

**FINAL REPORT
AMERICA'S DEVELOPMENT FOUNDATION
HUMAN RIGHTS FUND
USAID/HAITI COOPERATIVE AGREEMENT NO. 521-0236-A-00-1112-00**

Submitted by:
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EXECUTIVE SUMMARY

The Human Rights Fund was developed as a component of America's Development Foundation's Cooperative Agreement No. 521-0236-A-00-1112-00 with USAID/Haiti. The present report covers the most recent 14-month extension (July 1, 1998 through August 30, 1999) of this activity. Anticipated results for this extension period were the following:

- Result #1 Improved community-police relations in 8 communities.
- Result #2 Increased public awareness and actions in support of the protection of human rights.
- Result #3 Increased availability of information and educational resources for the protection and promotion of human rights.
- Result #4 At least 10 Haitian human rights organizations will have the technical expertise needed to monitor, document, and report on human rights violations in a manner consistent with international standards.
- Result #5 Treatment of an estimated 300 victims of human rights abuse and their families.
- Result #6 Increased number, quality, and accessibility of resources for medical and psychological treatment and rehabilitation of human rights victims, and their families.

The Fund conducted activities in three areas: Community-Police Relations, Human Rights Education, and Victim Assistance and Rehabilitation.

(I) SUMMARY OF ACHIEVEMENTS

The Community-Police Relations (CPR) Program of ADF's Human Rights Fund was a priority activity during the extension. The main objective of this program was to facilitate cooperation between police and citizens at the community-level in advancing respect for human rights, respect for the law, and the establishment of the rule of law in Haiti. During the extension period, the Community Police Relations Program achieved the following:

1. A baseline survey assessed the status of attitudes relevant to the Community-Police Relations Program, i.e., to determine citizens' expectations and needs as to the "promise" vs. the "reality" of the role of the police in local communities. The survey was comprised of 20 questions and was administered to approximately 2,500 people in communities throughout Haiti.
2. Community-Police Relations Programs took place in the eight communities of Les Cayes, Jacmel, La Vallée de Jacmel, Gonaives, Croix-des-Bouquets, Petionville, Delmas and Centre-ville Port-au-Prince. Formal and informal Consultative Committees were established, comprised of police, local government officials,

popular organizations, the business and religious communities, and women. Training seminars and workshops took place. Local police precincts and local civic groups conducted joint activities for the benefit of the community. The HRF assisted in mediation and conflict resolution.

3. The HRF gained the commitment and engagement of national authorities for the Program. Not only were contacts and collaboration established with the Office of the Inspector General, HNP leadership, the Ministry of Justice, and the Office of the Citizen Protector, these institutions have also strongly endorsed the Program. The productive dynamic established with these four institutions provided the additional reinforcement needed for local police and officials to participate in Program activities.
4. Community-Police Forums (one national and four regional forums) provided opportunities for broad public participation in the consultative process, and for civic and human rights education. The forums were one-day events on topics chosen in collaboration with police and community representatives in the locality. One hundred fifty to two hundred (150-200) participants, including local police and judicial authorities, civil society groups, local government, and the general public attended each forum.

The Human Rights Education and Popularization Program of the Human Rights Fund was a second major component under the 14-month extension. During this period, ADF designed, targeted, sequenced, coordinated and supported a series of human rights education and popularization campaigns focused on communicating critical or “core” messages pertinent human rights. The purpose of these campaigns was to bring human rights to the forefront of Haitians' consciousness, and to educate citizens -- especially Haiti's youth -- in human rights. In addition to national multi-media campaigns, the Human Rights Education and Popularization component conducted regional outreach activities, held workshops for popular organizations, and trained human rights trainers.

During the 14-month extension, the Human Rights Education and Popularization Program achieved the following:

1. Over a million people throughout Haiti were reached by a massive popularization campaign celebrating the 50th anniversary of the Universal Declaration for Human Rights (UDHR) that included concerts and other public events; banners, billboards, and murals; the distribution of human rights materials, and media events.
2. An International Human Rights Education Conference held in collaboration with the Haitian government *Office du Protecteur du Citoyen* had 140 participants and reached thousands of others by radio and TV coverage of the Conference. The conference proceedings were published and distributed.
3. A second intensive popularization initiative focusing on youth was held during the period of Carnival, with particular focus on the communes of Gonaives and Les Cayes in collaboration with the Community-Police Relations Program. Human rights

slogans and songs made up a major part of the Carnival activities and tee shirts with a human rights theme were distributed to participants.

4. Training programs for human rights and popular organizations trained over sixty Haitian organizations. Seven human rights organizations and two representatives of the GOH Office for the Protection of the Citizen in the principles and techniques of advocacy for human rights. Human Rights Fund education staff trained a total of 255 participants, of which 40% were women, from 55 grassroots organizations in the basic principles of human rights guaranteed by the UDHR and the Haitian Constitution. Fifteen human rights trainer/facilitators from Haitian popular organizations were trained during this extension period. These people have, in turn, trained over three hundred people in their communities.
5. The HRF built strong relationships with the Ministry of Education, private educational institutions, and the various human rights groups in order to develop a human rights curriculum for schools in Haiti. A manual on citizen and human rights education was developed as part of this partnership.

The Victim Assistance and Rehabilitation Program conducted four types of activities during the 14-month extension. They were: 1) treatment and assistance for victims of human rights abuse and members of their families; 2) capacity building of Haitian human rights and health professionals, institutions, and local communities; 3) referrals of victims to other services to assist in their rehabilitation; and, 4) support for the institutional development of networks for the treatment and rehabilitation of human rights victims.

1. Over 1,200 people (victims of human rights abuse and their families) benefited from direct medical, psychological and psychiatric assistance. Medical assistance included consultations, prescription medicines, surgery, and hospitalization. Psychological assistance took the form of individual consultations and group therapy. Legal counseling was a part of the psychological assistance, rather than an independent activity.
2. The victim assistance program expanded coverage to six of Haiti's nine departments, with services provided by local health professionals trained specifically on the treatment of human rights abuse victims under the project
3. The technical capacity of public and private Haitian health professionals and institutions throughout the country to diagnose, treat, and document cases of human rights abuse was increased. The network was also expanded to include health workers at the community level. Approaches to developing increased capacity included training, technical support, and providing the opportunity to meet for the purpose of sharing approaches and problem solving.
4. Beneficiaries of medical and psychological assistance were referred to legal and social rehabilitation services for follow-on assistance in regaining productive lives. The Human Rights Fund collaborated closely with professionals and assistance

programs in providing access for HRF clients. This included access to free legal assistance and referrals to programs that assisted in the transition of patients from treatment to social reintegration.

5. Relationships were established with non-profit organizations specializing in micro-credit to provide access to funds for small enterprise activities as one form of economic rehabilitation.

(II) COMPARISON OF ACTUAL TO EXPECTED RESULTS

America's Development Foundation's Human Rights Fund Program in Haiti made significant progress in achieving five out of the six results projected for the extension.

1. Improvement of Community-Police Relations was achieved, as indicated by:

- More than 20 joint initiatives planned and carried-out successfully by the local HNP and community civil society organizations in five of the eight target communities. Improved communication between members of the communities and the Haitian National Police.
- Official institutional mechanism created in Les Cayes and three informal consultative mechanisms in place in Jacmel, La Vallée de Jacmel, and Gonaives.
- Reduction in the incidence of human rights abuses in the targeted communities.

2. The Fund significantly Increased Human Rights Public Awareness and Actions as indicated by:

- The popularization campaign reached over 1 million people, at least a third of which are children and youth, providing opportunities for discussion of human rights among members of local communities, the local and national officials of the Haitian National Police, and civil society and human rights organizations.
- Marked increase in advocacy work to influence public opinion on human rights. Two new coalitions of human rights organizations formed. Extensive training effort by popular and other grass-roots organizations to train the public in human rights. Increasing numbers of professionals participated in the monthly human rights round-table discussions.
- Increased incidence of public discussion on human rights in the print and broadcast media. The media regularly covered all events and initiated requests for interviews.

3. **Availability of Informational and Educational Resources was increased, as indicated by:**

- New publications in French and/or Creole include revised French and Creole translations of the Universal Declaration of Human Rights booklets, UDHR calendars in Creole, HRF Rehabilitation Series focusing on Trauma, and a manual to serve as a basis for a human rights education curriculum in schools.
- Over 5,000 copies of human rights publications were distributed to individuals in at least six departments. A Human Rights Education Kit containing core human rights materials was assembled and distributed to several civil society and human rights organizations throughout Haiti.
- Human rights materials compiled and made available at the Fund include three documents in Creole, sixteen documents in French and 35 documents in English.

4. **Improved Local Capacity to Monitor, Document, and Report on Human Rights Abuse.** This result was not achieved. Although the Human Rights Fund made arrangements and funding provisions for a HURIDOCS workshop in the first quarter of 1999, the training institution decided to change its computerized human rights documentation system and training manuals to a Windows platform and postponed its actions in Haiti. These funds were then applied to other purposes.

5. **There was Expanded and Improved Treatment of Victims of Human Rights Abuse as indicated by:**

- Six hundred twelve (612) victims received treatment between July 1, 1998 and the end of the victim assistance program.
- Eight hundred eighty five (885) family members received medical and/or psychological treatment
- Ninety-two (92) clients were referred to and received assistance from specialists.
- Fifty-four (54) clients were assisted in regaining economic security, representing twelve victims and their families.

6. **Increased Professional Resources for Treatment of Victims is indicated by:**

- Expansion of the Treatment Network to six new communities with at least one Community Health Worker in each.
- Sixty (60) health professionals with specialized skills in treating the victims of human rights abuse. Forty-two (42) institutions, public and private, working with the Rehabilitation Program.

- Twenty-six (26) Community Health Workers trained to provide victim rehabilitation services.

(III) SUMMARY OF LESSONS LEARNED

Lessons learned by the Human Rights Fund over the course of the extension period include the following. These, and others, are expanded upon in the text of this report.

- There is a great deal of prejudices felt by many Haitians against U.S. government funded programs, which takes time and effort to overcome. The ability to listen and be flexible is essential.
- The methodology and approaches used in the Community-Police Relations Program pilot program work. One of the greatest legacies of this Program is the development of skills in mediation and negotiation.
- Community level challenges to improved community-police relations are multi-level. Progress in highly urban settings takes more time than in more provincial cities and communes.
- Popularization campaigns are expensive and time consuming, and their impacts are difficult to assess. Human rights and civil rights education is an essential part of changing people's behaviors toward one another. Learning about human rights can translate into greater respect for the rights of others.
- Victim assistance should not be open-ended, but should be part of an overall process of helping these victims regain productive lives. The combined approach of individual and group therapy works well. The inclusion of legal counseling and legal education in the treatment and rehabilitation program helps victims move on more quickly. The collaboration with specialist micro-credit organizations within the economic rehabilitation program works well.
- Even within an established network of professionals, controls and competition are desirable.

