
Bucharest	2
Kathmandu	3
Washington	1
Almaty	5
Bujumbura	4
Lilongwe	9
Kigali	10
Tbilisi	4
Total	75

The London office is home to the International Secretariat and is responsible for programmes in East and Central Europe, Central and South Asia, Latin America, and Nigeria. The London office includes the Executive Director, Administrative staff, Finance staff, and regional and country programmes officers. The Paris office is responsible for Sub-Saharan Africa, North Africa and the Middle East, and includes the Chair, Director of the Paris office, administrative staff, financial staff, and the programme officers for the regions and the Rwanda Programme.

3.9.1.4 Finance

PRI attracts financial resources from a variety of sources, including membership fees; inheritances, legacies, and gifts; donations; grants and subsidies; revenues from investments; and other income. It places strict restrictions on funds that may undermine the autonomy of the organisation and it seeks to diversify its sources of income so as to prevent dependence on any one donor.³³⁰ For the evaluation period, PRI has seen a fivefold increase in overall resources from just under three quarter of a million pounds in 1997 to just under three and a half million pounds in 2001 (see Table 3.9.2), and it has never run a deficit during the entire period of the evaluation.

Table 3.9.2 Income and expenditure for PRI in UK £

Year	Income	Expenditure
1997	685,313	652,162
1998	1,507,438	1,549,686
1999	2,365,933	2,160,042
2000	3,219,775	3,051,150
2001	3,437,114	3,255,146

PRI spends between 7% and 16% of its total expenditure on administrative costs (or between 7.5% and 18% of its direct expenditure).³³¹ The evaluation team noted some delays in auditing of accounts in 1998 in a letter to the Dutch Foreign Ministry, 11

³³⁰ Penal Reform International (1990) *Constitution of Penal Reform International* (NOT 221, 16/02/90); Translation of Dutch text, p. 4. The Executive Director stressed that PRI does accept government money, but in the case, for example of post-war reconstruction of Iraq, it would not accept US Government money. PRI also stressed that it does not work with any private prison companies or any organisation that profits from prisoners (Interview with Executive Director and Chair 24 April 2003).

³³¹ Financial Statements 1997-2001 and spreadsheet prepared by PRI's financial controller in the London office (24 April 2003).

December 1998. PRI maintains reserves that cover two months operations in the event of cessation of all funding.

3.9.1.5 General evaluative statement

There is clear and direct link between PRI's main aims and objectives and its main activities. For many of its activities, it has programme evaluation procedures in place and appears to take a strong and self-critical stance on its programmes (e.g. internal evaluation documents were quite critical of the initial phases of the Rwanda Programme funded by the EU). Its own (and externally supplied) evaluations are then fed back into programme planning and implementation. As an organisation it has shown successful growth in programmes, staff, funding, and offices. The inherent difficulties in coordinating activities between the Paris and London offices seem to be overcome through email, fax, phone, and Eurostar.

The direct link between aims and objectives on the one hand and activities on the other is further complemented by tangible outputs that in many ways can be measured. Technical assistance programmes have discrete outcomes and the impact of PRI's work in many areas can be assessed (e.g. direct improvement in prison conditions). Its successes include the provision of cost-effective innovative models for penal reform, the establishment of sustainable micro-projects (that can show increasing participation), alternative sentencing, commissioned research, documentation, promotion and development, influence in IGOs (UN and regional bodies), the Special Rapporteur on Prisons and Conditions of Detention, and the openness of prisons to new ways of running their affairs through PRI training and awareness-raising about human rights. Geographically, its work has shown the least progress in its regional programmes in Central and Eastern Europe.

In comparing the planning documents with the reporting documents, it is safe to say that PRI achieves between 80-100% of its planned activities, yet is quite open and straightforward about the obstacles and limitations that it has faced. Its overall reflexivity shows that it responds well to criticism. It is therefore an effective and efficient organisation whose work appears to have great relevance in the promotion and protection of human rights in the area of prisons and penal reform.

Having said this, it is important to note that over the years, PRI has become transformed into an organisation that in many ways acts as a conduit for international technical assistance for developing countries that has lower overheads than inter-governmental agencies. Its method is to initiate a project, build local capacity to sustain the project, and then withdraw. Many of its activities thus make it appear more like an international QUANGO³³² than a traditional human rights NGO, and it will have to be vigilant so as not to lose the value of maintaining its autonomy and independence (see in particular the section on the Rwandan Programme below).

³³² This term was developed in the context of the British political system and is an acronym for 'Quasi-autonomous Non-Governmental Organisation'. Such organisations are private but often perform 'statutory functions for government in a semi-independent way.' Jones, B., Gray, A., Kavanagh, D., Moran, M., Norton, P., and Seldon, A. (1998) *Politics UK*, 3rd Edition, London: Prentice Hall, p. 321.

Such a status will naturally lead to an increase in its annual turnover, an observation that is supported by its overall current financial health.

External feedback from those that have worked with PRI demonstrates a great degree of support was received and that PRI was both effective and efficient in the activities that it helped carry out. One observed that the regional office responsible for the work was particularly effective. Another observed that PRI carried out 'tremendous educational work', that the training was 'highly distinguished', and that real tangible benefits were transferred to the country in which the particular project was being carried out.

3.9.2 International advocacy

3.9.2.1 Descriptive analysis

For its efforts in international advocacy, the evaluation team chose to focus on PRI's work with the Special Rapporteur (SR) on Prisons and Conditions of Detention in Africa. The position of SR was founded in 1996 by the African Commission on Human and People's Rights (ACHPR) the regional human rights body for the OAU (now AU) during its 20th Ordinary Session held in Mauritius. Professor Emmanuel V. O. Dankwa (Ghana) was the first SR, and was succeeded in 2000 by Dr. Vera Chirwa (Malawi). Once the position had been established, PRI secured funding from the Norwegian Agency for Development (NORAD) in order to organise the visits of the SR to prisons in Africa, to publish and distribute the SR reports, and to enhance and promote the office more generally. PRI handles all the relations with NORAD, the funding applications, and all the reporting. Its specific activities to assist the SR include:

1. The preparation of country visits
2. Assisting missions with note-taking, preparation of reports, translations (French, Portuguese, and English)
3. Translating and preparing the SR reports in all the OAU working languages, including layout, proof-reading, and follow-up printing
4. Dissemination of the SR reports
5. Lobbying the ACHPR and other institutions to gain support for the SR
6. Publicising more generally the work and role of the SR
7. Enhancing the skills and knowledge of the SR for prison visits³³³

For the period 1997-2001, PRI organised eleven country visits, and the SR visited 121 prisons, met with 118 senior officials in those countries, and met with 85 NGOs.³³⁴ Some countries have shown willingness towards the SR by extending invitations; others have extended and then withdrawn the invitation (Cameroon), while still others have not extended invitations. The country visits have had mixed results

³³³ PRI (n.d.) 'PRI and the ACHPR Special Rapporteur on Prisons'; PRI (2002) *Final Report to NORAD on the Programme of Support to the Special Rapporteur on Prisons and Conditions of Detention in Africa to the African Commission on Human and People's Rights, Covering the Period January 2000-2001*, Paris: Penal Reform International.

³³⁴ PRI (2002) *Final Report to NORAD on the Programme of Support to the Special Rapporteur on Prisons and Conditions of Detention in Africa to the African Commission on Human and People's Rights, Covering the Period January 2000-2001*, Paris: Penal Reform International, pp. 4-5.

and variable impact. The best outcome had been achieved in Malawi, where the President himself came to see the Zomba prison, which led to immediate improvements in the facilities. In general, however, the work of the SR has not led to tangible results owing to the newness of the position and lack of awareness throughout the region about the human rights mechanisms within the AU.

PRI also arranged for the SR to travel to Paris (25-30 January 2000) and Geneva (3-8 April 2000) to promote the position and give the SR the opportunity to meet IGOs, NGOs, and human rights practitioners working in the prison and penal reform sector of the human rights movement. It also organised visits to Nigeria for a conference on alternatives to imprisonment, and to the United States to attend a session of the Inter-American Commission on Human Rights and meet with US NGOs, and the US Federal Bureau of Prisons.

