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**Final Evaluation of A.I.D. Grant Nos.
LAC-0591-G-SS-6065-00
and
LAC-0591-G-SS-6066-00**

to the

Interamerican Institute of Human Rights

**Prepared for:
The United States Agency for International Development
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Office of Democratic Initiatives**

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EXECUTIVE SUMMARY

The farsightedness of donors has been borne out over the past ten years in supporting the development of a significant--indeed the only--regional institution dedicated to the promotion of human rights. The Interamerican Institute of Human Rights (IIHR) has matured in the past ten years into a well-respected, regional authority that is highly pragmatic and responsive to the needs of Latin America and the Caribbean. The Institute has evolved with the times and remains strong in its commitment and capacity to strengthen the consolidation of representative democracies through training, promotion and research on human rights. Thus the challenge in these times to the Institute, governments, networks of human rights and other non-governmental organizations throughout the region is to broaden and deepen democracy and respect for human rights in the face of structural adjustment, continued poverty, militaries resistant to civilian control, and fragile institutions of governance.

SCOPE OF WORK

Creative Associates International Inc. was commissioned by the Agency for International Development's Latin America/Caribbean Bureau, Office of Democratic Initiatives to conduct a final evaluation of two five year grants to the Interamerican Institute of Human Rights based in San Jose, Costa Rica. The findings and recommendations of the 1988 mid-term evaluation were to serve as a point of reference for this evaluation in determining progress made during the grant period in the areas of institutional and organizational development, education programs, elections assistance and research and publications. A five-member team of experts in institutional development, human rights, education and election assistance conducted extensive interviews and reviewed documents in Costa Rica, Guatemala, Bolivia, Colombia, Panama, Nicaragua and the United States in order to establish:

- The Institute's performance in executing activities supported by the two A.I.D. grants.
- Progress the Institute has made in implementing the mid-term evaluation recommendations.
- The impact and effectiveness of the Institute's programs, particularly activities supported by A.I.D.

The final evaluation also has provided an opportunity to present the evolution of the Institute in a historical context, the social and political conditions within which the Institute originated and functions today, and its ability to respond to changing times. Even though the evaluation emphasized activities supported by the two five-year grants awarded by A.I.D., the evaluation team reviewed them within the broader organizational and programmatic context of the

Institute, particularly since the Institute is now supported by 29 donors and programs are not necessarily distinguished by funding source. See Appendix VII for list of donors. Indeed, it has been the Institute's ability to integrate the interests of its multiple donors, and to respond to often competing political demands in the region that has made the institution and its mandate durable.

A.I.D.'S COMMITMENT TO THE INSTITUTE

A principal donor during these past ten years, A.I.D. has supported the Institute since its beginnings. Financial assistance from A.I.D. allowed the Interamerican Court of Human Rights to convene in January 1980 a meeting of 36 Interamerican experts to discuss the court's proposals for the establishment of a Latin American human rights institute, and its potential role and activities. In March 1980, A.I.D. and the Ford Foundation provided additional assistance to a small group of individuals who had attended the first meeting to write the Institute's statute.

In 1982, the Institute received a three-year grant from A.I.D. which helped launch the Institute, and begin its educational, research and promotional activities. During this period, the Institute received contributions from A.I.D., the Canadian International Development Agency (CIDA), the Ford and Naumann Foundations, and the Governments of Costa Rica and Venezuela. Additional support was given by the Jacob Blaustein Institute, the International Red Cross Committee, and the Colegio de Mexico.

The expansion of the Institute (CAPEL was established in 1983), and the need to diversify funding led the Institute at the conclusion of the 1982-1985 period to seek support from additional private and governmental sources. Contributions were received from the Governments of Argentina and Uruguay.

In April 1986, the Institute submitted two unsolicited, five-year grant requests to A.I.D. On August 14, 1986, A.I.D. approved the requests and provided funds for two grants which were extended this July to cover activities through February 29, 1992. Grant No. LAC-0591-G-SS-6065-00 supports a five year program of teaching, research, conferences and information dissemination to promote the wider observance of human rights in the Americas. Activities supported under this grant are:

- **Education:** The Interdisciplinary Human Rights course, and seminars for specific professional groups.
- **Research:** Examination of Latin American criminal justice systems and their impact on human rights; comparative study of the customary laws of indigenous peoples; and, analysis of the causes and possible solutions for the growing refugee problem in the region.
- **Promotion:** Maintenance and dissemination of human rights materials produced through its own activities or contributed to its data center. Meeting of experts in human rights and international law.

Grant No. LAC-0591-G-SS-6066-00 supports a five year program of technical assistance, training, research and information dissemination aimed at promoting free and fair elections in Latin America and the Caribbean. The components of the grant which included institutional support are:

- **Technical assistance to requesting official electoral bodies on planning and implementing electoral processes.**
- **Training courses on electoral law and procedures, specifically organizing an annual course for members of national electoral bodies and regular refresher courses for electoral officials, lawyers, academics and others.**
- **Election Observer Missions in support of requests from official electoral bodies.**
- **Research on comparative analysis of electoral legislation in South America and the Caribbean; compilation of laws concerning elections within the hemisphere; assembly of a glossary of electoral terms used throughout Latin America; and, study of the process of democratization and elections in Latin America.**
- **Promotion through a seminar on observer missions, meeting of electoral registrars, and seminar on the financing of political parties. Documentation and dissemination of information emanating from studies, research, conferences, and operation of a library and data center.**

Today, A.I.D. views the Institute in the context of the Office of Democratic Initiatives' 1992 strategy to support the Latin America/Caribbean Bureau's goal to aid the evolution of stable democratic societies by building the competence of government and political institutions, namely by strengthening the rule of law through improved administration of justice and adherence to human rights, including property rights and strengthening electoral processes and institutions.

As a founding and principal donor over the past decade, A.I.D. should take great pride in its foresightedness in letting the Institute develop at its own pace and manage its own problems. The results have been extraordinarily positive. The Institute is performing well, and in so doing, is fulfilling the hopes and expectations of both donors and clients who have strongly supported the efforts of a Latin American organization to teach, promote and research human rights in its own region, in its own way, and in its own time.

THE INSTITUTE: ITS MANDATE

The Interamerican Institute for Human Rights is a non-political, non-governmental, international academic institution dedicated to increasing understanding and respect for human rights in the Latin America/Caribbean region. The Institute was established in 1980 under an agreement between the Interamerican Court of Human Rights and the Government of Costa Rica. The mandate of the Institute, defined by its statute, is "the teaching, research and promotion of human rights and related disciplines with a multidisciplinary approach" (Article

Five). The Institute does not inspect the conduct of governments or organizations, investigate cases of alleged human rights violations or attribute their cause to individual bodies or groups.

The Institute is committed to principles of representative democracy, the rule of law and ideological pluralism. The Institute defines pluralism as the bringing together of people representing different sectors and points of view or *intersectorialidad* and *interdisciplinarietà*. This definition is reaffirmed throughout the programs of the Institute and is the cornerstone of its holistic view of human rights. For the Institute, pluralism in practice is the creation of conditions in which tolerance and dialogue can exist.

THE INSTITUTE WITHIN THE CONTEXT OF DEMOCRATIC DEVELOPMENT

The past decade has brought dramatic changes in world and regional politics. The world has witnessed the collapse of communism and the Soviet empire, increased global support for democracy and broad-based political participation, restructuring of the world economy in favor of free markets, and a growth of civil society. The Latin America and Caribbean region has experienced a steady transition from military to democratically-elected civilian governments during the 1980s. Today, popularly elected presidents hold office in every country except Cuba and Haiti, and more than 58 elections are scheduled between 1992-1995. Human rights and democracy increasingly have come to be valued as concrete forms of protection for all citizens. The appeal of participatory politics and market economics is pervasive throughout the region.