(IV) SUMMARY OF RECOMMENDATIONS

The problems addressed by the Human Rights Fund in Haiti are deeply rooted and not resolved easily. While significant progress has been made during this period, it is our strong recommendation that USAID/Haiti continue to support NGO programs in human rights education, assistance to human rights victims, and community-police relations.

Furthermore, it is our recommendation that USAID/Haiti collaborate more closely and openly with its non-governmental partners. Communication and collaboration must be more effective and timely if the USAID re-engineering effort is to produce the desired results. More frequent visits by USAID/Haiti to project sites and program activities are important to fully understand achievements, and PVOs with a long history of successful engagement in Haiti should be seen as partners to achieving common goals, rather than as subsidiaries or competitors.

**FINAL REPORT
HUMAN RIGHTS FUND EXTENSION
July 1, 1998 - August 31, 1999**

1. BACKGROUND

The Haiti Human Rights Fund was authorized in July 1994 as a new component of America's Development Foundation's (ADF's) Cooperative Agreement (CA) No. 521-0236-A-00-1112-00 with USAID/Haiti. Conceived and executed at the height of one of the worst human rights crises in Haiti's troubled history, the innovative Fund sought to:

- Support Haitians in their efforts to redress human rights abuses;
- Provide urgently needed assistance to victims of politically motivated violence and their families; and
- Contribute to the emergence of a democratic society based on fundamental democratic principles of nonviolence and the rule of law.

The Human Rights Fund (HRF or the Fund) was a logical complement to ADF's Umbrella Management Unit (UMU) activities under the CA. Support to human rights organizations was one of the UMU's mandates. Prior to establishment of the HRF, the UMU conducted or supported several initiatives for the promotion of human rights. Training materials were developed and trainers trained to educate Haitian citizens on human rights. Printed materials on the Universal Declaration of Human Rights and the Haitian Constitution's provisions for the protection of human rights were developed and disseminated. Radio and television spots were aired. The HRF picked up on many of these initiatives as part of its education function.

By June 1995, when the first incarnation of the Fund closed its doors, it had become one of the U.S. Government's major success stories. The HRF I provided more than 14,000 victims with direct assistance ranging from medical and psychological care through subsistence support for survivors and families on the run, to funeral assistance. During the first months of the international community's Multi-National Force intervention, the Fund helped to return and resettle many displaced families to their home communities, and trained hundreds of human rights trainers who are still working within their own organizations to provide basic human rights education to concerned citizens all across the country.

The Human Rights Fund seeks to play a constructive role in international donor and Haitian efforts to consolidate democracy by supporting the efforts of Haitian civil society and public institutions to protect and promote human rights, and to assist victims. In June 1996, and again in March 1997, the U.S. Congress authorized additional USAID/Haiti funding support for the Human Rights Fund. Although Haiti had made a lot of progress in restoring democracy, installing a new, freely elected chief-of-state, a reformist government, and a new national police force (HNP), human rights violations continued. This was in part due to an unseasoned police force with a weak command structure and a

disenchanted civil society that had no clear role to play in the promotion or protection of human rights. These additional phases of the Haiti Human Rights Fund continued to provide assistance to the victims of human rights abuse and their families, and to promote a broad societal commitment to nonviolence and the rule of law. In 1997, USAID/Haiti transferred program management of the Human Rights Fund from its Democracy Portfolio to the Administration of Justice Project Portfolio.

An external USAID evaluation of the Human Rights Fund was conducted in January 1998. This evaluation was conducted at the request of USAID/Haiti, as part of the evaluation of its Administration of Justice Project Portfolio. A copy of the evaluation sections related to the HRF is included as Attachment 2. The assessment concluded that the HRF II carries out a world-class medical and psychological rehabilitation program and that its civic education and community-police relations programs appeared to be making excellent progress in promoting non-violence, cooperation and democratic values. Recommendations of the evaluation included a note that USAID should expand the support for the HRF's medical and psychological rehabilitation programs, and should consider expanding the geographic reach of the program by increasing funding and extending the time frame of the education and community-police relations programs. Furthermore, the evaluation team proposed a massive human rights education and popularization program with particular emphasis on reaching Haiti's youth. The team suggested that this program include a wide range of activities that will raise awareness of human rights issues and involve Haitians to the maximum extent possible.

In June 1998, USAID/Haiti funding for the Fund was again extended for a further fourteen months, for an adapted program reflecting the suggestions and proposals of the evaluation team. The present final report covers the period of this extension, from July 1, 1998 through August 31, 1999. Program components were realigned to reflect the existing situation. The creation of a civilian police force, trained by international assistance agencies, gave rise to a Community-Police Relations Program within the Human Rights Fund. Human rights education and the popularization of human rights principles was given a greater emphasis under this extension, and plans were made to train human rights organizations in internationally accepted methods of documenting and reporting on human rights abuse. Finally, the victim assistance program was continued since, unfortunately, cases of human rights abuse continued throughout this period, and traumatized victims of past human rights abuse needed rehabilitation services.

1.1 PURPOSE AND INTENDED RESULTS

The purpose of the Human Rights Fund under the 14-month extension remained the same:

- To support Haitians in their efforts to redress human rights abuses and provide assistance to victims; and
- To contribute to the growth of a society based on nonviolent, democratic principles.

HRF II's specific objectives also remained largely the same under the extension. Reorganized to reflect program realignment, these objectives were:

- To promote community-police relations to enhance civil society oversight and curb the incidence of human rights abuses by HNP;
- To encourage a broad societal commitment to nonviolence and the rule of law through strengthening human rights and other civil society institutions and initiatives, particularly in the areas of human rights education, monitoring, and documentation; and,
- To assist the treatment and rehabilitation of victims of human rights abuse, and their families.

As is consistent with USAID strategic directions, ADF defined concrete results that were intended for the extension. These results translated objectives into statements of verifiable changes in the Haitian reality. The following results were to be achieved. Indicators for each result were identified, and achievement of these results per indicator is detailed in section 3 of this report.

- Result #1 Improved community-police relations in 8 communities.
- Result #2 Increased public awareness and actions in support of the protection of human rights.
- Result #3 Increased availability of information and educational resources for the protection and promotion of human rights.
- Result #4 At least 10 Haitian human rights organizations will have the technical expertise needed to monitor, document, and report on human rights violations in a manner consistent with international standards.
- Result #5 Treatment of an estimated 300 victims of human rights abuse and their families.
- Result #6 Increased number, quality, and accessibility of resources for medical and psychological treatment and rehabilitation of human rights victims, and their families.

Achievement of these objectives directly contributes to USAID/Haiti's strategic objectives that focus on improving democratic governance in Haiti.

1.2 OVERVIEW OF THE IMPLEMENTATION ENVIRONMENT

When ADF's Human Rights Fund was awarded a fourteen-month extension to its Cooperative Agreement in June 1998, it was in the context of a worsening political and socio-economic crisis. The political crisis stemmed from a dispute between the two main Lavalas parties -- Fanmi Lavalas and OPL (*Organisation du Peuple en Lutte*) -- over the partial legislative elections of April 1997, which resulted in the resignation of then-prime minister Rosny Smarth. At the beginning of the fourteen-month extension, Haiti had been without a Prime Minister and a government for over a year. The Haitian Parliament itself

-- with a relative majority of OPL members -- was on many occasions unable to have a sufficient number of its members present to be in session and hold debates, draft, pass, or amend bills.

When President Préval announced the end of the 46th legislature on January 11, 1999 -- a prerogative that is not part of the Constitution -- he effectively acknowledged the failure to hold legislative and local government elections in November 1998. The President also formally dismissed the municipal administrations and replaced them by "Interim Agents". Political activists and civil society leaders criticized this act and within days, negotiations were under way between the ruling party and a coalition of opposition parties called the *Espace de Concertation*. In March of 1999, an agreement was reached that allowed, by presidential decree, for the formation of a new coalition government and a new provisional electoral council with the stated objective of paving the way for successful open, and transparent elections.

Perhaps the greatest preoccupation during the extension period has been the worsening security environment. From attacks against prominent individuals to weekly killings of police officers and others; violence in its many forms has been on the rise. For the population, the inability of the police to protect both people and property represents the greatest failure of the new Haitian National Police, especially in the rural areas where most of the population still lives, and where the HNP has yet to fully deploy.

Within this dire security context, the Haitian human rights community also became the target of attacks and intimidation. The Haiti Director of the National Coalition for Haitian Rights was shot and seriously wounded in broad daylight in March 1999 after receiving a series of death threats. The Platform of Haitian Human Rights Organizations, the Human Rights Fund, and the Karl Leveque Center also received death threats or were subjected to acts of intimidation that have been well documented.

Despite the official claim that the economic climate has shown signs of improvement, the majority of Haitians remained confronted with increasing poverty during this period, as well as the absence of jobs, illiteracy, environmental degradation and lack of adequate health care. When surveyed as to the meaning of human rights in their lives, most Haitians responded by mentioning economic and social rights as the rights they regard as a priority.

In the human rights realm, several points need to be made that are relevant to the extension period. First, important gains have been realized in a relatively short period of time with the guaranteed rights to free speech, freedom of association and assembly, a relatively free press, freedom of religion and political participation. These democratic gains have been reinforced by the establishment of the *Office du Protecteur du Citoyen* (the Ombudsman's Office). Despite very limited resources, this Office has established its presence in Port-au-Prince and developed a five-year plan to expand to all nine departments. The Office has also undertaken successful interventions on behalf of individual victims of abusive behavior on the part of public institutions, including the Haitian National Police.

Second, the commitment of Haitian authorities to redress past human rights violations and address human rights issues is reflected in the decision to continue the work of the National Truth and Justice Commission, first with the establishment of the *Bureau de Poursuites et de Suivi*, and then with the National Commission of Reparations at the Ministry of Justice. The work of the HRF in this domain has been recognized by all as essential since no other institution has the experience and the expertise to provide rehabilitation services to victims of human rights abuses. This is why the Ministry of Justice has asked the Fund to extend this program and continue to provide these services to victims while offering technical assistance to the Ministry and the National Commission on Reparations.

