

**Evaluations and Reviews of Partnership Programmes no. 27.  
The Danish Centre for Human Rights**

## **Review**

### **Human Rights Training of the Police in Albania**

**Review:**  
**Human Rights Training of the Police in Albania**

# **Contents**

Message from the Executive Director

Foreword

About the Project

## **Review**

Abbreviations and Acronyms

1. Introduction
2. The objectives of the project and the main components
3. Main activities and achievements
4. External review of the project – findings
5. The future activities
6. Conclusions
7. Recommendations

## **Annexes**

Annex A Terms of Reference for internal review

Annex B Terms of Reference for external review

## Message from the Executive Director

The Danish Centre for Human Rights (DCHR) initiated its partnership programmes with democratic governments, universities and NGO's in developing countries at the beginning of the nineties. Until then, DCHR had conducted analyses of the human rights situation in different regions. Though the analyses were met with both interest and acknowledgement, the question arose as to how to apply the principles in practice. How could structures and organisations be established for human rights to become an active part of society?

The question was indeed a challenging one. In Denmark, the development of a democracy had been fundamentally different from the situation found in many of the newly established democracies in developing countries. DCHR could therefore merely provide fragments of a pattern but no fully fledged solutions. As a result of this, an open and experimenting dialogue was effected between DCHR and local partners.

The initiation of DCHR partnership programmes took place at a time where the international human rights environment was shifting its focus and a new agenda was fostered. This agenda has three leading principles:

The first principle is the implementation of human rights. The UN World Conference on Human Rights in Vienna in 1993 endorsed the historically unique Vienna Declaration and Programme of Action which focuses on international and national implementation mechanisms. As from the signing of the UN World Declaration of Human Rights in 1948, the emphasis had primarily been on the establishment and consolidation of international norms and conventions. The Vienna Declaration represents an international landmark in terms of translating these norms into practice.

The second principle is the active role that human rights can play in the prevention of conflicts. New conflict patterns have arisen since 1989, and there is a need for stable solutions in especially the African and European regions. One of the prime concerns is how the principle of non-discrimination, and tolerance in general, can be implemented and sustained. This is of fundamental importance to the ongoing developments in for instance the Balkans and Rwanda. A major reason for the escalation of problems in these areas is the absence of a dialogue between different groupings in society. A central objective is therefore to provide the settings for such a dialogue to emerge and be sustained. This objective forms part of a Nordic approach focussing on the establishment of a dialogue between ethnic groups and between governmental authorities and civil society. The interplay between human rights and conflict prevention is an area which requires further development.

The third principle is that of local ownership. The partners define the problems to be addressed and the strategies to be applied, and they spearhead the actual implementation on the ground. The DCHR serves as a source of ideas and inspiration and acts as a sparring partner.

Finally it should be stressed that Danida's willingness to support DCHR's work financially as well as the availability of expertise from a range of Danish key institutions to act as resource persons on DCHR's partnership programmes have been of ultimate value. DCHR has benefited from expertise provided by public institutions, including ministries, the police and prison service, courts, the

Ombudsman, Universities, and independent institutions such as NGOs, the educational establishment, lawyers and journalists. These assisting measures have been an essential prerequisite for the work of DCHR and its partners for the past decade.

Morten Kjærum, Executive Director, December 2002

## Foreword

At the beginning of the 1990s the Danish Centre for Human Rights (DCHR) initiated partnership programmes in two regions, namely Southern Africa and Central Europe / the Baltic Sea States. Since 1996, DCHR has expanded its regional involvement. Today, the project portfolio of the Centre encompasses about twenty countries in the Balkans, the CIS countries, Africa, Asia and Central America. A positive development has been that projects in the Baltic Sea States and Central Europe have almost been phased out meaning that former DCHR project partners have succeeded in continuing their work independently of DCHR.

One of the common denominators of these programmes is that they fall under the rubric of democracy and human rights and the implementation of Danish development policy objectives (Danida programme countries, FRESTA and assistance to Central and Eastern Europe).

Initially DCHR's strategy was to capacitate civil society organisations. In some of the new democracies where NGOs were virtually non existing, DCHR assisted in building up sectoral programmes for the support of NGOs. In 1993, DCHR broadened its programmes in order to include the state and independent institutions financed by the public sector. A holistic approach was deemed necessary since all three sectors - the state, independent institutions and NGOs - constitute major actors in establishing and securing a dynamic and interactive democracy.

During 1998, DCHR aligned its partnership programmes with the Centre's own strategic plan, focussing on capacity building and a number of target groups in the fields of human rights and the rule of law. Target groups comprise parliaments, the state administration, courts, ombudsmen, national human rights institutions, universities, educational institutions, civil society and intergovernmental organisations. The methodological approach includes research, training, strategic planning, institutional development and capacity building in the field of human rights.

Monitoring, reviews and evaluations form an integral part of establishing sound partnership programmes. The evaluations are conducted by external and independent consultants who have the sole responsibility for drafting the reports and the conclusions. In most evaluations, consultants are seconded by the DCHR project manager in charge of the programmes together with local experts in order to ensure that relevant information is retrieved, including non-documented communication. In addition, it is of the utmost importance that the wealth of information that is gathered during the evaluations, but which is not necessarily included in the reports, remains with those who are responsible for the programmes.

DCHR intends to publish as many of the evaluations as possible. However, evaluations which contain confidential information or which are mainly administrative capacity assessments and do not focus on the implementation of activities, will not be published.

The evaluations of DCHR's partnership programmes have proven that vision, planning, management, administration and profound professionalism in the field of human rights are essential prerequisites for performance and for the ability to achieve results. In this respect, human rights institutions do not differ from other institutions.

When considering the favourable evaluations, these programmes tend to share a number of characteristics: i) ownership of the programmes is in the hands of the partner institutions; ii) managers possess a high level of integrity and professionalism and are committed to develop skills in the fields of human rights and institution building; iii) the institutions are transparent, e.g. develop proper administrative practices, including financial control; iv) it is fairly impossible to raise funds locally; v) there is a high degree of DCHR involvement and impact on the levels of institution building and training in human rights standards; and vi) cooperation between state institutions and civil society organisations contributes constructively to the promotion, protection or fulfilment of human rights, for instance, in terms of legal drafting and law reform initiatives.

In another evaluation of the African Commission on Human and Peoples' Rights, which was commissioned by SIDA and carried out by the Nordic Africa Institute in conjunction with a Swedish university, the evaluators commented on "the Danish model". In their view, this model implies a high degree of DCHR involvement and coaching but without DCHR taking charge of the process or the results. However, according to other evaluators DCHR tends, at times, to be too involved. The evaluations will assist us in maintaining the best possible balance.

Partnerships are based on direct cooperation with local organisations and institutions. Capacity building of partnership institutions and local human rights resource bases is thus highly prioritized. DCHR only places DCHR project advisers in partnership institutions when there is a specific need or a window of opportunity, e.g. in connection with major reform initiatives. DCHR has only registered one local office (in Rwanda).

The fact that DCHR is not involved in the daily management of partnership institutions ensures that the responsibility for decision-making and implementation lies solely with the institutions. The partners are thus responsible for their own successes and mistakes. It should be noted, however, that there is a considerable degree of professional capacity in many of the countries in which DCHR is engaged even though these countries are poor in terms of GNP.

Although most human rights institutions in developing countries and the new democracies find it difficult to raise funds locally, some have successfully managed to attract co-funding from other international donors. DCHR has gradually withdrawn its funding from several programmes after the partner institutions have been consolidated and, in some cases, other donors have taken over.