3.9.2.2 Evaluative statement

PRI's work has been fundamental in maintaining the work of the SR. It acts as coordinator, manager, and fundraiser for the SR, without whom the position would be in name only. PRI also acts as a facilitator to build networks for the SR and to promote the role of the SR internationally. Such work requires time and effort on the part of PRI, but it appears that PRI manages to carry out the work in a cost-effective manner. Its own estimates suggest that the average cost per day of country visit in Africa is \$ 414, a figure that has risen slightly with the inclusion of medical experts and other personnel.³³⁵ It is the usual practice for a PRI or former PRI staff member to accompany the SR on the visits. The reports of the SR, which acknowledge the support of NORAD and PRI, are available on PRI web-site.

It is clear from the documentation, interview evidence, and feedback from Africa that PRI's work has been vital for the emergence and maintenance of the SR. In many ways, PRI has become the 'Office of the SR' and without its presence neither of the SRs would have been able to carry out their duties. It appears that its work in this area has been efficient and effective, but it is simply too soon to know if it has been relevant. Maintaining a permanent presence in this way, however, goes against one of PRI's principles to build local capacity. It will thus have to find strategies to find support for the longevity of the SR that will not involve so much of its own such direct input.

3.9.3 Publication and information

3.9.3.1 Descriptive analysis

Since PRI was established in 1989, it has produced 87 main publications and 64 for the evaluation period 1997-2001. These publications have appeared variously in English, Russian, Portuguese, French, Spanish, Czech, Romanian, and Georgian,

³³⁵ PRI (2002) *Final Report to NORAD on the Programme of Support to the Special Rapporteur on Prisons and Conditions of Detention in Africa to the African Commission on Human and People's Rights, Covering the Period January 2000-2001*, Paris: Penal Reform International, pp. 11-12.

while PRI's work with the Special Rapporteur on Prisons and Conditions of Detention in Africa (see below) involves translation of reports and documents into Arabic.

Of all the publications, *Making Standards Work* is predominant. The book is a concise and accessible guide to good prison practice that is grounded in international human rights law. Originally published in 1995, its second edition came out in 2001, and it is now available in 25 languages, including Kinyarwanda for training programmes in Rwanda.

PRI's web-site is well organised, easy to navigate, and offers added value in the form of electronic versions of main publications and reports, as well as links to all PRI offices and personnel. During 1999-2000 it had between 2000-4000 hits per day, which increased to 6000 for 2001-2002, and 6000-8000 for 2002-2003. The web-site is coordinated and updated out of the Paris office.

Box 3.9.1 Contents of PRI info pack on alternatives to imprisonment

- *Extracts from 'Alternatives to Prison in Developing Countries'*
- *Alternative sanctions*
- *Criminal Sentencing Measures as Alternatives to Imprisonment*
- *The Probation Service in the Czech Republic*
- *Alternative Measures-Latvia 1996-1998*
- *Reconciliation in the Juvenile Justice System in Poland*
- *Prison or Reconciliation*
- *Reconciliation in Criminal Justice in Russia*

PRI provides substantial and regular information through its newsletters and briefing papers. The evaluation team was given the following four separate information packs: (1) Alternatives to Imprisonment, (2) Women in Prison, (3) Prison Populations: Measures to Reduce Overcrowding in Prisons, and (4) Juvenile Justice. Each pack contains background and general information on the specific issue, policy papers and advocacy documents, and case studies on bringing about change, and factual information on statistics to highlight the severity of the various issues across different geographical contexts. The packs are well organised, informative, and can be easily used on the ground by local NGOs or governments seeking reform in the areas addressed by the packs (see Box 3.9.1 on the contents of the pack on alternatives to imprisonment).

There is thus a combination of general documentation, specific case studies with lessons to be learned, and models for implementation in new contexts. PRI disseminates these packs through their member organisations and uses them in developing their own projects. The level and tone of the discourse in its publications makes them accessible to a variety of audiences, including specialists and lay people alike. Since PRI links development assistance and training to human rights, many of the publications are effectively targeted at local audiences, while their newsletters and more formal reports are well targeted to their funding constituencies.

3.9.3.2 Evaluative statement

PRI has shown a high output of high quality publications and is therefore efficient in this area of its work. The publications are effective in providing key information on international standards and alternatives to incarceration. While their overall utilisation was not assessed directly, it is telling that its key publication, *Making Standards Work*

is in its second edition and has been translated into numerous languages owing to demand for its substantive content. Thus, in the absence of a direct measure of relevance, high demand does suggest usefulness.

3.9.4 The Rwanda Programme

3.9.4.1 Descriptive analysis

The Rwanda Programme began as an initiative funded by the European Commission, which sponsored a mission by PRI to assess prison conditions after the 1994 genocide,³³⁶ which took the lives of over 400,000 people. At the time of the mission, there were over 130,000 prisoners awaiting trial for a variety of crimes associated with the genocide. The prisoners are held in different types of facilities, including public detention centres, military detention centres, and *cachot communaux* (communal prisons).³³⁷ The different categories of prisoners include (1) organisers of the genocide charged with mass killing, and those guilty of rape and sexual torture, (2) those charged with carrying out executions on behalf of the organisers, participated in or were complicit in voluntary homicide or acts against persons resulting in death, of those having inflicted wounds with the intent to kill or those who committed other serious violent acts that did not result in death, (3) those charged with wounding but not killing others, and (4) those charged with lesser offences, such as looting or crimes against property.³³⁸

It is with these prisoners that PRI is concerned with respect to the conditions under which they are held, the administration of the prisons, the types of sentencing that they will receive if found guilty, and the type and nature of the courts in which they will be tried. In light of this background, the Rwanda Programme had three main objectives:

1. Improve the conditions of the detainees of Rwandan overcrowded detention centres
2. Help the Ministry in the reorganisation of the national prison service
3. Make each prison partly self-sufficient and capable of sustaining at least part of the costs of prison management³³⁹

The expected impact of realising these objectives included:

1. Improved professional capacity of the prison service and better working conditions for prison staff
2. Increased opportunities rehabilitating activity outside prisons for inmates, including paid work and the acquisition of marketable skills for employment after release

³³⁶ PRI (1997) *Annual Report*, p. 10; interview with Chair of PRI.

³³⁷ These were initially not under authority of the Prison Service. PRI (1999) Programme of Support to Prison Administration in Rwanda: Activities Report January 98 – September 1999.

³³⁸ Interview with Chair of PRI in Paris, 7 April 2003;

http://www.penalreform.org/english/frset_theme_en.htm; Law No. 8/96 on the prosecution of Offences constituting the Crime of Genocide or Crimes against Humanity Committed since 1990, Article 2.

³³⁹ PRI (2001) *Programme of Support to Prison Administration in Rwanda, July 1999-December 2000: Final Activities Report*, p. 7.

3. Decrease the fiscal burden on the state for prison management³⁴⁰

After its initial mission to Rwanda, PRI secured further funding from the European Commission for a large project (€ 1.2 million) for improving working conditions for prison staff, to improve living conditions of the detainees across twelve prisons, and to develop alternatives to custody.³⁴¹ In addition to funding from the European Commission (which gave an additional € 500K), the PRI's Rwanda Programme has received funding from the Dutch Government (€ 2.1 million), the Department for International Development (DFID) of the UK (€ 380K), the Swedish International Development Agency (€ 653K), Coopération pour le Développement Suisse, Coopération Technique Belge (€ 32K), and the Irish Government (€ 34K).³⁴²

In order to realise its main aims and objectives in the Rwandan Programme, PRI pursued six main activities in Rwanda,³⁴³ which include: (1) community service and support for the *gacaca* (popular tribunals), (2) development of biogas units, (3) micro-projects, (4) bed construction, (5) prison management enhancement, (6) training of prison staff on human rights. These are discussed in turn. Community service and support for the *gacaca* (€ 173K)

In October 2000, the Rwandan government passed a law that introduced the use of *gacaca*, or popular tribunals to try pending cases associated with the 1994 genocide.³⁴⁴ PRI was invited by the Rwandan government to introduce community service as an alternative to incarceration. Based on a model of community service developed in Zimbabwe between 1994 and 1997³⁴⁵ and replicated in Kenya, Malawi, Uganda, Zambia, Burkina Faso, Congo-Brazzaville, the Central African Republic, and Mozambique,³⁴⁶ PRI worked to introduce a similar model in Rwanda. Community service sentences are meant for those offenders who would attract a shorter sentence and who do not pose a risk to society.³⁴⁷ This work was complemented by external research and assessment projects on *gacaca*,³⁴⁸ and in many ways culminated in the presidential order making community service part of the penal system in Rwanda.³⁴⁹

³⁴⁰ PRI (2001) *Programme of Support to Prison Administration in Rwanda, July 1999-December 2000: Final Activities Report*, p. 7.