Despite their fragile nature, most governments are trying to create, in Latin American terms, greater civil and political "space" in order to extend the rule of law and protect human rights. Ultimately, the success of democratization genuinely grounded in principles of human rights depends on the ability of emerging civilian governments to alleviate poverty, on the one hand, and the capacity of civil society and its composite mix of grass roots organizations, to negotiate their demands without provoking a military response, on the other.

Programs to promote democracy need a strong human rights component. In the 1990s, the Institute sees its role as supporting the efforts of freely elected governments and civil society to make the transition to representative democracy and to nurture the roots of democratic culture. This agenda continues to fulfill the mandate of the only Latin American regional institution in the field of human rights.

Throughout the past decade, the Institute's mandate dedicated to the teaching, research and promotion (through information dissemination) of human rights has enabled it to reach broad sectors of Latin American society. The Institute has provided training and technical assistance to lawyers, judges and legislators, professors, teachers and journalists, members of human rights, refugee, indigenous and women's organizations, and military and police officers.

In essence, the Institute embodies a majority of the characteristics considered by A.I.D. essential to successful democracy programming (A.I.D., 1991a):

- **The most effective projects originate from proposals received from Latin American institutions that are implemented collaboratively and are based on relationships of trust established through earlier smaller efforts.**
- **Regional programs can accelerate democratic growth in individual countries by:**
 - **sharing and adapting ideas and experience,**
 - **reducing feelings of isolation and hopelessness,**
 - **raising the level of mutual acceptance of democratic values, and**
 - **stimulating achievements through peer pressure.**
- **The training and technical assistance offered by regional institutions can be provided to wider audiences on a more efficient, cost-effective basis. Regional grants also serve a useful function as pilot programs for more ambitious efforts.**
- **Academic environments allow the examination of highly sensitive, emotionally charged matters in a neutral, non-threatening setting where different views can be examined and debated constructively.**
- **Long-term support for democracy strengthening is preferable. Strategic objectives cannot be attained within a short period and can be threatened if programs are politicized to attain immediate political objectives.**

THE INSTITUTE -- ITS EVOLUTION

The Early Years

The Institute was officially created on July 30, 1980 by an agreement between the Government of Costa Rica and the Interamerican Court of Human Rights. The Institute was established at a time when human rights abuses were rampant in Latin America. Human rights organizations had little credibility in the eyes of most Latin American governments. The establishment of the Institute as an academic institution with distance from the intense debate provided a forum and space for individuals of widely differing views and perspectives from governments and private organizations to come together, not only to discuss and debate human rights issues, but perhaps more importantly to listen to one another.

The Institute provided an ideal channel for representatives of human rights organizations and government officials to communicate during the early 1980s when the distrust between the two created enormous barriers for productive dialogue. In the early years, the Institute had to struggle to create its own identity and to define a program. The first Director (1980-1983) Hernan Montealegre, a distinguished Chilean lawyer, brought together activists, academics, educators, lawyers, judges, politicians and government officials across the ideological

spectrum. His emphasis on pluralism and the subsequent development of the Interdisciplinary Course are widely viewed as his most important contributions.

The Middle Years

Dr. Montealegre resigned in 1983, and was replaced by Hector Gros Espiel in 1984. Because he was on assignment in Spain at the time, the Board of Directors appointed Sonia Picado as Interim Director. She eventually became the Deputy Director and served in that position until 1987 when Dr. Gros Espiel resigned and she was appointed Executive Director. Dr. Gros Espiel further enhanced the Institute's academic reputation, but unfortunately at the continued expense of institutional development.

CAPEL's first Director (1985-88), Jorge Mario Garcia Laguardia, a noted Guatemalan legal scholar, had excellent contacts with pragmatic Latin American intellectuals engaged in the analysis of the political process in Latin America. Dr. Garcia collected and published their independently produced research and made it widely available through the *cuadernos* series. This broadened the audience for IIHR's publications, and contributed to its scholarly image. During this period, however, little attention was paid to institutional development due to the growth and demand of programs.

During the mid-1980s demands upon the Institute and CAPEL mounted rapidly as elections spread throughout the hemisphere and military regimes gave way to civilian governments. Donors' interest in promoting human rights and democracy grew during this period causing the Institute's budget to increase dramatically as well as the range of its programs and services.

By August 1988 when Creative Associates International Inc. undertook a mid-term evaluation for A.I.D., pressures on the Institute from clients and donors had brought the organization to the edge of crisis. Staff were overextended--there were too many demands on their time. Ineffective management and administrative support systems, and a string of projects reflecting individual donor interests rather than an integrated approach destabilized the potential of the organization. The Institute further faced the organizational challenge of integrating CAPEL into the Institute.

Today

The Institute has made enormous progress since 1988. Following the mid-term evaluation, the Executive Director with the support of an excellent staff, has improved administrative procedures and practices, built a senior management team, and melded projects into a more coherent program -- in short, to institutionalize the organization.

Today the Institute enters its second decade as an institution with international and regional moral suasion. No other human rights organization has its outreach and scope. The Institute is admitted into all circles, governmental and non-governmental. As a regional institution, it is unsurpassed in the volume of services it provides and the countries its programs include.

Considered the main information node on human rights in the region, it links individuals and organizations together through its extensive network, a product of eleven years of programming in the region. Its programs are not just academic, as often perceived by those outside of the Institute, but concrete and applied to situations and needs of the real world.

The Institute is unsurpassed in its ability to provide highly professional consultative services to counterpart governmental and non-governmental organizations by a competent staff dedicated to the betterment of human rights. Furthermore, the diplomacy of the Executive Director and staff has been vital to the Institute's ability to respond to political demands while maintaining impartiality.

Tomorrow

The Institute is well positioned to meet the challenges of the 1990's. It is a much healthier institution today than in 1988 -- systems are now in place to allow growth and maturation to a more advanced organizational stage. Its strategy is to continue promoting civil and political rights, while retaining the flexibility to respond to the challenges and realities of fragile democracies, and to undertake carefully selected new initiatives, such as training for the military.

The Institute needs to articulate a common vision for the next decade that clearly marks its place within the context of politics in the region today and anticipated needs. A strategic planning process is needed to focus the vision and to translate it into goals and targets in a five-year institutional plan that is supported by an organizational structure and fundraising strategy for the future. Consideration should be given to further integrating programs to promote efficiency and to strengthen educational programming; broadening titles of the program units to reflect the current and potential range of programs for the 1990's; and, introducing new functional areas such as a materials resources center, an evaluation unit, and a conference/course management office to consolidate common elements that cut across all units.

The following portion of the executive summary contains the findings and recommendations of the evaluation team in the areas of: Institutional and organizational development, education programs, election assistance programs (CAPEL), research and publications.

INSTITUTIONAL DEVELOPMENT

The areas reviewed are organizational structure, management practices, internal communications, personnel policies, financial systems, information system, fundraising and outreach, and the Board of Directors.

A. Organizational Structure

The Institute responded to the 1988 suggestions for reorganization by integrating CAPEL into the new structure, consolidating administration and finance under a new Director of Administration, and creating an education unit. The new structure also reflects the Institute's attempt to attain balance, as recommended in 1988, between functional needs (such as

training, technical assistance, promotion, research and publications, financial management and administrative coordination) and program or client needs (such as development of human rights commissions, electoral institutions, and educational institutions).

