

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE Law in Development	2. PROJECT NUMBER 615-0209	3. MISSION/AID/W OFFICE USAID/Kenya
	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 615-84-05	
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION	
A. First PRO-AG or Equivalent FY <u>81</u>	B. Final Obligation Expected FY <u>-</u>	C. Final Input Delivery FY <u>82</u>		A. Total \$ <u>25,137</u>	From (month/yr.) <u>1980</u>
			B. U.S. \$ <u>150,000</u>	Date of Evaluation Review May, 1984	

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
None. This is a final evaluation of the project.		

8. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)	A. <input type="checkbox"/> Continue Project Without Change		
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____	B. <input type="checkbox"/> Change Project Design and/or		
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)	<input type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____	C. <input type="checkbox"/> Discontinue Project		

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)		12. Mission/AID/W Office Director Approval	
Draft: PROG: EMbajah <i>EMbajah</i> Clear: PROG: JStepanek (draft) : PRJ: EGreeley (draft) : PROG: MArnold (draft)		Signature <i>Barry Riley</i> Typed Name Barry Riley, A/Director Date May 30, 1984	

EXECUTIVE SUMMARY

Law in Development

USAID/Kenya provided a grant of \$150,000 to Partnership for Productivity (PfP) for Law in Development Project (165-0209) to (i) provide para-legal advice to small-scale entrepreneurs; (ii) offer legal advice to selected organizations involved in the development of the rural markets; (iii) strengthen its capacity to provide legal and para-legal services on a cost-effective and continuing basis. This project together with a second Women in Development (698.0388.15) (for \$125,000) was designed to build on PfP's core activity of providing business management advice through the Rural Enterprise Extension Service (REES).

During the life of the project, PfP serviced both PfP's regular clients and the public. The latter group included people of various socio-economic levels including the local leaders, government workers and the development agency. The constraint was that the program had a broad coverage which the limited staff resources could not effectively cope with. As a result the services have been thinly spread. The second purpose of strengthening PfP institutional capability has been met. New staff have been recruited and trained, and new programs in Women in Development and rural technologies have been initiated. The third purpose - a "cost-effective" approach to providing legal services has not yet been achieved. The constraints were limited resource available to staff, a two year time frame which was too short, and above all a lack of funds to file cases in court.

The basic goal of the project was to develop a cost-effective and replicable model for addressing the lack of access by the rural poor to legal and para-legal services. The model used by PfP, was extremely useful in identifying a number of legal issues relevant to the rural poor and raising the level of consciousness of clients and others on legal issues. It was unable, however to provide cost-effective legal services to the poor once a specific problem had been identified. The basic problem was that litigation -- either provided by PfP lawyers or other lawyers -- is expensive. PfP has not been able to afford to provide these services to the considerable number of clients who have requested assistance. To date, no precedent-breaking test cases have been won.

Law in Development - 10 Questions

1. What constraint did the project attempt to relieve?

project attempts to address the lack of access the rural poor have to legal knowledge and services (due to the lack of legal education and orientation of most lawyers), particularly in relation to business matters.

2. What technology did the project promote to relieve this constraint?

The technology introduced by the project is low cost, available legal advice and services, and civic education provided by Partnership for Productivity (PfP) staff.

3. What technology did the project attempt to replace?

The technology introduced is largely additional to existing knowledge and ways of doing business, which relies on an "ad hoc" seeking of knowledge to establish businesses, resolve disputes, and carry out civic responsibilities.

4. Why did project planners believe that intended beneficiaries would adopt the proposed technology?

Intended beneficiaries have adapted the proposed technology to the extent that it is not costly to do so, as it largely benefits them to avoid or resolve conflict. PfP provides limited legal services, however, and as sustained legal services are expensive for small holders, more knowledge of ones rights and obligations for example, has not been sufficient (in the absence of paid professional legal assistance) to enable small holders in many instances to realize these rights through litigation. No impact was recorded on re-orienting locally-available lawyers to manifest greater willingness to help the rural poor resolve disputes, established business etc.

- 5 & 6. What characteristics did the intended beneficiaries exhibit that had relevance to their adopting the proposed technology?