DCHR has initiated a study on human rights indicators. Phase I of the study has been published. The purpose is to provide DCHR project managers, partners as well as external stakeholders in Denmark and in the countries where DCHR works, with assessment tools which allow international comparison in terms of processes of democratisation and compliance with fundamental rights.

By continuing to develop these concepts, it is our hope that the study along with the present series of evaluations will contribute to the further consolidation of DCHR's work and be a source of inspiration to others.

Birgit Lindsnæs, Director of International Department, December 2002

## **About the project: Human Rights Training of the Police in Albania**

The cooperation of the Danish Centre for Human Rights (DCHR) in Albania dates back to the mid-1990s when a teaching manual for university training in human rights was developed. The project “Human Rights Training of the Police in Albania” was identified within that context. The project was designed during 1999 and commenced in January 2000 as a co-operation between the Albanian Centre for Human Rights (ACHR) in close connection with the Ministry of Public Order (MPO) in Albania and the DCHR. The project is planned to last for three years with a total Danida funding of DKK 4.7 million.

In the internal review report from September 2001<sup>1</sup> is stated: “The project has been necessary due to several actors; the transition in the country, which has been accompanied by a range of hazardous phenomena for the society, such as criminality, corruption, woman and children trafficking, refugees trafficking and breaches of law. The key role that the Albanian police has in developing the democracy in Albania, for maintaining the peace and protecting public order through law enforcement, and for protecting citizens’ human rights. The project was also necessary due to the fact that the Albanian police do not have the necessary education in the field of the Albanian legislation, human rights, and human rights international standards. The long-term objective of the project is to educate the Albanian police with human rights and sensitise them for respecting and protecting citizen’s human rights. In order to achieve that objective two courses of activities have been planned: restructuring the teaching curricula at the Police Academy, and training active police officers”.

The project has been planned to cover all prefectures in Albania, preparing trainers that have been selected among officers in police departments, who continue to train at the grassroots level of the police forces, thus involving all forces. That objective has been planned to be achieved by training the police in four Prefectures each year, so that in the end of the project all Prefectures will have been involved. The main target group is the police commissariat grassroots level.

Two reviews have been carrying out during the project period from January 2000 to December 2001. An Internal Albanian Review was carried out in September 2001, with the goal to determine the effectiveness of the activities in relation to training active police force and to give recommendation for the further implementation of the project. This review comprises a considerable amount of statistics based on questionnaires etc. (available upon request). The second review with an External Review Team was carried out in December 2001. The review was intended to appraise the relevance, cost-effectiveness and effectiveness of the two main components of the project – training and capacity building, with reference to the indicators contained in the original Project Document.

These two reviews are combined in this report. An external consultant, Lis Jespersen, has summarized the findings and recommendations from both review reports without any personal interpretation.

---

<sup>1</sup> The report is called: “Evaluation Report (Summary – in English). Progress evaluation of the project “Training the Albanian Police with Human Rights” undertaken by the Albanian Center for Human Rights. Tirana, September 2001.

Both reports are talking about evaluations, but the external consultant has decided to call them both reviews – an internal and an external review – because they were both conducted during project implementation<sup>2</sup>. Recommendations from both reviews have subsequently been incorporated in project implementation. A final decision as to the performance of an evaluation remains to be taken in view of the termination of the transitional Danish assistance to Albania, under which the project is financed.

---

<sup>2</sup> Review. A rather comprehensive assessment of progress of a project or programme during implementation. Evaluation. An independent examination of a project or programme, partly to determine its results, efficiency, effectiveness, impact, relevance and sustainability, and partly to draw lessons that may be more widely applicable. (From “Guidelines for Sector Programme Support” Ministry of Foreign Affairs, May 1999).

**Review**

## **Abbreviations and Acronyms**

ACHR	Albanian Centre for Human Rights
AHC	Albanian Helsinki Committee
ARCT	Albanian Rehabilitation Centre for Torture Victims
DANIDA	Danish International Development Assistance
DCHR	Danish Centre for Human Rights
ECPA – A	European Commission Police Assistance – Albania
EC	European Commission
ERT	External Review Team
EU	European Union
ICITAP	International Criminal Investigative Training Assistance Program (of the US Dept. of Justice)
IRT	Internal Review Team
MAPE	Multinational Police Advisory Element
MPO	Minister of Public Order
OSCE	Organisation for Security and Co-operation in Europe
ToR	Terms of Reference
ToT	Training of Trainers

# 1. Introduction

The transition in Albania from nearly 50 years of isolation as a communist, centrally planned economy and one-party system can be characterised as turbulent and at times quite violent. The past decade has given rise to progress, but this has been hampered by problems of economic stagnation, deepening of poverty, circulation of weapons, and by an uneven political development characterised by irregular elections and sometimes uncertain divisions between legislative, judicial and executive powers.

In this conflict ridden environment human rights are seriously at risk. The state traditionally exercising a centralistic control has to a large extent been falling apart. In this period, some attempts have been made from parliament to pass new, democratic laws, which provide the citizens with certain rights. The attempts to apply for membership of the Council of Europe and the signing of the European Convention on Human Rights can be seen as such interventions. The change of political leadership succeeding the crisis when the pyramid schemes collapsed in 1997 and the passing of a new democratic constitution in 1998 have added new progressive initiatives in this direction.

In terms of human rights indicators, Albania scores very high in terms of formal human rights acceptance (0.5 on the DCHR scale out of 8.0 where low numerical figures reflect high human rights commitment). In terms of real commitment and respect for human rights, the indicators are more negative, however. The score measuring civil and political human rights respect is at 5.0 reflecting that civil and political rights are violated in five out of eight dimensions, for instance as regards extra-judicial killings and disappearances, as regards torture and ill-treatment, and as regards fair trial, freedom of expression, and discrimination against ethnic groups. The situation as regards social commitment is only marginally better compared to the civil and political rights indicators (4.5). The level of public expenditure on health and education is fairly low and there is only limited progress achieved since the mid-1990s in UNDP human development indicators.

Under the communist rule militia undertook policing, which was an organ to the Ministry of Defence. The role of the militia was to exercise social control on behalf of the government, and the main focus was law enforcement. There was no concept of the police being a service-oriented institution working on behalf of the people. Government isolationism also meant that the police were not exposed to modern ideas and theories of policing which were developing in Western Europe, for example community policing.

Under the State Police Law 1999 the Albanian Police is transforming itself into a civil police service, and located within a civilian Ministry of Public Order (MPO). Police personnel are now civil servants rather than military staff. Since 1997 the MPO has been striving to introduce new concepts of policing, and to develop the relationship between the police and the community: to transform the Albanian police from a force to a service. During this period the police have had to acknowledge that to gain trust and confidence of the people, this can only be achieved by respecting and protecting the human rights of all in the community, and this will require a different approach to their relationship with the community as a whole, and individual freedom of the citizens in an emerging democratic dispensation.

As most other state organisations the Albanian police has been affected by the political changes through the last decade. The lack of added resources, political interference in the work of the police, the turbulent and violent political setting, growing national corruption and influence of the international mafia, the increase of criminality in the society and social/economic problems are some of the main obstacles which the Albanian police are facing.

## 2. The objective of the project and the main components

The project document from November 1999 describes that the long term or development objective of the project is to consolidate the rule of law in Albania while the immediate objective is to start building awareness and knowledge within the police about human rights and their implementation, and thus improving the human rights protection of the citizens. Another immediate objective with a view to strengthening the rule of law and democracy in Albania is to contribute to the strengthening of the emerging civil society. The project will contribute to this by building up capacity in the ACHR and supporting its advocacy work, and by involving other relevant NGOs and others in the training of state organisations.