³⁴¹ PRI (1997) *Annual Report*, p. 10; interview with Chair of PRI; PRI (2003) *Rwanda Country Programme 2002*, Paris: Penal Reform International.

³⁴² PRI (n.d.) Summary of funding received by PRI towards the implementation of its programme in Rwanda. Funding totals are for January 1998-December 2002.

³⁴³ These activities were formalised through a Memorandum of Understanding between the Rwandan government and PRI.

³⁴⁴ PRI (2000) *Annual Report*, p. 7.

³⁴⁵ PRI and the Zimbabwe National Committee for Community Service (ZNCCS) (1998) *Community Service in Practice*, All Africa Conference-Community Service, Zimbabwe 1997, Harare, London, and Paris.

³⁴⁶ Klaas de Jonge (2001) *Co-ordination Mission on Community Service in Rwanda: Notes and Observations*, p. 5.

³⁴⁷ PRI (n.d.) *Community Service as an Alternative to Custody*, Paris: Penal Reform International, p. 1.

³⁴⁸ PRI (2002) *Interim Report on research on Gacaca jurisdictions and its preparations (July-December 2001)*; PRI (2002) *PRI Research Team on Gacaca Report III: April-June 2002*.

³⁴⁹ Presidential Order No. 26/01 of 10/12/2001 relating to the substitution of the penalty of imprisonment for community service, Republic of Rwanda (2002) *Official Gazette of the Republic of Rwanda*, No. 41 (3): pp. 102-111.

Development of biogas units (€ 56K)

PRI initiated and funded a feasibility study for the development of biogas facilities, which convert human waste from prisons into fuel. Such biogas facilities are easy and cheap to build, provide a rich course of alternative energy, manure for agriculture, and dispose of unwanted human and other organic waste. A planning study³⁵⁰ and field study³⁵¹ were carried out in 1999, and the first pilot biogas plant was started in 2000 at Cyangugu prison.³⁵² It has now become a priority area in Rwanda's poverty reduction strategy paper (PRSP).³⁵³

Micro-projects (€ 1.25 Million)

PRI initiated a series of agricultural and skills micro-projects meant to improve prison conditions, create sustainable development, and provide transferable skills for prisoners for when they are released. Such agricultural projects include chicken and pig breeding, fish farming, and harvesting of foodstuffs. Other projects include carpentry, tailoring, brick making, rehabilitation of prison guards houses, and topography of prison land.³⁵⁴ In 1999 the projects had extended from 6 to 11 of 19 total prisons, and by 2001, responsibility for all 40 micro-projects at twelve prisons has been transferred to the National Prison Service.

Participation in the micro-projects has grown steadily, with 156 prisoners in July 1998, 922 in November 1998, 1005 in March 1999, 1283 in June 1999, and the Final Report on Activities estimates that there are over 3000 prisoners involved in the micro projects, although the numbers vary owing to climate changes and agricultural cycles.³⁵⁵

The progress reports acknowledge that even through these numbers show an increase over time, there are still a limited number of participants given the overall prison population. Harvesting problems and climate inevitably undermine the profitability of and participation in some projects, while delays in communication with the Ministry of Justice (MiniJust) and lack of its managerial capacity lowered morale among prison staff and prolonged the time in which PRI was directly involved in management of the projects.³⁵⁶ In addition, PRI notes corruption within the prisons,

³⁵⁰ Cames, Marie-Calire and Leclerc, Jean-Pierre (1999) 'Bibliographical Feasibility Study of the Anaerobic Digestion of Human Waste for the Production of Methane in Rwandan Prisons', Centre de Promotion du Génie des Procédés dans l'Industrie (PROGEPI), Nancy, France.

³⁵¹ The field study was carried out by Jean-Pierre Leclerc and Kees Ligtenberg in August 1999.

³⁵² PRI (2000) *Annual Report*, p. 8.

³⁵³ Ministry of Finance and Economic Planning of Rwanda (2002) *The Government of Rwanda Poverty Reducation Strategy Paper*, June, p. 49; www.imf.org/External/NP/prsp/2002/rwa/01/063102.pdf.

³⁵⁴ PRI (1999) *Annual Report*, p. 11.

³⁵⁵ PRI (2001) *Programme of Support to Prison Administration in Rwanda, July 1999-December 2000: Final Activities Report, Annex: Detailed Description of Micro-Projects*, pp. 10-22.

³⁵⁶ PRI (1999) *Programme of Support to Prison Administration in Rwanda: Update on Activities and Evaluation March 1999*, pp. 10-11.

centralized cash management, and lack of will within government as having detrimental effects on the overall achievements of this part of the programme.³⁵⁷

Bed construction (€ 407K)

This project has prisoners construct their own beds, giving them not only a better place to sleep, but also the transferable skills associated with furniture building. This part of the project had some logistical problems, but in the end was successful in the construction of new beds that covered 30% of the need for central prisons.

Prison management enhancement (€ 115K)

PRI was directly engaged in recruitment of prison staff (accountants and legal secretaries), purchasing vehicles (including petrol and insurance), improving the management capacity of the National Prison Service (formed new management committees), and allocating bonuses to prison guards.

Training (€ 233K)

PRI conducted a series of training sessions for directors, deputies, legal secretaries, accountants, and prison guards. For the 1998-1999 period of training, there were a total of 529 trainees.³⁵⁸ Progress reports for the training have built in evaluation procedures, recognise teething problems in the early phases of the training programme, and recognise the limitations to assessing the overall impact in such a short space of time. For lack of funds and logistical reasons, the plan to establish Mobile Training Units was abandoned in the first two phases, but had been introduced for the 2001-2002 period.

3.9.4.2 Evaluative statement

Like PRI's work in other countries and regions, the Rwanda Programme has tangible and measurable outcomes. The micro-projects have shown increased participation. The biogas units have been developed and replicated. Community service sentencing has been introduced into the *gacaca* system. Prison management has been enhanced through personnel recruitment, training, and capacity building.

There are evaluation procedures in place for some projects under the Rwanda Programme. As noted above, there is a very critical internal assessment document of the initial phase of the programme, which shows a very honest appraisal of programme. The document lists problems of scale, mismanagement, lack of coordination and lack of planning on the ground. There were delays in receiving

³⁵⁷ PRI (2001) *Programme of Support to Prison Administration in Rwanda, July 1999-December 2000: Final Activities Report*, p. 1.

³⁵⁸ PRI (1999) *Programme of Support to Prison Administration in Rwanda: Activities Report January 98 – September 1999*; PRI (1999) *Programme of Support to Prison Administration in Rwanda: Update on Activities and Evaluation Report, March 1999*.

money and delays in spending money to set up activities. *Making Standards Work* was translated, but in too few copies. There were additional problems in the infrastructural arrangements, such as transport and housing of trainees in some of the 'training the trainers' sessions.

The programme report of activities (March 1999), however, shows in part how PRI made adjustments to the overall planning and execution of the first phases of the Rwandan Programme, thereby demonstrating reflexivity built into its methods of work. The report addresses the types of shortcomings outlined in the internal critical document.

An appraisal of the agricultural micro-projects raises doubts about planning and education, staff shortages, low supply of labour, and inappropriate crop choice.³⁵⁹ The final report of activities casts doubt on the whereabouts of profits from the micro-projects, and stresses that measures need to be put in place in future to recoup such losses and the prevent them from recurring.

In financial terms, both phases of the programme managed to pursue the aims and objectives of the Rwandan Programme within the budget (with an occasional but compensated overspend and cancellation of some activities to meet demand for funding in other aspects of the programme), and the final report on activities notes that the best value added was achieved in the training programmes. The programme has generally achieved its discrete objectives laid in the various work programmes, but the larger impact of the programme has not been achieved since there has not yet been a reduction in the fiscal burden on the state for prison management in Rwanda and sentencing rates through the courts and *gacaca* are slow.

Overall, the Rwanda Programme was initially inefficient, but has largely overcome this problem. It is effective since it has realised its initial aims and objectives. It also has relevance, since the organisation can cite concrete examples of improvement in the lives of prisoners through the introduction of new sentencing laws and the involvement of increased numbers of prisoners in its micro-projects.