The beneficiaries vary as to their access to and interest in various aspects of this experimental PfP program. Civic education is available to all (in an area) who know the local language or English and can listen. Legal services have been limited to the taking on of a few test potentially precedent setting cases, thus most small holders having litigation cases have not been able to participate. The cost of litigation and the very limited capability of the PfP staff trained in legal matters has resulted in a very narrow range of beneficiary involvement.

7. Has the project set forces into motion that will induce further exploration of the constraint and improvements to the technical packages proposed to overcome it?

There is an albeit minimal but now established capacity in PfP to provide legal information and services to the population at large on a very limited basis. The capacity exists to emphasize provision of services in relation to the establishment and maintenance of businesses, however demand for this type of service appears less developed than demand related to issues regarding land disputes, insurance matters, and family problems. This capacity does not appear self-sustaining, and will likely require donor support to be continued.

8. Do private input suppliers have an incentive to examine the constraint addressed by the project and to come up with solution?

There is little likelihood of involvement in the Law in Development program by private supporters.

9. What delivery system did the project employ to transfer technology to intended beneficiaries?

The program has been established and extended through the employment of a trained committed lawyer working with PfP staff and individuals and groups in local committees, channels, for dissemination of information have included radio, written materials (e.g. handbook), small group meetings and client counseling. Trying of key test cases has also been utilized to attempt to establish local precedent.

10. What training techniques did the project use to develop the delivery system?

The program has been based in the Western Kenya region of PfP activities. Additional activities are planned (on a very limited scale) on other areas of the country.

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II. EVALUATION METHODOLOGY

The PFP end-of-project evaluations for WID and LID were carried out in the context of a broader assesment of Kenyan NGOs involved in small enterprise assistance programs. Three researchers (two under contract to PFP and one under contract to AID) and one research assistant (under contract to PFP) gathered information on PFP in April and May of 1983 through review of PFP and AID project files, client records, PFP reports and documents, previous evaluations, and correspondence; interviews with PFP management and field staff; discussions with AID and Ford Foundation staff; visits to PFP's central headquarters in Nairobi and regional offices in Kakamega and Nyeri; a sample survey of 12 individual clients and 15 members of women's groups; visits and direct observation of client enterprises.

III. EXTERNAL FACTORS

Project Setting: The bulk of PFP activities are centered in Western Kenya, although in recent years there has been an expansion into Nyanza, Rift, and Central provinces as well. General economic conditions have been deteriorating in Kenya in recent years, characterized by a high inflation rate and currency devaluation. Western Kenya is one of the poorest regions in Kenya. The extremely high population growth rate has resulted in land fragmentation. According to the Integrated Rural Survey (1977) over 50 percent of small farm households in the province are under the poverty line. The population in the region is primarily rural-based. Maize, beans, cassava, oilseeds and cotton are the main crops.

Women in this region are engaged largely in subsistence production. Their options for off-farm income generation are extremely limited, as illustrated in Table 1. Trading maize and beans, handicraft production, fishing, selling vegetables, and agricultural labor are the major options. Cash generated from these activities generally supplements their subsistence production.

Approximately 19 percent of the households in the Western province are headed by women. This is slightly fewer than many other provinces in Kenya, but polygamy and male migration leave many women with primary economic responsibility for their families.

Table 1
Percentage Distribution of Small Farm Population
Over 17 Years by Off-Farm Employment and Sex

	<u>Total for Kenya</u>			<u>Western Province</u>		
	Male	Female	Total	Male	Female	Total
None	78.81	97.51	89.07	73.31	97.39	86.28
Operate another holding	0.62	0.42	0.51	1.65	0.65	1.11
Labor on another holding	2.41	0.28	1.24	2.33	-0-	1.08
Other rural work	6.83	0.49	3.35	3.59	0.28	1.81
Teaching/government employment	4.52	0.98	2.58	9.44	1.67	5.26
Urban employment	6.71	0.31	3.20	9.67	-0-	4.47
Other	0.11	0.01	0.05	0.00	-0-	-0-

Source: Kenya Central Bureau of Statistics, 1977. Integrated Rural Survey, 1974-75 Basic Report.
March, Table 5.7.