The project has two target groups. The largest target group is the executive power represented by the police. The second target group is the ACHR and other local partners/civil society as explained above. Through advocacy and other activities of the ACHR, legislators and key parliamentarians will also be targeted in order to ensure a strong high level of understanding of and commitment to human rights at large and the project activities in particular. Traditionally there are no women in the Albanian police force, but women will be targeted through the training on the rights of vulnerable groups such as women.

The size of the Albanian police force is a state secret and it is not possible to obtain precise information; the total force probably consists of about 13.500 persons.

The Albanian Centre for Human Rights (ACHR) is the partner of DCHR in the project implementation and is responsible for the implementation of the activities. The firm commitment of the Minister of Public Order (MPO) to the achievement of the project is one basis assumption of the project and has been confirmed by an agreement between MPO and ACHR.

The main component and activity of the project is training and training related activities.

The training component described in the project document has several sub-activities, namely:

- elaboration of a **police manual** written by an Albanian team led by ACHR.

Apart from chapters introducing human rights standards, the manual will include relevant issues such as vulnerable groups e.g. woman and juveniles, detention procedures, ill treatment vs. gaining of evidence, which are central and relevant issues in the Albanian context. Special emphasis will be put on prevention of torture and the directional alternatives available.

- **curriculum development** in the Albanian Police School and at the Police Academy. This component is developed in close cooperation with the Western European Union Multinational Advisory Police Element (MAPE).
- **compilation and distribution of relevant laws** and international documents for the police.

There is an urgent need to reprint and distribute domestic laws, regulations and other material relevant to the police as well as international human rights documents. A systematic assessment will be conducted aiming at compiling existing materials and identifying needs for translation, printing and distribution. A basic library containing a comprehensive selection of domestic, and translated regional and international documents and materials will be tailored to suit the needs of decentralised police units.

- **training of trainers**, in service training and training of police recruits. Training of future human rights police resource persons is targeted at police trainers who are to become specialised in human right and all police academy and police school teachers. The human rights trainers will target both the capital and the regions of Albania. 80 police officials representing the 40 Commissariats of Albania will be trained in Tirana in seminars, which will also include other officials from e.g., the Police Academy and School. Each seminar will comprise 30-35 persons and the total group will be about 100. The Albanian human rights experts in cooperation with DCHR consultants and international experts from e.g. MAPE will conduct the training of trainers.

The police manual and other relevant manuals and documents will be included in the training of trainers. All training will be conducted with tests and certificates will be issued. The training of trainer's programmes will be designed and organised jointly by ACHR, the manual team, DCHR consultants and the MAPE mission.

- as regards in service training, **training will be conducted initially on three "prefectures"** (Dibra, Tirana and Korca) encompassing all police officials in these 14 Commissariats. The pilot seminars will last for one day and be facilitated by ACHR, the Police Academy, Ministry of Public order, Faculty of Law. In service training of heads of the Police Academy and the Police School is also envisaged.

Though the main focus will be on rank officials, in-service training aiming at leaders at high and medium levels is also foreseen. These will represent the heads of the existing Police Academy, the Police School when reopened, and the possible coming Regional Training Centres.

- **study tours** will be arranged to Denmark to build training capacity and give inspiration for the development of Albanian police work, especially concerning police training and how to improve the relationship between police and the community.
- the project leader will undertake investigation and research. **An internship programme** will be established as part of the project activities.

Since very few rights violations or areas of recent concerns are documented systematically and comprehensively the project leader will undertake investigation and research. The themes of the expected studies will have relevance to the activities of the police and could include legal analysis of domestic laws, the practices of the

prefecture, and conditions during detention including possible abuse and torture etc. To assist the project leader in this task, and in order to build up capacity and to broaden the resource base in Albania, an internship program, will be established as part of the project activity.

- the ACHR has a close working relationship with the Parliament. **The key legislators in the Parliament will be offered basic human rights training.**

Parliament has requested the Centre to offer training on human rights in relation with the ongoing legal reform that among other objectives will bring Albanian legislation into accordance with Council of Europe standards. In order to support and strengthen this work of the Centre, key legislators will be offered a basic human rights training course at the Centre and may participate in the study tours described above.

As regards the capacity development and information component, the following activities are envisaged:

- training in areas of participatory project formulation and drafting, written presentation skills and internal monitoring and evaluation skills.

The Centre needs training in the areas of participatory project formulation and drafting (e.g. through Logical Framework Approach), written presentation skills (e.g. for progress reporting) and internal monitoring and evaluation skills.

- development of lobby and advocacy skills.

The Centre – being an “old” and well recognized NGO in Albania – is active in assisting and supporting new and emerging NGOs, and is at the forefront of NGO co-ordination and networking in Albania. To the extent possible, the development of the above mentioned skills might involve both the ACHR and other relevant NGOs.

- a high level launching seminar.

A high level launching seminar – with broad media coverage – will take place at the start of project implementation.

- organisation of press conferences twice a year.

Twice a year press a conference on the project will be organised (the first in connection with the launching seminar), and the project will monitor the media, collecting information about police abuse etc.

- two round tables on urgent and crucial human rights.

Two round tables with different levels of the police on urgent and crucial issues concerning human rights and the police will be organised during the project implementation.

- elaboration of newsletters, leaflets and posters.

During the entire project period, the media as well as the interested public will be kept informed on project activities and progress made. Here the newsletters, leaflets, posters etc. will be used for this purpose.

The project document underlines, as the project is an innovative pilot programme in a politically unstable setting, detailed planning and budgeting for the entire project period is not possible from the beginning. Adjustments according to progress made and experience gained as well as the actual situation in Albania, will be necessary to ensure the best possible result and sustainability within the overall project objectives and budget. In order to ensure this, a project review will be performed jointly by the DCHR and the ACHR towards the end of the first year of project implementation.

### **3. Main Activities and Achievements**

Regarding the objectives of the project the project has some long term and immediate objectives, but in practical terms the project will train all the Albanian Police in all Commissariats of Albania on Human Rights Issues, based on national and international legislation.

An Internal (Albanian) Review Team (IRT) reviewed the first one and a half years activities in September 2001.

The IRT found that the project had done the following activities<sup>3</sup>:

#### **January-March 2000:**

- Preliminary work selecting the project staff and preparatory work with the police commissariats.
- Preparatory work for the police handbook.
- Preparatory work for the list of mini-library books.

#### **March 2000:**

- Participation in the conference "The Right of Information and the Police", organized by the European Center in Cooperation with COLPI, the Public Relations Department of the Ministry of Public Order and the Bulgarian Public Relations Department of the Bulgarian Ministry of Public Order.
- Participation in the seminar: "Democracy Consolidation and the Market Economy in Albania", organised by the Intermediation Institute.

#### **April 2000:**

- Participation in the seminar: "Treatment during Detention", organised by the Albanian Helsinki Committee and the Dutch Helsinki Committee.
- The signing of the Agreement between the Ministry of Public Order and ACHR.
- Monthly meeting of the Advisory Board.

#### **May 2000:**

- Meetings with managers of pilot areas in Korca, Tirana and Elbasan.
- Participation in Human Rights and Police seminar, organised by the European Council and the Ministry of Public Order.
- Try out of the handbook at Commissariats in Durres and Kruja.
- Monthly meeting of the Advisory Board.

#### **June 2000:**

---

<sup>3</sup> DCHR staff from the International, Education and Research Departments have visited the project 15 times including participation in 4 Steering Committee meetings from start of project implementation until late 2002 (DCHR note).