3.9.5 Summary

Overall, PRI is an efficient, effective, and relevant human rights organisation that has shown excellent management of its growth and development over the last decade. It has not suffered from any financial problems and it has shown a very high level of output across the different dimensions of its work. Its technical assistance programmes are particularly suited for this kind of evaluation since the organisation can cite tangible outcomes to its work in which the living conditions of an increasing number of prisoners have improved. These highlights and statements about the organisation are summarised in Table 3.9.3.

³⁵⁹ Ligtenberg, K. (1999) 'An Appraisal of Agricultural and Stock-rearing Micro Projects under the Programme of Support to the Prison Administration in Rwanda'.

Table 3.9.3 Summary of evaluation for PRI

Aspects of the evaluation	Key strengths and weaknesses	Dimensions of evaluation		
		Efficiency	Effectiveness	Relevance
General evaluation	Good co-ordination across Paris and London; growing staff numbers and offices worldwide	High output, steady financial growth and no serious financial problems	Generally achieves aims and objectives and can provide reasonable evidence for having done so	Most tangible outcomes related technical assistance work; can cite real improvement in living conditions of prisoners in countries where it works
International advocacy	Major role in establishing and running the office of the SR on Prisons and Conditions of Detention	High output on all activities related to SR	Realises aims and objectives related to the work with the SR	Help establish and maintain a significant regional mechanism for the protection of prisoners rights; work of the SR raises awareness of the problems associated with the over use of custodial sentences; improvement in prisoners living conditions not directly related to advocacy work
Publications and information	<i>Making Standards Work</i> is a particular highlight	High output of regular newsletters; mixture of in-depth and practical tools for improving the living conditions of prisoners	Publications generally achieve the main aim of proving accurate up to date information on alternatives to imprisonment and innovative ways of improving the living conditions of prisoners worldwide	Overall utilisation of publications was not assessed, but <i>Making Standards Work</i> has been translated into multiple languages suggesting high demand for its content
Rwanda Programme	Initially some problems in starting the programme; overall growth and development of programme is impressive and now major role in running the prison service in Rwanda; will need to finish developing capacity and withdraw	High output of activities, especially micro-projects biogas facilities, and building capacity within the prison service	Some setbacks in realising aims and objectives owing to co-ordination problems, which have now been overcome	Tangible outcomes for improving the living conditions for increasing number of prisoners, although overall proportion remains low; adoption of new domestic legislation on alternatives to custody

4 GENERAL OBSERVATIONS AND CONCLUSIONS

The main objective of this evaluation was to assess the overall efficiency, effectiveness, and relevance of nine human rights organisations in receipt of funding from the Dutch Ministry of Foreign Affairs. It is our view that this main objective was achieved within the available temporal and financial constraints. We had four months to collect, collate, and analyse the documentation and interview data required to carry out a systematic performance evaluation. Section One of this report outlined the purpose, scope, design, and main findings of the evaluation. Section Two reported the detailed findings of the evaluation by organisation in alphabetical order. That section dedicated separate chapters to each of the organisations and made little attempt to compare the different aspects of performance *across* the organisations. Indeed, as Section One made clear, this report is on the evaluation of the organisations *qua* organisation.

It is clear from the detailed findings reported in Section Two that the nine organisations varied greatly across the different dimensions of their performance. Yet, despite the great variance across the organisations, it seems sensible and desirable to draw some summary conclusions and observations that draw larger inferences about efficiency, effectiveness, and relevance through comparing our results across these nine organisations. After all, in their own way, all nine organisations are dedicated to the struggle for the greater promotion and protection of human rights. These comparative inferences are organised according to the categories in the evaluative framework utilised throughout this report.

4.1 General evaluation of the organisations

4.1.1 Substantive content

All the organisations have a clear sense about their own meaning and purpose in the larger struggle for human rights. They all have precise and transparent statements about their aims and objectives, historical evolution, and relationship with the larger struggle for human rights. All of them have guiding principles that are applied in a consistent manner. Their mandates vary from very broad aims to promote and protect all human rights found in the Universal Declaration of Human Rights (e.g. FIDH), to the struggle for better protection of a discrete set of human rights, such as freedom of expression and freedom of information (e.g. Article 19). They were all conscious that their work was directly related to human rights, although some expressed views that challenged the fact that some of their activities were not strictly human rights-related. Indeed, particularly those organisations involved in technical assistance felt that at times they were carrying out activities that were more akin to those carried out by development NGOs.

4.1.2 Main activities and output

All the organisations were conscious that there has to be a direct link between the activities that they pursue and the aims and objectives that they are trying to achieve. They thus pursue a variety of activities and produce many different kinds of output, all of which are a function of the nature of the organisation and its main aims and objectives. Their main activities include international standard setting, international and local advocacy, capacity building for local NGOs, legal analysis, provision of accurate and up to date information (books, handbook and manuals, press releases and appeals, and in-depth reports), training, and the provision of technical assistance and services. All the organisations tried to provide direct or indirect indicators for the output from these activities, which include new international and domestic laws, quantity of submissions to international fora, growth and activity of partner NGOs, quantity of legal analyses and briefs, the quantity and circulation of publications, number and size of training courses, and various performance indicators for technical assistance programmes. Moreover, all the organisations have been able to maintain their independence *vis à vis* donors, governments, and IGOs, but the international advocacy work of some organisations and technical assistance projects of others have started to transform them from NGOs into QUANGOs.

4.1.3 Management and structure

No one organisational model or structure prevails across the organisations. Some have loose federated structures (e.g. FIDH and IHF), while others have more centralised structures (e.g. ISHR and PRI). And despite the organisational model, many of the organisations suffered from occasional internal problems of communication, co-ordination, and management. Some have good internal reporting, monitoring and evaluation procedures (MRG, FIDH), while others do not (ICJ). And it was generally seen that good internal feedback mechanisms, consultations and planning meetings were most directly related to the achievement of aims and objectives. With the exception of Article 19 and ISHR, most of the organisations have shown an increase in the number of staff over the evaluation period, while staff turnover itself was highest in the ICJ and lowest in the IHF. It is clear from the evaluation that organisational growth and development leads to a greater need for good internal mechanisms for communication, planning, and feedback. In their relations with partners, some organisations prefer to maintain a dominant position (e.g. Article 19), others prefer to maintain an equal partnership (e.g. ASI), while still others prefer to develop the capacity of local partners and then withdraw (e.g. PRI).

4.1.4 Finance

Financial management, including projection, growth and development proved a particular challenge to all the organisations. Non-profit organisations such as those in this evaluation work within a highly competitive market for funding from a variety of donors and carry out their operations across a variety of different currencies. Although the organisations showed reasonably healthy financial growth and development over the period of the evaluation, all of them with the exception of PRI

had one or more years in which there was a significant deficit between income and expenditure, either for the organisation as a whole or for the funded programme as in the case of OMCT. With the exception of IHF, most of these organisations have managed to put systems in place to alleviate these deficits, although an over-reliance on reserves to cover them may undermine their long-term sustainability. While all of the organisations plan to have at least six months reserves, reserves for the evaluation period ranged between three months and one year. All the organisations stressed the overall importance of having a significant proportion of unrestricted or core funding. The existence of such funding allows for a flexible and reactive approach to developments in the field, as well as innovative and proactive 'research and development' work that could improve the efficiency, effectiveness, and relevance of the organisations' work.

4.2 International advocacy

Despite working in a multitude of different international fora for the promotion and protection of human rights, all the organisations were able to document the degree to which their international advocacy activities were successful. Their advocacy work had a role in the adoption of new international and domestic standards for the protection of human rights (e.g. minority rights, new definitions of modern forms of slavery); new or enhanced international mechanisms for the protection of a subset of human rights (e.g. UN SRSG on Human Rights Defenders and the Special Unit in the IACHR, Working Group on Minority Rights); direct support for the functioning of new human rights mechanisms (e.g. the SR on Prisons and Conditions of Detention in the ACHPR); and in some cases, the release of victims of human rights abuses through urgent appeals and direct campaigning (e.g. OMCT).

These successes were achieved through a variety of strategies that spread across a continuum that ranges from near full autonomy on the one end to full integration on the other. In an example of the former strategy, FIDH issued uncompromising and critical submissions and interventions at the various sessions of the Human Rights Commission, which were followed up by critical assessments of progress made during the sessions on key human rights issues. In an example of the latter strategy, PRI not only played a major part in the establishment of the SR on Prisons and Conditions of Detention in the African Union, but also effectively runs and manages the office of the SR. Despite these different strategies, all the organisations are conscious that their activities alone do not contribute solely to these important outcomes, but that in combination with many other factors, they acknowledge their role in bringing about change.

