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FY 1991/1992 Action Plan

LAC Regional Program
of the
Office of Democratic Initiatives

Bureau for Latin America and the Caribbean

May 1990

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I. Rationale and Strategy

A. Rationale

Supporting the evolution of stable, democratic societies and strengthening democratic institutions is one of A.I.D.'s and the LAC Bureau's strategic goals. This is often mentioned in speeches by Secretary Baker and Administrator Roskens as our first priority development objective. This is not surprising in light of the rapid transition to democratic forms of government that Latin America is experiencing today.

Since May of 1989, four Latin American countries with long-standing authoritarian regimes have become democracies: Paraguay, Chile, Panama, and Nicaragua. It is likely that sometime during the Action Plan period (1991-1992) at least one more country, Haiti, will become democratic, and that Mexico may move to a stronger two-party system. With the exception of Venezuela and Costa Rica, all of the democracies in Spanish-speaking Latin America are fragile.

Now, therefore, is the opportune time for A.I.D. to respond to the needs and requests of these emerging democracies. These countries have a limited time frame in which to demonstrate their ability to increase and sustain economic growth, to deliver equitable services, and to allow their citizens to participate fully in the political life of their countries.

These new democratic governments face incredible challenges with the problems of debt, narcotics trafficking, widespread corruption, guerrilla insurgencies, militarism, factionalism, and in some cases, civil strife. The institutionalization of democratic processes and governments has been impeded in large part by the fragile and cyclical nature of democracy in the region. Institutions vital to the effective functioning of a democracy (inter-alia the judiciary, the legislature, the electoral tribunals, and political parties) are weak, moribund, or non-existent. Finally, citizens lack basic knowledge about the structure, function, and role of democratic government.

If we are to take advantage of the historic opportunity that the democratic transition in Latin America offers -- both to the Latin Americans and to our own efforts to construct a more effective foreign policy in the region -- we need to expand the

resources for democratic development activities and broaden their scope. Since democracy helps to guarantee the development process itself, support for democracy must be the principal guiding concept and the overriding consideration for all development assistance activities. Since a substantial increase in funds cannot be taken for granted in this era of diminishing resources, it is imperative that there be greater coordination and integration of all A.I.D. activities related to democratic development. It is also important that A.I.D. funding be reinforced by Latin American initiatives for more assured impact in achieving mutual democratic development objectives.

B. Strategy

The LAC Bureau's democracy strategy remains the same as it was during the last Action Plan period. Priority is given to projects in countries that have already transitioned to democracy but are not yet "stabilized," (e.g. the so called "fragile democracies" of Argentina, Bolivia, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Paraguay, Peru, and Uruguay). Costa Rica, although not a fragile democracy, is included in this group due to its importance both as a democratic role model and as a participant in the Central American Peace Initiative.

The second priority grouping includes those countries that are about to face a transition to democracy and where there is an expected return on our investment in the medium- to long-term (i.e. Haiti, Guyana, and Cuba).

If resources permit, we will consider projects in the stable democracies where some "democracy maintenance" may be required (e.g., Jamaica, the island nations of the East Caribbean, Mexico and Brazil). Venezuela will be tapped as a source of technical assistance, as well as Costa Rica, Chile, and Argentina.

The goal of the LAC Bureau's Democracy Program is to support and strengthen democratic institutions, values, and practices throughout Latin America and the Caribbean. The program is designed to accomplish several objectives:

- improve the capability of key democratic institutions, such as the judiciary, the congress, and the national electoral tribunals;
- strengthen professional, civic, and community organizations to enable them to increase citizen participation in democratic decision-making;
- improve the effective exercise of internationally recognized human rights; and

-- strengthen respect for the rule of law as a fundamental requirement of government.

The program receives bipartisan support from the U.S. Congress. It consists of two major components. The first component is Administration of Justice (AOJ)--the larger of the two--with an authorized total of approximately \$90 million through FY 1990. The other component, comprised of other DI activities, (i.e. legislative enhancement, strengthening election processes, strengthening the free media, etc.), has received approximately \$29 million through FY 1990.

The FY 91-92 program begins to consolidate the gains of the Administration of Justice program by continuing to strengthen existing regional institutions such as the United Nations-affiliated Latin American Institute for Prevention of Crime and Treatment of the Offender (ILANUD), mechanisms such as the Checchi Level of Effort Contract, and by establishing new regional programs to which Missions can have access in support of their own bilateral programs. For example, we propose a new regional technology information system project which will develop a generic workshop and an accompanying manual on information technology strategies for the judicial system. A new short-term, regional training program for court administrators at the University of New Mexico is also being proposed.

These two projects will, in some instances, fill a gap in areas ILANUD has not been able to cover as ILANUD begins to focus more on judicial training, judicial training schools, sector analyses, and anti-narcotics activities. The AOJ program will be operational in almost all of the ADCs by 1992, at the request of the host countries, with a major priority being placed on the new multi-year Administration of Justice program in Colombia, to be funded by the FY 1991 Andean Initiatives program.

The private sector grants program will continue to support both the American Bar Association (ABA), the Inter-American Bar Foundation (IABF) and a new FY 91 "integrated program" between the ABA, which has passed under more dynamic leadership, and the IABF.

The ICITAP program will expand its programs to include South America (beyond Colombia), and will focus on Peru, Bolivia, and perhaps Uruguay. ICITAP will begin to withdraw from the Caribbean region but will continue substantial support to Central America with a major program in Panama and possibly in Nicaragua.

Finally, during the Action Plan period we will begin to look for linkages and points of coordination, if not integration, with anti-narcotics programs, especially in the Andean region.

In the Democratic Initiatives portfolio, LAC/DI proposes to continue its support to regional institutions through assistance to the Inter-American Institute of Human Rights and its highly successful elections assistance programs conducted by the Center for Electoral Assistance and Promotion (CAPEL). A new FY 90 Regional Legislative Management Project will be available to Missions to complement their ongoing programs, or to initiate new activities in this area before bilateral projects are designed. The Central American Journalism Project (CAJP) will have been evaluated by 1992 and will be expanded to include regional and country-specific courses for selected South American countries. CAJP will also operate in Panama and Nicaragua beginning in FY 1990.

A new FY 1991 project, deferred from FY 1990 for budgetary reasons, will be authorized in the area of civic participation, to increase the level and effectiveness of active citizen involvement in local and national political processes. Additionally, LAC/DI proposes to expand the successful civilian-military dialogues, conducted under the auspices of The American University, to South America including the Southern Cone. Project activities may also be implemented, at the appropriate time, in Panama and Nicaragua.

Lastly, we propose an amendment to the Regional Financial Management Improvement Project (RFMIP) in FY 1991 to test a pilot "Anti-Corruption in Government" program. Based on the existing literature¹, anti-corruption activities should be discussed as part of the policy matrix for economic stabilization reforms (i.e. structural adjustment programs) and positive, preventive steps should be included in the attendant financial management programs.

Based on successful pilot projects in FY 1991, we propose an expansion to other countries under the RFMIP in FY 1992. Since corruption in government is often a major deterrent to bringing about democratic transitions, (viz Panama), it is reasonable to assume that anti-corruption programs, however they are labeled, should be a priority of any new democratic country. We will closely examine the experience worldwide and draw on external technical assistance before designing the amendment.