- Publication of the handbook “The Human Rights and the Police”
- Preliminary human rights training seminar at the Police Directory in Elbasan.
- Preparation of the trainers training course structure.
- Preparation of the mini-libraries.
- Monthly meeting of the Advisory Board.

#### **July 2000:**

- Press Conference for presenting the three-year-long project “Training the Police with Human Rights”.
- Publication of the Police poster.
- Preparation of the trainers training course structure.
- Monthly meeting of the Advisory Board.

#### **August 2000:**

- Publication of the periodical newsletter “The Human Rights and the Police”
- Preparation of the trainers training course structure.
- Monthly meeting of the Advisory Board.

#### **September 2000:**

- Seminar for the unification of the project experts’ training methods with participation of foreign experts.
- Human Rights training course in Denmark.
- Publication of the periodical newsletter “The Human Rights and the Police”.
- Monthly meeting of the Advisory Board.

#### **October 2000:**

- Two training seminars for the police headquarters trainers, Tirana
- Establishment of the mini-library at the General Police Headquarters in Tirana.
- Training seminar for trainers and the establishment of the mini-library in Dibra.
- Grassroots training seminars at Tirana.

#### **November 2000:**

- Training seminar for trainers and the establishment of the mini-library in Elbasan.
- Grassroots training seminars at Tirana
- Grassroots training seminars at Dibra
- Grassroots training seminars at Korca
- Grassroots training seminars at Elbasan
- Seminar for police monitoring, South Africa.
- Monthly meeting of the Advisory Board.

#### **December 2000:**

- Monitoring of the four pilot areas.

- Continuation of the grassroots training seminars in four pilot areas.
- Seminar for Public Relations officers, 12 regional headquarters.
- International Conference for Human Rights and the Police, organised by the European Council, Strasbourg.
- Two meetings of the Advisory Board.

#### **January 2001:**

- Publication of "Individual and Police" newsletter No. 2
- Changing of office
- Participation in training of the base level police in Korca, Pogradec, Devoll.
- Preparedness for the study-tour to Denmark.
- Study-tour in Denmark.

#### **February 2001:**

- Meeting and consultations for organizing a new seminar with the Traffic Police in Tirana.
- First seminar with Traffic Police of Tirana: "Training with legislation and human rights.
- Meeting of the Advisory Group.

#### **March 2001:**

- Second seminar with the Traffic police in Tirana.
- Third seminar with the Traffic Police in Tirana
- Preparedness for ToT in Fier Prefecture
- ToT seminar in Fier Police Directorate.
- Project leader resigned (26 March)
- Participation in the seminar with officers from Public Relation, organized by Council of Europe and MPO.
- New project leader appointed.

#### **April 2001:**

- Meeting in the Advisory Group
- Meeting with officials from the Danish Police/MAPE
- Completion and layout of the third newsletter "Individual and Police".
- Preparedness for ToT in Gjirokastra Prefecture.
- Visit by the Danish DCHR.
- Seminar of ToT in Gjirokastra Prefecture.
- Preparedness of 170 folders, photocopies of materials for the Academy Conference "Strategy of education and qualification for Police Academy".
- Participation in the Conference.

#### **May 2001:**

- Meeting of the Advisory Group.

- Preparedness for the Lezha seminar.
- ToT seminar in Lezha Prefecture.
- Meeting with the group responsible for the pocket book.
- The applications for evaluation seminar in Denmark.
- Correction of the legislation's book.
- Participation in the joint conference (EU, EC, and MPO): "Professional policing and the Human Rights".

#### **June 2001:**

- Work group meeting for pocket book.
- Monitoring of the training in the base level in Fier.
- Discussion with police's experts for the summary of "Legislation of state's police"
- Advisory group meeting
- Preparedness and review of the summary book: "Legislation of state's police"
- Test and amendment seminar in Copenhagen
- Plan activities for upcoming six months.
- Starting preparation for TOR for mid-term review.

#### **July 2001:**

- Publication of newsletter "Individual and the Police" No. 4.
- Meeting in the Advisory Group.
- Monitoring of the base level training in Gjirokastra.
- Training of trainers in three Commissariats of Shkoder Prefecture.

#### **August 2001:**

- Two first weeks – holidays for staff.
- Review of all materials and evaluation tests fulfilled by trainers in four ToT seminars and classifying their suggestions, needed to improve ACHR's work in other seminars.
- Preparation of the new book "Legislation of state police".

#### **September 2001:**

- Finalization and publication of the book "Legislation of state police"
- Promotion of "Legislation of state police".
- Mid-term review of the project.

#### **October 2001:**

- Newsletter "Individual and the Police" No. 5.
- First National Conference "Police and Human rights"
- Steering Committee Meeting
- Monitoring of the training in the base level in Shkoder and Lezha
- Publication of the project's brochure –1000 copies
- Publication of a special newsletter for the National Conference

#### **November 2001:**

- Participation in a Seminar organized by ICITAP
- Seminar of ACHR with members of Parliament (three commissions)
- Advisory Group Meeting
- Final Revision seminar in Copenhagen

#### **December 2001:**

- Work meeting with ECPA-A officers
- Workshop for monitoring
- Monitoring in Fier police
- Preparation and publication of the pocket book (ABC of policing)
- Support for DCHR evaluation group
- Publication of the project brochure in English
- Preparation of the video for police

The Internal Review Team conclusions of the activities and achievements are:

#### **Project's compatibility with ACHR mission and the Albanian police needs.**

The project is compatible with ACHR mission for contributing to the development of human rights knowledge and understanding in the Albanian society, and for contributing to the establishment and strengthening of democracy and civil society in Albania. The police project has aimed at the fulfilment of this mission in the environment of the Albanian police. The selection of the projects beneficiary groups is right because they are the major groups in the police sector. The goals of the project have been outlined in such a way that their achievement makes possible the information and provision with human rights knowledge and the skills for sensitisation and acquiring new attitudes. The project has met a part of the Albanian police needs. The project's initiative has been based on a global knowledge of the situation instead of a local and there has been no preliminary research.

#### **Project's influence on officers, policemen and Police Academy students.**

In general, as a result of all the projects activities (seminars, human rights literature, round tables, press conferences, newsletters, mini-libraries), policemen have been frontally initiated in the sensitisation, knowledge and application of human rights in their every day work. This is a very important step forward, which should be taken further with other training and supporting activities with the police so that the protection of human rights is embodied in the foundations of their civil and professional activity ethics.

#### **Employment of ACHR material in the framework of the police project.**

The project's step-by-step implementation has enabled training, sensitising and vocational publications in the due amount and time. In the conditions of a sheer insufficiency of publications about human rights and international instrument that protect and provide for human rights applications, these publications have been a great help. They have helped not only the seminar participants but also all policemen because human rights mini-libraries have been established in police headquarters.

## **Cooperation with the Ministry of Public Order.**

This parameter's realization is proven by the institutionalisation of the project based on the agreement between ACHR and MPO. The full support of all responsible persons in all levels of MPO structure during all project stages has enabled the coverage of a considerable number of Prefectures so far.

## **The influence of the Study Visit to Denmark.**

The visit had its influence on the elaboration of the ideas for institution changes, the creation of a new vision for cooperation among various institutions. 16 persons took part in the visit in February 2001. Thanks to the exchanged experience, a new relationship was established between the civil society and the police to cooperate for crime prevention, a new structure was finalized in the Police Academy. The Danish experience of students' practice in commissariats was necessary to be applied in the Albanian Police Academy as well. The police inspired by Denmark have put a new telephone hotline at the citizens' disposal for reporting cases of maltreatment.