Major changes in the organizational structure made since 1988 are:

- Assigning new programs to the two Assistant Directors who alternatively serve as Acting Director in the absence of the Executive Director.
- Establishing an executive management committee to better coordinate and integrate programs and activities across units.
- Creating new positions:
 - Assistant to the Director, responsible for donor relations, fundraising, liaison with the Board of Directors, and Director of the Interdisciplinary Course.
 - Director of Education.
 - Director of Administration.
- Inclusion of CAPEL in the Institute's organizational structure, rather than as a separate entity functioning outside of the Institute.

Programs are now grouped under: elections assistance, education, NGO (support to NGO human rights commissions, programs with displaced persons, refugees, indigenous groups, and women), and, research and publications. While the reorganization has solidified the program base and started to integrate programs across functions, some additional consideration should be given to "fine-tuning" the structure to promote even greater integration.

There are many functions that cut across the program units. The most notable, particularly given the Institute's mandate, is education (in terms of training methodology, curriculum and materials development). As the Institute grows, consistency around common functions will become increasingly important. An expanded organizational structure that accommodates some of these functions will add efficiency and improve quality of programs, eliminating some of the inconsistencies in services now apparent.

For example, at present, training methodology, design and development of materials differs across units. Some spontaneous collaboration across units, namely education and the NGO unit, exists but it is not systematic. CAPEL is self-contained, and the institution would benefit from it becoming more collaborative. An expanded role for the education unit, with understanding and commitment from the Executive Committee, should be contemplated. This seems to be a logical first step, particularly since it has the support of the Executive Director who also sees the importance of strengthening the education unit which is being ably managed by its director with the vision and skills needed to accommodate a new role.

Other observations about the organizational structure:

- **Consideration should be given to renaming the NGO unit to better reflect its expanded scope of activities which are far broader than non-governmental organizations.**
- **Adding a manager to become responsible for research and publications, reporting to the Assistant Director who would continue to give the unit overall direction. This should relieve the workload on the Assistant Director who is also responsible for CAPEL.**
- **Consideration might be given to broadening titles of program units to reflect the current and potential range of programs the Institute might incorporate during the 1990s. Building on the mandate and the Institute's commitment to supporting transition to representative democracies, consideration also might be given to grouping projects under renamed units, such as:**
 - **Consolidating fragile democracies: elections, political parties, civic education, government organizations, civil military relations.**
 - **Protecting vulnerable groups: refugees, indigenous, women and others; non-governmental organizations.**
- **The logistics of running courses, conferences and seminars might be consolidated within a single office to relieve the burden on program units and again develop consistency in approach and management.**
- **Creating a single unit within the office of the Director responsible for evaluations, not only of courses, but for gathering data on indicators or impact (institutional and programmatic) that conform to the Institute's strategic objectives as well as to the needs of clients.**
- **Supporting a strategic planning exercise and analyzing the management needs of the NGO unit.**

Recommendation

Non-project related centralized functions that run across program areas require institutional support. The Institute and its donors should negotiate an ample institutional support budget and/or an overhead rate that will finance the salaries and offices that provide the cross-cutting services or functions.

B. Management Practices and Style

In response to the 1988 evaluation findings that the activities of the Institute were fragmented and organized around donor-sponsored projects without an institutional perspective, the Institute undertook a strategic planning process which resulted in:

- **Creation of an Executive Committee** comprised of the key managers in the Institute.
- **Improved management practices** to share information, improve the work environment and staff productivity, with clearer lines of authority.
- **Expanded space** in a new building and wing that accommodates a 60 person staff.

Continued high demands on staff time result in frequent travel and contribute to the episodic, sometimes frantic, nature of their work. Although travel is important to maintain contact with rapidly changing political contexts and is a means of institutional outreach, it tends to strain program management. Too often authority is not clearly delegated in the absence of the individual in charge, resulting in a lack of workload coordination and an inability of units to take necessary decisions.

Increased attention should be paid to greater delegation of responsibility for the representation of the Institute in field activities, to reduce the amount of time spent traveling by senior staff, and to devote greater attention to team building and management.

Morale, however, appears to be high and complaints about the demands and pressures of the work were not heard. On the contrary, staff is highly motivated and take their jobs seriously. Rearrangement of offices placing program directors closer to their staff would help relieve some of the inefficiency of the present arrangement and develop stronger teams.

Recommendation

The Institute needs to continue its strategic planning process structured around a common vision for the next decade, a five year institutional development plan, resolution of internal organizational and management issues, and fundraising.

C. Internal Communications

The 1988 evaluation urged the Institute to standardize its operating procedures and to share this information with staff through the preparation of procedural manuals. Also, improvement of internal communications was encouraged.

The creation of an Executive Committee and regular meetings with staff in the work units have improved internal communications. A draft two volume administrative procedures manual has been prepared by the administrative unit and circulated to all staff members.

Recommendation

The Institute's administrative manual should be formally reproduced in a uniform, loose leaf format, be maintained on a current basis and disseminated through workshops or staff meetings to ensure knowledge by all staff members.

D. Personnel Policies

In response to the recommendations in the 1988 evaluation that the Institute develop clear personnel policies and document them in a manual, the Institute has prepared an excellent personnel manual to standardize and communicate the Institute's personnel policies. Continuing criticisms of the Institute include the high proportion of Costa Ricans on its staff and discrepancies in the salaries of employees with the same level of responsibility.

Procedures and policies have been systematized around hiring, performance evaluations, employment contracts, salary scales, position descriptions, and benefits. Turnover has been very low. Salary levels, the lack of allowances normally paid to staff members by international institutions, and the ineligibility of foreigners to the Costa Rica social security system has severely limited the ability of the Institute to recruit long term staff members from other countries, in spite of its interest to do so. Training of staff, especially in computer operations, has been widespread during the past year as new equipment and systems are being put into use.

Recommendation

Consideration should be given to specific fundraising to enable the Institute to expand its international recruitment of key program positions as they become vacant. These funds would be used to pay the allowances necessary to attract international candidates.

E. Financial Systems

The 1988 evaluation pointed out the need to streamline the budgeting and accounting practices of the Institute and describe them in a manual. The report also indicated the need to more fully utilize computer capabilities in these processes. A.I.D. provided funds in 1989 specifically to address the financial management and related administrative support needs of the Institute.

Peat Marwick was contracted by the Institute to design a modern computer-based accounting system. This system is being installed at the present time and should be fully operational by December 1991. The system will capture information needed for better internal management of the Institute's programs. It will also provide information needed by specific donors on the use of their funds by the Institute.

Improved centralized cash flow information is included in the system. A computer-based disbursement system is now in operation. A procedures manual outlining basic administrative and accounting operations has been developed and is in use.

The Institute lacks an independent determination of its administrative overhead costs, which would enable it to make a better case to donors for including these costs in their grants. Financing of costs associated with supporting non-project related operations that are vital to the institution's continued growth and development is essential for the future.

Recommendation

Staff training in modern accounting and management information systems should be continued to improve the effectiveness of these systems in the day to day management of the Institute.

The Institute should conduct a study of its overhead costs to enable it to seek funding for these costs as part of regular program activities.

F. Information Systems

In response to advice given by the 1988 evaluation and Peat Marwick's analysis which stressed the need to develop a computerized management information system, the Institute with the financial assistance of A.I.D. and other donors is updating its present system. New equipment has been purchased and new software developed. Staff training on the new system is underway. The Institute's WANG computers are being replaced with IBM-compatible systems. All staff have access to the computer system which has been integrated throughout the Institute.