The Government Ministry of Culture and Social Affairs has been involved in organizing women's groups since the 1970s. Hundreds of groups have been registered and grant support has been provided to some. However, resources and other inputs for the groups have been limited. PFP has been working primarily through these government registered groups. The government approach of providing grant assistance has made PFP's efforts to promote income generation through loans a challenge because many groups anticipate grants.

A number of PVOs in Kenya have been involved in organizing women in development projects, including Mandeleo Ya Wanawake, NCKK, Tototo Home Industries, and others. Several organize income generation projects through rural women's groups, like PFP. Of these groups, PFP has the widest coverage in the Western and Central provinces. Although there has been some exchange of information, all groups could benefit by more frequent interchange and discussion on common problems and lessons, and new ideas.

PFP's Law in Development (LID) project is a unique effort. As a new and experimental approach, there have been limited governmental or other supports upon which to draw. Moreover, other PVO and government development and income generation programs are not backed by legal support services, despite the needs of the rural poor in this area. No other organization is involved in this type of program.

Institutional Setting: PFP has been through a period of institutional transition in recent years which has effected all of its programs and projects. The major changes have been:

- 1) Kenyanization of the staff. PFP was managed primarily by expatriates until 1979 when the shift was made to management and control by local Kenyans. This change has been somewhat disruptive in that it has taken time for the new management to learn and develop on-the-job planning and administrative skills specific to PFP's programs. It also has taken time for the new managers to develop relations with donors. In addition to this, the General Manager position turned over in early 1983 with the transfer of the former general manager to PFP Zimbabwe. PFP's Western regional manager assumed his position; the Women in Development project advisor filled his position, leaving the WID position vacant.

2) Since 1980, PfP has expanded in three directions all at once. First, it has expanded functionally to emphasize a broader community-based approach to enterprise development. The process of hiring and training staff to plan and carry out these new and diverse functions necessarily is time consuming and challenging, particularly with a shift in management at the same time. Second, PfP has expanded the number of clients, primarily by working through women's groups. The number of clients served has gone from around 200 to over 3,000 since 1980. The staff has had to learn new techniques for working with groups with this shift. Moreover, almost all of the new clients have been women. Given the specific economic needs of women, this also requires different approaches and inputs. Third, PfP has expanded geographically. In its attempt to become a national level program, since 1980 PfP has expanded its activities beyond the Western and Nyanza provinces to include the Rift and Central provinces. This has required an expansion and wider dispersal of field staff, and a corresponding increase in managerial and administrative responsibilities. Maintaining good communication among the staff has been a challenge.

3) Funding constraints also have had a significant effect on PfP's programs. The OPG from AID for the REES project ran out in 1980 and was not renewed. Thus, during the period of the WID and LID grants, PfP has not had core funding for REES, even though the LID and WID projects were designed to build on the REES core (see Table 2 for PfP income sources). Out of necessity, WID and LID resources have been used to support the REES staff and overhead costs. The main constraints have been a diversion of resources earmarked for the WID and LID activities to cover staff and overhead costs, and a shoestring budget for REES activities (see INPUT sections for further discussion).

It is within this general context that the WID and LID projects have operated since 1980. Each project is discussed separately in the next two sections of the report.

V. PfP's LAW IN DEVELOPMENT PROJECT

A. INPUTS

USAID granted \$150,000 to Pff in December of 1980 for the LID project. Pff was to secure \$101,317 in additional funds to cover project expenses, however, no matching funds were obtained. The grant was to cover the period between October 1, 1980 to December 31, 1982. The funds were earmarked for salaries and benefits, capital acquisition, books and statutes, a legal development fund, rent, overhead and other related costs. Pff's accountant reported that as of the spring of 1983, all but approximately Kshs. 50,000 had been drawn down. Advance of the last payment was contingent on submission of a Handbook in Law for field workers.