4.3 Publications and information

As part of their regular set of activities and programmes of work, all the organisations produce a wide range of publications and updated information. Output varies according to the different mandates and focus of activities. Some produce definitive handbooks on their specific area of work, such as PRI's *Making Standards Work*, Article 19's *Virtual Freedom of Expression Handbook*, MRG's *The International*

Labour Organisation: A Handbook for Minorities and Indigenous Peoples, and ASI's *Child Domestic Workers: A Handbook for Research and Action*. Others produce annual reports, such as ICJ's *Attacks on Justice*, IHF's *Annual Reports on OSCE countries*, and FIDH/OMCT's *Annual Reports on human rights defenders* and OMCT's *Annual reports on Violence Against Women*. Others produce thematic or issue-specific reports, such as MRG's *Afro-Brazilians: The Time for Recognition*, ASI's *Human Traffic, Human Rights: Redefining Victim Protection*, and ICJ's *Terrorism and Human Rights*.

With the exception of MRG's publications, most of the publications produced by the organisations are not peer reviewed, although there is a process of self-validation since many partner NGOs assist in the collection of evidence and many of the organisations strive to triangulate their sources before publishing reports, newsletters, and appeals. The publications also vary from those that are meant for specialised legal audiences (e.g. Article 19 and ICJ) to those that are accessible to a general audience (e.g. MRG, PRI, FIDH, and OMCT). Finally, all the organisations provide up to date information on their areas of work, and make information available on their web-sites, where the most comprehensive are those developed by the ICJ (especially the legal resource centre), Article 19, MRG, ASI, and OMCT (especially the urgent appeals information).

4.4 Specific programmes

All the organisations developed their specific programmes in response (or in some cases in anticipation) to developments in the field often using core funding to cross-finance the initial years of a programme. Programme growth and development was then achieved through attracting new sources of funding to make them sustainable. The programmes varied greatly, including those that were highly issue-specific (e.g. the OMCT-FIDH Observatory for Human Rights Defenders and Article 19's Law Programme), those that were people-specific (e.g. ASI's Child Domestic Labour Programme and MRG's Roma Programme), and those that were country-specific (e.g. PRI's Rwanda Programme). All the organisations were able to provide macro and micro-indicators of success for their specific programmes. Macro-indicators include the adoption of new standards with which the organisation's had a key role, awareness raising of their specific area of work, and capacity building of their partner organisations. Micro-indicators of success included the completion of training programmes to deadline, increased beneficiaries from technical assistance programmes, and the release of victims of human rights abuse.

4.5 Overall summary

The results of the evaluation thus show that there is great variation across the nine organisations, where some organisations have performed to a high level of efficiency and effectiveness across most of the aspects of their work, while it is fair to say that no one organisation was able to demonstrate relevance across the board. In this sense, it is easier for an organisation to document efficiency and effectiveness, while it is less easy to demonstrate relevance since overall impact on particular human

rights issues is multi-dimensional and a direct link between organisational activities and actual human rights improvement remains elusive.

The variation in success and level of performance was a function of the self-consciousness of the organisation about planning to achieve its desired outcomes, as well as to dedicate a proportion of its resources to monitoring and evaluating that achievement. Planned activities ought to have well-specified outcomes that are ultimately linked to the overall achievement of the organisation's aims and objectives. The outcomes should be specified in such a way that evidence be collected and evaluated to provide the necessary feedback on their achievement. It is obvious that having in place the systems and mechanisms that provide regular and frequent feedback on activities and outcomes necessarily entails additional staff, time and financial burdens on the organisation, but in the long run will contribute to its overall accountability and legitimacy. Demonstration of long term achievement of discrete outcomes linked to overall aims and objectives should contribute to the health of the organisation in its ability to attract continued funding and its ability to make a demonstrable difference in the field of human rights.

ANNEX 1

Terms of Reference

Programmes of non-governmental human rights organisations. January 6, 2003

1 JUSTIFICATION

During the last five years only a few limited evaluations have been carried out on good governance and human rights. This policy area has therefore been included in the Policy and Operations Evaluation Department's Programme for 2002. The overall purpose of the evaluation is to assess the implementation of the human rights policy. Preliminary research (an inventory of memoranda, national budget explanatory memoranda and proceedings, interviews with the Human Rights Division of the Democratisation, Human Rights and Peacebuilding Department (DMV/MR), a MIDAS inventory and a limited document study) showed that this is an important policy area. It is also a complex field, with many components. It was therefore decided that a number of sub-studies (with their own terms of reference) should be carried out.

In the period 1997-2001 649 human rights activities were carried out with a total budget of 107 million EUR.¹ Excluding MATRA (recently evaluated) and activities with a limited budget (<50,000 EUR), 300 activities were financed with a total budget of 92 million EUR. Of these 300 activities, 63 have the label 'world-wide', with a total budget of 27 million EUR. Excluding activities with a budget <200.000 EUR and excluding emergency aid and conflict prevention, 29 activities were supported, with a total budget of 20 million EUR. Of these 20 million EUR, the support for the Office of the Human Rights High Commissioner totalled roughly 10 million EUR (8 activities); the support to human rights organisations totalled 4 million EUR (11 activities) and a rest category consisting of several projects totalled 6 million (10 activities). Financial support for activities though is only a limited part of human rights policy.

The following sub-studies are under consideration: a policy analysis, an evaluation of non-governmental human rights organisations to which the Netherlands contributed a minimum of EUR 200,000, an evaluation of Dutch influence in international fora, a country study and an evaluation of part of the less extensive activities (budget EUR 50,000-200,000).

In Dutch policy documents an important role is assigned to human rights organisations in the promotion of human rights. They are considered to play an important role in pursuing and ensuring respect for human rights. They can collect information on violations and present it to governments or multilateral fora. DMV/MR asked IOB to evaluate a number of human rights organisations to which the Netherlands contributes either core-funding or programmatic support. This will therefore be the first sub-study.

¹ Source: MIDAS; activity is here defined as 'activity nr'.

2 BACKGROUND

2.1 Policy framework

Since the adoption of the Universal Declaration of Human Rights (UDHR) in 1948 the most important human rights have been enshrined in six international agreements:

- the International Convention on the Elimination of All Forms of Racial Discrimination (adopted in 1965; operational in 1969)
- the International Covenant on Civil and Political Rights (CPR) (adopted in 1966; operational in 1976)
- the International Covenant on Economic, Social and Cultural Rights (ESCR) (adopted in 1966; operational in 1976)
- the Convention on the Elimination of All Forms of Discrimination against Women (adopted in 1979; operational in 1981)
- the Convention against Torture and Other Forms of Cruel, Inhuman or Degrading Treatment or Punishment (adopted in 1984; operational in 1987)
- the Convention on the Rights of the Child (adopted in 1989; operational in 1990)

Conventions have also been agreed at European level.

States that are party to these agreements are committed to making great efforts to uphold them. The agreements have supervision and control mechanisms which vary substantially in nature and degree of obligation. The European agreements have more extensive appeal mechanisms than the international agreements.

An important Dutch human rights policy memorandum was published in 1979: Human Rights in Dutch Foreign Policy. At that time, the two most important agreements (CPR/ESCR) had recently become operational. The memorandum regards civil and political rights and economic, social and cultural rights as indivisible; there is no hierarchy, only a difference in the obligations of states. With respect to civil and political rights, the state is obliged to prevent violations and to act when they occur. With respect to economic, social and cultural rights, the state is obliged to make efforts to pursue implementation. Human rights debates in parliament are mainly concerned with civil and political rights, and programmes and projects also tend to focus more on these rights than on others.

The most important objectives set out in the memorandum of 1979 are the realisation of international standards and actual compliance with these standards. Activities relating to compliance are classified into three categories: the promotion of education, the promotion of monitoring procedures and effective responses to specific human rights violations. In the pursuit of these objectives, the Netherlands expresses its intention to debate human rights in multilateral and bilateral fora. Dialogue and silent diplomacy are the most important strategic tools; if other means are not successful, sanctions can be an option. The choice between options depends on the specific circumstances. The memorandum acknowledges that there can be conflict between

compliance with human rights and Dutch interests. In each case the different interests will be weighed up in deciding what position to take.