Although the Haitian justice system continues to be perceived as weak and dysfunctional, the Haitian National Police itself has made, only four years since its creation, great strides in becoming a democratic and accountable institution. This development is a positive one that deserves special mention since it departs from the traditional history of arbitrary and abusive security forces in Haiti that have operated with total impunity. More recent events, however, have deeply affected the public's somewhat positive perception of the HNP. The incidents of May 28 in Port-au-Prince, in which several journalists were publicly beaten by several police officers, and later on that day when eleven people may have been summarily executed in Carrefour Feuilles, have compounded the growing allegations of police involvement in corruption and several drug-trafficking cases.

The arrest of the Port-au-Prince Police Commissioner and several other officers with the establishment of a special investigative commission by the Ministry of Justice in 1999 may restore some of the public's confidence. Moreover, close to five hundred police officers have been dismissed from the force following an internal investigation by the Inspector General's Office, and several officers are currently in jail awaiting trial on serious crimes or on cases of serious human rights abuse.

2. SUMMARY OF ACHIEVEMENTS: JULY 1, 1998 - AUGUST 31, 1999

2.1 COMMUNITY-POLICE RELATIONS PROGRAM

The Community-police Relations (CPR) Program of ADF's Human Rights Fund has been a priority activity during this fourteen-month extension. In attempting to reverse a history of abusive security forces, the main objective of this program has been to facilitate cooperation between police and citizens at the community-level in advancing respect for human rights, respect for the law, and the establishment of the rule of law in Haiti.

During the extension period, the Community Police Relations Program:

- Conducted a baseline survey on the status of relations between the population and the police;
- Implemented the CPR program in eight communities;
- Gained the commitment and engagement of national authorities for the program; and,
- Conducted a national conference on community-police relations, as well as three regional public community-police forums.

2.1.1 A Brief Overview of ADF's Strategic Approach to Improved Community-Police Relations

ADF began its program of improving Community-Police Relations as a pilot in 1997. Under this extension, ADF expanded the Community-Police Relations program from two communities (under the pilot program) to a total of eight communities in four territorial departments.

The core of the program involves the process of building and institutionalizing dialogue, consultation, and joint problem solving between local police and the communities in which they serve. The program seeks to overcome the mutual fear, antagonism, and distrust that have existed traditionally between these groups. ADF's approach focuses on first getting representatives of the community and the police to overcome their distrust enough to sit down and talk. Representatives of the community include popular organizations, human rights groups, church leaders, women associations, journalists, and members of the business community. Local authorities and elected officials also participate in the process.

Through facilitated meetings, the diverse groups slowly build communication and a commitment to work together to improve local security. This process is neither linear nor are the number of sessions pre-determined. Each community is unique and it usually takes several meetings (usually at least three), with individual groups as well as with community groups together in order to create the trust to hold the first joint session. The Program is all about building relationships, one step at a time.

Following the preliminary meetings involving community members and the police, the HRF encourages these groups to sponsor joint activities, as a means to contribute to better conditions in the community and to continue building trust. The HRF assists the HNP and community groups in identifying and developing these joint activities, and supports most of the costs at the start. Under this extension, activities included confidence-building exercises such as sporting and cultural events, HNP meetings with members of the press, school visits of the local members of the HNP, and discussions and debates involving business leaders and the HNP. Their implementation served to build understanding and trust, facilitating a commitment to longer-term development of harmonious and collaborative relations. These joint activities occurred in almost all of the communities included under this extension.

The second phase of the Program is providing training that enables the community and the local police force to develop a joint understanding of the “rules” governing police conduct and citizen participation. The process includes discussing problems, promoting dialogue, and developing conflict resolution skills. In preparation for the training, the HRF began developing training materials and a manual. However, during the 14-month extension covered by this report, the Fund's approach to training was adjusted to focus on informal training, rather than formal workshops. Training took place as part of the regular joint meetings and consultative sessions held, as well as within the context of the forums (described in further detail below).

The last phase of the Program in each community is to facilitate the creation of institutionalized and permanent mechanisms that encourage and sustain long-lasting improved relations. These mechanisms may take the form of joint committees, advisory boards or oversight boards. With assistance from the Fund, provisional joint committees were established in four of the eight target communities during the 14-month extension. One of these committees was institutionalized to become a formal consultative committee.

2.1.2 Survey on Relations between the Population and the Police

In September 1998, the staff of the Fund conducted a survey to assess the status of attitudes relevant to the Community-Police Relations Program. The purpose of the survey was to determine citizens’ expectations and needs as to the “promise” vs. the “reality” of the role of the police in local communities. In other words, were the police living up to the commitment to “protect and serve” the communities in which they lived and worked?

The survey was comprised of 20 questions and was administered to approximately 2,500 people in Port-au-Prince and the surrounding communities plus seven other communities elsewhere in Haiti. A full report on the survey and its findings can be found in Attachment 3. Major findings include:

- Although each department of the country responded differently to the questions, people in all departments had one response in common. Everyone recognized the necessity for a police presence in the community. Expectations are high for the role of the police to be that of "protecting and serving" the community.

- Most communities are concerned about whether or not the police officers were properly trained to deal appropriately with the needs of their own specific community or, rather, would the police remain separate and behave as they had in the past.
- There was a great deal of skepticism. Most communities were concerned about the purpose the survey. Was its purpose to really bring about change or not?
- People want to see their local police become part of their local community. For example, one of the police officers stated publicly that “we came from the people. Even though we are police officers, we are and can be integral part of the community.”

2.1.3 Work in the Communities

The Community-Police Relations (CPR) Program was conducted in the following eight target communities: Les Cayes, Jacmel, La Vallée de Jacmel, Gonaives, Croix-des-Bouquets, Petionville, Delmas and Centre-ville Port-au-Prince. This section of the report presents a summary of ADF's work in each of these communities.

Les Cayes

Les Cayes was one of the communities included in the original pilot program, and was the first to establish, on July 5, 1998, a formal Consultative Committee. This Committee consists of fifteen people representing the police, local government officials, popular organizations, the business and religious communities, and women. The Human Rights Fund worked with this Consultative Committee throughout the extension period to assist it in developing into an effective and sustainable institution. The success of this institution can be illustrated by the fact that it survived the transfer and replacement of the local *commissaire de police*, who had been previously president of the Committee.

Activities in Les Cayes conducted as part of the Community-Police Relations Program under this extension period included:

- Three days of training seminars for the organizations belonging to the Consultative Committee, and other local civil society organizations on civil society and the role of the police in a democratic society conducted in July 1998 (in collaboration with the Southern Press Center).
- A musical event and school essay competition held in Les Cayes and Port-Salut.
- Athletic events to celebrate Christmas and the New Year.
- A civic forum was held in January 1999 to publicly affirm and formalize the Consultative Committee. Approximately 100 participants from all communes in the Department participated and voted on the by-laws of the Consultative Committee.
- A Students' Carnival was organized as part of the celebration of Carnival 1999. Human rights slogans and songs made up a major piece of the gathering.
- Community-Police Forum held July 1999.

The following success story provides an illustration of the work of the Community-Police Relations Program in Les Cayes:

Success Story: Les Cayes
Building Dialogue

Les Cayes is the departmental capital of the South and, with its eight communal sections, is the third largest city in the country. It is here that the pilot phase of the Community-Police Relations Program began in December 1997.

At that time, relations between the police and the community were extremely poor. There were many problems between the police and the population, which stemmed, in part, from an incident in which the police arrested a prominent local journalist without cause. In the resulting riots, a group of people broke into the commissariat to free this individual, and it was only with the intervention of several leading citizens of Cayes that the riots ended and the situation began to calm down. Since this event, the tension between police and local citizens was high and there was no communication between them. The people wanted nothing to do with the police.

During the HRF's first visit to Cayes in 1997, the Community-Police Relations (CPR) team met with most of the local organizations, leading citizens, private institutions, and the police. At first, the public refused to sit down with the police. However, after three more visits by the HRF staff, civil society representatives became convinced of the need to talk with the police so as to avoid even worse incidents and conflicts in the future. The Community-Police Relations Program set up a meeting, which included several community groups, civil society institutions, and the police.

Although difficult at first, after three joint meetings, the citizens and police in Cayes understood the importance of establishing good relations. These meetings, discussions, and dialogue resulted in the first joint community-police activity in December 1997. The dialogue has continued, and since then, whenever conflict arises between the police and community, the local organizations go to the police to resolve it in a peaceful manner.

Les Cayes has now become a model for other cities in Haiti. A formal Consultative Committee was created in July 1998 - the first of its kind. This Committee is now working on its own, without the facilitation of the CPR team. The experience of Les Cayes has helped everyone to understand that any solution to community-police problems must involve dialogue, consultation, understanding, and mutual respect.

Jacmel, La Vallée de Jacmel, and Marigot

Jacmel is the departmental capital of the South-East; a region increasingly suspected of being involved in drug trafficking. Therefore, improved relations between the police and the community are increasingly important not only for overcoming the poor relations of the past, but also to solve and prevent crimes. Community-Police Relations Program activities in the South-East began with the city of Jacmel, and expanded to include two additional communities: La Vallée de Jacmel and Marigot.

Initial meetings were held in Jacmel with local police officials, the business sector, popular organizations, and local government and justice officials. These meetings were designed to convince these sectors of the need to increase consultation and collaboration and to establish institutionalized mechanisms to ensure positive relations.

An Ad-Hoc Committee for La Vallée de Jacmel was established in the summer of 1998, followed by the formation of a steering committee for Jacmel in September 1998. Each of these committees began organizing joint activities in the second quarter of the extension, eventually holding a total of nine events. The local press covered each of these events.

Early in 1999, the Community-Police Relations Program team noticed a slowdown of activities being conducted in Jacmel. One explanation for the lack of forward progress was that Steering Committee members were “observers” rather than active participants in the process. The youth and relative inexperience of the local police and the community leadership were factors as well. Members of the general population were also reluctant to become more involved.

The Community-Police Relations Program team responded to this challenge by working closely with target populations in both Jacmel and La Vallée, and in July 1999, the institutional mechanisms were reformed and re-energized in the communes of *Le Comité d'Initiative* in Jacmel and the *Comité Ad Hoc* in La Vallée. These committees now include representatives of the police, local justice officials, local government, and civil society. A number of activities have been planned for the future.