Table 1 shows expenditures Pff has billed to AID for the LID project. Review of these figures indicates that:

- Transfer of funds across line items has exceeded the 10 percent allowed by AID in all but two categories.
- Excess expenditures over budgeted amounts are most salient in the training costs and telephone and postage categories.
- Expenditures were far under budget in the categories of capital acquisition, books and statutes, evaluation, miscellaneous expenses, and the development fund.
- LID staff most frequently mentioned lack of resources to bring legitimate cases of Pff clients to court (most clients cannot afford court fees). It is not clear why the Development Fund was not used for this purpose; or for any other purpose.
- As mentioned earlier, lack of funding for REES has put a financial strain on the organization as a whole. However, despite this pressure the decision to transfer resources away from the one category that offers direct support of clients is questionable. The LID staff we interviewed said that it was an administrative decision made in Nairobi.
- Despite the failure to secure matching funds, and the transfer of budget resources across line items, the basic expected outputs of the project have largely been met.

Staff inputs: The LID project has been implemented by a Legal officer (a woman lawyer); a legal assistant (a male lawyer); two legal clerks, and all of the field consultants. Most LID inputs to clients are made in the context of other work related to WID and REES activities. In addition, the civic education component of the project -- which involves lectures to community groups which involve people who are not necessarily Pff clients --

Table 1

Summary Financial Report: The USAID
for PFP LID Project as of September 1982

Expense Items	Expense Budget (kshs.)	Cumulative Expense Billed to USAID	Percent over or under Budget
Training Costs	63,490	90,215	+42%
Office Rents	58,340	63,907	+10%
Capital Acquisition	214,580	74,839	-65%
Salaries & Benefits	673,085	694,999	+ 3%
Books & Statutes	90,700	695	-99%
Insurance	27,210	23,816	-12%
Per diem & meals	27,210	10,306	-62%
Telephone & Postage	23,765	34,450	+44%
Stationery & Printing	13,605	20,752	+52%
Professional Fees	14,875	11,075	-26%
Evaluation	9,070	-0-	-100%
Research	9,070	7,087	-22%
Misc. Expenses	177,770	12,585	-93%
Development Fund	41,000	-0-	-100%
Guest Expenses	7,440	1,807	-75%
TOTAL	1,451,210	1,046,533	-28%

is carried out primarily by the legal officer. The legal officer was hired in March of 1981, and the first legal assistant in November of 1981, but resigned after two months to take another job. This was a setback to the project as another legal assistant was not hired until January of 1983. A second legal assistant was also hired late in the project. The late timing of staff hiring resulted in a work overload for the legal officer.

B. OUTPUTS

The expected outputs of PFP's Law in Development project as stated in the grant agreement with AID are listed below, followed by a discussion of progress made toward achievement of these targets.

1. Develop a draft curriculum and instructional materials for training business consultants in legal principles relevant to the problems of PFP clientele.
2. Test the curriculum and materials on PFP staff and revise them as necessary to serve as effective teaching tools.
3. Prepare a do-it-yourself Handbook in Law for PFP field consultants. Train field consultants in use of this hand-book.

Discussion: As of May 1983, the legal officer had completed a first draft of the handbook and was in the process of revising it for the final draft. The draft handbook had not specifically been tested out on the field staff. However, the materials used by the legal officer in training sessions were the basis for the handbook. A report compiling these materials on legal issues and the rural poor are referred to occasionally by the field staff. It details basic legal issues and the structure of the legal system. In addition, handouts on specific legal issues have been provided to the field staff. Some have been translated into Swahili and distributed to legal clients.

4. Conduct studies in a selected rural area of Western Kenya on (a) attitudes of the rural poor toward law and legal institutions; (b) the nature of the decision-making process and how best to influence that process for the benefit of the rural poor.

Discussion: This study has been conducted both formally

and informally. A community survey of 25 women's groups was carried out in the spring of 1982 by a project consultant to PFP. The survey included a series of questions related to legal issues. Informally, a great deal of information on the above issues has resulted from the ongoing work of the LID staff -- in civic education, consulting with individual clients, and working with women's groups. Through this study, family law and land law have emerged as two relevant areas of concern among the rural poor. Business law for the most part is not a major area of interest. Most respondents had extremely limited exposure to and knowledge of law or legal institutions.