The regional LAC/DI budget also incorporates the DI activities of all the ADC countries. In particular, we are supporting the democratic transition in Chile in the FY 1991-1994 period at approximately \$2.0 million per year.

1. Robert Klitgaard, Controlling Corruption; and Donor Conference on Financial Management Improvements; World Bank; April, 1990.

II. Project Achievements and Shortfalls

A. Administration of Justice

1. Regional Administration of Justice Project (RAJP)

The RAJP continues to provide regional and national level training and technical assistance, in the participating countries, under the various sub-projects carried out by ILANUD. In February 1989, Project funding was increased to a total of \$25,872,000 and the PACD was extended to December 31, 1992.

Since mid-1989, however, reduced availability of ESF to meet Project mortgage and rising concerns over ILANUD's long-term institutional sustainability have made it necessary to redefine priorities and reorganize its internal structure and long-term institutional development strategy. As a result, the pace of implementation has slowed somewhat, although activities continue in conjunction with the various bilateral AOJ projects.

Since January 1989, ILANUD's Training Department has carried out 25 regional and national activities. In addition, 23 lawyers from Central America and the Dominican Republic have participated in the Graduate Law Scholarship Program at the University of Costa Rica. Under the Advisory Services component of the Project, ILANUD carried out 35 technical assistance assignments and 25 training activities. Projects were initiated in Court Administration (Guatemala), Environmental Legal Protection (Ecuador) and Agrarian Justice (Costa Rica). Sector assessments in Bolivia and Ecuador are currently in the preparatory stages.

During the period from 1989-1990, the Pilot Court Management Statistics Project in the Dominican Republic was completed by ILANUD, and the judicial statistical system was formally transferred to the Dominican Supreme Court. This Project replaced a chaotic manual case recording process in Santo Domingo's criminal courts with a uniform and automated system. This new technology provides reliable data on caseloads. A region-wide conference was held by ILANUD staff to explain the system to members of other courts, and ILANUD is exploring the establishment of similar systems elsewhere.

An evaluation of the Basic Law Libraries Project was performed at the conclusion of this regional project component. ILANUD has delivered ten libraries (rather than the four originally planned). These are fully catalogued collections totalling over 7,000 books and other documents. All of the libraries continue to function with over half being the only law library in the recipient national judiciary. An ILANUD-trained law librarian is employed at all libraries. Further activities for promotion and expansion of law libraries are planned.

ILANUD's work in judicial training has produced the first bench manuals for judges in Honduras, Guatemala, and the Dominican Republic. These have become key tools in upgrading the judicial function, promoting uniformity in sentencing and document formats, and providing basic instruction in handling a variety of common legal actions. Later this year, ILANUD will complete the automation of the jurisprudence digests of Costa Rica and Guatemala, finish its automated indices of existing legislation for both countries, and install a rudimentary integrated case-tracking system in twelve Guatemalan courts. The latter is intended as a pilot activity to be expanded by the Guatemalan Bilateral project.

In the third quarter of FY 89, ILANUD initiated a project to strengthen the Judicial School of Honduras as part of the regional project. A Project Agreement was signed with the Honduran Judicial Branch and an ILANUD Project Implementation Unit was established. A training needs assessment is near completion; however, eleven training activities have already been carried out.

Activities under the Costa Rican, Honduran and Guatemalan bilateral AOJ projects have been successfully integrated with RAJP activities. A Cooperative Agreement between ILANUD and A.I.D. was signed in March 1989 for the Costa Rica Justice Sector Improvement Project (JSIP). This included the establishment of an Implementation Unit, within ILANUD, to handle the administration and financial management aspects of the JSIP.

Since early 1989, greater focus has been given to project consolidation and to ILANUD's institutional development and long-range planning, as evidenced by their continued reorganization efforts and fund-raising activities. An executive director was contracted in 1989, and ILANUD liaison offices were also opened that year in Bolivia and Honduras to oversee activities in those countries.

The second meeting of ILANUD's International Board of Advisors was held during the last quarter of FY 89 and was attended by the Director of LAC/DI. At this meeting, issues of program direction, overall management and sustainability were discussed. ILANUD used this opportunity to present a progress report on their long-term Institutional Development Plan, which was finalized and presented for A.I.D. review in April 1990.

2. Florida International University (FIU)

Under its cooperative agreement with A.I.D., FIU's Center for the Administration of Justice provides technical assistance to ILANUD, RAJO, LAC/DI, USAIDs, and participating countries.

Additionally, it conducts sector assessments and related follow-up activities. FIU recently established a field office in Costa Rica to handle a recent expansion of FIU advisory services to Latin America.

During the reporting period, FIU has provided project identification assistance in Paraguay and Uruguay. Additionally, it is doing a training needs assessment of the judiciary and prosecutor's office in Panama, which is to be followed by six training workshops for judges and prosecutors. Full participation in a similar assessment for the judiciary is planned for Ecuador.

FIU is working with the National Commissions dealing with judicial matters in Costa Rica and Honduras. In Costa Rica, FIU is helping the National Commission in a number of areas: (1) update of the sector assessment which was done in 1986; (2) evaluation of the law enforcement agencies; (3) development of a draft civil service law for law enforcement agencies; (4) review of record keeping in the correctional system; (5) establishment of an information system in the judiciary; and (6) creation of a judicial planning unit. In Honduras, FIU has had preliminary discussions with the National Commission, as well as with A.I.D. and the Embassy, regarding the assistance it can provide to the Commission.

FIU, under A.I.D.'s support, is publishing a number of documents which will strengthen its institutional capacity to form linkages with regional and national institutions in Latin America. These publications include a collection of criminal codes in Latin America, laws of court organizations and possibly special procedures for drug offenses. FIU will distribute its publications to the Supreme Courts of Latin American countries as well as to appropriate libraries in the region. These publications will provide ready access to information on how specific problems are handled in various countries.

3. Private Sector Grants

Central and South American Technical Assistance Project

Under a grant authorized in March 1987 and completed in April 1990, the American Bar Association carried out 13 successful seminars on Commercial and Labor Law Arbitration and one conference on Constitutionalism and Democracy which were attended by 1,704 participants. The purpose of the project was to increase lawyers' knowledge of commercial and labor law arbitration, identify areas of law reform needed and promote the use of arbitration in each of the participating countries. Funds from cancelled El Salvador Commercial and Labor Arbitration seminars were used to hold a conference on Constitutionalism and Democracy as well as Human Rights, which was not originally

included in the project. The purpose of this conference was to provide a forum in which participants could freely discuss difficult issues related to the protection of constitutional order. Conference proceedings and speakers' papers were also published under this project.

Feedback from participants who attended the seminars was positive, and we believe that the goals of strengthening the administration of justice and bar-to-bar relationships were achieved. The impact of the project is evidenced by the fact that draft arbitration legislation has been published in Honduras and completed in Costa Rica, by the numerous requests by bar associations for additional ABA conferences, in both subjects of past conferences and in new subject areas, and by the requests for published proceedings of the Constitutionalism conference.