Local events included the following:

- An essay competition and distribution of school supplies in Jacmel in October 1998.
- Parade, soccer match, and essay competition on the theme "Justice-Peace-Liberty" in November 1998 involving 15 schools in the commune of La Vallée.
- Workshop on violence against women conducted in Jacmel in November 1998. Participants included grassroots organizations, male and female HNP officers from three precincts, local businessmen, and local judicial officials.
- Seminar conducted in La Vallée in November 1998 to train 30 members of grassroots organizations as animators. The theme of the seminar was the importance of cooperation between police and communities in a democratic society.

- Festival commemorating the deployment of the new HNP in Jacmel, including a Mass and a dinner of honor.
- Training seminar on children's rights in Jacmel in December 1998 for HNP officers, members of civil society organizations, local businessmen, and children from six local primary schools.
- Holiday events for Jacmel street children, including dances, theatre, and distribution of toys.
- A Community-Police Forum for 150 participants was held in Jacmel in June 1999. This forum included the police, judicial officials, leading citizens of the city, and other representatives of civil society.
- Soccer tournament and other sporting events were held in Marigot in August 1999. These activities were held at the request of Marigot citizens and the police who wanted to become involved in the Community-Police Relations Program.

Gonaives

In October 1998, the Community-Police Relations Program began consultations in Gonaives, another commune with a long history of conflict and violence. Because community awareness of problems was high, it only took a few meetings with several different groups for the interest expressed to result in the formation of a provisional committee. Joint activities began the following month.

Activities in Gonaives held under the auspices of the Community-Police Relations Program include:

- In November 1998, a two-day mediation and community-police relations workshop was held for the police and taxi and truck drivers in order to reduce tensions between them. Seven hundred drivers attended the meetings.
- Sports events conducted for 250 school children in November 1998.
- One-hour a day of radio programming on civic education. The police conducted this program and the owner of a local station donated the airtime.
- Carnival activities for local youth to celebrate Carnival 1999 with the theme of human rights.
- Community-Police Forum was held May 29, 1999.
- Commemoration of the deployment of the new HNP in Gonaives. Joint activities included a Mass, press conference, and dinner of honor.

In the first quarter of 1999, the Human Rights Fund was able to assist Gonaives to resolve a violent crisis that had developed, as described briefly in the following success story.

Success Story: Gonaives
Facilitation of Conflict Resolution

Of all the towns with which the Human Rights Fund worked over the past fourteen months, Gonaives was, and still is, one of the most fragile. According to several leading citizens and high officials of the Police *commissariat*, Gonaives' problems are extremely complex and great care must be taken not to contribute to the distrust and misunderstanding that exist between the community and the police.

A short time after the Community-Police Relations Program began to work in Gonaives, popular organizations submitted to the President's office the names of three people to replace the three elected mayors of the town whose terms had technically ended. For strategic reasons, the President's office decided not to replace the mayors, but to continue with the originally elected officials. In response to this decision, members of the popular organizations took to the streets with demonstrations, rock throwing, and burning tires. All schools, businesses and public offices had to close, and once again the police were put to the test and had to act. While the police made several arrests, they were not able to stop the unrest.

At the same time, members of the Community-Police Relations Program team were in Gonaives for a pre-arranged visit. As soon as they received word of the dangerous situation, the team members began to serve as mediators between the police and the popular organizations. Very late in the evening, members of the CPR Program team met with several groups of popular organizations. Throughout the conversation, the Community-Police Relations (CPR) team worked to help the groups recognize the difficult role of the police when faced with public disorder and violent demonstrations. The team also helped the popular groups to understand that there were other methods that could be used to resolve the problems with the President's office and the police. They explained the importance of dialogue, consultation, understanding and respect to the democratic process. After speaking with the popular organizations, the team had similar discussions with the police, who then released the three people that had been arrested during the demonstrations.

The next day, the Community-Police Relations Program team met with the departmental delegate representing the President's office, the police, and the representatives of popular organizations. As a result of this meeting, the demonstrations ended and public order was re-established.

Croix des-Bouquets

Beginning in July 1998, the Community-Police Relations Program team met frequently with civil society organizations and the police in Croix des Bouquets. Once again, the purpose of these initial meetings was to convince these groups of the benefits of

improving relations between the police and the community. After several separate meetings, the team was able to bring the community together to begin activities that would serve to build communication and trust.

In November 1998, an essay contest was held for school children on the importance of the Battle of Vertières. Winners were awarded school supplies in a public recognition ceremony, attended by many parents who thanked the police and HRF for organizing such an event.

Unfortunately, this was the only activity held in Croix des Bouquets during the 14-month extension. In January 1999, the conflict between the executive and parliament in Haiti came to a head. Pro-Lavalas popular organizations throughout the *Département de l'Ouest* (which includes Croix des Bouquets) demonstrated violently against the 46th legislature, burning tires, breaking car windows, and setting up barricades. Although the HRF held numerous discussions with the popular organizations responsible for the violence, and was able to convince some of the groups to stop, the deep polarization within the community has continued. Despite ongoing consultation and urging on the part of the CPR team, no additional activities have taken place in Croix des Bouquets.

The Communes of Port-au-Prince (Delmas, Petionville, Centre-ville)

One of the principal disappointments of the 14-month extension has been the Program's slow progress in three targeted communes in the greater metropolitan area of Port-au-Prince. Indeed, one of the major lessons learned under the extension was how much more difficult it is to work with the police and with civil society in the highly politicized environment of the capital.

As was indicated by the findings of the major national "Survey of Democratic Values" that was conducted by ADF in 1996, there is a higher level of mistrust between the police and the community in the greater Port-au-Prince metropolitan area than in other parts of the country. Over the course of the 14-month extension, this finding was confirmed by the experience of the Community-Police Relations Program.

In addition, civil society organizations (especially popular organizations) in the Port-au-Prince metropolitan area are staunchly divided along partisan lines, which has resulted in high levels of division and rivalry between these groups. Convincing these organizations to sit down at the same table, and then convincing them to sit down with police, is an enormous task. Thus, the process required to develop the foundations upon which improved relations can build is more political, more time-consuming, and more difficult.

While the Community-Police Relations Program team met often with several civil society organizations, community representatives and with police in each of the three targeted communities of the Port-au-Prince metropolitan area, it was not able to bring these groups together to meet around one table. The progress that had been made in 1998 (including assessments of the state of relations between the population of Petionville and the police force, and the preliminary identification of joint activities) was stymied following the January 1999 political crisis, when members of Parliament were forced to

halt their activities after the President declared an end to their terms of office. Recently, however, with the worsening security situation, there has been renewed interest among police and community representatives alike in working on improved community-police relations. Unfortunately, this interest coincided with the end of USAID support.

2.1.4 Work with National Authorities

While the Community-Police Relations Program primary target for change was relations at the community level, national institutions are an integral part of the process of interaction and communication. During the 14-month extension, the Program worked to build understanding and support for the complicated process of improving community-police relations within the HNP, the judicial system, Haiti's executive and legislative branches, national level civil society organizations, and the general public. Not only were contacts and collaboration established with the Office of the Inspector General, HNP leadership, the Ministry of Justice, and the Office of the Citizen Protector, but these institutions have also strongly endorsed the Program. The productive dynamic established with these four institutions has provided the additional reinforcement needed for local police and officials to participate in Program activities.

2.1.5 Community-Police Forums

The community-police forums -- a new initiative during the 14-month extension -- had two purposes: 1) to provide opportunities for broad public participation in the consultative process; and, 2) to provide opportunities for civic and human rights education. The first Community-Police Forum was held as a national event in Port-au-Prince. This forum was so successful that the Human Rights Fund, with USAID/Haiti encouragement, decided to hold similar forums on a regional basis. In all, four Community-Police Forums were conducted during the 14-month extension.

The following sections provide a brief overview of each of these forums. A more complete summary of the events can be found as Attachment 4.

The National Conference on Community Policing and Public Security

The first forum, which was held on March 12, 1999, was entitled "The National Conference on Community Policing and Public Security." Its purpose was to provide a platform for a national dialogue between civil society and the Haitian National Police. The one-day conference was designed to bring together, for the first time, judicial authorities, Haitian National Police, other civil society organizations and prominent individuals, and to encourage the continued participation of local community groups and local police forces in the Community-Police Relations Program consultative process.

Close to two hundred participants attended the conference, representing the leadership and corps of the HNP, the justice department, civil society and women's associations, television and radio journalists, members of the business community, and many popular organizations. Participants were from the Port-au-Prince metropolitan area and from the provincial cities of Cayes, Jacmel and Gonaives.

Participants expressed appreciation for the forum, noting that it provided the first opportunity for dialogue and public debate between civil society and the representatives of the security forces. Participants also acknowledged that the forum served to highlight some of the gains achieved in Haiti toward the establishment of democratic processes and institutions. Representatives of the communities in which the CPR program works described the processes of community participation and cooperation with the HNP and local judicial authorities that have been taking place in their communities. The HNP Director General described a new approach, “La Police de Proximité”, which seeks to enlist the trust and participation of the population and help the police to become positive “social actors” within the community. He sought the support of all participants to promote and become actively involved in joint efforts to solve community problems, including crime and other security issues at all levels.

Although there was specific discussion of the need for further improvement, participants recognized the progress that had been made by the Haitian National Police. A general consensus emerged that repressive security forces in Haiti had to be a thing of the past. Constraints were reviewed, including insufficient numbers of police deployed, inability to provide security, lack of logistical capacity, absence of police in rural areas, and allegations of police brutality and corruption. It was also noted that the HNP remains unknown by the majority of the population in terms of its organization, the way it functions and the services it provides. Massive civic education is needed.

At the end of the day, participants expressed their desire to continue the open dialogue between civil society and its new police, which had begun during the Conference.

Département de l'Artibonite Forum: Gonaives

The Community-Police Forum for the Artibonite Department was held in Gonaives on May 29, 1999. Its title was "Inter-Institutional Relations and Public Security". Close to 200 participants took part in the one-day event, which was co-sponsored by the Gonaives Steering Committee, the Haitian National Police, and the Human Rights Fund. Institutions represented at the forum included: local judicial and governmental authorities; the media; members of the business sector; women's organizations; churches, including the Justice and Peace Commission; popular organizations; students associations; and one peasant organization. The MICIVIH, CIVPOL and the HNP were also represented.

Participants explored the causes of insecurity in Haiti today, and the lack of authority of the public officials. It was noted that the current insecurity not only places people at risk, but also limits investments from private Haitian and international investors.

Additional problems discussed were the limited numbers and logistical capacities of the police and the weak justice system. The need for civic education was highlighted. The media and community leaders were identified as important intermediaries for civic and human rights education. The responsibility of every Haitian citizen to play a role in increasing public security was recognized and discussed.