5. Render legal advice to rural market committees, small farmer cooperatives, and women's organizations. Host legal assistance and civic education workshops and seminars through such organizations. PFP progress in these areas includes:
- a) Assistance to over 50 women's organizations and one market committee in drafting constitutions.
 - b) Assistance to 18 groups in drawing up loan agreements with PFP.
 - c) Training of field staff in legal issues through:
 - i) a two day seminar in May 1981
 - ii) a one week seminar in February 1982
 - iii) a three week course held at the Kenya Institute of Administration in August 1982.

These training seminars also cover a broad range of other issues in addition to law. The dates indicate that the timing of the bulk of the staff training was fairly late into the project.

- d) Training of 50 women's group leaders through two three-day sessions in 1982. These seminars also covered other issues (see WID section).
- e) Weekly training of students in two Village Polytechnics on business law.
- f) Civic education and lectures to a large number of rural groups through churches and public meetings.
- g) Legal advice provided to approximately 100 individuals.

C. PURPOSE

According to the grant agreement, the purpose of the LID grant is to allow PFP to:

1. Provide para-legal advice to small-scale entrepreneurs in rural markets.
2. Provide legal advice to selected organizations involved in development of rural markets.
3. Strengthen PFP institutionally to enable it to provide legal and para-legal services on a cost-effective and continuing basis.

The rationale for the project is that the rural poor lack access to legal services due to the cost and the orientation of most lawyers away from the needs of the rural poor and a developing economy.

PFP's experimental model is designed to work through para-legals (PFP trains existing field consultants) who identify legal and other issues of business clients, give rounded advice and refer clients to lawyers for litigation when necessary. The para-legals also are to provide legal advice to rural groups through civic education (family and business law, how to deal with governmental and para-statal bodies), drawing up constitutions, and filing test cases on broader issues.

In practice the project has served both PFP's regular clients and the larger public. Background on the former groups is provided in the WID section. The latter group includes people of various socioeconomic levels including local leaders, government workers, and development agencies.

Due to the broad coverage of the program and the somewhat limited staff resources during much of the project, the services have been spread thinly.

The period of the LID grant has been a time of institutional development for PFP. A number of new staff have been recruited and trained, and new programs in WID and rural technologies have been initiated. The first year of the program was spent strengthening the institutional capacity to organize legal services in the context of other programs.

In terms of providing legal services to individual and group clients, activities did not really get underway until the second year. In this regard, the two year time frame was too short. The length of time it took ~~to organize for providing services~~ was not adequately planned for. Due to the limited resources available to the staff, the legal services were spread thin. The major constraint was the lack of funds to file cases in court. Despite the demand for legal services created by civic education, PFP could not meet the demand due to lack of legal staff and funds. The original concept was to refer clients to other lawyers, but clients are unable to afford their services. A "cost effective" approach to providing legal services has not yet been achieved. According to the staff, the attitudes and orientation of most lawyers working in PFP's project area are not supportive of the rural poor. This has not changed since the project began.

D. GOAL

The basic goal of the project is to develop a cost-effective and replicable model for addressing the lack of access by the rural poor to legal and para-legal services. The present model used by PFP, while extremely useful in identifying a number of legal issues relevant to the rural poor and raising the level of consciousness of clients and others on legal issues, does not really provide cost-effective legal services to the poor once a specific problem has been identified. The basic problem is that litigation -- either provided by PFP lawyers or other lawyers -- is expensive. PFP has not been able to afford to provide these services to a number of clients who have requested assistance. To date, no precedent-breaking test cases have been won.

The LID project is still very new and experimental. The limited previous experience in this area required original objectives to be quite broad. Based on the experience and lessons of the past two years, a narrowing of objectives can help to focus on achieving the goal of addressing the legal needs of the rural poor. At this stage, however, while working through an existing insitutional structure like PFP reduces costs of outreach, some subsidies are required to provide effective legal services.