Inter-American Bar Foundation (IABF)

Under the continuing grant to the IABF which will terminate on February 28, 1991, the Foundation provides assistance to individual Central American Bar Associations and the Federation of Central American and Caribbean Bar Associations. This assistance is in the form of continuing legal education, law-related education, exchanges between professors of different countries, lectures and seminars on various legal subjects, the publication of the Federation of Central American Bar Associations' newsletter, and exchanges with representatives of the American Bar Association to update the Associations' bylaws to ensure continuity.

Principal upcoming activities in country-specific programs include seminars on law-related education for women (Peru and the Dominican Republic), for community leaders (Colombia and Venezuela), and for the general population (Honduras, Ecuador, and Guatemala). Continuing legal education for lawyers (in Ecuador) is also planned under this grant. In addition, under its regional program the IABF will be sponsoring a meeting of the Federations of Bar Associations in each of the Andean Countries, and helping to organize a Conference for the Confederation of Lawyers of the Andean countries.

Checchi - Level of Effort Contract

Checchi & Co. will continue to provide long and short-term technical services to the AOJ program under this contract. The contract is due to expire in August 1991. Additional funding may be required prior to the expiration date, depending on the utilization rate. Based on a needs analysis in FY 1991, a project paper for AOJ Technical Services will be developed and funded.

Some activities anticipated in 1991 under this contract include: a) development of project papers in Nicaragua, Chile, Peru, and Bolivia; b) evaluations of the implementation of the Graduate Law Program in Costa Rica and of regional private sector grants; c) short-term technical assistance in the area of case management and management information systems in Costa Rica and in judicial training and court administration in Paraguay and Uruguay; d) compilation of a bibliography of court administration materials for use by Missions; e) development of a Document Center in LAC/DI which will be a repository for information on the judicial sector, project documentation, and other relevant materials for individual countries; and f) preparation of a list of judicial training centers.

5. Country-specific initiatives

Ecuador

The \$116,000 grant in FY 90 to ILANUD completed funding for the implementation of a judicial sector assessment in Ecuador as a preliminary step in developing an administration of justice project. The assessment will provide baseline data needed to design the project and will also serve as a vehicle for policy dialogue with the court and other sector institutions. This is the third attempt to implement a judicial sector assessment in Ecuador. The prior two efforts floundered on the issue of direct U.S. Government involvement. The Supreme Court prefers to work with ILANUD because of the Institute's regional status and courts' high regard for the Institute.

Colombia

In FY 90 LAC/DI provided \$1.1 million to the Colombian Foundation for Higher Education (FES) to complete ongoing activities and to conduct analytical and other pilot work for the development of a multi-year, bilateral government-to-government program for FY 1991-1994. This new AOJ program will be funded from the Andean Anti-Narcotics Initiative.

Grant activities have focused on the following activities: a) study and research related to reform within the judicial system; b) automated criminal case distribution system; c) strengthening legal libraries and access to legal information; d) judicial training; and e) judicial protection.

Argentina, Brazil, Chile, Uruguay and Paraguay

During FY 1989-90, LAC/DI provided funding to the above countries (except Brazil) to support AOJ activities in training and court administration. AOJ activities will be initiated during the Action Plan period in Brazil, Uruguay and Paraguay. Separate NPDs are being provided by the four ADC countries as part of their FY 1991-92 Action Plans.

B. Democratic Initiatives

A.I.D.-funded initiatives in democratic development have made significant contributions during the 1989-90 period in sustaining democratic practices in the LAC region. The movement toward democracy accelerated dramatically with fourteen elections, national and local, and other advances in the development of democratic institutions, processes and relationships. Events were fast-moving and often unexpected, such as those in Panama and Nicaragua, again underscoring the need to maintain the mechanisms available under regional programs that give A.I.D. the flexibility to respond quickly and effectively to unexpected opportunities.

1. Strengthening Electoral Processes

The most active and visible activities during the reporting period were in the area of election assistance. These included continued support for training, technical assistance and observer programs of the Center for Electoral Assistance and Promotion (CAPEL), the international observer missions of the National Democratic and Republican Institutes (NDI/NRI), the Center for Democracy, and the Carter Center of Emory University.

This assistance was not only effective but, in some instances, proved to be crucial to proper administration and legitimacy of the election process. CAPEL's assistance in providing training programs for election officials and pollworkers in Bolivia, Honduras and Nicaragua was praised by the electoral tribunals for contributing to smoothly-run elections, with minimal challenges and credible results. IFES's quick reaction to last-minute requests for electoral commodities averted potentially serious problems in Paraguay. The presence of international observer teams, including such internationally recognized figures as former Presidents Jimmy Carter and Gerald Ford, blew the whistle on electoral fraud in Panama and helped to discourage fraud and violence in the Nicaraguan election.

Another key area of support was non-partisan voter education, as illustrated by CAPEL's assistance to the highly effective programs carried out by Participa in Chile and by Nicaragua's electoral council. Both programs heightened voter confidence in the electoral process and thus increased participation at the polls. Many analysts observed that the single most important factor affecting the behavior of the Nicaraguan electorate was a strong belief in the genuine secrecy of the vote, which allowed voters to express their views without fear of retaliation. "Tu voto es secreto" was a major theme throughout the non-partisan education campaign, which was supported by both CAPEL and the Center for Democracy.

In Chile, a nationwide network of civic education volunteers that had functioned with notable effectiveness during the 1988 plebiscite as the "Crusade for Citizen Participation," formed a new organization, Participa, to conduct similar non-partisan education programs for the 1989 elections. Since the December elections were preceded by a July referendum on fifty-four proposed constitutional amendments, Participa had to carry out two separate education campaigns.

The referendum required objective analysis and presentation of complex issues to avoid any suggestion of which options voters should choose. Approximately 900 volunteers reached more than 750,000 voters by direct contact, through information booths or door-to-door visits, and an uncounted number by radio. Special programs were aimed at journalists and other opinion leaders, as well as women and young people. In addition, Participa joined with two other Chilean NGO's to produce and distribute a training manual for some 115,000 pollworkers, and to establish a telephone "hot line" to answer voters' questions on election procedures. Largely as a result of these efforts, participation in both the referendum and the general election approached 98%, similar to the level of voter turn-out for the plebiscite.

Participa is taking steps to become a permanent, non-partisan citizens' organization to fulfill the continuing need to educate Chileans about their rights and responsibilities in a democratic society. LAC/DI will support the initial stages of Participa's institutionalization under its regional grant to CAPEL. Direct A.I.D. funding to Participa is scheduled to begin in FY 1991.

2. Strengthening Free Media

The Central American Journalism Project (CAJP), implemented by Florida International University (FIU), is being received with growing enthusiasm among Central American media professionals at all levels, from print and broadcast journalists to managers and owners. Their experience with CAJP has established a "training mentality" that recognizes the value of professional development, and Central American media professionals have come to view CAJP programs as the best training alternative available to them. Feedback from participants indicates that not only are they using the skills they have learned, but many are also receiving salary increases and other forms of recognition for improved performance. Owners are beginning to see that professionalism reduces corruption and conflicts of interest; that honesty and good management can be profitable.