A consensus emerged at the end of the day that the Community-Police Forum was a success and should become a series to establish a lasting dialogue within the Gonaives community. Many problems remain to be solved however, opportunities for dialogue begin the process of reconciliation.

Département du Sud Forum: Les Cayes

A one-day Community-Police Forum was held on Les Cayes on July 3, 1999. It was entitled "Working Toward An Efficient Security Plan". One hundred seventy participants came from all of the communes in the South along with 15 HNP officers.

Causes of the current insecurity were discussed, including drug-related crimes, the high number of circulating guns, high cost of living, unemployment, and illiteracy. An emphasis was placed on taking local responsibility for improved security, rather than relying on the international community. Participants in this forum discussed the need for the public to support the police in resolving security problems. The importance of collaboration and mutual respect was highlighted, as well as the need for legal and civic education.

The quality of the presentations and the ensuing debate was very high and the conference was facilitated well by the Press Center Coordinator. Civic education was again mentioned several times as well as the unique and valuable opportunities represented by such forums for public discussion and exchanges.

Département du Sud-Est Forum: Jacmel

On June 6, 1999, the Community-Police Relations Committee (Comité d'Initiative) held their first Community-Police Forum in the Salle D'Audience of the Tribunal Civil in Jacmel. In spite of a boycott by some of the media in the South-East protesting police brutality in PAP in May against fellow journalists, over one hundred and fifty participants took part in the one-day event. Members of the Community-Police Relations Committee from Lavallée de Jacmel as well as police officers from the communes of Marigot and Cayes-Jacmel were also present. The central theme chosen by the Jacmel Committee and the HNP was "Justice and Police Serving the Community". Mrs. Mimose Andre Royal, a MICIVIH trainer, was selected by the Committee to facilitate the proceedings.

Justice is one of the most pressing demands of Haitian citizens, and participants discussed the need for reform, not only of the judicial and police systems, but also of society itself. It was noted that each Haitian has to work toward social change and has to learn that in a democracy, one has to respect the rights of others. Popular organizations can play an important role in promoting human rights and educating the public. Popular organizations should learn to participate fully as development actors rather than becoming tools of politicians. There was also discussion of the need for popular organizations and the private sector to work together for the development of their region and the country.

The role of the media for civic education was also discussed, as well as the need for media to become more independent, non-partisan and objective. Much discussion in this

forum focused on the role of women and the lack of respect for women shown in Haitian society, a fact that is reflected in the way police and the judicial system consistently violate women's rights.

Participants acknowledged that bringing people from very diverse backgrounds together with public officials is a good step for the future development of Haiti and its democracy. Such meetings must be held more frequently and across the republic.

While the first forum of its kind in Jacmel was a positive step, there were a number of problems that limited its impact. The venue selected by the Jacmel Committee was not appropriate for the size of the audience. The organization was facilitation was weak thus there was an absence of audience participation in questions and discussion. These shortcomings were discussed with the Jacmel Committee.

2.2 HUMAN RIGHTS EDUCATION AND POPULARIZATION

Human rights education and popularization was a second major component under the 14-month extension. During this period, ADF was to design, target, sequence, coordinate and/or support a series of human rights education and popularization campaigns focused on communicating critical or “core” messages pertinent to the:

- Universal Declaration of Human Rights (UDHR);
- Physical, psychological and social consequences of human rights violations;
- Inextricable links between the protection of human rights and democracy; and,
- Development of knowledge about human rights, non-violent social change, and the establishment of rule of law.

The goals of these campaigns were to impart new knowledge, stimulate related positive behavior, and build an overall framework within which a widely shared image of a non-violent democratic Haiti would emerge over time and reinforce the overall impact of the campaigns. Methodologies used included a combination of subgrants, subcontracts, and direct interventions. Haiti’s youth was a special target of many of these education programs.

Human Rights education and popularization under this activity were expected to occur on at least two distinct levels: 1) a series of national, multimedia and mass media campaigns; and, 2) regional outreach initiatives. Since 1998 was the year of the 50th anniversary of the UDHR, the expanded program collaborated closely with the multiple agencies planning commemoration activities during the year. Given the intense effort and management needs foreseen for this component under the extension, ADF hired an expatriate Director for the Human Rights Education.

Achievements under this 14-month extension include the following:

1. National survey on public knowledge of human rights;
2. Popularization campaigns;
3. Training for human rights and popular organizations;
4. Development of a human rights textbook; and,
5. Expansion of human rights resources.

2.2.1 National Survey on Public Knowledge of Human Rights

The Human Rights Funds (HRF) conducted an in-house field survey on public knowledge of human rights in November 1998. The objectives of this survey were to (1) assess the level of human rights awareness in the general population, (2) measure to what extent human rights NGOs are known in the public, (3) be informed on the public’s favored media for a national human rights campaign.

A survey team consisting of eight investigators and a supervisor was put together. A Creole and a French version of the questionnaire were written. Setting up a plan of action for the survey was difficult due to lack of statistics easily available on Haitian population. The last national survey conducted in the country occurred in 1986. Very little data were available and the Human Rights Education Program had to conduct some rapid search to gather data on demographics, geographic distribution of the population, gender distribution, and sociological differentiation and distribution. Meetings with professors from the Université d'Etat d'Haiti helped gather information.

The survey targeted 1,500 individuals, divided among the following categories: as for gender, 53 % of women and 47% of men; as for age distribution, one third of children, one third of teenager (15 to 25) and one third of people above 25. Two areas in Port-au-Prince (Bel-Air and Delmas) and four in the provinces were selected as interview areas.

Three major tendencies were revealed through the responses and interviews. The first was the general lack of understanding of what is meant by human rights. Second, the large majority of people questioned seemed to confuse economic well being with human rights. Finally, there was confusion about what a human rights organizations is supposed to do, and what distinguishes it from other types of organizations. These results confirm that the concept of human rights remains a relatively new idea in Haiti, and that programs in human rights education are needed on a large scale.

There were often appreciable differences in responses by gender and by region, and occasionally by age and education levels. This was not always the case, and those areas where there is no difference should be carefully examined.

A full report on the survey is included as Attachment 5. Major findings include the following:

- The people interviewed affirmed having heard of human rights (74% of men and 77.3% of women). The majority heard of these rights through the radio (70%), followed by television (30%) and religious institutions (20%).
- More than 91% of respondents believe that voting is a human right. Over 94% of respondents believed that increasing knowledge of human rights is important for a democracy. More than 95% affirmed that human rights should be in the school curriculum.
- There were significant variations in responses related to the rights of children and women that reveal low levels of knowledge on specific rights, particularly when responses to related questions are taken into account. While 89% of respondents believed that children have rights, only 53% believe that beating a child would be a violation of these rights, and even fewer, 37% believe that it is an abuse to beat ones own child.
- 65.7% of women and 67% of men responded positively to the question of whether women have the same rights as men. There were significant differences, particularly

in rural areas. While 75% of women responded yes in one rural zone, only 40% of women gave a positive response in another. There are also significant variations in age. The lowest percentage of positive responses (37%) came from women less than 20 years old in Gathier.

- The rights of prisoners were also generally unrecognized. Only 55% of respondents believed it was a violation of human rights to beat a prisoner. Significant variation was revealed by gender and by region. 48% of female respondents said that beating a prisoner was not a violation of rights, versus only 35% of men. Respondents in rural areas had higher rates for stating that the beating of prisoners was not a crime than those in urban areas.
- When asked whether they had ever been victims of human rights abuse, 35% of respondents stated that they had been victims, ranging from 40% of men to 26% of women. We should emphasize that these figures should not be interpreted as statistical data on human rights violations in Haiti, but only on the number of people who are willing to state that they consider themselves victims.
- In response to questions whether they had ever been exposed to a human rights education, a large number said no, without distinction of gender or region. Only 25% of respondents stated that they had been in contact with any form of teaching or information on human rights.
- When asked about the best method of popularizing human rights, radio programs (48%) and school programs (47%) received the highest mention, followed by seminars (46%) and the television (40%). The press and religious institutions received less than 30% each. Cultural events and school competitions all received less than 10% of favorable responses. There were, however, great variations by regions. TV immediately follows radio in urban settings, without distinction of socio-economic class.

2.2.2 Popularization Campaigns

The HRF developed a popularization strategy with the assistance of Mr. Jack Healey, former Amnesty USA Executive Director and the international consultant hired in keeping with the terms of the extension. The purpose of this campaign was to bring human rights to the forefront of Haitians' consciousness, and to educate citizens in human rights. Based on the recommendation of the 1998 independent evaluation of the Human Rights Fund, the first priority of the Human Rights Education (HRE) Program was to implement an intensive Popularization Project during the last quarter of 1998, leading up to the commemoration of the 50th Anniversary of the Universal Declaration of Human Rights.

The Fund dedicated substantial staff and financial resources to the commemoration of the 50th anniversary, which took place in the latter half of 1998. A more detailed report on these activities is included as Attachment 6 to this report. In sum, the program reached over a million people throughout Haiti, with special emphasis on youth. Four live concerts, reaching some 15,000 people each, were held. These concerts not only provided music, but also presented information on human rights. A commemorative T-shirt was

designed and distributed through schools and other activities. Thirty (30) Human Rights Street Banners were viewed by at least 200,000 people; Human Rights Billboards throughout the country were seen by hundreds of thousands of people; and a large mural on human rights themes were drawn by children around the courtyard of the Maison du Tourisme. An International Human Rights Education Conference hosted by the Human Rights Fund and the *Office du Protecteur du Citoyen* had 140 participants, and reached thousands of others by radio and TV coverage of the Conference. Ten thousand copies of Creole and French versions of UNDHR and the 1987 Haitian Constitution were distributed. Additional activities during this period included radio spots reaching approximately 200,000 in Port-au-Prince and elsewhere, lectures and interviews, publication of the conference proceedings, and human rights calendars.

The HRE Program conducted a second intensive popularization initiative during the period of Carnival, with particular focus on the communes of Gonaives and Les Cayes in collaboration with the Community-Police Relations Program. Human rights slogans and songs made up a major part of the Carnival activities and tee shirts with a human rights theme were distributed to participants.

2.2.3 Training for Human Rights and Popular Organizations

There were three types of training provided for human rights and popular organizations. First, the HRF collaborated with ADF's civil society program to organize the training of seven human rights organizations and two representatives of the GOH Office for the Protection of the Citizen in the principles and techniques of advocacy for human rights. This training provided participants with the concepts and techniques of planning and implementing advocacy campaigns on human rights. An indicator of how important this training was perceived to be is the fact that the government Omsbusman, head of the Office for the Protection of the Citizen -- who had only intended to participate for one day -- cancelled his appointments and was present for all four days of the ADF training workshop.