The Court and Institute Library and Documentation Center have been computerized. The Documentation Center, established in 1990, now produces an average of 30 research reports a year in support of the various activities of the Institute. The Center also produces regular bulletins on its data collection and organizes special seminars on human rights documentation.

A CD-ROM system is in place for the use of the Documentation Center and will enable information to be more easily shared with other human rights centers. Plans are underway to tie the Court's information system into INTERNET, the human rights information network, and IRENE, the International refugee network.

Recommendation

The Institute should continue its program to maintain and upgrade its computer systems, including the installation of a desk top publishing capability with a color jet laser printer. Desk top publishing is now available only on the Library's computer.

Priority should continue to be given on staff training to more fully utilize computer capabilities for program management and improved administrative support.

G. Fundraising and Outreach

The 1988 evaluation suggested that the Institute broaden and strengthen its financial base, seek support for an institutional strengthening process, the results of which are discussed above, and consider operating some of its activities on a cost recovery or self-financing basis. It was also suggested that consideration should be given to the creation of an endowment. The donor-driven nature of funding resulted in highly fragmented project activities lacking a strong institutional focus.

The staff of the Institute no longer feel donor driven, in part due to an improved organizational structure and set of management practices. Sixty percent of the Executive Director's time is spent fundraising which is augmented another 50 percent by the support of her Assistant whose part-time responsibility is fundraising.

Although the Institute's financial base still rests almost entirely on grants, it has widely diversified its funding. In 1987, the Institute was supported by approximately 11 donors. Today 29 donors provide funds. Five Latin American governments provide support and the Institute receives project-specific bilateral funds from A.I.D. missions throughout the region.

There are many foundations in the United States that the Institute has not approached. The Institute has not done so because it has wanted to consolidate its programs, management practices and organizational structure. Today staff believe they are in a better position to expand contacts and develop a long-range funding strategy.

Such a strategy would include the establishment of an endowment to cover administrative costs and lessen dependency on donors. The Institute has already taken the first steps toward setting up an endowment, having received a \$350,000 challenge grant from the Ford Foundation. An endowment would provide credibility, a permanent core staff and the financial stability to permit at least minimum activity.

The Institute has evaluated the need to increase self-financing of programs, but finds, as indeed is the case, that those whom the Institute needs to reach, who use the publications and attend the courses, cannot afford to pay for them. Those who can afford are charged at a rate appropriate for their ability to pay; however, a self-financing strategy is not realistic for augmenting funding.

Recommendation

Fundraising is an ever-present concern and need, particularly given the shifting nature of development assistance evident among the donors who have been supporting the Institute throughout the past decade. Despite significant progress made in expanding the list of donors to 29, it is now more critical than ever that the Institute develop a five-year strategic plan that can serve program needs, and can be used for fundraising and an endowment campaign. A list of suggestions for approaching this is presented below.

The Institute needs to develop a plan for the endowment campaign that includes goals and objectives, a time frame, staffing needs, and investment strategies and management. As a rule, donors want to know the investment strategy before contributing. The Institute should consider hiring a consultant with successful endowment experience to assist in the development of a strategy.

An endowment campaign should not be undertaken lightly; such an effort requires the time and commitment of Board and staff members over a period of years. Due to economic ups and downs, endowments have not been very successful in Latin America, hence the importance of a sound investment strategy. The Board of Directors should consider naming a

committee for the duration of the campaign to oversee investments. This may require new Board members with financial skills.

The Institute should continue to reach out to new donors, in particular to selected foundations in the United States. The Institute needs to increase its knowledge and understanding of private foundations in the United States.

Staff training and glossy attractive annual report would assist the fundraising efforts of the Executive Director and potentially that of the Board members.

Selected Board members should become more involved in fundraising. Given the prestige of the Board, members might be able to help solicit annual contributions from Latin American governments. The entire burden should not fall upon the Executive Director.

When the program and endowment plan are ready, the Institute should consider convening another donors meeting using this evaluation to inform them about new directions, solicit support for the endowment campaign, and invite participation and assistance in making contact with potential supporters.

The Institute can also use the meeting to make donors aware that if they want the Institute to expand its work in the Caribbean and the Southern Cone (including Brazil), increase the number of staff members from other countries in the region, and publish in Portuguese and English, they will have to provide the necessary support.

H. The Board of Directors

The 1988 evaluation recommended that the Board of Directors establish subcommittees, utilize discussion groups during meetings, and hold meetings more than once a year.

The Board provides regional and international legitimacy to the Institute. Primarily an advisory Board, it sets policy, provides technical advice, serves as interlocutor with governments, and hires the Executive and Deputy Directors. Board members serve for three year terms and can be re-elected indefinitely. Currently, there are 23 Board members from 16 countries who have excellent national and international reputations. A.I.D. provides financial support to cover the expenses of Board meetings which occur once a year and last three days.

The Board is extremely supportive of the Institute and has opened up contacts and opportunities in various countries; however, it needs to become more active particularly in fundraising. Currently, it serves as a resource to the Executive Director and senior staff who turn to it for advice on a wide range of topics. The Permanent Commission of the Board, its executive committee, meets two or three times a year to discuss program strategies and to analyze difficult political issues. Other than the Permanent Commission there are no committees.

Board meetings are now structured so that one day is devoted to small group discussions. Since the current president is stepping aside in March 1992, the Board has an opportunity to initiate changes and regularize procedures.

Recommendations

If the Board is to assume a more active role, there will have to be more than one meeting per year, and donors will have to provide funds to cover meeting expenses. The Permanent Commission should analyze whether or not the Board should meet more than once per year.

The Permanent Commission should analyze the process of selection and election of Board members and the pros and cons of members serving indefinitely. The process needs to be regularized.

The Commission should prepare a slate for the election of officers next March and consider nominating a short-term committee to study some of the issues related to Board composition, needs, recruitment and role related to fundraising.

The Permanent Commission should analyze whether the Institute should name a special committee to oversee the endowment campaign, and organize an Advisory Council of individuals who are not Board members, but who support the Institute and could either contribute to the campaign or open doors to potential donors. The Executive Director should ask Board members whom she feels could be helpful to assist her in fundraising.

EDUCATION PROGRAMS

Embedded in its mandate, education is the acknowledged "backbone" of the Institute. It is central to the Institute and a strong component within each unit's programs and outreach.

The Institute interprets its educational role broadly, allowing a variety of approaches that accommodate the setting and needs of the client group. Courses, seminars, technical assistance, small and large group meetings and discussion sessions are used to reach audiences throughout the Americas. Twenty-seven countries have been involved in the Institute's programs, and representatives from Canada to Chile have attended their courses.

The Institute is service oriented -- programs are tailor-made to meet clients' needs. Consultations, needs assessments, careful participatory planning are central to each unit's efforts. All activities build on local initiatives. Early in the consultative process, the Institute identifies a counterpart who becomes a partner throughout the implementation process. Philosophically, the Institute is committed to using a training-of-trainers approach whenever possible to create a multiplier effect and maximize impact.

The educational activities of the Institute have grown immensely over the past ten year period. The progress achieved in the educational arena is significant when measured against the recommendations made in the 1988 evaluation. The Institute has made serious efforts to consolidate projects and to integrate education into all areas. The education unit was created which now houses the Naumann-funded human rights education project and specialized courses. Document and audio-visual centers support the services of the unit. Short-term expertise is available through a growing roster of consultants. The unit also supports educational activities of other units, particularly the NGO group and Interdisciplinary Course

housed in the executive office. The Executive Committee also facilitates integration of programs.