Implementation of the project is guided by the views and recommendations of Central Americans obtained through roundtable discussions among media professionals in each country, as well as an advisory committee of distinguished journalists, owners and educators from Latin America and the U.S. Training

seminars, held mostly in the region, are being offered on the full schedule of 22 per year in areas such as writing for mass media, radio/TV news production, journalism education and ethics. Ratings from participant evaluations of seminar content, instructors and logistics are consistently high--about 3.5 on a scale of 4.0. The first fifteen candidates selected for the master's program at FIU began their studies in May 1990. A total of 30 individuals will undertake this graduate training, offered entirely in Spanish over three summer sessions. Many of these graduates are expected to become full- or part-time journalism educators in their own countries.

The January debut of PULSO, the first journalism review written by and for Central Americans, was enthusiastically received throughout the LAC region, boosting interest in the project. CAJP is also compiling the first directory of media organizations and professionals in Central America. Project staff regularly participate in meetings of international news organizations, including the Inter-American Press Association, the American Newspaper Publishers Association and the International Federation of Newspaper Publishers.

3. Promoting Human Rights

A.I.D.'s efforts to promote respect for human rights in the LAC region have been exceptionally successful during the reporting period, mainly through support for the Inter-American Institute of Human Rights (IIDH) in Costa Rica.

For IIDH, last year was one of consolidation for its overall mission, programs and position among other human rights groups. In May 1990, IIDH celebrated its tenth anniversary and proudly noted its transition from a tiny staff managing a handful of research and education projects to the preeminent human rights education institution in the LAC region. Today, IIDH's wide mandate ranges from training NGOs in El Salvador to implementing electoral assistance programs in Bolivia. Moreover, the IIDH is attracting other donor financing which supports approximately 47 percent of its total budget. Last year's accomplishments include the Interdisciplinary Course of Human Rights, held for the seventh time, and attended by more than 100 human rights activists, lawyers, educators, church-workers, etc. from throughout the LAC region. The original phase of research on Indigenous Law and Human Rights was completed and a follow-up phase initiated. Two other research projects -- "Human Rights and Penal Systems" and "Protection Systems for Refugees and Displaced Persons" -- are nearing completion.

4. Legislative Development

LAC/DI is considering a project to be implemented by the Consortium for Legislative Development, comprised of three private institutions: The Center for Democracy, the State University of New York at Albany and Florida International University, for a two-year, \$3 million regional legislative development program in Central and South America. The proposal is currently being reviewed by AID/W. LAC/DI hopes to complete the review process, including the DAEC, prior to the May 30 deadline set by the Contracts Office for receipt of PIO/Ts for new FY 90 grant obligations.

This project will provide resources mainly for four project components: assessments of the institutional development needs of the different LAC legislatures; training through regional workshops, on-site, and Master's degree programs; technical assistance and some selected commodities to increase the management capacity of legislatures in ten countries. A buy-in provision for Missions desiring to participate is included in the project.

5. Increasing Civic Participation

A.I.D. continues to support activities in the LAC region that increase civic participation at the local level through better understanding and practice of democratic duties and responsibilities. From 1985 to 1989 these programs were carried out under grants to OEF International and Partners of the Americas.

OEF's Education for Participation (PEP) training program in Honduras, Costa Rica and Guatemala, helps citizens at the grassroots level to learn and use leadership and organizational skills to address local problems. An August 1989 final project evaluation showed that the PEP program met all of its major objectives, and in many respects surpassed expectations. Training manuals, videos and other materials were developed, tested and used effectively to train more than 350 individuals in participatory education, preparing them to be trainers in their own communities or organizations. The training reached more than 160 community-based organizations, benefitting more than 20,000 individuals in communities that now have access to potable water, literacy classes, health services and access roads that did not exist prior to actions taken by PEP-assisted community groups. The PEP project staff is creating a new Central American regional organization, Fundacion ANDAR, through which the methodologies and training capacities developed in the project can be institutionalized and expanded in the region after the present A.I.D. grant terminates on September 30, 1990.

The grant to Partners of the Americas, which terminated on December 31, 1989, provided support for the Central American Partner Committees to carry out activities aimed at strengthening the democratic leadership of public and private institutions. An October 1989 final evaluation concluded that the capacity of the partnerships to plan and conduct programs, to function democratically, to obtain and administer project resources, and to collaborate with other NGO's had been strengthened considerably. The evaluation also pointed out that important linkages between U.S. and Central American institutions, and between individuals in the north and south, had been established as a result of partnership activities facilitated by this project. In addition, public and private institutions had benefitted from personnel training, access to valuable materials and professional resources resulting in an enrichment of their activities and programs.

A new regional project, Citizen Participation, will be launched in FY 91 focussing on civic participation and education throughout the LAC region. An NPD for this activity was approved as an FY 90 start during the FY 1990/91 Action Plan Review. It is envisioned that the new project will draw on the experience and networks developed under the Partners and PEP projects, as well as from other community and civic education programs in the region, such as a pilot program in Guatemala that offered democracy education in the schools and to the adults in those communities.

6. Civilian-Military Relations

There is evidence of forward movement in the area of civilian-military relations. The international network of scholars, military officers and civilian national security specialists developed under American University's regional project, is deepening the dialogue on these relationships and their significance in a democratic society. A Central American regional conference in June 1989, the first of several such conferences requested by Latin American military officials and civilians alike, was held in Guatemala. This conference was co-hosted by that country's defense ministry and a local civilian organization, ASIES. Political leaders and military officers gathered there to discuss democratic transitions in Central America and the roles civilians and the armed forces play in the process.

As reported by participants and the press, the meeting was noteworthy for opening dialogue between civilians and the military, breaking down stereotypes and enabling participants to discover common ground. A second regional meeting, focused on South America, will be held in Uruguay early in 1991. Requests have been received for country-specific activities in

Paraguay and Chile to facilitate dialogue on the new relationships appropriate for a democratic society, and in Panama and Nicaragua, both of which face the immediate challenge of demilitarization.

The scholars engaged in this project have made valuable contributions in several ways: by involving practitioners in their research at all stages, thus keeping a pragmatic perspective; by providing an academic forum that allows free discussion and debate among individuals with different points of view; and by publishing new information and analyses in a book, The Military and Democracy: The Future of Civil-Military Relations in Latin America. The book, published in late 1989, has been in great demand in the U.S. in both academic and military circles, and is being used as a text in several universities. A second printing is expected, by mid 1990, and a Spanish version will be available for distribution throughout Latin America.

NEW PROJECT DESCRIPTION
(FY 91)

PROJECT TITLE: Democracy through Law Education
(Under the Private Sector Grants Program)

PROJECT NUMBER: 598-0642

PROJECT FUNDING: \$100,000

FUNCTIONAL ACCOUNTS: AOJ/ESF

A. Relationship to A.I.D. Strategy/Objectives: The strengthening of democratic institutions and respect for human rights is one of A.I.D.'s strategic goals for addressing the development problems of the LAC region. Supporting the evolution of stable, democratic societies is another Bureau objective.

Public, law-related education is an essential vehicle to secure the rule of law in a democratic society. Only when citizens know their rights can they vindicate and defend themselves properly. For the ill-informed, the law, legislation, and the legal system remain a mystery. This inspires them with mistrust, apathy, fear, cynicism, and a lack of proper respect for the law and legal institutions. Another benefit of law-related education is that it produces citizens who are more responsible both civically and politically.

B. Relationship to Host Country and Other Donors: Under this project, LAC/DI will work with Missions to support the overall DI/AOJ strategy. No other donors are involved.