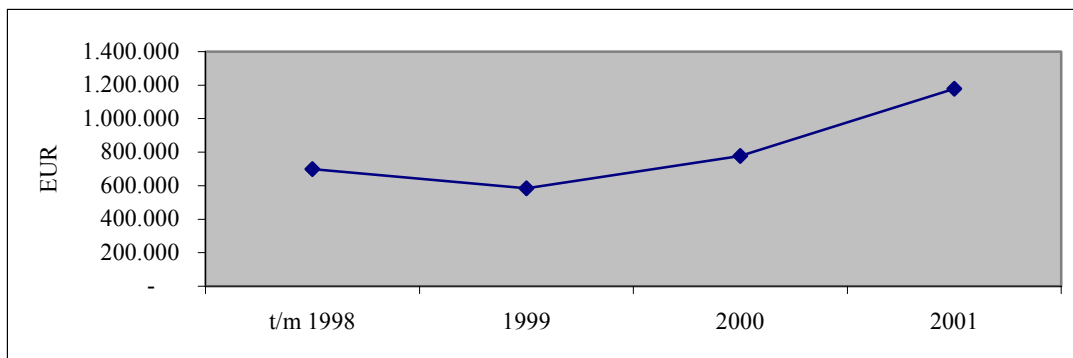
Three progress memoranda have since been drawn up (in 1987, 1991 and 1997) and in 2001 a new policy memorandum was published. These memoranda uphold the original objectives of the 1979 memorandum. The world has changed enormously over the last few decades, however. There is therefore a shift of emphasis in the 2001 memorandum: the set of human rights instruments available is seen as fairly comprehensive, and the focus is now on implementation.

An important role is assigned to human rights organisations in the promotion of human rights. The memorandum of 1979 already stated that they play an important role in pursuing and ensuring respect for human rights. They can collect information on violations and present it to governments or multilateral fora. The Dutch government expressed its intention to forcefully resist efforts to restrict the activities of non-governmental organisations in the international arena, ensuring that they can keep making a stand in the interests of the oppressed in the UN. Financial support for non-governmental organisations is mentioned for the first time in the progress memorandum of 1991.

2.2 Overview of non-governmental organisations

Since 1993 four organisations have received institutional support. The most important reason for granting this kind of support was the opportunity it afforded to start an intensive dialogue with the organisations and to foster a long-term approach. In the 1990s the number of organisations that received core funding gradually increased to seven. In addition, two organisations have received substantial programmatic support. In the period 1997 up to 2001 all organisations together received EUR 3.9 million. Figure 1 shows the increase in expenditure since 1999. The Dutch yearly contribution to the organisations varies from about 5% to 15% of the overall annual budget.

Figure 1 Institutional support for human rights organisations; expenditure 1997-2001



Source: MIDAS

The organisations have several elements in common: they all support a network of non-governmental organisations in their field of activity; they are involved in the production and distribution of information; and they lobby in international fora in order to draw attention to their field. The development of criteria and the improvement of supervision mechanisms are included in the workplan of several organisations. Some organisations also give aid to victims of human rights violations. A succinct overview of the objectives and activities of the various organisations is presented below.

Minority Rights Group (MRG)

MRG aims to promote the human rights of ethnic, religious and linguistic minorities and to strengthen their position. The organisation's strategic principle is to operate where the impact is expected to be greatest, i.e. where change has been set in motion or could be set in motion. Its most important activities are: raising minority issues in multilateral bodies; the initiation and execution of training and capacity building programmes; the strengthening of networks between minority organisations; and the production and distribution of publications. In addition to global programmes, it has a number of regional programmes: Central Africa and the Horn of Africa, South Asia and South-eastern Europe.

In 1991 the organisation received a contribution for a study on the land rights of minorities. Since 1993 the organisation has received a yearly non-specified contribution. EUR 1.1 million has been committed since 1993. Expenditure during the period 1997-2001 was EUR 432,000.

Anti-Slavery International (ASI)

ASI aims to fight all forms of slavery. In order to achieve this aim, eight programmes have been set up, covering Africa, bonded labour, child labour, trafficking and migrant workers, education, the United Nations and other Intergovernmental Agencies, anti-slavery award and coalitions, and library and information. The organisation supports national non-governmental organisations, and helps them with capacity building. It also pursues standard setting and the improvement of monitoring mechanisms at international level.

Since 1993 the organisation has received a yearly non-specified contribution. A total of EUR 432,000 has been committed since then. Expenditure in the period 1997-2001 was EUR 250,000.

Penal Reform International

The organisation pursues reform of the criminal law and its implementation. Programmes aimed at the improvement of legislation in developing countries and at improving prison conditions have been set up. The organisation has also launched initiatives for the special treatment of minors. The approach varies in each country.

Cooperation exists between national human rights commissions and non-governmental organisations. Penal Reform International also lists the development of instruments and lobbying in international fora among its activities.

Since 1993 the organisation has received a yearly non-specified contribution. A total of EUR 613,000 in core funding has been committed since then. EUR 2.1 million has also been committed for country-specific activities, mainly in Rwanda. Expenditure on core funding in the period 1997-2001 was EUR 340,000; expenditure on country-specific projects was EUR 1.3 million.

Article 19

This organisation concentrates its activities on one specific human right: freedom of expression and access to information. Article 19 aims to monitor and publicise violations of this human right; to identify areas where the right of freedom of speech conflicts with other human rights; and to develop international standards. The organisation collaborates with locally based partners working in the same area. The most important activities are documentation and publication; research; campaigning; and advisory work at international level.

Since 1997 the organisation has received a yearly non-specified contribution. A total of EUR 778,000 has been committed since then. Expenditure in the period 1997-2001 was EUR 597,000. In addition, Article 19 received a contribution of EUR 61,000 for a project in Albania in 1998.

Fédération Internationale des Droits de l' Homme (FIDH)

This organisation, established in 1922, aims at protecting human rights activists, challenging impunity and supporting victims of violations, as well as at promoting respect for economic, social and cultural rights and women's rights. It is an umbrella organisation that supports over a hundred human rights organisations worldwide. The organisation also carries out fact-finding missions, research and criminal court observations. FIDH organises 'legal cooperation programmes', courses on human rights treaties. In addition, the organisation is implementing joint programmes with other organisations, including the World Organisation Against Torture (OMCT). FIDH is an active lobbyist in the international arena and works with a number of other human rights NGOs.

Since 1998 the organisation has received a yearly non-specified contribution. A total of EUR 422,000 has been committed and expenditure in the period 1998-2001 was EUR 315,000.

International Commission of Jurists (ICJ)

This organisation aims at promoting and protecting human rights through the rule of law, a dynamic concept that includes the responsibility of jurists for the application of legal rules. Emphasis is on combating impunity and promoting and protecting the independence of judges and lawyers. ICJ supports and is strengthening a network of local and regional human rights groups and providing human rights education. The organisation also plays a role in the international arena. It has advisory status at ECOSOC, the UN Human Rights Commission and the African Commission on Human Rights and Peoples' Rights.

The organisation has received support since November 1993. A total of EUR 1,512,000 has been committed. Expenditure in the period 1997-2001 was 894,000. In addition, the organisation received a small grant (EUR 22,000) for a seminar in Iraq in 1991.

Organisation Mondiale Contre la Torture (OMCT)

The organisation's objectives are the prevention of torture, the termination of human rights violations, the combating of impunity and the provision of compensation to victims of human rights violations. It runs programmes on various issues, such as the Urgent Campaigns Programme, the Children's Programme and the Women's Programme. Dutch support is earmarked for the Urgent Campaigns Programme, through which OMCT distributes information on torture to a network of NGOs and individuals. OMCT also helps NGOs and individual partners to provide legal, medical and social support to victims. The organisation plays an advisory role in the international arena, promoting the application of international procedures and the implementation of internationally agreed instruments against torture.

The organisation has received support since November 1999, in the form of an earmarked contribution to the Urgent Campaigns Programme. A total of EUR 752,000 has been committed, and expenditure in the period 1999-2001 was EUR 379,000.

International Service for Human Rights (ISHR)

ISHR provides training through lectures, seminars and group exercises. It also advises human rights organisations on how to enable key persons in the organisations to gain access to and make appropriate use of the procedures of international human rights fora. In addition, the organisation aims at promoting better interregional understanding and cooperation amongst human rights defenders.