A. Interdisciplinary Course

Started in 1983, the course is the most important, highly valued educational and promotional activity of the Institute. The image of the Institute is closely tied to that of the course. And, the prestige and influence of the Institute in the region is attributable in large part to the course.

The course has evolved over the past nine years to better serve the needs of participants, respond to current issues in the field of human rights and build an appropriate atmosphere of exchange and dialogue while maintaining a high standard for participation.

The 1988 evaluation recommended that consideration be given to holding the course more often, possibly at other locations; increasing opportunities for information networking during the course; improving follow-up; modifying the evaluation form; and, training workshop leaders.

Changes which have been implemented since the last evaluation include:

- Continued strengthening of the course by including additional relevant and focused subject matter, by increasing opportunities for informal discussion around anticipated high interest topics and by the inclusion of films followed by discussion.
- Reworking of the course evaluation form to include more qualitative information.
- Training workshop leaders.

The Institute considers it difficult to expand the course to other locations mainly because current resources are not adequate to hold the courses more frequently, and locations with more repressive climate than the current site might work against the open nature and free exchange of opinions that the current course now enjoys.

Follow up continues to be a concern, although important strides are being made to utilize the Bulletin to feature graduates and their work, highlight outstanding research projects resulting from the course, and maintain a network through frequent contact in the field with graduates.

Other observations about the course are:

- The number of applications received continues to be high.
- The average acceptance rate is 21.55 percent of those who apply.

- The course participants are evenly divided by gender and represent the government (25%), non-government (43%), and academic (26%) sectors.
- The course consistently receives high reviews by course participants, who value most the opportunity to interchange ideas and information, to connect with others, and become better informed. They find the small group sessions extremely beneficial.
- Participation is determined by application, not invitation.
- The Institute follows a set procedure for accepting applicants. Applicants need only submit their curriculum vitae and a cover letter to apply for the course. Although exceptions are made to ensure diversity, most participants have received a university degree. The Institute attempts to attain a sectoral, geographical, ethnic and gender balance when making a final selection.

Recommendations

Participants continue to view the informal and less structured components of the course as the most valuable. These opportunities need to continue and be increased.

The course could be further enriched by an increase in the number of women presenters, and by adding indigenous persons to speak on indigenous human rights issues.

Consideration should be given to placing the course within the education unit, with continued heavy involvement by the Assistant to the Executive Director who is now responsible for managing the course. The collaboration between offices should be praised and is a step in the right direction, particularly in having the education unit design training sessions and train workshop leaders in experiential and participatory methodology.

B. Education Unit

The 1988 evaluation recommended that the goals, targets and priorities of the human rights education project be focused more clearly and be linked to the Institute's vision. Suggestions were made to maximize the Institute's presence in countries of operation so as to be more effective with the resources available.

Responses made to the 1988 recommendations are:

- The project is more focused and attentive to maximizing impact. The project focuses on three service areas: curriculum design for civics education, analysis of curriculum and methodology, and analysis of didactic materials.
- A multiplier effect with support groups in-country is maximized to the extent possible. Project staff work with ministries of education staff responsible for curriculum, materials development, and national pedagogy, members of NGOs

dedicated to the education of human rights, and university faculty. Whenever possible, governmental and nongovernmental units are linked together.

- The unit promotes topics that are timely and deserve special attention, such as environmental education and radio education.
- The project better reflects the mandate of the Institute. The unit believes the institutional support funds in the last grant made the changes possible.
- To improve planning, the staff developed a multiyear project plan with expected outcomes identified by each country. National counterparts in the project countries are contracted and trained to support project activities.
- The unit is standardizing materials used for the seminars to avoid duplication of efforts and upgrade the quality of materials distributed during the sessions.

The impact of the human rights education project is impressive when measured in terms of numbers of persons trained, consultancies given, countries reached, and publications produced. During the past five years, the Naumann project has trained over 8,141 individuals in eleven countries.

The specialized courses of the Institute address specific topics with selected audiences, such as journalists and judges. Since 1985, approximately 1,221 individuals attended the courses which have been held in 18 countries.

The unit's five year plan is very focused, clearly identifies country-specific priorities and criteria for training. Greater emphasis will be placed on developing and using improved audio-visual materials and providing advisory services to other program units. It carries the appropriate vision for becoming a more integrated, functional unit within the Institute.

Recommendations

The education unit has made impressive strides since 1988 and is commended for its accomplishments. Consideration should be given to expanding the role of the unit so that it becomes the primary resource in the Institute for training, curriculum development and materials development. This would require a greater amount of institutional core support to finance this non-project function.

The Institute and education unit are moving in the direction of consolidating functions but are constrained by a lack of commitment from the entire staff. The reasons behind this should be explored. Careful consideration should be given on how to implement new functions and the implications for the organization in terms of resources, roles, and responsibilities.

More audio-visual materials are needed throughout the Institute to support the educational activities of each unit. Consideration should be given to creating a materials resource center managed by the education unit dedicated to developing materials for training. The education

unit should also house a training department that would be responsible for in-service sessions on training methods.

The education unit has thought through many of the Institute's educational needs for the future and suggested ways to address those needs. The resources for conceptualizing the problems and solutions reside within the Institute. The leadership of the Institute needs to think through a strategy for bringing the key staff on board with a plan that moves the Institute toward a more consistently applied standard of educational programming.

C. Election Assistance (CAPEL)

Education is an important component of CAPEL activities--it is integral to the technical assistance CAPEL provides to official electoral bodies and civic education campaigns. CAPEL also organizes and implements courses specific to elections and related topics referred to as "promotional courses" by the Institute.

Capacity building is central to CAPEL's technical assistance and training programs. Technical assistance includes an ambitious program for training pollwatchers, political party representatives, and other election functionaries. A training of trainers approach is utilized creating a cascading multiplier effect which ultimately reaches all pollwatchers and voting table officials and their substitutes.

Civic education campaigns are designed to motivate participation in elections, strengthen institutional image of electoral bodies, and instruct voters in the voting process. The campaigns are very targeted according to the results of preliminary surveys of the voting public.

CAPEL also sponsors courses and seminars on topics related to elections, the most noteworthy is the annual Interamerican Course on Elections started in 1987 which is attended by participants from 22 countries. CAPEL also sponsors or participates as cosponsor in other regional seminars, colloquiums, meetings, and courses related to elections and the political process. CAPEL also serves as the secretariat of the associations of electoral organisms for Central America, South America and the Caribbean.

Recommendation

CAPEL should take greater advantage of the skills and background of the education unit in evaluating and analyzing the impact of materials it has developed for training and civics education campaigns, and elevating the standard of training methods and course design in the annual Interamerican Course on Elections to match that of the Interdisciplinary Course. Although skillfully done and impressively executed, this is an appropriate time to analyze the impact of materials developed by CAPEL and determine how to better reach target audiences based on their levels of education, socio-economic status, experience and location.

The activities of the NGO unit consist of three program areas: technical assistance to non-governmental organizations; human rights of indigenous populations; and rights of refugees, repatriates, and the displaced. The women's program is now temporarily housed in the NGO unit, although it is more autonomous and reports directly to the Executive Director. Education is a vehicle for transferring information, building capacity and exchanging ideas. Largely financed by the Ford Foundation, the NGO unit organizes specialized conferences, regional seminars, training workshops, courses, and technical assistance assignments.

The education activities of the unit are an important means of bringing together key organizations and individuals to exchange information, organize issues, and provide training in the protection of human rights. Specialized conferences feature a multisectoral perspective and systematic analysis of themes and problems associated with indigenous rights, rights of refugees, and role of NGOs in the protection of human rights.