The Internal Review Team concluded that the projects strong points are:

First of all the focus on important issues (human rights) for the Albanian society and police. The institutionalisation of the cooperation with partners and donors. The coverage of a great number of Prefectures by the project. Beneficiaries' increasing interest in the projects continuity. Attraction of experienced and dedicated collaborators. Preparation of a range of publications for the beneficiary groups and the secured financial support.

And the projects weak points are:

The project has been based on a global knowledge of the police problems rather than on a research of concrete needs. The focus is on the informational aspect rather on the vocational and sensitisation one. The training sessions are too short with the policemen and the connection with police commissariats is weaker than with other levels.

## **The Internal Review Team recommendations are:**

The project should continue, but re-dimensioning the component of training. In the police training activities the stress should be on their practical skills and their awareness of exercising rights and doing the job. A map of human rights issues in the police should be drawn and a more effective assistance for the training methods should be attracted.

Concerning the publications more new publications should be planned, more case studies should be prepared and materials should be published according to groups of rights and categories involved in the project.

About the Ministry of Public Order, the MPO should continue the dialogue with ACHR, its representatives should convey to ACHR its interests, problems, needs and evaluation about the project. MPO should ask ACHR time after time for information about the progress of the project that it implements in its premises with its permission and MPO can support the progress of the

project through the generalization of the experiences, especially in those aspects that are interesting on a national level, or for problematic commissariats.

The cooperation with other NGOs, common projects for training the police with human rights should be implemented.

And finally since the project has been useful and it has a great impact in several aspects, its financing should continue and the donor should provide assistance for better realizing the training courses, focusing them on the practical application sense.

## **4. The External Review – findings**

The External Review Team (ERT) found during the review in December 2001 the following findings described below.

The overall conclusion of the ERT was that the project has begun the process of making the Albanian police aware of Human Rights issues, and certainly at the level of those senior officers in the 8 Prefectures and 42 Commissariats who have been sensitised to the problems, which need to be faced as police officers. The process of initial training to those officers who have responsibility for training the basic level officers is essentially flawed. This is due both to the length of the training and lack of in-depth knowledge transfer of Human Rights; and, the paucity of major practical examples, which challenge police operationally in complying with national and international standards of policing.

The ERT found that there is a good evidence of ownership of the project by the Albanians – both police, MPO and ACHR. All interlocutors were open in discussions, and readily acknowledge the weaknesses in their systems – there is a strong will to improve and many of the ideas essential for the transformation of the Albanian into a civil police service figure in their conversations. Work by the project will have contributed to this growing awareness, together with the partnerships forged between the project collaborators.

The project document defines activities within five main areas; training, study tours, internships, parliamentary lobbying and capacity building. Prominent among these activities is the training component. The project budget allocates DKK 1.3 million for training (32 % of project expenditure), while the capacity building component only is budgeted at DKK 0.03 million (0.7% of expenditure). However, a study tour to Denmark related to capacity building was also budgeted (7.2%). The second largest budget item in Albania was the local partner support, i.e., running costs as well as local institutional support such as steering committee meetings, advisory board meetings, and staff salaries (22.1% of project expenditure).

The figure below indicates the activities defined and their realization.

<b>Activities planned</b>		<b>Achieved</b>
6.1 Training		
	6.1.1 <b>Police manual.</b> 3000 copies. Vulnerable groups sections.	Police manual completed July 2000. 3000 copies printed.
	6.1.2 <b>Curriculum,</b> development of	Courses discussed August 2000. Seminar in police project, South Africa 2000. Participation in international seminar in Strasbourg 2000.
	6.1.3 <b>Mini-libraries,</b> compilation of books, 60 library packages planned, and pocket book 5000 planned.	7 sets of mini-libraries by 2000 in progress, work commenced May 2001.
	6.1.4 <b>Training of trainers,</b> 12 resources persons, ToT, Training of Recruits.	12 resources persons. 8 Directorates of police by end 2001. 4 remains. 191 officers trained end 2001. Basic training in 4 Directorates 2000.
6.2 Study tours	<b>Study tours</b> targeted at the police, Ministry of Public Order, the Police Academy and Institute. Key parliamentarians can be included. Visits envisaged to Denmark.	Study tour to Denmark of 17 persons during January-February 2001.
6.3 Internships	The project leader is to undertake research in order to document Human rights violations. An <b>internship programme</b> is to be established.	To be realized during 2002 according to project manager.
6.4 Parliamentary lobbying	Activities for <b>parliamentary lobbying</b> organized with 3 parliamentary committees.	November 2001: Interactions with: <ul style="list-style-type: none"> <li>- Law Committee</li> <li>- Human Rights and Minorities Committee</li> <li>- Public Order and Secret Security Committee.</li> </ul>
6.5 Capacity building	<b>Capacity building</b> concerning coaching, participatory project,	Courses on project planning, monitoring and evaluation in

	planning and lobbying skills.	Denmark.
	6.5.2 Information and advocacy. Launching seminar 2 press conferences pr. Year 2 round table conferences media coverage.	6 newsletters completed. Poster published. Publications: The Strategy of the reform in the Police Organisation (English and Albanian). Methods for Trainers. 6 newsletters (The Individual and the Police).
Other activities	Seminar with Traffic Police. Publications.	February 2001 and two in March 2001. Legislation of State Police.

It is fair to say that the project was planned as a training project with some allowance for elements of local capacity development; and wider societal support and dialogue – including some training of parliamentarians. The table above shows that training plays a major role budgeted, and this is where the project reporting, i.e., Progress Reports of 2000 and first six months of 2001 is most detailed on achievements.

From the table above it is clear that the project has moved according to the plan as regards the cascade model of training with the three steps of:

- Educating resource persons
- Training of trainers by the resource persons; and
- Basic training

The training of trainers in the four remaining Prefectures will be completed during 2002 (see activity plan for 2002) and many basic level officers will receive their training. However, there are concerns about the quality of the initial training given to the experts known as the Resource Persons, and also for those Trainers to whom the training was subsequently cascaded.<sup>4</sup>

From discussions with a variety of interlocutors, it was clear that there was a widely held perception that the initial training of trainers (ToT) was too short at 2 days training, especially if one considers that not all the participants had any previous experience of training. This included the end of course

---

<sup>4</sup> Reference to the Agenda for the review team indicates very limited time spent on knowledge transference about Human rights per se, the focus being rather more on training methodologies. Overall, 2 days is far too short a time for such an undertaking. Without more appropriate timeframe, with considerable time devoted to discussions and case study work on the operationalization of Human Rights in the legal and social context of Albania. A Training Needs Analysis would consist of a set of personal structured interviews, and questionnaires completed by a selection of individuals at various levels in the police to identify which skills and knowledge are required to perform a specific function. From the information gathered a training course is then designed and the curriculum written – and, moreover this would also determine the amount of time required for the training to take place.

evaluation forms completed by the participants. The agenda focuses largely on training techniques, with lesser emphasis on the knowledge transfer of human rights. Acknowledgement that this was too short a training was forthcoming, but there was no indication that it would be possible to lengthen the training. It was explained by senior police and MPO officials that it was not possible to remove senior police from their functions to attend trainings for longer periods – a position which in hindsight appears rather short-sighted.

The manual was already started during a former project, but was completed during the first half year of the present project. It was published in 3000 copies as planned. In one directorate visited by the review team, the manual had been distributed with one copy for every second policeman or woman. It is the view of the review team that more copies of the manual would be useful, in order that every police person in the country can receive one at the conclusion of the project basic training. The total number of police is estimated at 13,000 in the country.