E. BENEFICIARIES

- °100 casual clients have been given legal advice on matters ranging from land disputes to insurance claims;
- °Ten casual clients with complex cases were introduced to advocates
- °One petition was drafted for a group of 50 farmers (men) whose lands were acquired by the government for the construction of a rural access road. The farmers had not been compensated as required by law, as they had applied too late. With assistance from PFP, the government agreed to settle the claims.
- °One petition was drafted for a group of 24 peasants (men) whose lands were acquired by the government for construction of an airstrip. The government offered a cash settlement, but the clients wanted to be given a particular piece of land. The petition was unsuccessful and the clients reluctantly agreed to the cash settlement.
- °Fifty women's groups (with approximately 500 members) were assisted in the preparation of constitutions and in registering with the Department of Social Services.
- °Four non-governmental organizations were assisted in drafting constitutions or other legal matters. They include: Kenya Energy Non-Governmental Organization; Mathare Special Training Centre; UNICEF Water for Health programme; and Action Aid (Kenya).
- °One curriculum was prepared for the Center for African Law Studies.
- °Hundreds of PFP clients and community members have been exposed to civic education through public meetings and seminars (see WID section on beneficiaries for background information on these clients).
- °Fifteen groups have been assisted in drawing up loan agreements with PFP.

F. LESSONS

1. There is a definite demand for legal services among PFP clients and other community members following civic education.
2. The most common legal problems relate to land disputes, insurance claims, and family law. There is less demand for legal services directly related to business law.
3. The existing legal system is expensive, complex, slow, remote, and insensitive with regard to the needs of low-income rural people.

4. The cost of litigation requires subsidies in order to bring cases of the poor to court.
5. PFP field consultants trained as para-legals can raise awareness of legal issues among clients but cannot effectively resolve problems. PFP legal staff have neither the resources nor the organizational set-up to follow through on clients' legal problems. Moreover, clients cannot for the most part afford other lawyers. The basic problem of lack of legal services for the poor remains. PFP may be creating frustration among some who need help but do not receive it.
6. It is not clear that a LID project is specifically needed to draw up constitutions and loan agreements for clients. Other PVOs provide these services without legal projects or staff.
7. The broad geographic dispersal of PFP's legal education spreads thin the effectiveness of LID. It also spreads thin the field consultants who already are involved in a number of functions. It is not clear how specific and directly useful their legal advice is to clients, especially with regard to issues relevant to enterprise development. The broad geographic spread of services also makes it difficult for referral to PFP lawyers in Kakamega, as most clients do not have the time or money for transport to come for a meeting.
8. The expansion of services beyond PFP's existing clients further dilutes the project impact.
9. Because LID is a new program, the original objectives and strategies necessarily were quite broad. The experience of the past two years puts PFP in a strong position to narrow the objectives and specify strategies in order to better meet client needs.

G. SUMMARY AND RECOMMENDATIONS FOR LID

Limited access of the poor to legal assistance and institutions is an important problem in Kenya. PFP's experimental efforts in developing a model is very useful, and is not being done by anyone else. Continued

efforts in this area are warranted.

In looking at Pfp's overall program, it is not clear, however, that this should be a priority program at this point in the organization's evolution. LID is designed to build on Pfp's core-productivity-oriented programs of REES and WID. These programs currently are quite broad in scope; and are in need of upgrading to focus more on providing a clearly defined set of economic inputs to clients (complemented by other community oriented social and educational inputs). At this point, strengthening these core activities should be the first priority.

However, given that no other organization has been involved in a legal program for the poor, and that Pfp has developed the beginnings of a programmatic model, there is good justification for continuing the program. There are two basic directions Pfp can go with LID:

- (i) continuation of the program at its present level of staff and resources;
- (ii) expansion of the legal staff and resources for litigation.

At a later point, Pfp may be in a better position for expansion. However, at present, continuation of the program at its current level would appear more feasible. In this context, we made the following recommendations:

1. Narrow the focus of the program to concentrate on:
 - °Pfp clients rather than the general rural population;
 - °a smaller geographic area, i.e., an area where clients can have more direct access to the services of Pfp legal staff. One suggestion was to establish local clinics which legal staff visit on a rotating basis.
2. Continue to petition for groups of clients with the same legal problem -- this is a more cost-effective approach where it is appropriate.
3. Institutionalize the use of the Law in Development handbook among Pfp field consultants.
4. Focus civic education on community leaders.
5. Identify broader policy issues and emphasize policy reform within the legal system.