Training methodology appears highly participatory. Technical advisory services to requesting organizations are provided in human rights and legal protection, documentation, classification of trials and processing and conveying of information on human rights.

Recommendation

The NGO unit is staffed by a very dedicated group of individuals who are stretched thin trying to meet the demands of this program area. The unit would benefit greatly from a retreat in which some of the management and programming issues would be discussed honestly with the goal of finding a common ground among all the disparate programs, and developing a long-term strategy for the next five years. The unit would benefit from a more focused vision, workplan and management practices. Consideration should be given to renaming the unit to more accurately reflect its present scope.

E. Women's Program

Although the Institute has long included the theme of women and human rights in the Interdisciplinary Course and in some publications and promotional activities, the Institute did not programmatically tackle human rights abuses against women until 1989. In June 1990, a coordinator of the women's program was appointed on a half-time basis. In addition to organizing courses and workshops, she has prepared a five-year plan to stimulate research, education and promotion of human rights from the perspective and experience of women.

Principal funding for the program has come from the Norwegian government. Additional funds are now being sought for specific projects within the five-year plan. The strategy has been carefully thought through and activities to date have been well received. There are several positive indicators of success that predict a good future for the women's program in the Institute if appropriately nurtured and financed.

The program does face problems, however. Even though most activities to date have been planned and implemented in cooperation with other Institute departments, the area of women

and human rights still lacks institutionalization and legitimacy. Human rights organizations in Latin America have been as slow as development NGOs to take women into account, either in projects or as staff or members of Boards of Directors.

Recommendation

Even though the program most ideally fits into the NGO unit, experience with the introduction and survival of women's program as integrated units in most organizations today is discouraging, thus indicating the need to continue placement of the program under the wing of the Executive Director.

If the program is to develop in a coherent and rational fashion, it needs more funds. Fundraising for the women's program should be integrated into institutional fundraising plans and strategies. Too many women's programs are not integrated and collapse when funds run out.

If there is to be progress in stopping human rights abuses against women, the theme of women and human rights will have to become an integral part of all Institute programs.

ELECTION ASSISTANCE (CAPEL)

The Institute's Center for Electoral Assistance and Promotion (CAPEL) was established in 1983 to address a need articulated in a declaration by the region's foreign ministers at an October 1982 meeting in San Jose, Costa Rica. CAPEL's mission is to promote the conduct of periodic, valid, democratic elections by helping Latin American and Caribbean nations to develop and administer sound electoral laws and processes, and to educate the electorate about their rights and responsibilities.

CAPEL's functions are to provide technical assistance, training and information to electoral administrators and other participants in the electoral process, and to field teams of international observers to monitor elections. On a regional basis, CAPEL designs and offers conferences, seminars and training courses and sponsors research on legal and procedural aspects of the electoral process. Country-specific assistance is provided when requested by the electoral court or commission, the legislature, an academic institution, professional association or other nongovernmental organization.

The early programmatic successes of CAPEL were not matched by institutional development of administrative or technical capacity. The 1988 mid-term evaluation revealed serious policy issues regarding CAPEL, stemming from the size of its budget and total dependence on A.I.D. funding, and confusion over the structural relationship between CAPEL and IIHR. At the insistence of its Board and consistent with the recommendations of the previous evaluation, the Institute moved quickly to resolve this organizational disjointedness. CAPEL was fully integrated into the Institute -- physically, organizationally and administratively.

The reorganization has been completely successful both at the working level and at a personal level for the staff involved. The restructuring has enabled CAPEL become a fully functioning division of the Institute with direct ties to its programs.

CAPEL has experienced remarkable growth in its program and in the level of credibility and confidence it has achieved with electoral organizations throughout the region. In the past three years, CAPEL's activities increased dramatically. It has dispatched 22 technical assistance or observer missions, trained thousands of poll watchers and election officials, produced prolific numbers of reports, research studies, and publications in the field of elections. The civic education campaigns are professionally conducted, based on a complete survey of voter attitudes. CAPEL's role as secretariat to the regional electoral associations makes it unique as the only regionally based electoral assistance organization serving the needs of these associations on a regular basis. The professionalism and competence of CAPEL's staff have made CAPEL the voice of authority on electoral processes within the region.

Recommendation

The Institute is commended for the tremendous improvements in CAPEL since 1988. Since then, CAPEL has developed an impressive capability in electoral assistance, carrying out each of its assignments at an ever increasing level of professionalism and expertise.

The issues now is not whether CAPEL can undertake any given assignment but how, given the great demand for its services, it will prioritize the assistance it provides in the future. The Institute may want to examine this in the context of the recommended strategic planning exercise.

As the electoral systems of more countries become stronger, CAPEL should expand its role as a "technology transfer facilitator", serving as a consolidator of lessons learned. To facilitate the transfer of lessons learned from one country to another, CAPEL's future grant requests should include support for compiling a comprehensive database that contains all pertinent electoral related information.

Consideration should also be given to placing greater emphasis on designing civic education programs specifically targeted at indigenous and marginalized populations, especially rural women, since their inclusion in democratic participation processes is vital although they are extremely difficult to reach. Also, whenever possible, international election observer missions should include representatives of women's and under-represented groups.

Although admirably managed, the rapid growth of CAPEL has placed a heavy burden on its staff. Both permanent staff and contracted technical consultants have responded to the increased workload with dedication and commitment beyond the norm. To counteract this strain on its resources, CAPEL will need additional staff. Funds, however, are not presently available for administrative staff expansions or to guarantee the successful recruitment of the long-term technical personnel CAPEL will need to respond to increased demands. Funding is often unpredictable since much of CAPEL's services is financed by Missions for specific undertakings. Careful planning is needed to project staffing needs for the next five years based on the schedule of anticipated elections so that CAPEL's budget can plan for increased demands and attempt to avoid overcommitment of staff members.

RESEARCH AND PUBLICATIONS

Research and information dissemination is a central part of the Institute's mission. The 1988 evaluation recommended that the Institute broaden the scope of its human rights research and publications while at the same time consolidating the coordination and control of research activities across program areas. Since 1988, the Institute has successfully accomplished both objectives, producing an almost prolific number of high quality publications that represent the program activities and research of the Institute.

Each program unit of the Institute conducts its own research and produces publications that represent the focus of its programs. The Institute uses its publications in courses to teach and promote the legal, judicial, social and political bases of human rights. Institute publications also fulfill promotion and outreach functions.

Research and publications activities are under the overall direction of the Assistant Director who also is the Director of CAPEL. In addition to the Assistant Director, the editorial board consists of several other senior members of the Institute's staff representing the program areas, members of the editorial staff, and depending on the topic, one or more external experts in the field. The editorial staff define editorial policy; edit all IIHR written material; develop and monitor schedules for publications; draft the unit's operating budget and individual production budgets; coordinate work on special publications; and manage publications distribution.

The Institute designs and prints its own publications which are listed in an annual catalogue of publications. The Institute has established a repository and Documentation Center within the Library of the Interamerican Court on Human Rights. All of its publications are catalogued there and are available through the Library system.

The research of the Institute is considered of high academic quality and highly valued in the field along with the Institute's publications. The publications are widely read and have had a strong positive impact on improving the depth and breadth of discussion on human rights issues.

The Institute's research strategy for the future is to select topics that apply to the programs of the Institute and are highly participatory and formative in their methodology -- action-focused. The research results should lead to formation of program directions and appropriate interventions as is the case with the refugee research project and An Agenda for the Consolidation of Democracy in Latin America.