The organisation has received Dutch support since 1994. Until 2000 the support was earmarked for the training and internship programmes. Since 2001 the organisation

has received programmatic support. A total of EUR 849,000 has been committed. Expenditure in the period 1997 – 2001 was EUR 290,000.

International Helsinki Federation (IHF)

The International Helsinki Federation for Human Rights (IHF) was established in 1982 to coordinate the work of and provide support for the Helsinki Committees, which had been established on both sides of the Iron Curtain as independent NGOs monitoring and promoting compliance with the Helsinki Final Act of 1975. Today it has 41 member organisations and cooperating organisations. The IHF advocates on behalf of its members in the OSCE, the United Nations and the Council of Europe, organises projects, briefings, fact-finding missions, training, conferences and seminars, and publishes reports. All of these activities are carried out on a cooperative basis with local civil society and give a common voice to this family of NGOs throughout the OSCE region.

The IHF has received Dutch support since 1999. The total amount of funds committed is 1.026.000 Euro. Expenditure in the period 1999 – 2001 was 426.000 Euro.

3 GOAL OF THE EVALUATION AND RESEARCH QUESTIONS

3.1 Objective and key questions

The purpose of the evaluation is:

- To assess to what extent the objectives of the organisation's programmes have been achieved and, if they have not been achieved, why not.

It would be more relevant to consider the extent to which the organisations have contributed to the improvement of the human rights situation at both the national and international level. However, as external factors have more influence – either positive or negative – on human rights situations than interventions, this contribution can only be assessed in terms of likelihood, if at all.

Aims and target groups vary from organisation to organisation. The objectives might therefore relate to one or more human rights, to special target groups or the population as a whole.

Key research questions

Efficiency:

- How adequately were resources (input) used to realise the activities (output)?
- How did the organisation monitor its activities?
For each organisation, three types of programmes will be considered:
 - production and distribution of information
 - influence on the decision-making process in relevant international fora
 - one specific sub-programme (see under 4.1)

Effectiveness:

- To what extent have the activities realised (output) contributed to the realisation of the programme's specific objectives (outcome)?
- Were the objectives realistic, well targeted and precise? Were they achievable in the time frame considered in the organisation's workplan?
- How did the organisation operationalise its objectives?
- How did the organisation monitor the achievement of the objectives?
For each organisation, three types of programmes will be considered:
 - production and distribution of information
 - influence on the decision-making process in relevant international fora
 - one specific sub-programme (see under 4.1)

Relevance:

- What is the likelihood that the achievement of the programmes' objectives (outcome) has contributed to the improvement of the human rights situation (impact)?

For each organisation, one sub-programme (see under 4.1) will be considered.

In the next section these key questions will be discussed in more detail, broken down into 'sub-questions' and summarised in an evaluation matrix. Since aims and target groups vary, questions might be not applicable to some organisations. The sub-questions and topics mentioned in the evaluation matrix should be red as 'if applicable'.

3.2 Key questions further specified

3.2.1 Efficiency

Efficiency: the extent to which resources have been used adequately in order to realise the proposed activities (output). All the organisations produce information material, and all support non-governmental organisations in their specific field. Some of them provide training.

Sub-questions for assessing the output:

- To what extent is the information material produced as planned?
- To what extent has the information material been distributed as planned?
- Have the publications been relevant to the targeted audience?
- How many courses have actually taken place in relation to planned number?
- How many people have participated in relation to the planned number?
- Has participation in human rights fora been achieved as planned?
- Has the network grown?
- Is support given to victims?

3.2.2 Effectiveness

Effectiveness: the extent to which the realisation of activities (output) has contributed to the achievement of objectives envisaged (outcome). It includes assessing if these objectives were realistic, well-targeted, precise and achievable in the timeframe envisaged. It also includes assessing if the organisations did monitor whether the results have been obtained. Advocacy, support for national NGOs and influencing the decision process in human rights fora by lobbying are included in the objectives of all the organisations.

Sub-questions for assessing the outcome:

- Have the publications and training contributed to changes in policy in the countries where the organisations operate?
- Have lobbying and interventions in international fora led to the expected reactions? Were concrete results achieved, such as improved control mechanisms?
- Has the situation of the victims of human rights violations improved?
- Do the media report on the role and influence of the organisation on decision making?
- To what extent have the activities realised (output) contributed to the realisation of the programme's specific objectives (outcome)?
- How does the organisation monitor the achievement of objectives?

Additional questions might be asked, if applicable.

3.2.3 Relevance

Relevance: the likelihood that the achievement of the objectives has contributed to the improvement or the prevention of worsening of the human rights situation. In this evaluation only the impact of the selected sub-programme (see under 4.1) will be explored. As explained under 3.1 the contribution can only be assessed in terms of likelihood.

Sub-questions for assessing impact:

- Have human rights violations been reduced in the areas where the organisations work? (if applicable). Comment: reported violations depend on the quality of data collection. An increase or decrease might therefore be the result of an improvement or deterioration in the standard of data collection.
- Has the standard of living increased in areas where the organisations work? (if applicable)
- Do the media report on the influence of the organisation on trends in society?

Additional questions might be asked, if applicable.

Figure 2 Evaluation matrix

TARGETS/RESOURCES	INDICATORS	SOURCES	EVALUATION CRITERIA
Input <ul style="list-style-type: none"> • Dutch contribution • Other income • Human resources 	Dutch budget Total budget	Appraisal memoranda Contracts Financial reports	EFFICIENCY
<p>The extent to which the activities have been realised with the budget foreseen →</p> Output <ul style="list-style-type: none"> • Information available • Training provided • Increased network of NGOs or partners • Participation in human rights fora • Victims supported 	Publications: number, quality, distribution Courses: number; quality, participation Database Letters; interventions in international fora	Annual reports; Publications Training material; evaluation forms Web-site Reports of international fora	
Outcome <ul style="list-style-type: none"> • Influence on the decision-making process at national, regional and international level • Improvement of the situation of victims of human rights violations 	Government decisions at national level Appeal mechanisms Decisions in international fora Media publicity	Annual reports; Policy papers; Reports of international fora Journals; radio; TV; Web-site NGO members; reaction of victims	EFFECTIVENESS
<p>The extent to which the realisation of activities has contributed to the realisation of the objectives →</p> Impact <ul style="list-style-type: none"> • Improvement in human rights situation 	Number of human rights violations* Standard of living (if applicable) Prison conditions (if applicable)	State reporting Amnesty International reports HR Commission reports; reporting by treaty monitoring bodies; NGO members	RELEVANCE

* Comment: reported violations depend on the quality of data collection. An increase or decrease might be the result of an improvement or deterioration in the standard of data collection.

4. SCOPE AND METHODS

4.1 Scope

The evaluation period is 1997-2001. Where applicable, lobbying in one forum will be included in the evaluation. In addition, for each organisation, a minimum of two programmes will be evaluated: one related to the information material produced and one implemented outside the place where the headquarters is located. The choice is well-considered, based on the following selection criteria: a minimum of one year in execution; priority programme in relation to objectives; budget. The aim is the sub-programme to represent at least 10% in financial terms. At least three partners in the sub-programme implemented outside the headquarters location will be included in the evaluation. They will be selected at random. The programme selected for each organisation is listed below.

MRG	Roma Programme
ASI	Child Domestic Labour
PRI	(as different programmes are integrated at national level a country focus is more appropriate; a country will be selected)
ART 19	Law Programme
FIDH	Observatory for human rights defenders
ISHR	Human Rights Defenders Programme
ICJ	Combating Impunity Programme
OMCT	Urgent Campaigns Programme
IHF	Advocacy Programme

4.2 Methods

Assessment of the programmes will be based on a qualitative analysis of secondary sources and a qualitative analysis of the opinions of relevant actors, with analysis of quantitative data where appropriate.

The evaluation will consist of:

- Document review: work plans and annual reports
- Document review: evaluations (if applicable)
- Document review: publications and training material
- Document review: reports of international meetings
- Document review: journals, literature
- Interviews with persons responsible for the sub-programmes
- Interviews with persons responsible for lobbying
- Interviews with other partners in human rights fora
- Survey among partner organisations in countries where the sub-programme is being carried out
- Interviews with Dutch embassy officials in countries where the sub-programme is being carried out

5 ORGANISATION

IOB inspector Marijke Stegeman is responsible for the organisation of the evaluation and the final product. Research assistant Helene Pulles has carried out a preliminary document study and summarised the files.