C. Conformance with Agency and Bureau Policies: This project conforms with Agency and Bureau policies.

D. Project Description: In most Latin American countries, few resources are devoted to law-related education, and civics courses are virtually nonexistent in the vast majority of schools. Those courses which do exist are comprised of theoretical information and have no practical application in the lives of the students. There have been only sporadic efforts in the area of law-related education; no systematic efforts have been made.

The purpose of this project is to educate citizens about laws, legal systems, and international principles of human rights using a systematized approach. This education can be targeted to specific groups such as students, police, businessmen, military personnel, or the general public. Implementation

would be accomplished through local government information services, bar associations, universities, law schools, human rights groups, and alternative dispute resolution mechanisms. These organizations would establish educational programs in their countries. These educational programs could include:

1. Basic instruction, on both short- and long-term bases, to schools, trade unions, and other organized societal groups. Short-term instruction would include conferences and seminars; long-term instruction would include national civic education programs with practical applications, for both the general public and for integration into the school curriculum. This integration would necessitate lobbying by the bar associations to the legislatures, and would require working closely with the Ministry of Education;
2. Use of the media (i.e. newspapers, radio, TV, and movies) to provide information on legal matters for the benefit of large sectors of the population;
3. Distribution to the public of written materials dealing with legal issues; and
4. Establishment of a resource to advise the public on procedures to follow on legal problems.

The project will be implemented, on a pilot basis, in two countries--possibly Honduras and another country in the Eastern Caribbean. Media campaigns for public law-related education are included in the AOJ component of the existing DI project in Honduras. These media campaigns, however, have not occurred to date. This project element could be expanded to constitute a broader education program, as described. In addition, the IABA's defunct committee on Law-Related Education had taken preliminary steps to establish a law-related education project in Honduras. However, such a project never came to fruition.

E. Planned Implementation Agreements: The Inter-American Bar Foundation (IABF) and the National Institute for Citizen Education in the Law (NICEL) have both been involved in public law-related education. The IABF, under its current grant with A.I.D., has organized seminars in a number of countries. (This activity will be a good start for the described project.) The NICEL has developed and organized courses in law that are of practical use in every-day life. These courses are taught in Washington, D.C. high schools, in juvenile and adult correctional institutions, and in community-based programs. It has organized a major program in South Africa which includes courses, a magazine, a television show, mock trial competitions, and simulation exercises during which students draft a constitution.

Although the Inter-American Bar Association (IABA) has not been involved to date in public law-related education, it has a number of ideas and possible resources that would be helpful in establishing a program. The IABF, NICEL, and IABA have all expressed an interest in participating in a legal education project.

Two possibilities exist for implementation. If the A.I.D. Mission in the participating country has an interest in the project and funds available, then the described project could be Mission-funded and -managed. If not, then the project would be funded using regional funds. In the latter case, a grant would be awarded under the regional private sector grant program and LAC/DI would supervise the grant activities.

F. Sustainability: Sustainability is made possible by using local groups and training them in the establishment of educational programs. Once these groups are educated to understand the concept of law-related education, and see its advantage in increasing legal services, it is believed that the program will perpetuate itself.

G. Financial Plan: Funding will be used for technical assistance and local costs related to conferences, seminars, media campaigns, and distribution of materials.

H. Potential Issues: In some countries, the establishment of law-related education may be a somewhat sensitive issue. Civics courses were once part of the school curriculum in Colombia, Costa Rica, Ecuador, and Venezuela. These were abolished, however, for unknown reasons, but have since been reinstated in Costa Rica. Similarly, it has been reported that law professors who teach constitutional rights courses in Guatemala, Colombia, and El Salvador are suspected of being subversive. Most recently, the IABF reported that in its informal meetings in Washington with Guatemalan military officials, these officials were not enthusiastic about the IABF's proposed program to provide legal education to the military.

NEW PROJECT DESCRIPTION
(FY 91)

PROJECT TITLE: New Technology Information Systems

PROJECT NUMBER: 598-0642

PROJECT FUNDING: \$150,000

FUNCTIONAL ACCOUNTS: AOJ/ESF

A. Relationship to AID Strategy/Objectives: Strengthening the judicial system through the development and implementation of information technology strategies is consistent with the A.I.D. objective of strengthening democratic institutions to support the evolution of stable democratic governments. The success in promoting the democratization of judicial systems in Latin America requires enhancing the process of administering justice. Since this process depends on the accessibility and reliability of information systems, the use of information technology becomes one of the one of the key components of the overall strategy.

B. Relationship to Host Country and Other Donors: Under this project, LAC/DI will work with Missions to support the overall DI/AOJ strategy. Counterpart contributions may be needed to fund participant travel and per diem. No other donors are involved. This project supplements ILANUD assistance in this area.

C. Conformance with Agency and Bureau Policies: This project conforms with Agency and Bureau Policies.

D. Project Description: The purpose of this project is to develop a manual and workshop materials on how to apply information technology (IT) in judicial systems. This manual and workshop would have application in any Latin American country. The process by which these would be developed is four-fold: (1) AOJ and IT planning experts at the Education Development Center, Inc. (EDC) would develop a manual and workshop materials in English; (2) these would then be translated into Spanish; (3) the manual and materials would be "field tested" in a selected country (Panama, Honduras, Ecuador, or possibly Bolivia) by conducting a pilot workshop for USAID project managers and representatives of the country judicial sector; and (4) the manual and workshop materials would be "fine-tuned" based on experience gained in the pilot workshop. The final product could then be used to assist Latin American countries in utilizing the methodology presented in the workshop, as well as developing and implementing an IT strategy aimed at improving their specific judicial administration systems.

E. Planned Implementation Agreements: This project would be administered by EDC and supervised by the RAJO in Costa Rica.

F. Sustainability: Sustainability is possible by building participating country capacity to conduct and design an IT strategy that will improve the administration of justice in that country. The project would also be helpful to non-participating countries in that written materials (in Spanish) would be available to assist them in the design of their own IT strategies.

G. Financial Plan: Funding under this project is estimated as follows:

Salaries	\$87,000
Travel	7,000
Per Diem	3,000
Local Travel	1,000
Other Direct Costs	12,000
General Admin.	<u>40,000</u>

Total project cost \$150,000

Participant travel and per diem are not included in this budget and are not included in project funding. Possible sources of funding for these costs include AOJ bilateral project funds, Mission PD&S funds, and counterpart contributions--possibly from the Supreme Courts.

H. Potential Issues: None.

NEW PROJECT DESCRIPTION
(FY 91)

PROJECT TITLE: Judicial Administration for Latin
 American Court Personnel

PROJECT NUMBER: 598-0642

PROJECT FUNDING: \$150,000

FUNCTIONAL ACCOUNTS: AOJ/ESF

A. Relationship to AID Strategy/Objectives: Strengthening the judicial system through the training of court administrators is consistent with the A.I.D. objective of strengthening democratic institutions to support the evolution of stable democratic governments.

B. Relationship to Host Country and Other Donors: Under this project, LAC/DI will work with Missions to support the overall DI/AOJ strategy. No other donors are involved. This project supplements ILANUD assistance in this area.