The second type of training was for the members and leaders of grassroots organizations. Beginning in March 1999, and in response to a demand that was created through the popularization activities, the Human Rights Education Program conducted human rights/civic education training seminars for members and leaders of grassroots organizations. The two-day seminars focused on the following subjects: (1) how to organize a human rights education training session; (2) the Universal Declaration of Human Rights; (3) the 1987 Haitian Constitution; (4) how to form and manage a grassroots organizations.

The Human Rights Fund education staff trained a total of 255 participants from 55 grassroots organizations, of which 40% were women. Thirty percent (30%) of these organizations came from the provinces and 70% from the Port-au-Prince metropolitan area. A list of these organizations is provided as Attachment 7. At the time this extension came to a close, there were 36 additional organizations in line for training that could not be completed.

Case Study: Mouvman Peyizan Laplènn
Human Rights Education

After several meetings with grassroots organizations, the Human Rights Education team of ADF's Human Rights Fund recognized the need to provide them with training. They requested that the Fund help them to improve their operation and in March 1999, the Human Rights Education program began a series of workshops to train trainers in human rights.

During these training workshops, participants learned about the Haitian Constitution, the Universal Declaration of Human Rights, and the work of a human rights trainer. The team encouraged participants to work within their own organizations to further "spread the word" and undertake their own training. Several of these organizations took up the call and made substantial progress in educating their communities on the basic tenets of human rights.

A case in point is the *Mouvman Peyizan Laplènn* popular organization. This organization is based in La Plaine to the north of Port-au-Prince, in Cul-de-Sac. There had been several cases of human rights abuse in this area, and many local associations did not know their rights and, as importantly, their responsibilities toward their community.

The coordinator of the *Mouvman Peyizan Laplènn* came to the Human Rights Fund to discuss the situation. As a result, 5 members of the organization participated in workshops offered by the Human Rights Education Program. Once they returned to Cul-de-Sac, these members conducted several training sessions on their own. Members of other local associations and the general population, as well as the other members of the *Mouvman Peyizan Laplènn*, gained a basic understanding of the rights and responsibilities of all citizens to respect human rights in Haiti.

Human rights violations in the zone have reduced. The *Mouvman Peyizan Laplènn* occupies an important place in its community, and the organization has established a small center that monitors and acts upon the cases of human rights abuse that still occur.

As noted in the above case study, beneficiaries of the human rights training sessions extend beyond those who participated directly in the workshops. Most of the participants have passed on their new knowledge to fellow members of their organizations.

Finally, a training of trainers program was also conducted under this extension. The Human Rights Education Program trained 15 trainer/facilitators that have provided non-formal human rights education to a series of 24 grassroots organizations from around the country. These individuals have trained over three hundred people in their communities. ADF's human rights education workshops with local organizations contributed to the

creation of two umbrella organizations consisting of groups that participated in the seminars. These organizations are TAP-Haiti (*Tèt Ansanm Pou La Pe an Ayiti*) and the *Groupe de Concertation des Femmes Victimes du Coup d'Etat*.

2.2.4 Formal Education Curriculum

The HRF has been working to build a strong relationship with the Ministry of Education, private educational institutions, and the various human rights groups in order to develop a human rights curriculum for schools in Haiti. As part of this collaboration, the Fund supported the production of a manual for citizen and human rights education from the Haitian author Raymond Chassagne, who worked closely with staff from the HRF's Human Rights Education and Community-Police Relations Programs.

This manual, which can be used for students or adults, emphasizes social change through non-violence, and non-discrimination amongst Haitian people. The manual is being reviewed by the Ministry of Education (MENJS) for use in schools.

2.2.5 Expansion of Human Rights Education Resources

Another activity to be mentioned under the Human Rights Education component is the expansion of human rights education materials available in Haiti. In addition to the manual for citizen and human rights education, described above, the Human Rights Fund achieved the following under this 14-month extension:

- Publication of the second volume of HRF Rehabilitation Series entitled Le Traumatisme. Prominent members of civil society, lawyers, doctors, psychiatrists, and scholars wrote the original articles.
- Human rights education materials compiled and made available in a documentation center at the Fund for use by human rights organizations.
- Human rights education materials distributed to civil society organizations throughout the country.
- Finally, the fifteen new trainer/facilitators for human rights education that were developed under this extension can also be considered resources.

2.2.6 Human Rights Roundtables

During the fourteen-month extension, the Fund held several human rights roundtables - the only meeting of its kind, that brought together the human rights community with representatives of public institutions such as the OPC, the Ministry of Justice, the Ministry of Public Health, victims associations, and civil society, including the press, women's groups, popular organizations, and international missions and agencies such as the MICIVIH, UNICEF, IDB, Checchi, and others.

2.3 VICTIM ASSISTANCE

The third major component under this extension, the Victim Assistance and Rehabilitation Program, conducted four types of activities during the 14-month extension:

1. Treatment and assistance for victims of human rights abuse and members of their families;
2. Capacity building of Haitian human rights and health professionals, institutions, and local communities;
3. Referrals of victims to other services to assist in their rehabilitation; and,
4. Support for the institutional development of networks for the treatment and rehabilitation of human rights victims throughout Haiti.

Over 1,200 people benefited from assistance under the Victim Assistance and Rehabilitation Program, and both new and former victims of human rights abuse came forward during this extension period. Also during this period, Haiti's economic, political, and health-related conditions deteriorated further along with a rise in crime-related violence and increasingly hostile street demonstrations. Beginning in early April, members of the staff including the director, were the subject of a systematic effort by radical groups to intimidate the Human Rights Fund in order to close down its operations and manipulate the tense political environment to advance their own agenda against the international community. The Victim Assistance and Rehabilitation Program was forced to temporarily curtail services to human rights victims when gunmen entered the Victim Assistance and Rehabilitation clinic in Port-au-Prince and threatened its staff on several occasions in April.

Due to the reason that the demand for the program's services caused it to exceed its budget four months earlier than projected, it became necessary to conclude the Victim Assistance and Rehabilitation Program in May rather than at the end of August 1999. Unfortunately, the closing of this program has left many people, including the program beneficiaries and the Minister of Justice, disappointed that the program was not continuing. The record of achievements presented in this final report for the ten months of operation of this component demonstrates the tremendous need for victim assistance services in Haiti.

2.3.1 Treatment and Rehabilitation

Direct medical, psychological and psychiatric assistance to new and recovering victims of human rights abuse and their families was provided under the Human Rights Fund Victim Assistance and Rehabilitation Program. Geographic coverage was expanded to cover six of the nine departments with services provided by local health professionals trained specifically on the treatment of human rights abuse victims under the project.

Due to limited capacity, restrictions were placed on the categories of victims eligible for assistance. Victims that were eligible for assistance fell into three categories:

- Those that were abused in the period following the international intervention, but before the beginning of the second phase of the HRF in 1997, and who still needed medical assistance (109 victims were in this category: 77 men and 32 women).
- Those who were identified between the start of the HRF II and the beginning of the most recent extension in July 1998 (289 victims: 184 men and 105 women).
- People who became victims of human rights abuse, or who came forward, during the period of the current extension (222 victims: 122 men and 100 women).

Over 600 victims and members of their families were assisted over the fourteen-month period of the extension. As agreed to in the terms of reference for this extension, the decision to provide medical treatment for immediate family members, especially children, was made when it became apparent that the family's medical emergencies were providing an additional drain on already fragile victims. By providing this treatment, the Human Rights Fund was able to provide a greater opportunity for victims to focus on their own recovery.

Four categories of treatment and rehabilitation of victims of human rights abuse, and their families, took place under this extension: (1) medical assistance, (2) psychological assistance, (3) legal counseling, and (4) economic rehabilitation. Medical assistance included consultations, prescription medicines, surgery, and hospitalization. Psychological assistance took the form of individual consultations and group therapy. Legal counseling was a part of the psychological assistance, rather than an independent activity. Finally, the Victim Assistance and Rehabilitation Program worked with other non-profit organizations to provide access to micro-credit funds for small enterprise activities as one form of economic rehabilitation.

Achievements under the treatment and rehabilitation component include the following:

- Reception and vetting of victims referred by credible human rights monitoring organization resulted in the acceptance of 222 new victims of human rights abuse.
- Medical assistance to over 1,200 eligible people (victims and family members), including 81 referrals to specialists and 2 surgical interventions.
- Group psychological counseling (groups lasting from 4-5 months) to 82 victims. Individual counseling to 205 victims. Three victims required psychological hospitalization.
- Legal counseling to over 200 victims as part of the rehabilitation process. While this counseling did not take the place of retained legal counsel for the pursuit of court cases, it allowed victims to examine their legal alternatives for redress and receive legal education. As part of the rehabilitation process, this permitted victims to move beyond the extremes of hopelessness and desire for revenge that blocked their progress toward recovery.

- Ten victims received funding and technical assistance for income generation projects.

The following "Success Story" provides an illustration of how the treatment and rehabilitation portion of the victim assistance program made a difference in the lives of victims and their families.

**Success Story
Victim Assistance and Rehabilitation**

Mrs. A. E. is a forty year old "madanm sara" and a mother of four, currently living with her children in Carrefour. On April 10, 1992, armed civilians forced their way into her home in Martissant looking for her husband, a well-known Lavalas activist. Unable to find her husband, the men began to beat her and her oldest son, who was later arbitrarily arrested and taken away. Her son's body was discovered not far from her home five days later. He had been shot several times. Two years later, on May 25, 1994, four unidentified, armed civilians visited and searched her home for the second time, looking for her husband. During the search, Mrs. A. E. was beaten and raped by four men. She has not heard from her husband since that period.

The case of Mrs. A. E. was investigated and well documented by several human rights groups in 1994 and by the National Truth and Justice Commission in 1995. The HRF medical and legal teams interviewed her when she contacted the Fund for assistance in 1997.

When Mrs. A. E. was admitted into the Human Rights Fund Victim Assistance and Rehabilitation Program in 1997, she was visibly suffering from trauma and severe depression. Her complaints were at the time expressed as mostly physical ones and the first referrals involved medical assistance. After confirmation of the diagnosis, Mrs. A. E. also benefited from both individual and group therapy in late 1997 and early 1998, while continuing with medical assistance. Because of the depth of her trauma, she continued with one-on-one counseling well into the year, before becoming part of the legal education and legal counseling group.