The information activities and publications have been achieved in the sense that newsletters have been published; and, that a national conference was held during 2001 on Police and Human Rights. Six newsletters have been published at the end of 2001. The newsletters are distributed to the Police Commissariats and to the Ministry of Public Order. The project has also published the new legislation of the state police in Albanian, and “The Strategy of the Reform in the police organisation”. Again, this was an instrument appreciated in the police directorate visited and by the authorities in the Ministry of Public Order.

So far, the capacity building elements have mainly been achieved through the participation of staff in monitoring and evaluation courses in Denmark; and, in the organisation of seminars in Albania. The project is not monitoring capacity building elements very systematically and it is difficult from the project documentation to see what has actually been realized.

It could be assumed from the original project document that capacity building was one of the immediate objectives of the project. Not only of the project staff, but of an emerging civil society as it is put in the project document, but this is difficult to clarify in the absence of a logical framework specifying the concrete goals of the project. However, what is clear from the ERT discussions with the project staff is that capacity building of other NGOs is not thought of as an objective, while capacity building of project staff is seen as an output and a means to achieve the immediate objectives.

The original project document is framed as a narrative record of what the project set out to achieve. It has not been broken down into a format, which makes it easy for the reader to understand what is the Project Purpose; and the Target Groups are not very clearly specified – moving from “ACHR and other local partners...” to “legislators and key Parliamentarians”. This lack of clarity is exemplified in the Project Progress Reports, which set out the long term (Development) Objective as “To train all the Albanian Police in all the Commissariats of Albania on Human Rights issues based on national and international legislation”. The Purpose as set out in the original Project Memorandum is certainly not clear, and is contained in Paragraph 3 in three short descriptive paragraphs, which is not designed for ease of comprehension by readers, especially when it being read by persons whose first language is not English or even if translated into Albanian. The first paragraph expresses the Project Purpose as “to consolidate the rule of law in Albania while the immediate objective is to start building awareness and knowledge within the police about human rights and their implementation...”. This is not very rigorous approach to project design, and leaves

the project vulnerable to individual interpretation by those tasked with its implementation. Additionally, such an objective as “to consolidate the rule of law” is not achievable, especially in such a small, and what is essentially a narrowly focused training intervention.

A more useful model for project design, and one which can be utilised in a very participative way with potential partners, is to use Logical Framework (LogFrame). Not only does it bring an effective discipline to project design, but it also has the advantage of focusing the minds of the designers on concise Goals and Purposes; but also very much demands careful thought about Indicators and Measures to enable the achievement of Outputs and Outcomes to be properly monitored. Concerning project objectives and their realization, the project document does not define the project objectives in a logical framework with indicators defined very schematically<sup>5</sup>.

<sup>5</sup> An example of how this project might have been set out in a Logframe is set out here:

Narrative Summary	Objectively Verifiable Indicators (OVI)	Means of Verification (MoV)	Assumptions
<p><i>Development Objective (Goal)</i> The development of a civil democratic policing service in Albania which is responsive, accountable, open and transparent</p>			<p>The Government of Albania remains committed to police reform</p>
<p><i>Immediate Objective (Purpose)</i></p> <ol style="list-style-type: none"> <li>1. To build awareness within the police about human rights and their implementation</li> <li>2. To improve human rights protection of citizens</li> </ol>	<p>End of Project Status (EoPS)</p> <ol style="list-style-type: none"> <li>1. Reduction of extra judicial killings, torture and inhuman treatment by the police</li> <li>2. A growing commitment to respect Human Rights results in preventive measures by senior law enforcement officials</li> </ol>	<p>US State Dep. reports</p> <p>Amnesty International Reports</p> <p>Human Rights Watch Reports</p> <p>Monitoring Reports of ACHR and other civil society org.</p> <p>Project monitoring reports by DCHR</p> <p>Perception surveys to measure public satisfaction with police Human Rights compliance</p> <p>Perception surveys to measure police awareness of Human Rights issues</p>	

<p><i>Outputs</i></p> <ol style="list-style-type: none"> <li>1. Sound police practices in sensitive areas of Human Rights are developed and implemented</li> <li>2. An efficient system of police education and training for Human Rights implemented</li> <li>3. A positive interaction between government law enforcement agencies and civil society actors established</li> <li>4. Human Rights are integrated into a Code of Conduct for police</li> </ol>	<p>Human Rights training courses designed and delivered</p> <p>Stop and arrest policies and procedures in place.          Detention policies and procedures in place.          Search and seizure policies and procedures in place.          Intensive (intrusive) surveillance policies and procedures in place.</p> <p>Code of Conduct for Police officers devised and implemented</p>	<p>Survey of media reports of police abuse</p> <p>Number of reports of Human Rights abuse by police to telephone hotline</p>	
<p><i>Activities</i></p>	<p>Inputs: Albania - Denmark</p>		



As the objectives and focus of the project is sometimes referred to in diverse ways, for instance in the Progress Reports, it is possible to find other project objectives than the ones originally mentioned in the project document, The ERT suggested that it is made clear and explicit for the remainder of the project period what the project goals are. This could also be useful in the situation where the Albanian Centre of Human Rights would wish to carry on and deepen certain project activities in a future new project.

The ERT has elaborated a proposed logical framework matrix that defines objectives and indicators. This framework is a proposal and should be considered as a matter of inspiration for the project management.

In the view of the ERT, the long-term development objective of consolidation of the rule of law is very ambitious and broader than is necessary considering the fact that this is a project whose core activity is police training. In the new LogFrame, the ERT suggests that the development objective of the project could be:

- The development on a civil, democratic policing service in Albania, which is responsive, accountable, open and transparent”.

As far as the immediate objective of awareness and knowledge about human rights, this seems a sensible objective, well defined in accordance with the core of the project. It is the view of the ERT that the project is already making good progress to achieve this objective. What the ERT doubts is that this raising awareness and sensitisation is changing police behaviour. This will require a much deeper intervention, including the political commitment of the Government of Albania to make the police openly and transparently accountable for their actions. Following on from this would be the organisational development of the Albanian Police to introduce personal responsibility and management accountability for the performance of the institution in compliance with national and international human rights legislation. Such organisational development must necessarily include an improvement in the conditions of service for police personnel as a priority. Such improvements should include salary and other compensation enhancements.

In addition, in the LogFrame, the ERT suggests that the objective of human rights protection, which was mentioned as an “add on sentence” in the original project document, is made an explicit immediate objective of the project. This would clarify the expectation and, that the project can have an effect or impact in the interactions between the police and the citizens.

In terms of indicators the Project Document is rather confusing in the way that it describes the indicators in relatively broad terms, and without any reference or guidance to the project managers, or the Steering Committee or Advisory Group on how to measure or what to measure in terms of achievements. As a consequence the Project Progress Reports relate the inputs and activities, and outputs such as training seminars delivered, but no attempt is made to measure qualitative developments in police behaviour or human rights compliance. The review team consider that this is a particular weakness in the design of the project. However, there is an opportunity in the final year of the project to do some limited impact analysis, and this might be achieved by utilising underused project budget lines for internships and capacity building with parliamentarians.

The ToR's for the external review also include an assessment of the efficiency of the project based on the cost-effectiveness of the project activities. The ERT interpreted this responsibility as an assessment of the "Value for Money" delivered by the project. The Albanian partners have certainly gained significantly from the project thus far. There is a much greater appreciation on the part of both civil societies – i.e. ACHR, Helsinki Committee and the Rehabilitation Centre for Victims of Torture – of the role of human rights protection which the police ought to play; and also a greater sense of partnership has built up between civil society, the MPO and the senior levels of the Albanian Police. Insofar, the funding has been instrumental in achieving significant "Value for Money" for the donor. The strategy of training the trainers and then training senior police was the right approach with such a limited intervention, albeit that the training programmes were too short and lacking in knowledge transfer.