C. Conformance with Agency and Bureau Policies: This project conform with Agency and Bureau Policies

D. Project Description: Under this project, a course for approximately fifteen Latin American court administrators would be conducted at the University of New Mexico (UNM) for eight weeks. This course is an outgrowth of an earlier pilot course given to three Costa Rican court administrators who were visiting the UNM under the auspices of the Fullbright program.

The purpose of the course is to improve the participants' knowledge of modern court administration and management systems, practices, techniques, and technology through a basic understanding of the U.S. judicial system. This knowledge would enable them to improve the efficiency and effectiveness of court administration and management in Central America. In fact, as a part of the course, participants would be required to produce recommendations for administrative improvements in their respective courts. Participation in the course would also foster ties to U.S. court administrators and relevant professional associations which will be invaluable in the future.

E. Planned Implementation Agreements: This project would be administered by UNM and supervised by the RAJO in Costa Rica.

F. Sustainability: Sustainability is possible by building the participating country capability to improve local court administration and management practices via participation in this course.

G. Financial Plan: The budget for this project is estimated as follows:

Salaries	\$30,000
Fringe Benefits (22%)	6,000
Materials and Services	4,000
Travel and Transportation	30,000
Overhead (39%)	42,000
Participant Costs	<u>38,000</u>
Total Cost of Project:	\$150,000

H. Potential Issues: LAC/DI and RAJO have a strong interest in ensuring that UNM puts together a team of highly qualified people to execute this project, including a dedicated project manager who is strong in the area of court administration.

NEW PROJECT DESCRIPTION
(FY 91)

PROJECT TITLE: Regional Civic Participation
PROJECT NUMBER: 598-0663
PROJECT FUNDING: FY 91: \$1,000 (G) LOP: \$2,500
FUNCTIONAL ACCOUNT: Economic Support Fund (ESF)

A. Relationship to A.I.D. Strategy/Objectives: The strengthening of democratic institutions and respect for human rights is one of A.I.D.'s strategic goals for addressing the development problems of the LAC region. Supporting the evolution of stable, democratic societies is another Bureau objective. Strengthening local civic organizations and increasing the understanding and practice of democratic duties and responsibilities of the citizenry is a major objective of LAC's democracy program.

B. Relationship to Host Country and Other Donors: Host country private institutions, principally voluntary associations, will be the main beneficiaries and implementors of project activities. Some governmental cooperation is anticipated, e.g. Ministries of Education, municipal government officials; however, the assistance will not be provided to or through host governments. Once the program is established, other international donor support will be sought to expand and institutionalize project achievements.

C. Conformance with Agency and Bureau Policies: This project conforms with Agency and Bureau policies, particularly those of supporting private voluntary organizations, strengthening democratic institutions, and expanding the observance of civil and political rights.

D. Project Description: The objective is to build citizen participation from the bottom up through democratic education for young people, civic and community education for adults, and promotion and strengthening of citizens' organizations that can influence the policies and direction of decision-making institutions in their countries. The project will have two principal components:

1. Democracy Education for Children and Youth: This component will support expansion of a pilot program carried out in 1986 in six elementary schools in Guatemala by a local PVO (ASIES). It introduced and trained teachers in experimental curriculum called Philosophy for Children (P4C), designed specifically to instill democratic values

and attitudes. In light of P4C's excellent reception by the schools and communities involved, the Ministry of Education is considering ASIES' proposal to expand and test the program in communities throughout the country, with the idea of adopting it into the school curriculum nationwide. This component will be funded by USAID/Guatemala. The regional project will support additional regional workshops and pilot programs in selected LAC counties, utilizing the growing network of P4C organizations in the region.

2. Community Education: This component will build on the volunteer networks and community education capacity developed by existing programs of Partners of the Americas and OEF International in Central America, and by other groups, such as the Crusade for Citizen Participation in Chile. Through training of promoters and technical advice, it will support urban and rural community education programs that help local groups solve problems and improve their ability to obtain essential goods and services. The project will also seek to expand and strengthen local civic education organizations, such as Conciencia in Argentina and similar groups it has helped form elsewhere in the region.

E. Planned Implementation Agreements: A wide range of U.S. and Latin American implementing agencies is envisioned. Potential grantees will include the Partners of the Americas, Fundacion Andar, established in San Jose, Costa Rica under a prior grant with OEF's Education for Participation project, ASIES, and U.S.-based PVOs whose primary purpose is the institutional strengthening of these organizations. The project will be managed by LAC/DI, in coordination with A.I.D. missions, as appropriate.

F. Sustainability: This project will strengthen local civic education groups with the goal of establishing themselves as self-supporting and continuing organizations through local fund-raising activities.

G. Financial Plan: Funding will be provided for technical assistance, training, teaching materials, and media campaigns.

H. Potential Issues: None.

NEW PROJECT DESCRIPTION
(FY 92)

PROJECT TITLE: ANTI-FRAUD/CORRUPTION IN GOVERNMENT
PROJECT NUMBER: 598-0642
PROJECT FUNDING: \$500,000
FUNCTIONAL ACCOUNT: ESF

A. Relationship to AID Regional Strategy Objectives: Fraud and corruption in government acts to undermine citizens' faith in democracy and democratic processes, to divert scarce resources from financing public programs, and to corrode the morale of honest public servants, thus lessening public-sector efficiency and productivity. Where A.I.D.-furnished resources are subjected to fraud and corruption, development is curtailed and programs are more costly and fail to reach their objectives.

B. Relationship to Host Countries and Other Donors: The project grew out of the Inter-American Conference on the Problems of Fraud and Corruption in Government, co-sponsored by fifteen Western Hemispheric professional organizations in December, 1989, which was supported by the LAC Regional Financial Management Improvement Project (LAC/RFMIP). That conference had been suggested by Latin American financial management experts who met in December, 1988 to discuss needs for improving financial management and ways in which LAC/RFMIP could help. Participants in both events concluded that efforts to improve financial management would be fruitless without simultaneous efforts to combat fraud and corruption. Few other donors have addressed this issue.

C. Conformance with Agency and Bureau Policy: Heretofore there have been no agency or bureau policies relating to host-country fraud and corruption. Notwithstanding, the policies requiring accountability for U.S.-appropriated funds and A.I.D.-generated local currencies implicitly oppose fraud and corruption involving such funds. The project requires that these funds be used only for their intended purposes.

D. Project Description: The purpose of this project is to assist host countries in their efforts to combat fraud, waste, corruption, and mismanagement within the public sector. For FY 91 two pilot projects have been planned, the results of which will guide the development of the broader program. The project has the following components:

1. Country Vulnerability Assessments: These will deal with the incidence, sources, patterns, techniques, and impact of official corruption in each country. They will

also evaluate the level of commitment, will, and capability of host-country leaders to conduct a program to reduce corruption.

2. Policy Dialogue: On the basis of the assessments made, the Country Team will initiate a policy dialogue with the country's highest political leaders on the issue of corruption and how it can be reduced.

3. Implementation of Anti-Fraud/Corruption Campaign and Reforms: Specific activities will be designed, according to the country's needs, to educate public servants and the citizenry regarding the importance of honesty and integrity in government. Ethics codes and/or legislation, seminars, colloquia, public service messages, etc., will provide the public education framework for action. Mechanisms will be devised for confidentially reporting wrong-doing. Specific reforms will be considered in several areas: structural adjustments to reduce opportunities for graft; financial management and procurement improvement; strengthening and adequately remunerating/motivating the career public service; establishing and strengthening investigatory staff; assuring an independent Auditor General function; strengthening and accelerating judicial processes, and others.