The human rights centre of the University of Essex will carry out the evaluation. On the basis of the summarised files, a plan of work will be devised and submitted for approval. The evaluation will then commence. A first test case will be undertaken with the evaluation of one organisation, the London based Anti Slavery International. The results will be discussed with IOB and DMV/MR, to allow for fine tuning of the further research.

A reference group, with participants from IOB and DMV and three or four external experts, will be established to guide the overall evaluation in the field of human rights.

6 TIME SCHEDULE AND PRODUCTS

Preparatory phase (completed): July- October 2002

Evaluation of the organisations: four months; tentatively January-April 2003

The evaluation results will be published.

7 BUDGET

Items	Units	Cost per unit (Euro)	Total (Euro)
Research assistant	40	200	8.000
Consultant fee	80	900	72.000
Travel	3 tickets (London-Geneva)	900	2.700
	1 ticket (London-Vienna)	900	900
	1 ticket (London-Paris)	600	600
	15 tickets (Colchester-London)	40	600
DSA	30 days	200	6.000
Reference group	16 days	500	8.000
Reporting	p.m.		
Miscellaneous	5%		5.000
Unforeseen			5.000
Total			108.800

ANNEX 2

Background information on the evaluation team

Dr. Todd Landman is Co-Director of the Human Rights Centre and Senior Lecturer in the Department of Government. He is author of *Issues and Methods in Comparative Politics* (Routledge 2000, 2003) and *Protecting Human Rights: A Global Comparative Study* (Georgetown University Press 2004). He is co-author of *Citizenship Rights and Social Movements: A Comparative and Statistical Analysis* (Oxford University Press 1997, with Joe Foweraker) and *Governing Latin America* (Polity Press 2003 with Joe Foweraker and Neil Harvey). He has numerous articles in the *British Journal of Political Science*, *International Studies Quarterly*, *Democratization*, *Political Studies*, and *Human Rights Quarterly*. In addition, he has worked on a human rights measurement project for the European Commission and is undertaking a new evaluation project for the International Centre for Transitional Justice on the information management systems used in truth and reconciliation processes.

Ms. Meghna Abraham did her undergraduate law degree at the National Law School in Bangalore, India and subsequently completed the BCL and an M.Phil in Law at the University of Oxford. She has worked as a Senior Research Officer at the Human Rights Centre, University of Essex. Her research interests are in children's rights, gender and human rights and the interface between international economic law and labour rights.

ANNEX 3

List of questions used in the evaluation

Human Rights Organisation Assessment and Performance Evaluation

Dr. Todd Landman and Ms. Meghna Abraham

Human Rights Centre

List of questions and nature of evidence

Aspect	Questions	Evidence
I Content	What are the main aims of the organisation?	'About us' from web-site; annual review documents
I Content	What are the main objectives of the organisation?	"
	What are the specific goals: promotion, advocacy, documentation?	"
	What determines the choice of the objectives?	Interview of key staff
	Are the aims realisable and achievable?	Interview of key staff
	Are objectives sensible?	Interview of key staff
	What kind of short-term targets does the organisation have?	Documentation
II Activities	How have the objectives been operationalised?	Interviews/documentation
	What are the specific activities that have been carried out?	Interviews/documentation
	How do these activities achieve the stated aims and objectives?	Interviews/documentation; must show links between activities and aims/objectives
	What determines the choice of specific programmes?	Interviews/documentation
II Activities	How successful have the activities been?	
	Was the total number of planned activities for the period carried out?	Interviews/documentation = should see a breakdown
	What percentage of planned activities were carried out?	Interviews/documentation = should see a breakdown
	How successful have the specific programmes been?	Interviews/documentation = need to see progress
	What indicators of success does the organisation use?	Interviews/documentation = things like petition signatures, legal changes, new government policy
	What are the strengths of the activities?	Interviews/documentation = most documents make positive claims
	What are the weaknesses of the activities?	Interviews/documentation = very few documents make negative claims
	What are the obstacles to achieving greater success?	Interviews/documentation = some documentation may identify problem areas
II Activities	What kind of access to international fora does the organisation have?	Interviews/documentation
	Where and what kind of events does the organisation participate in?	Interviews/documentation
	What determines the choice of	Interviews/documentation=tricky

	international fora?	question, might be funding
II Activities	What influence has the organisation had in international fora?	Interviews/documentation
	What types of activities does it engage in to have influence?	Interviews/documentation
II Activities	Has the organisation established extensive international networks?	Interviews/documentation
	What partnerships have been formed?	Interviews/documentation = number of partners, duration of link, density of network
	What is the geographical scope of the partnerships?	Interviews/documentation = country offices of partners
	What is the nature of the partnerships (i.e. funding, collaboration)?	Interviews/documentation
	What is the power dynamic of the relationship?	Interviews/documentation = is target NGO dominant or subordinate
	What role do the partners play in the activities? (development and execution)	Interviews/documentation = should be clear roles identified
IV Outcome	Has the protection of the specific human rights area improved over time?	Interviews/documentation = country level and programme level feedback
	What specific indicators can the organisation provide for evidence that such protection has improved?	Fewer violations, better laws, more cases, actual citation of NGO work
V Management	Does the organisation have its own evaluation procedures?	Interviews/documentation
VI Finances	How are the resources used?	Interviews/documentation
	What percentage of funds is used for direct realisation of objectives?	Interviews/documentation
	What percentage of funds is used for administration?	Interviews/documentation
	What percentage of funds is used for staff?	Interviews/documentation
V Management	What has been the growth of the organisation?	Interviews/documentation
	What are the time-series numbers of staff members?	Interviews/documentation
	What are the time-series financial figures?	Interviews/documentation
	How many subcontractors are there?	Interviews/documentation = should know supply chain
	What has been the growth in the number of activities?	Interviews/documentation
	What has been the growth in the nature of activities (i.e. has there been diversification)?	Interviews/documentation
III Output	What is the main output of the organisation?	Interviews/documentation
	How many publications are there?	Interviews/documentation = lists of publications
	What kinds of publications are there?	Interviews/documentation = list of publications
	What is the circulation of publications?	Mailing lists
	What other information is produced?	Interviews/documentation
V Management	What has been the main feedback on the organisation?	Interviews/documentation = feedback forms, assessment questionnaires
	What procedures are in place to review staff performance?	
	What training does the staff undergo?	

ANNEX 4

- f) Would you be able to point to ways in which these activities/project have improved or prevented the worsening of the human rights situation in the areas/regions worked on?
3. Have you ever used publications, urgent appeals or other campaigning materials, advocacy handbooks, or training manuals produced by the organisation?
If so, a) Please list the main materials used?
- b) How useful have you found these materials?
4. Have you ever approached the organisation for assistance or information and if so, how did they respond?
5. Are there any other ways in which you think your interaction with the organisation has assisted/contributed to the work of your organisation?
6. Any other comments about the organisation:

ANNEX 5

Letter to international bodies and experts

The Human Rights Centre at the University of Essex is carrying out a performance evaluation of human rights organisations on behalf of the Ministry of Foreign Affairs of the Netherlands. This exercise is part of internal procedures for evaluation within the Ministry.

As part of the evaluation, we are contacting international organisations, delegations and experts who are familiar with the target organisations' work. Your contact details were given to us by .

We would greatly appreciate it if you could give us your assessment about , especially commenting on the following three aspects:

1. Effectiveness of the organisation and the programme
2. Major contribution/impact of their activities at the regional/ international level
3. Ways in which the organisation has helped your work

Please feel free to limit your answers to a particular program or aspect of the organisation's functioning with which you are most familiar.

Please e-mail your responses to us by the 20th of May 2003 at mabraham@essex.ac.uk or fax them to +44 1206 873637 marking them to the attention of Meghna Abraham.

Please note that all responses will be considered confidential. They will be summarised in general terms and will help contribute to the overall assessment of the organisation.

Thank you,

Dr. Todd Landman
Senior Lecturer, Department of Government
Deputy Director, Human Rights Centre
University of Essex
Wivenhoe Park
Colchester, Essex CO4 3SQ
United Kingdom
todd@essex.ac.uk
44-1206-872129

Ms. Meghna Abraham
Senior Research Officer
Human Rights Centre
mabraham@essex.ac.uk
44-1206-873764

ANNEX 6