The beatings and rape of their mother, the killing of a sibling, and the disappearance of their father had traumatized the remaining children. The children also became beneficiaries of the program as established by the HRF terms of reference, and they were entered into the special children's program. In this program, a therapy group consisting only of children victims was established with the assistance of two therapists. One of the four children, with the most serious psychological symptoms, was included in the group sessions. The others received medical assistance.

Several months later, following an interview with the therapeutic team, Mrs. A. E. was included in the pilot program for social rehabilitation that offered funding to micro-finance projects. She received training in micro-enterprise management from a local NGO specializing in micro-credit, and was able to restart her business at the end of 1998 with a small loan of two thousand five hundred Haitian gourdes.

Cont...

Follow-up physical and psychological examinations have confirmed Mrs. A. E.'s almost complete recovery and the improvement of her children's health. Her visits to the Fund have been only social since the beginning of 1999. According to the HRF nurses, Mrs. A. E.'s business has been successful so far and she has been able to move to a safer part of town. She has also become a member of a women's victims association and hopes that one day she and other victims will be able to obtain some form of judicial reparation for the grievous abuse to which they were subjected.

2.3.2 Increasing Local Treatment Capacity

The development of local capacity to diagnose and treat the victims of human rights abuse is as highly important as is the treatment and rehabilitation of these victims. As such, the development of local treatment capacity has been a priority of the Victim Assistance and Rehabilitation Program.

Over the 14-month period of this extension, the HRF worked with public and private Haitian health professionals and institutions throughout the country to increase their technical capacity to diagnose, treat, and document cases of human rights abuse. The network was also expanded to include health workers at the community level. A list of all institutions and individuals involved in the treatment network can be found as Attachment 8. Approaches to developing increased capacity included training, technical support, and providing the opportunity to meet for the purpose of sharing approaches and problem-solving.

Achievements under this component of the victim assistance and rehabilitation program include the following:

- Expansion of the Treatment Network to six new communities: Hinche, Savanette, Boucan-Carré, Martissant, Les Cayes and Mirebalais.
- Six Community Health Workers working in these six communities.
- 82 health professionals are able to diagnose and treat victims and their families.
- These 82 health professionals regularly attend bi-monthly professional round-table discussions.
- A total of 26 Community Health Workers have been trained, including the six who presently work in their own communities.
- Five additional health professionals were trained, making a total of 60 health professionals with specialized skills in treating the victims of human rights abuse.
- 42 public and private institutions working with the Rehabilitation Program.
- 62 professionals in the HRF Rehabilitation Program network (48 health professionals and 14 lawyers).

2.3.3 Referrals to Other Rehabilitation Services

Beneficiaries of medical and psychological assistance were referred to legal and social rehabilitation services. The Human Rights Fund collaborated closely with professionals and assistance programs in providing access for HRF clients. This included access to free legal assistance and referrals to programs that assisted in the transition of patients from treatment to social reintegration. The Victim Assistance and Rehabilitation Program met regularly (usually bi-monthly) with a number of Haitian organizations and agencies to share information and coordinate services and activities. Meetings took place with the Office for the Protection of the Citizen (OPC), Women's Health Clinic (SOFA), Office of the Haitian National Police, Ministry of Justice, UNICEF, FONKOZE and eight victims' advocacy organizations.

3. SUMMARY OF RESULTS AND IMPACT

America's Development Foundation's Human Rights Fund Program in Haiti has made significant progress in achieving the results projected for the extension. As noted below, considerable achievements have been gained for five of the anticipated six results.

3.1 IMPROVEMENT OF COMMUNITY-POLICE RELATIONS

Indicators:

- i. Joint initiatives conducted successfully, as observed by ADF staff and assessed by police and civil society organizers*
- ii. Mechanisms in place for institutionalizing communications, collaboration and citizen oversight, as verified by ADF staff*
- iii. Reduced incidence of human rights abuses by HNP in these communities, as confirmed through interviews with citizens and human rights organizations*

The Community-Police Relations Program of the Human Rights Fund improved community-police relations as indicated by:

- i. More than 20 joint initiatives planned and carried-out successfully by the local HNP and community civil society organizations in five of the eight target communities (Les Cayes, Jacmel, La Vallée de Jacmel, Gonaives, and Croix-des-Bouquets). Improved communication between members of the communities and the Haitian National Police is demonstrated by the successful operation of inclusive committees in each of these five communities, the joint initiatives planned and carried-out, and the local forums.
- ii. Official institutional mechanism created in Les Cayes. Consultative Committee members include 13 civil society members (popular sector, business, church, women, and the press), a local government representative, the HNP, and a local representative of the central government. Three informal consultative mechanisms in place in Jacmel, La Vallée de Jacmel, and Gonaives.
- iii. Consultations and interviews with citizens and local organizations indicate a reduction in the incidence of human rights abuses in the targeted communities.

Summary Qualitative Assessment: Dialogue in five of the eight targeted communities is quite frequent. There are many more ties between the community and the police, as well as greater understanding, flexibility, confidence and collaboration. There are fewer incidents of police brutality, fewer confrontations, and fewer cases of illegal arrest and torture. The police have become more effective in their operation with the assistance of the local population.

3.2 INCREASED PUBLIC AWARENESS AND ACTIONS

Indicators:

- i. Increase in percentage of randomly selected citizens (youth and adults) who can identify what human rights are, why they are important, and who state their support for the protection of human rights in Haiti, as noted in rapid appraisals conducted in June 1998 and August 1999*
- ii. Increased citizen participation in advocacy efforts by human rights organizations, as noted in HRO reporting and observed by ADF staff*
- iii. Increased incidence of public discussion on human rights in the print and broadcast media, as noted in ADF's monitoring of the media*

Progress made toward achieving these results during this extension of the Human Rights Fund are indicated by:

- i. The popularization campaign reached over 1 million people, at least a third of which are children and youth, providing opportunities for discussion of human rights among members of local communities, the local and national officials of the Haitian National Police, and civil society and human rights organizations.*
- ii. Marked increase in advocacy work to influence public opinion on human rights. Two new coalitions of human rights organizations formed. Extensive training effort by popular and other grass-roots organizations to train the public in human rights. Increasing numbers of professionals participating in the monthly human rights round-table discussions. New organizations are being represented at these meetings*
- iii. Increased incidence of public discussion on human rights in the print and broadcast media. In addition to airtime and space purchased by the HRF as part of specific program activities, the media regularly covered all events and initiated requests for interviews.*

Summary Qualitative Assessment: The most impressive impact of increased knowledge and understanding of human rights principles and practices has been evident not so much in an increased demand for the respect of human rights (although this has occurred), but in the greater respect for the rights of society as a whole. After participating in training, several of the more radical popular organizations in the Port-au-Prince area have reduced their most violent activities. Roadblocks, vandalism, and violent confrontation with the police have substantially decreased since training began and participating organizations have come to condemn violence in any form.

3.3 INCREASED AVAILABILITY OF INFORMATIONAL AND EDUCATIONAL RESOURCES

Indicators:

- i. Number of new publications in French and/or Creole, as verified by copies submitted to ADF and USAID*
- ii. Number of publications distributed in each of the 9 departments, as documented in ADF's records*
- iii. Creation of documentation center and HRF website, and transfer of their management to Haitian HRO, as confirmed by ADF staff and third parties using these resources*

Results achieved under this extension are indicated by:

- i. New publications in French and/or Creole include revised French and Creole translations of the Universal Declaration of Human Rights booklets, UDHR calendars in Creole, and the second volume of the HRF Rehabilitation Series focusing on Trauma. In addition, a draft manual to serve as a basis for human rights education curriculum in schools was developed.*
- ii. Over 5,000 copies of human rights publications were distributed to individuals in at least six departments, including copies of the UDHR, calendars, T-shirts, training materials, and posters. A Human Rights Education Kit containing core human rights materials was assembled and distributed to several civil society and human rights organizations throughout Haiti.*
- iii. Human rights materials compiled and made available at the Fund include three documents in Creole, sixteen documents in French, and 35 documents in English. A full list of these materials is included as Attachment 9. A website was not created under this extension.*

Summary Qualitative Assessment: There is no question that the number of informational and educational resources in Haiti was expanded under this extension. This includes not only new publications such as the second volume of the Rehabilitation Series, the calendars and the improved translations of the Universal Declaration of Human Rights, but also reprints of Haitian human rights organizations' publications that were made widely available.

3.4 LOCAL CAPACITY TO MONITOR, DOCUMENT, AND REPORT ON HUMAN RIGHTS ABUSE

Indicators:

- i. Number of Haitian HROs exhibiting this level of expertise at the end of training, as attested by trainers*
- ii. Number of Haitian HROs utilizing this expertise to produce documentation, as noted by ADF staff and confirmed in interviews with international human rights organizations receiving this documentation*
- iii. At least 15 health professionals assist Haitian HROs by preparing medical documentation, as confirmed in ADF survey of HROs and service providers*

This result was not achieved under the extension. Although the Human Rights Fund made arrangements and funding provisions for a HURIDOCs workshop in the first quarter of 1999, the training institution decided to change its computerized human rights documentation system and training manuals to a Windows platform and postponed its actions in Haiti. These funds were then applied to other purposes.

3.5 TREATMENT OF VICTIMS OF HUMAN RIGHTS ABUSE

Indicators:

- i. Number of victims assisted, as documented in the treatment network's case records*
- ii. Number of family members assisted, as documented in the treatment network's case records*
- iii. Number of referred clients receiving assistance, as noted in follow-up conducted by HRF staff*
- iv. Number of clients reintegrated socially, as confirmed by case follow-up by ADF staff*

Results achieved under this extension in relation to these indicators are as follows. The quantitative results exceeded our anticipations due to higher than expected numbers of victims.

- i. Six hundred and twelve (612) victims received treatment between July 1, 1998 and the end of the victim assistance program.*
- ii. Over eight hundred (885) family members received medical and/or psychological treatment*
- iii. Ninety-two (92) clients were referred to and received assistance from specialists.*
- iv. Fifty-four (54) clients were assisted in regaining economic security, representing twelve victims and their families.*

Summary Qualitative Assessment: This program provided urgently needed and otherwise inaccessible assistance to the victims of human rights abuse. There have been a number of lessons learned through the victim assistance program, perhaps the most significant of which is that assistance should move more quickly to helping recovering victims regain economic security. The recovery period was significantly reduced with the combination of medical and psychological treatment with legal counseling and economic rehabilitation. To this day, the HRF victim assistance and rehabilitation program is the only one of its kind.