E. Implementation Arrangements: The LAC/RFMIP will be amended to add this component, and a buy-in mechanism for Missions will be designed. Individuals or firms will be contracted for each country activity. Country or regional professional organizations will be utilized to facilitate implementation. LAC/DI will manage this project.

F. Sustainability: Regional professional organizations have shown great interest in this program. They will be relied upon to motivate their country affiliate organizations. National governments will be encouraged to establish a central unit to provide continuity within the Auditor General/Comptroller General's Office or in some other suitable non-political location.

G. Financial Plan: Funding will be used for:

Technical Assistance	\$250,000
Training/conferences	\$250,000

H. Potential Issues:

1. Intrusion of A.I.D. into a domain hitherto considered private, internal, and confidential; and.

2. Resistance to anti-fraud/corruption efforts by those who profit from the traditional systems, including businesses, individuals, political parties, and others.

IV. OE Resource Requirements

TABLE I
OE REQUIREMENTS

<u>OE</u>	<u>FY 90</u>	<u>FY 91</u>	<u>FY 92</u>
Staff	5 FTEs	7 FTEs*	7 FTEs*
International Travel	\$16,500	\$20,000	\$25,000
Technical Conference	-	3,000	-
Domestic Travel/Program Promotion		1,000	1,000
Totals:	\$16,500	\$24,000	\$26,000

*Does not include the FTE for Chile which shows in the ADC Action Plan for Chile.

V. Justification for Workforce Levels and OE Requirements

During the FY 1991-1992 Action Plan period, LAC/DI is requesting an increase of 2 FTEs (full-time employees). (An additional FTE is needed to establish a regional AOJ/DI Project Manager position in Chile to support our activities in Argentina, Chile, Brazil, Uruguay, and Paraguay, which will total approximately \$7.0 million during the planning period. This FTE will be shown in the Chile Action Plan.)

One FTE is needed in AID/W for a Program Implementation Officer (GS 7-9) who can track our program funding levels on lotus and coordinate the implementation of our estimated \$20+ million obligation level each fiscal year of the planning period. The office has never reached full staffing. As we enter the FY 91-92 period we hope to maintain an on-board strength of 7 FTEs (provided our Deputy Director position can be filled and we find a replacement for the AOJ Advisor position, which will become vacant again during the first quarter of FY 1991). We also need to regularize our part-time secretary (currently 32 hours per week) to full-time status.

The program as of the end of FY 1990 has an authorized level exceeding \$100 million. The program is particularly politically sensitive and extremely labor-intensive. Less than the 7 FTEs in Washington will mean inadequate backstopping of field Missions and insufficient personnel to carry out two recently assigned new tasks: the development of an anti-corruption component to the Democracy Program, and the reactivation and broadening of the Inter-Agency Working Group on Democracy, for which LAC/DI acts as the Secretariat. In fact, this group and its Secretariat have been charged at a recent PCC to jointly develop the multi-year Administration of Justice/Judicial Protection program for Colombia, coordinating more than five separate agencies and three bureaus of State.

Furthermore, more and wider dissemination of the Democracy Program objectives, projects, and achievements is required during the Action Plan period. We need more frequent contact with Congressional members and staffers, and we need to establish a working relationship with other donors in this area. We should also travel to our home states and present the program to local civic organizations and educational institutions to garner support for the program. In summary, we need increased coordination, backstopping, and information dissemination in order for the Bureau to maintain its leadership position in the implementation of this high-priority program. The above can only be accomplished with increased staff, as proposed, and improved technical skills, as discussed below.

LAC/DI proposes the first conference for all DI officers in early FY 91. The conference would incorporate exchanges of implementation experiences, technical skills training in democracy, reports of the latest findings in the political science literature, and meetings with program practitioners. This conference will be held every other year, beginning in FY 1991.

Our travel budget request of \$20,000 in FY 91 and \$25,000 in FY/92 allows us to assist Missions in project development, to perform "supervisory" visits to ADC programs, and to attend Donor Coordination meetings. With full professional staff traveling, in addition to GAO, RIG, and Congressional special reporting requirements, we believe these OE levels are the minimum required to allow LAC/DI staff to be on top of the program at all times.

VII. Issues

A. Indicators

It is past time for establishing quantifiable indicators of achievement and interim benchmarks for the Democracy Program. Moreover, the recent RIG audit of the Regional Administration of Justice Project contains a finding that, "...the Project lacks a system to measure Project progress and impact." This is true across the regional portfolio. Our bilateral programs have begun to identify such indicators. The political science literature is beginning to deal with this issue of how to measure "democratic performance" and to identify the key factors that constitute a real democracy.

LAC/DI proposes to hire an IQC firm expert in the measurement area, to develop indicators for the Democracy Program and all its components. We estimate that a team of three to four persons, composed of political scientists and evaluation experts with LAC regional experience, would be required over a 60-90 day period. For this purpose we have requested \$125,000 from the LAC Regional PD&S account in FY 90. If FY 90 funding is not available, we will repeat the request in FY 91. It is essential that these indicators be established by the end of CY 1990.

B. Special Authorities

Based on our experience in both assisting the implementation of the Nicaraguan Election Assistance Program and in backstopping the ICITAP program, we believe it is essential that the Democracy Program carry special authorities. These would include: 660 waivers for both the ICITAP and civilian-military projects; Symington Amendment waivers to undertake a full AOJ technical assistance and training program in both Argentina and Brazil; a waiver of the Harkin-Kennedy Amendment to use ESF in Chile (currently waived for AOJ only); and, in some instances, waivers of the Brooke-Alexander Amendment. Paraguay is currently "Brooked," yet assistance is desperately needed for the municipal elections. We propose that a thorough review of all legislative restrictions be undertaken and a list drawn up of restrictions that should be waived in the FY 91-92 period.

C. Recruitment of Direct Hire Personnel

The difficulty in recruiting and retaining highly qualified project managers in the Democracy Program is well known. Personnel officers need to be specifically briefed on the importance of the program to the Agency's overall development assistance objectives. Bonuses, promotions, and other incentives should be given to deserving DI officers in the field. The Initiative must not be allowed to fail for lack of adequate human resources to manage the program. Special technical

courses in the field should be offered on a periodic basis to foreign service officers desiring to become DI project managers, much like the technical courses offered to health and agricultural officers.

D. ICITAP Evaluation

LAC/DI has noted the continuing need for a project evaluation of ICITAP, and the lack of an explicit strategic framework for the program in general. Without this strategic framework it is not clear what policy issues ICITAP is trying to address (civilian control of public security forces, lack of a career ladder for criminal investigators, etc.). LAC/DI proposes that an evaluation of the ICITAP program be conducted during FY 91, and that Missions integrate ICITAP policy objectives and project activities more closely into their Administration of Justice projects, even to the extent that "integrated" Project Papers be developed. Finally, the ICITAP program should be included in the IQC firm's scope of work for developing indicators for the democracy portfolio, as discussed in issue A.