Recommendation

The Institute should be praised for the high quality and level of its research and publications achieved often on modest budgets. Consideration should be given to requesting additional donor support to more widely disseminate documents in high demand in other languages. If translations are too costly, then production of a brief synopses of published research might be considered. Also, production of abridged versions of the most important technical research publications for wider dissemination to non-academic audiences might be considered. The

Commemorative Edition on the 40th Anniversary of the Universal Declaration of Human Rights is a good example of a easy to read document that has been widely distributed to all levels of audiences.

CHAPTER I: OVERVIEW

"Respect for human rights is fundamental to democracy."

"The fundamental premise is that lasting peace, genuine democracy and equitable development are inextricable. These three objectives are mutually reinforcing. None is sufficient by itself; all are necessary."

International Commission for Central American
Recovery and Development (ICCARD)
1989

A. PREFACE: THE MANDATE

As defined by its statute, the mandate of the Interamerican Institute of Human Rights (IIHR) is "the teaching, research and promotion of human rights and related disciplines with a multidisciplinary approach...and particular attention to the problems of the Americas" (Article Five). In this context, the Institute respects the international human rights agreements defining political, economic, social and cultural rights ratified by more than 100 countries. Hence in implementing its mandate, the Institute carries out programs that encompass first generation (political and civil), second generation (economic, social and cultural) and third generation (community's right to development) rights. In the view of Latin Americans these three generations of rights are the essence of democracy.

The concept of human rights supported by the Institute derives from the Interamerican System for the Promotion and Protection of Human Rights, specifically from the American Declaration of the Rights and Duties of Man (1948) and the American Convention of Human Rights (1969), and from other instruments of universal character that apply to Latin America, such as the United Nations Declaration of Human Rights. The Institute also supports the concepts of *lege lata* (law that already exists) and *lege ferenda* (law that is in the process of evolving). The former outlines the abuses from which the individual has the right to be protected and the latter recognizes the need to incorporate new rights.

The activities of the Institute are based on "the principles of representative democracy, the rule of law, ideological pluralism, respect for human rights and basic freedoms and their international protection, and international solidarity and cooperation, without discrimination of any type whatsoever" (Article Four). The Institute defines pluralism in theory as the bringing together of people representing different sectors and points of view, or *intersectorialidad* and *interdisciplinaredad*. For the Institute, pluralism in practice is the creation of conditions in which tolerance and dialogue can exist.

B: THE CHALLENGES OF THE TIMES

The Times

As the 1990s begin, the Interamerican Institute of Human Rights faces a transformed world whose impact on Latin America is uncertain. The past few years have witnessed the collapse of Soviet communism and empire, the end of the Cold War, a restructuring of the world economy in favor of free markets, increasing global support for democracy and participatory politics, and the rise of civil society.

Although Latin America was marked by conflicts in the 1980s, the decade also brought about a transition from military to civilian governments. Today popularly elected presidents hold office in every country except Cuba and Haiti, and more than 58 elections are scheduled between 1992-1995. The failure of socialism in the Soviet Union and Eastern Europe has prompted the Latin American political left to take another look at human rights and democracy. Formerly considered expressions of bourgeois ideology, human rights and democracy increasingly have come to be valued as concrete forms of protection for all citizens (Chipoco and Schoultz, 1991). As a result, democratic elections have come to be widely accepted as the legitimate way to gain and exercise power. Again with the exception of Cuba, the appeal of participatory politics and market economics is pervasive throughout the region.

The emergence of civil society over the past 20 years has been dramatic, as exemplified by the rapid growth of a diverse and vibrant mix of political, economic, social, environmental and human rights movements made up of nongovernmental organizations (NGOs), including women's and indigenous organizations, and legal aid programs, labor unions, urban housing coalitions, cooperative federations, peasant leagues, worker-managed enterprises, grassroots groups and many others. NGOs, popular organizations and community groups contribute to pluralism and democracy by encouraging and developing the organizational and leadership capacity of broad sectors of society.

In general, these movements promote human rights, participation and more equitable development--the three generations of rights. The Interamerican Institute of Human Rights is an example of this vibrant mix, having grown out of the "epidemic outbursts of systematic and massive violations of human rights" of the 1960s and 1970s which raised concern in Latin America, and gave birth to the still growing human rights movement in the region (Zalaquett, 1991). This outpouring of civil society, as Patrick Breslin has written, "may turn out to be...the most significant trend in Latin America in this century" (Breslin, 1991).

An Agenda for the Hemisphere

In contrast to the conflicts of the 1980s, a more common hemispheric agenda appears to be emerging in the 1990s, reflecting a convergence of values and interests that span political, economic and security matters (Interamerican Dialogue, 1990). Because of the growing consensus that economic issues, specifically markets and open trade, are critical, multilateral cooperation is increasing. Although the situations in Peru and Colombia continue to be serious, the wars in Central America are no longer the focal point of attention. The recent

signing of Preliminary Agreements at the United Nations in New York by the *Comandantes* of the FMLN and President Alfredo Cristiani is a significant first step toward ending El Salvador's cruel and devastating 11-year civil war. If El Salvador can begin to manage its conflict, pressure for amnesty and reconciliation may grow in Guatemala. In addition to conflict resolution, today's policy agenda, both North and South, has expanded to include problems of mutual concern such as drugs, debt, migration, economic development and trade, democratic transitions, human rights and poverty.

Poverty and Human Rights

Despite considerable progress, democracy and human rights in Latin America remain fragile. In particular, they are seriously threatened by the continuing economic crisis that has brought deepening structural poverty in its wake. For poor people, democracy is not the division of power or respect for political and civil rights, but whether or not the current government meets their survival needs (Urcuyo, 1991). Thus, the relationship between economic development and income distribution is an important factor in shaping prospects for lasting democracy (A.I.D., 1991a). Economic reforms and the current model of export-led growth may further concentrate income and wealth, however, widening the gap between rich and poor in a region that already has the world's worst income distribution.

Over the past decade the people of Latin America have seen their wages fall and jobs disappear. In many countries the middle class has slid into poverty. People struggle against inflation, food shortages and street crime. Health, education, transportation, infrastructure and other public services have deteriorated. The numbers of Latin Americans living in poverty continue to grow, and one characteristic of that poverty is the increasing number of women and children which make up the poor.

Poverty threatens democratic rule in many ways. Not only does it sustain insurgencies, but democratic leaders lose support and authority when they cannot alleviate the suffering of their people. Although widely adopted, market reforms have been politically divisive. Riots in Venezuela, the Dominican Republic and Brazil have drawn attention to the importance of "safety nets." There have been calls for intensifying government actions to promote economic and social justice, foster growth and strengthen international competitiveness. (Interamerican Dialogue, 1990). Many Latin Americans also believe that international rigidity toward debt problems seriously constrains democratic transition.

The Challenge to Fragile Democracies

Prolonged economic decline combined with long standing social and economic inequalities threaten fragile civilian institutions, and have led to increased political and criminal violence in many countries. Continuing military involvement and influence in politics and the economy is another serious constraint to the expansion of human rights and democracy.

Despite their weaknesses and their often-limited popular support, most governments are trying to create greater civil and political space in order to extend the rule of law and protect human rights. The potential for extending these rights as the basis of genuine democratization will depend greatly on their ability to alleviate poverty, on the one hand, and on the capacity of

popular movements, NGOs and opposition groups to organize and negotiate their demands without provoking a military response, on the other. Thus the challenge to the Interamerican Institute of Human Rights, governments and the networks of human rights and other non-governmental organizations throughout the region is to broaden and deepen democracy and respect for human rights in the face of growing poverty, militaries resistant to civilian control and fragile institutions.