3.6 INCREASED PROFESSIONAL RESOURCES FOR TREATMENT OF VICTIMS

Indicators:

- i. Treatment network extends into 6 departments, as noted in ADF reporting*
- ii. Community Health Workers in 10 communities are assisting communities to rehabilitate themselves, as observed and reported by ADF rehabilitation staff*
- iii. 40 health professionals able to diagnose and treat victims and their families, as confirmed by the Program Director of the Victim Assistance and Rehabilitation Program*
- iv. Eight health professionals gain advanced knowledge, as confirmed by Department Heads of host training institutions*
- v. 60 Community Health Workers trained to provide rehabilitation services, as confirmed by trainers*

Results in this category were limited by resource constraints that resulted from a higher-than-expected level of assistance needed for the victims of human rights abuse. Organized by indicator, results achieved under the extension are:

- i. Expansion of the Treatment Network to six new communities: Hinche, Savanette, Boucan-Carré, Martissant, Les Cayes and Mirebalais.*
- ii. Six Community Health Workers working in these six communities.*
- iii. Sixty (60) health professionals with specialized skills in treating the victims of human rights abuse. Forty-two (42) institutions, public and private, working with the Rehabilitation Program.*
- iv. Additional international advanced training for health professionals did not take place, due to resource limitations. However, participating professionals did gain advanced knowledge by engaging in ongoing professional development through monthly professional round-tables.*
- v. Twenty-six (26) Community Health Workers trained to provide victim rehabilitation services, including six presently working in their own communities.*

4. LESSONS LEARNED

As the Human Rights Fund of America's Development Foundation works it is continually learning from its experiences. The following sections summarize lessons learned over the course of the extension period.

Overall

1. **It takes time and effort to overcome the prejudices felt by many Haitians against U.S. government funded programs.** There is a great deal of bias in the Haitian community against U.S. government-funded programs; especially those focused on the democracy sector. Since many of the organizations that hold this bias are also organizations with large memberships, it is important to devote the time and energy necessary to change their perceptions about who you are and the nature of your work. These changes in attitudes take time.
2. **Whenever possible one should build civil society linkages to work with Haitian government officials.** This collaboration provides greater results while providing the opportunity to continually educate and raise the awareness of officials.

Community-Police Relations Program

1. **The methodology and approaches of the pilot program work.** The Pilot Program has developed a highly successful methodology for introducing community-police relations to Haiti that includes community facilitation, community organization, conflict mediation, civic education, training and technical assistance, and the creation of local institutional mechanisms for community oversight and exchanges with police authorities. Communication and cooperation have increased in the pilot communities.
2. **The ability to listen and be flexible is essential.** Improving the relations between police and communities is new to everyone involved. The success of the initiative depends on the ability to really listen to those who are involved and to approach the work and the people involved with sensitivity and respect. In addition, the situation in Haiti at this time is highly unpredictable. The changing environment has an impact on the community and police as a whole, as well as on individuals. The process orientation of the approach, as well as the sensitivity of ADF Human Rights Fund staff to these changes, have proven to be a great advantage in the Program's ability to respond to rapidly changing circumstances.
3. **While it is possible to work to improve community-police relations at the local level without official backing or support, gaining this support makes possible more wide-scale changes.** The Pilot Program began with little or no support from national HNP and Ministry of Justice (MOJ) authorities, and was able to achieve significant results without this support. The success of the methodology in the absence of such support is an important lesson as political criticism and pressure on HNP leadership grows. It should be noted, however, that the CPR program has since gained the support and involvement of the Director General and the Office of the Inspector General of the HNP, and the Minister of Justice. This support has added

impetus to the Program and its been helpful in achievement of its results. This support has also resulted in greater involvement and support of officials at the local level.

4. **Community level challenges to improved community-police relations are multi-level.** The challenges to the Community-Police Relations Program go far beyond the mistrust and fear between these two sectors. The weaknesses of institutions at the local level, including those of the State, civil society, and traditional structures, diminish their abilities to provide tangible support to joint activities. In addition, groups at the community level are highly divided. Simply bringing together civil society groups at the community level is one of the most difficult tasks in the program, illustrating how divided Haiti is at this time.
5. **Progress in highly urban settings takes more time than in more provincial cities and communes.** The mistrust between police and the community is stronger in the greater Port-au-Prince metropolitan area than is the case elsewhere in the country. This was one of the findings of the Survey of Democratic Values, conducted by ADF in 1996, and is confirmed by the experience of the Community-Police Relations Program. In addition, civil society organizations in the Port-au-Prince metropolitan area are highly divided along partisan lines, resulting in a significant level rivalry among them. Convincing these groups to sit down at the same table, and then convincing them to sit down with the police, is an enormous task. Developing the foundations upon which improved relations can build takes longer in these settings.
6. **Where institutional consultative mechanisms have been established, both police and communities have shown a commitment to making these mechanisms work.** The formal consultative committees established in Cayes and Jacmel now meet regularly without the mediation or facilitation of ADF/HRF staff members. This represents a concrete indicator of the usefulness of the consultative mechanism for both police and community members.
7. **The development of skills in mediation and negotiation are one of the greatest legacies of the Community-Police Relations Program.** As staff of the Community-Police Relations Program worked with police and community members, they found that their mediation-based approach resulted in improved mediation and negotiation skills among all participants in the process. These skills are now being used to avoid as well as manage conflict.

Human Rights Education

1. **Learning about human rights can translate into greater respect for the rights of others.** Our experience in training popular organizations about human rights has resulted in a marked reduction in the violence these organizations exhibit toward others.
2. **Human rights and civil rights education is an essential part of changing people's behaviors toward one another.** Guest speakers as well as participants in the Community-Police Forums and the national conference all agreed that Haitians must understand (in a practical sense) the meaning of fundamental human and civil rights

before they can be expected to trust state officials and each other. Such education is also a requirement for the creation of justice and a system of justice that respects human rights and follows the laws established in the Haitian Constitution.

3. **Popularization campaigns are expensive and time consuming, and their impacts are difficult to assess.** While we know that public education campaigns are important tools for basic education in countries with high rates of illiteracy, they demand a high level of human and financial resources. When planning such a campaign, focus on those activities that will reach a wide-range of people through many media outlets.

Victim Assistance and Rehabilitation

1. **Most victim assistance should not be open-ended.** Our experience suggests that assistance to victims should move as quickly as possible from treatment to economic and social rehabilitation. On the average, a period of a maximum of one year for treatment is sufficient for most victims to overcome the most debilitating symptoms of their trauma, and this transition would contribute to the empowerment of the victim, avoiding reinforcement of the victim mentality.
2. **Even within an established network of professionals, controls and competition are desirable.** The Human Rights Fund had a roster of health professionals during the time when providing treatment to the victims of human rights abuse could be quite dangerous to the health provider. Clients continued to be "channeled" through the same professionals in the network. Looking back, we believe this resulted in somewhat higher costs than might have been the case if there had been a competitive process for the award of services. We found that as funds became more limited, professionals were often willing to reduce their fees.
3. **The combined approach of individual and group therapy works well.** Group therapy in which individuals who have endured more or less the same type of experience allows participants to both talk about what they have experienced - and its impact on their current lives - as well as to support others and recognize the shared trauma. For victims of organized violence, group therapy is usually much more beneficial than individual therapy for these reasons. However, it is important to have the option of individual therapy for those victims that have developed serious psychiatric problems following their abuse.
4. **The inclusion of legal counseling and legal education in the treatment and rehabilitation program helps victims move on more quickly.** Knowing that there is a potential for legal redress, whether the individual decides to pursue this path or not, results in a general decrease in aggressive tendencies and the desire for immediate revenge. In addition, while discussing the details of the abuse as part of a discussion on possible legal action, many victims are able to express emotions that they have been previously unable to state or even recognize.
5. **The system of using Community Health Workers can only work if there is sufficient supervision and on-going support.** Although Community Health Workers

involved in the program were trained, they must be provided with ongoing support and supervision that will help them to adapt to conditions in the field.

- 6. The collaboration with specialist micro-credit organizations within the economic rehabilitation program works well.** By working with established local NGOs, the Victim Assistance and Rehabilitation Program avoided having to hire or develop technical capacity in these areas. The provision of funds for the HRF clients provides privileged access of these clients to micro-credit services, without forcing the partner NGO to make difficult decisions to exclude others. It is important to maintain close communication between the HRF and the micro-credit institutions to avoid problems and be able to adequately adapt therapy to the changing circumstances of the client.

5. RECOMMENDATIONS

The problems addressed by the Human Rights Fund are deeply rooted and not resolved easily. It is our strong recommendation that USAID/Haiti continue to support NGO programs in human rights education, assistance to human rights victims, and community-police relations.

The Community-Police Relations Program has been proven to be effective at increasing dialogue and improving relations between local police forces and the communities in which they serve. It has received the endorsement of national and local police officials, leading government officials, and the communities in which it has taken place, as illustrated in Attachment 10. We strongly urge continuation of this program, and its expansion to all nine of Haiti's administrative departments.

While there are other civic education and human rights education programs, the Human Rights Fund is unique in its ability to access and be solicited by popular organizations. There are important reasons to work with popular organizations for the respect of human rights. First, popular organizations have been manipulated for political gain and used as tools for violence in the past. Having learned that this is the only way to get their voices heard, many organizations have developed a tendency to burn tires, destroy property, and generally abuse the rights of others in violent reaction. The current political crisis and upcoming electoral period make for an especially volatile time. The experience of the HRF has shown that popular organizations that have been trained in human rights -- with an approach that emphasizes respecting the rights of others and non-violent conflict resolution -- show a marked decrease in their tendency toward violent actions. Human rights and civic education programs have a proven credibility with the popular sector.

Also, we strongly encourage USAID/Haiti to provide support for victim assistance and rehabilitation. The Minister of Justice continues to urge the Human Rights Fund to help find additional resources for a victim assistance program, and we are doing so. Prior victims, usually jobless and still needing assistance, have no resources they can access to help them get back on their feet.

Finally, it is our recommendation that USAID/Haiti collaborate more closely and openly with its non-governmental partners. Communication and collaboration must be more effective and timely if the USAID re-engineering effort is to produce the desired results. More frequent visits by USAID/Haiti to project sites and program activities are important if USAID staff is to understand and assess the programs that it is funding. PVOs with a long history of successful engagement in Haiti should be seen as partners to achieving common goals, rather than as subsidiaries or competitors.