E. National Endowment for Democracy (NED) and LAC's Democracy Program

It has become increasingly clear during FY 89-90, as a result of the events of Eastern Europe and Nicaragua, that the NED would like to manage more of the Agency's democracy programs. NED projects in Latin America are funded with no Bureau scrutiny, accountability, or evaluation. It is urgent that a meeting be held with senior Bureau managers and NED representatives to discuss how the two democracy programs can be coordinated and be made to complement one another, without fear of "takeovers" through legislative mandate or earmarking. The draft "Democracy Strategy Statement" for the LAC region lays out a clear role for NED, with whom this now needs to be discussed. NED accountability/independence is a problem not only in the LAC Bureau, but in ANE and PPC/PDPR/SP as well. Once Bureau-level relationships are worked out, they should be discussed Agency-wide.

Table II
Regional Democracy Initiatives Projects
((\$000s))

	<u>FY 90</u>	<u>FY 91</u>	<u>FY 92</u>
A. <u>Administration of Justice</u>			
1. <u>LAC Regional AOJ (598-0642)</u>			
a. ILANUD	\$1,350	\$3,250	\$3,000
b. FIU	450	370	200
c. Private Sector Grants	--	550	500
d. Checchi/Level of Effort	--	500	700
e. Argentina	--	200	--
f. Brazil	--	80	400
g. Chile	--	1,000	1,000
h. Colombia-bridge grant	1,100	*	*
i. Colombia	100	*	*
j. Ecuador	116	--	--
k. Uruguay	100	300	--
l. Paraguay	--	250	200
m. New Tech Info Systems	--	150	--
n. Judicial Admin. for LAC Court Personnel	--	150	--
Subtotal	\$3,216	\$6,800	\$6,000
2. <u>ICITAP (598-0644)</u>			
a. LAC ICITAP	6,970**	6,000	7,000
Subtotal	\$6,970	\$6,000	\$7,000
<u>AOJ Total</u>	<u>\$10,186</u>	<u>\$12,800</u>	<u>\$13,000</u>
ESF	\$ 9,731	\$12,800	\$13,000
DA	\$ 455	--	--

* Colombia AOJ FY 91-FY 94 will be funded from the Andean Anti-Narcotics Initiatives.

** \$700,000 carryover from FY 89 ESF funds not shown (reapportionment not completed).

	<u>FY 90</u>	<u>FY 91</u>	<u>FY 92</u>
B. <u>Regional Democratic Initiatives</u>			
1. <u>LAC Regional</u>			
a. CA Journalism (597-0031)	\$1,300	\$1,800	\$2,500
b. Chile Legislative CEAL (598-0777)	300	500	500
c. Human Rights Initiatives (598-0591)	2,330	3,200	3,500
IIDH	(600)	(600)	(600)
CAPEL	(--)	(700)	(600)
Chile-Participa (Bridge)	(460)*	(--)	(--)
OEF	(600)	(--)	(--)
Int'l Election Observers	(300)	(300)	(300)
AU Civil Military	(270)	(400)	(500)
Paraguay	(100)	(300)	(300)
Chile Other DI	(--)	(--)	(200)
Uruguay	(--)	(400)	(300)
Others (Haiti, etc.)	(--)	(500)	(700)
d. Legislative Management (598-0770)	925	2,000	1,000
e. Honduras Election Observers	70**	--	--
f. Chile, Civic Participation (Participa)	--	500	500
g. Regional Civic Participation	--	1,000	1,500
h. Regional Financial Management/Corruption	--	***	500
<u>Subtotal DI</u>	<u>\$4,925</u>	<u>\$9,000</u>	<u>\$10,000</u>
ESF	\$70	\$8,000	\$9,000
DA	\$4,855	\$1,000	\$1,000

* Includes two Task Orders for project design of the bridge grant and the FY 91-94 program.

** Carryover FY 89 ESF

*** Two pilot bilateral projects will be tested in Panama and Nicaragua during FY 1991 using funding from the FY 90 Supplemental.

	<u>FY 90</u>	<u>FY 91</u>	<u>FY 92</u>
C. <u>Nicaragua Supplemental (ESF)</u>			
Amendment to Existing Regional Projects			
Journalism/Free Press (597-0031)	\$500	*	*
Human Rights/Training (598-0591)	150	*	*
National Assembly Support (598-0770)	285	*	*
Justice Sector and DI Assessments and Technical Assistance (598-0642)	250	*	*

Subtotal	\$1,185		
ESF	\$1,185		
DA	--		
TOTALS:			
AOJ	\$10,186	\$12,800	\$13,000
DI	4,925	9,000	10,000
Nicaragua	1,185	--	--
<u>GRAND TOTAL</u>	<u>\$16,296</u>	<u>\$21,800</u>	<u>\$23,000</u>
ESF	\$10,916	\$20,800	\$22,000
DA	\$ 5,380	\$1,000	\$1,000

* Bilateral Democracy Project including Administration of Justice.

Table 3
Summary AOJ and DI Program
((\$000s))

PROGRAM	FY 90 (OYB)		FY 91 (requested)		FY 92 (proposed)	
	<u>AOJ</u>	<u>DI</u>	<u>AOJ</u>	<u>DI</u>	<u>AOJ</u>	<u>DI</u>
<u>Bilateral</u>						
Bolivia ¹	\$1,538	--	\$5,000	--	\$5,000	--
Colombia ²	2,133	--	5,500	--	5,500	--
Costa Rica	2,900	267	--	--	--	--
El Salvador	3,500	10,338	0	6,310	8,785	6,842
Guatemala	2,200	1,000	2,500	1,000	2,500	1,500
Haiti ³	--	2,000	--	--	--	--
Honduras	5,000	--	--	--	1,000	2,000
Peru	--	--	500	--	1,500	--
RDO/C	--	--	900	--	--	--
Subtotals	\$17,271	\$13,605	\$14,400	\$7,310	\$24,285	\$10,342

1. Both AOJ and DI components are included in the same project.
2. Includes both AOJ and Judicial Protection Programs.
3. Future program development depends upon outcome of elections in 1990.

SUMMARY BUDGET*
((\$000s))

	<u>AOJ</u>	<u>DI</u>	<u>AOJ</u>	<u>DI</u>	<u>AOJ</u>	<u>DI</u>
Regional	\$3,216	\$4,925	\$6,800	\$9,000	\$6,000	\$10,000
Bilateral	17,271	13,605	14,400	7,310	24,285	10,342
ICITAP	6,970	--	6,000	--	7,000	--
GRAND TOTAL	\$27,457	\$18,530	\$27,200	\$16,310	\$37,285	\$20,342

* Does not include Nicaragua or Panama Supplemental ESF.

Evaluation Plan

FY 91

1. CA Journalism
2. ABA/IABF Private Sector grants
3. ICITAP Evaluation
4. CAPEL/IIDH Grants
5. NED/Paraguay Grant

FY 92

1. Regional Civic Participation
2. Regional Legislative Management
3. LAC Regional AOJ (ILANUD/FIU component)

**FY 1991 / 1992 ACTION PLAN : LAC
REGIONAL PROGRAM OF THE OFFICE OF
LATIN AMERICA REGIONAL
ACTION PLAN**

**PD-ABC-772
1 OF 1 (24X)
1990**