It was not possible for the ERT to have detailed discussions with the ACHR accountant. However, from the progress reports and discussions with the Project Manager it appears that financial control has been appropriate, and spending decisions have been made in accordance with the Project Document guidelines.

Budget allocations for Internships and capacity building with parliamentarians have not yet been appropriated. In the view of the ERT this presents an opportunity to utilise these monies to fund some limited survey work to facilitate an objective measurement of progress in the final year of the project in the four outstanding Prefectures.

The ERT have these comments on the Human Rights Training Manual:

The review report is predicated on the use of the Manual as a finished article, which has been used and distributed fairly widely to all ranks in the Albanian Police. A general strategy for the management of training is to train the trainers, train the managers; and, then train everyone else. This project is weakened in that the first two components have been deficient. A more logical approach might have been to spend more time on a rigorous design phase before moving on to "Training of Trainers" The design work does not seem to have taken account of the "process mapping" exercise (or Training Needs Analysis) needed to identify where the specific abuses which lead to international criticism about human rights actually occur. There is an assumption that the authors of the manual "knew" where and how Human Rights were being abused. Process mapping is a step by step analysis of the activities required to complete a specific function, and in the case of human rights for example would identify the prisoner arrest and detention procedures which are the points at which rights are most likely to be abused, and by whom<sup>6</sup>.

The Manual was produced by teachers from the Police Academy, lawyers and a representative from ACHR, with support from DCHR. The ERT stated that the practical examples illustrated in the Manual are few, and some bear little relation to the everyday work routine of the average police official interacting with the citizens. A "process mapping exercise" of some typical police/community interactions would have produced some more realistic case studies e.g. a confrontation between a police official and a motorist, a police official involved in a tense and violent domestic situation, a struggling drunken man, dealing with a hooligan in the street, a prisoner who declines to answer questions etc. The review team found the questions tended to be

---

<sup>6</sup> A useful analogy is the process mapping of making a cup of coffee: from filling the kettle, to obtaining the cups and necessary ingredients, to describing what one does with the utensils and ingredients to produce a drinkable cup of coffee.

simplistic and not sufficiently conceptualised to the activities described in the case studies.

The ERT mentions an example in Part 3, Chapter iii-vi, pages 25.80, where the case study relates to a case of drug trafficking – hardly the bread and butter stuff for the average Albanian police official. The case study relates to infiltrating the criminal gang through intrusive surveillance. The chapter itself dealt with a number of important issues such as the ethical principles to be followed in a crime investigation and interrogation – without going into any details about what constitutes torture (both physical and psychological aspects). However, the questions at the conclusion of the Chapter do not explore any of the Human Rights issues so important in criminal investigations:

- What is your opinion on the time and means needed to infiltrate this criminal organisation?
- Should there be appointed other police employees to take part in this task?
- What would you advise your colleagues if they were asked to do the same job?

What about issues relating to the securing and gathering of primary evidence, how to deal with victims, witnesses, offenders etc. What needs to be remembered in conducting an interrogation – what are the differences between confessions and admissions?

The External Review Team underlined that much value would have been added to this process with the inclusion in the design team of an experienced professional police officer from a western European civil police service, with knowledge of development and human rights issues.

The next stage should then be to devote much more time in the inception phase to training the managers and supervisors in the issues of Human Rights and policing in a democracy. Managers and supervisors can be instrumental in changing the attitudes and behaviours of the police, not least in their vital role as exemplars –“walking the talk” of human rights. It may be advisable to use the Manual to inculcate police managers with its concepts before it is used for training the general police education. In this way, the managers are more likely to re-enter the work place after their training into a much better informed context than currently exists.

Experience elsewhere indicates that when asked in a structured way for their views on issues such as Human Rights and the treatment of citizens; police will identify those situations which they were most likely to inflict human right abuses (and therefore create a climate whereby it was acceptable for a police to carry out various methods of torture to extract information or confessions from detainees). Essentially, the police will admit that they are involved, but will also be likely to point out that the courts and the prisons are also fully aware of and ignore the same issues.

One is therefore drawn to the conclusion that the Manual on its own cannot significantly contribute to a lessening of Human Rights abuse in the justice system, especially when the sole focus is the police. A broader, more strategic approach is needed if the impact is to be sustainable, targeted on the other elements of the justice sector – prosecutors, courts, the legal professions, the judiciary and the prisons, The police are the effective gatekeepers to the justice system, especially for the poorest and most vulnerable in society (including woman and children) and these other institutions should act as checks and balances on police operations.

For this to filter down to the lowest levels requires much more knowledge transfer to the middle and lower ranks on both international and domestic legislative requirements. To be successful, such and

approach would need to be based on more relevant case study, role playing, practical observation of good practice – nationally and internationally – and effective external accountability mechanisms.

## 5. The future activities

The training of trainers in the four remaining Prefectures will be completed during 2002, and many basic level officers will receive their training.

However, the External Review Team is concerned about the quality of the initial training given to the experts known as the Resources Persons, and also those Trainers to whom the training was subsequently cascaded.

The ERT finds that a great deal more work is necessary to improve the levels of knowledge and practice of the police officers regarding the appropriate domestic and international Human Rights conventions. It was apparent during the consultations held by the ERT that an important element in “converting” the Albanian Police to an institution which protects rather than abuses human rights is to lay emphasis on the need for such an approach as part of the commitment of the police to uphold and enforce the rule of law. As a rule-bound institution, it can perhaps more easily understand human rights compliance and protection when it is described as a legal /rather than a moral obligation upon the police.

### Activity Plan for 2002

Activity	Months
<ul style="list-style-type: none"> <li>- Publication of the newsletter “Individual and Police” No. 7</li> <li>- Report of the year 2001</li> <li>- Finalization of the video for police</li> <li>- Beginning of the work for the next book “Legislation of the State Police”. No.2</li> <li>- Gathering of information for police from the monitoring report made by Helsinki Committee; Amnesty International, etc.</li> <li>- Monitoring the daily press relating with the behaviour of police</li> <li>- Distributing the pocket book in all police directorate and other institutions</li> </ul>	January
<ul style="list-style-type: none"> <li>- Handling the final report 2001</li> <li>- Preparing the project for continuation of training the police of Dibra</li> <li>- Advisory Group Meeting</li> <li>- Composing the questionnaires for monitoring</li> <li>- Promotion of the pocket book “ABC of policing” and the promotion of the new video</li> <li>- Monitoring the work of the project in Durres and in Berat for the situation relating with respecting the human rights from the police (before training)</li> <li>- Study of the situation of human rights in all police directorate where the training is completed during 2000-2001</li> <li>- Continuation of work for publication of the book “Legislation of the state police” No.2</li> </ul>	February

<ul style="list-style-type: none"> <li>- Internal monitoring of the project in police directorate of Vlora and Kukes</li> <li>- Advisory Group Meeting</li> <li>- Finalization of the book "Legislation of the state police". No.2</li> <li>- Publication of the newsletter "Individual and Police" No. 8</li> <li>- Cooperation with ECPA-A, OSCE and other organizations working for police</li> </ul>	March
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- New programs for training</li> <li>- Training of trainers seminar in Durres police directorate</li> </ul>	April
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- Training of trainers seminar in Berat police directorate</li> <li>- "Study Tour" in Denmark with officers for public relations</li> <li>- Training of the police in base level in Durres and Berat</li> </ul>	May
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- Monitoring of the training of basic level in Durres</li> <li>- Training of trainers seminar in Police Directorates of Vlora</li> <li>- Publication of newsletter "Individual and Police" No. 9</li> <li>- Training of the police in base level in Durres and Berat</li> </ul>	June
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- Training of basic level of police of Vlora</li> <li>- Monitoring of the training of basic level in Berat</li> <li>- Training of trainers seminar police directorate of Kukes</li> <li>- Semi-annual report</li> </ul>	July
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- Training of the police in basic level in Kukes commissariats</li> <li>- Monitoring of the basic level trainings in Berat and Vlora</li> <li>- Vacancies for staff</li> </ul>	August
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- Monitoring the basic level training in Kukes and Vlora</li> <li>- General monitoring of trainings in four police directorate during 2002</li> <li>- Internal evaluation of the project</li> <li>- Publication of the newsletter "Individual and police" No. 10</li> </ul>	September
<ul style="list-style-type: none"> <li>- Advisory Group Meeting</li> <li>- Round Table with all organisations working for training police (MPO, OSCE, Police Academy etc.)</li> </ul>	October
<ul style="list-style-type: none"> <li>- Steering Committee meeting</li> <li>- Internal and external evaluation of the three-year project</li> </ul>	November
<ul style="list-style-type: none"> <li>- Annual report (2002) and three-annual report of the project (2000-2002)</li> <li>- Publication of the last number of newsletter "Individual and police", No. 11</li> </ul>	December

## 6. Conclusions

The overall conclusions of both the Internal and the External Review Teams are that the project has begun the process of making the Albanian police aware of Human Rights issues, and certainly at the level of those senior officers in the 8 Prefectures and 42 Commissariats who have been sensitised to the problems, which need to be faced as police officers. The process of initial training of the expert resource persons and the next level of cascading the training to those officers who have responsibility for training the basic level officers is essentially flawed. This is due both to the length of the training and lack of in-depth knowledge transfer of Human Rights; and, the paucity of major practical examples, which challenge police operationally in complying with national and international standards of policing.

The External Review Team found that there is good evidence of ownership of the project by the Albanians – both police, MOPO and ACHR. The External Review Team felt that all interlocutors were open in discussions, and readily acknowledge the weaknesses in their systems – there was a strong will to improve and many of the ideas essential for the transformation of the Albanian into a civil police service figure in the Albanians conversations. The work by the project has to contribute to this growing awareness, together with the partnerships forged between the project collaborators.

The long term Development Objective of the project is “To consolidate the Rule of Law in Albania”. The immediate term objective is “To start building awareness and knowledge within the police about human rights and their implementation, and thus improving the human rights protection of the citizens”.

More specific the External Review Team found that this goal and purpose were not expressed in the format of a Logical Framework in the original Project Document, and certainly the Development Objective is very ambitious, and unlikely to be achieved in a project narrowly focused on human rights training for the police alone.

The Internal Review Team in September 2001, conducted by local evaluators, concluded that “the activities under the project .... have influenced policemen to be involved in knowing human rights, they have sensitised police forces of human rights and protecting them in their every day work”. The External Review Team was intended to build upon the findings of the internal review, but with the broader objective of examining the general achievements and methods of DCHR’s police training manual work.

At the beginning of the project, Albanian Police had a complete lack of knowledge about Human Rights as they appertained to police work. The ACHR Manual was the first such publication produced for the police in Albania. The DCHR facilitated study tours to Denmark were an essential element in introducing the concepts of Human Rights to the police in Albania – it enabled the participants to observe how Human Rights are actually operationalised in a practical policing context.

The project has successfully introduced the concept of Human Rights into the institution of the Albanian Police. According to Albanian stakeholders in government and among the NGOs, the project was deemed highly relevant. In relation to other donor financed police projects however, as a “project” it could never hope to fully implement and operationalise Human Rights into police

practice and procedures. Now there is the need for a longer-term approach to reinforce Human Rights compliance by the police and make the process sustainable. An observation could also be made that the project has contributed towards improving police-civil society relations.

The original Project Document is framed as a narrative record of what the project sets out to achieve. This approach produced a lack of clarity from the outset, which is exemplified in the Project Progress Reports. These have set out the Long Term (Development) objective as “To train all the Albanian Police in all Commissariats of Albania on Human Rights issued based on national and international legislation”. The first paragraph of the actual Project Document states that it is “to consolidate the rule of law in Albania while the immediate objective is to start building awareness and knowledge within the police about human rights and their implementation...”. The project document also leaves some uncertainty concerning goals of capacity building.

This is not a very rigorous approach to project design, and leaves the project vulnerable to individual interpretation by those charged with its implementation. Concerning project objectives and their realization, the project document does not define the project objectives with indicators defined very schematically. In the LogFrame (food note no. 5) the External Review Team suggested that the development objective of the project might be better articulated: “The development of a civil democratic policing service in Albania which is responsive, accountable, open and transparent”.

Generally, the cascade model may be considered useful, but its utility is severely hampered when only two days are devoted to the Training of Trainers (ToT). It is doubtful if in the two days, which predominantly focus on training techniques, that sufficient practical knowledge of Human Rights can be satisfactorily communicated. Many interlocutors agree with this proposition, but no one has managed to rectify it. A general strategy for the management of training is to train the trainers, train the managers; and, then train everyone else. It may be useful to ensure that the Manual is used in a manner, which targets police managers before it is used for training the general police population. A great deal more work is necessary to improve the levels of knowledge and practice of middle ranking police officers regarding the appropriate domestic and international Human Rights conventions.

What the External Review Team doubts is that raising awareness and sensitisation to Human Rights is changing police behaviour. “Awareness raising” and “sensitisation” are used to describe the outcome of the project. Training as an activity intends to teach people to perform a specific job or skill, or *to behave in a particular way*, using regular instruction and practice. The level and depth of training delivered through the project has not been sufficient to impact on police behaviour and practice, rather it has begun the preliminary work of making the police wake up to issues about human rights in their law enforcement role. It has given them some critical insights into operationalising human rights in their work – i.e. sensitised the police, but not inculcated the lessons into the lives at this stage.

As a consequence the Project Progress Report relate to inputs and activities, and outputs such as training seminars delivered, but no attempt is made to measure qualitative improvements in police behaviour or human rights compliance. There are mixed messages about perceived progress in police behaviour. Some NGOs and others do report improvement in police behaviour where one source (OSCE) was sceptical.

Based on these findings and conclusions the two review teams have the following recommendations for the further implementation of the police training project in Albania.

## **7. Recommendations**

- 1) It is recommended that on the cascade training approach, efforts are made to extend the two days of ToT course and to include some more practically based case studies.
- 2) It is recommended that efforts be made to print and disseminate extra copies of the Manual within the constraints of the existing budget.
- 3) It is recommended that for the remainder of the project period that capacity building is maintained as an activity directed mainly towards local staff.
- 4) It is recommended that a Logical Framework is adopted as the preferred model for future project design.
- 5) It is recommended that the Logical Framework approach of Goal (Longer-term development Objective), Purpose (Immediate Objective), Outputs (Outcomes) and Activities (Inputs) is adopted.
- 6) It is recommended that a limited baseline survey on police and community perceptions of police behaviour is undertaken in the four remaining prefectures before any training takes place; and, that the survey is repeated as a final activity for the project.
- 7) It is recommended that in any future project in which manuals will be written, expert, professional (foreign and national) advice is made available to ensure that some local process takes place prior to the drafting of the Manual, and that case studies are made more relevant to the average police official.