The Requirements of Democracy

Beyond the alleviation of poverty, civilian control of the military, and structured and dependable institutions, democracy requires accepted rules of political conduct. These include political competition; succession of governments through free elections, including peaceful passage of power by one administration to another it may not trust; established legal procedures that ensure full observance of the rights and freedoms of citizens; an educated population; a free press; and sustained citizen participation in political life through civilian organizations and community groups (ICCARD, 1989).

More specifically, legislatures need greater institutional capacity to perform their functions; trained and specialized staff; and improved oversight systems. Honest and open elections require voter registration and trained personnel. Political parties need technical assistance to modernize party machinery. An effective and autonomous judiciary requires that members be free to reach decisions independently, without influence by other branches of government or threat action by the military (ICCARD, 1989).

The formal education system plays an important role in educating children about human rights and democracy, particularly since because it often reinforces or discredits political ideologies. Latin American educational systems, due to their hierarchical and authoritarian nature, have contributed more to shaping subordination than to promoting participation. Even though most countries have laws to guarantee freedom of information and the press, these freedoms have often been limited or ignored. Media, too, have a role to play in strengthening democratic culture.

Programs to promote democracy need a strong human rights component. IHR's broadly-based mandate which incorporates teaching and research and its focus on pluralism has enabled it to introduce this component to many sectors of Latin American society. The Institute is providing training and technical assistance to lawyers, judges and legislators; professors, teachers and journalists, members of human rights, refugee, indigenous and women's organizations, and military and police officers.

A Changing World for Human Rights Organizations

The end of military dictatorships in Latin America has compelled human rights organizations to widen their agendas. Formerly concerned exclusively with documenting and denouncing disappearances, assassinations and torture, some organizations are beginning to tackle endemic violence, defined as consistent abusive behavior on the part of states against prisoners, non-offenders and women. Others are pursuing the rights of association, due process, discrimination in employment and education, and the rights of women and children, thus

beginning to address the social and economic inequities they chose not to in the 1970s and early 1980s because of the greater need to confront the terrible abuses perpetuated by military regimes.

It is expected that the work of the Interamerican Institute of Human Rights and its network of organizations will continue to take place within a framework of political democracy. Civilian governments will most likely continue to be elected and will probably survive, although many will remain *democraduras*--semi-democratic in practice and incapable of challenging the military or protecting the rights of minorities.

The unevenness of progress and wide range of problems facing the region will require different strategies. For example, although Central America and Panama have potential to deepen democracy, violations of civil and political rights, especially of indigenous, refugee and displaced populations, continue in El Salvador and Guatemala. With the military overthrow of the country's first democratically elected President in Haiti, violence is again on the rise there. The Andean countries face major problems of terrorism (a virtual state of siege exists in Peru) and drugs while human rights organizations in the Southern Cone countries and Brazil need help in moving from *denuncio a propuesta*--from a reactive to a proactive stance. In Mexico, where the economic system is opening but the political system remains closed, organizations will require assistance to tackle first generation rights.

The Institute's Response

The Institute sees its role in the 1990s as two-fold. The first is to support the efforts of freely-elected governments and civil society to make the transition to representative democracy. The second is to nurture the roots of democratic culture while simultaneously training human rights organizations to confront continuing abuses. This broad approach fits the mandate of the only *regional* Latin American institution in the field of human rights. As the Preface points out, it is widely accepted in Latin America that a holistic approach constitutes the only basis for a meaningful and lasting transition to democracy. The International Commission for Central American Recovery and Development similarly stressed the importance of both political and economic democracy (ICARD, 1989). The challenges are complex and difficult. At the same time, the opportunities are multiple.

C: THE INSTITUTE: LOOKING BACK

The Interamerican Institute of Human Rights is an independent, autonomous, academic institution of international scope headquartered in San Jose, Costa Rica. The Institute was established in 1980 under an agreement between the Interamerican Court of Human Rights and the Government of Costa Rica. Its mandate, as stated in the Preface, is "the teaching, research and promotion of human rights." The Institute does not inspect the conduct of governments, investigate human rights violations or collaborate with individuals who work with guerrilla movements. IHR promotes human rights through formal and non-formal education, research and publications, and technical advisory services.

The Early Years

The Institute was patterned after the International Human Rights Institute in Strasbourg, France. In 1979 Thomas Buergenthal, a Judge on the Interamerican Court of Human Rights, asked the Agency for International Development for funds to convene a meeting of Latin American, North American and European human rights experts to discuss the establishment of a Latin American human rights institute. A.I.D. made a grant to Instituto Latinoamericano de Naciones Unidas para la Prevención del Delito y Tratamiento del Delincuente (ILANUD) to convene the meeting. Participants recommended a non-activist academic institution that would undertake education, research and promotion of human rights. In March 1980, A.I.D. and the Ford Foundation provided additional assistance to a small group of individuals who had attended the first meeting to write the Institute's statutes. Judge Buergenthal's vision and leadership was key to the creation of the Interamerican Institute of Human Rights.

The Institute was established at a time when human rights abuses were rampant in Latin America, when it was not possible to hold a civil conversation on the topic--a time when Latin Americans could only talk to people outside the region for fear of repression. Human rights organizations had little credibility in the eyes of most Latin American governments. Despite the Carter Administration's strong commitment to human rights, these organizations were not perceived as credible by many in and out of government in the United States either. The establishment of the Institute as an academic institution with distance from the intense debate provided a forum for individuals of widely differing views and perspectives, from governments and private organizations, to come together, not only to discuss and debate human rights issues, but perhaps more importantly, to listen to one another. In the early 1980s human rights organizations needed to understand what governments were thinking and why, and governments needed to learn that organizations engaged in human rights work were not trying to undermine them. The Institute provided the first channel for such communication.

In the early years, IIHR struggled to create its own identity and define its program. Lack of travel funds to bring together the Board of Directors led to a predominance of Costa Ricans on the first Board and a perception of the Institute as a Costa Rican institution. Because it was physically located in the Interamerican Court, it was also widely viewed as a service arm of the Court and the Organization of American States. In addition, many human rights organizations saw the Institute as a "subversive agent of international imperialism," and thought it had nothing to do with the terrible abuses they were confronting.

Backed by the Board of Directors, the first Director (1980-83), Hernan Montealegre, a distinguished Chilean lawyer, brought together activists, academics, educators, lawyers, judges, politicians and government officials across the ideological spectrum. His emphasis on pluralism and the subsequent development of the Interdisciplinary Course are widely viewed as his most important contributions.

The Middle Years

Dr. Montealegre resigned in 1983, and in 1984 the Board of Directors named Hector Gros Espiel of Uruguay, another respected legal scholar, as Executive Director. Because he was on assignment in Spain at the time, the Board appointed Sonia Picado S., Dean of the Faculty of Law at the University of Costa Rica, as Interim Director. When Dr. Gros Espiel took over in 1985, she became Deputy Director. Dr. Gros Espiel's priority for the Institute was research which further enhanced the Institute's academic reputation. However, institutional needs continued to be neglected. In 1987 he resigned to become Foreign Minister, and the Board unanimously selected Sonia Picado as Executive Director.

As contacts expanded, the numbers of courses increased and the Institute broadened its base. CAPEL was established in 1983, following a meeting of Latin American foreign ministers who recommended that the Institute create an organization to help train people to organize and administer elections. The Center's first Director (1985-88), Jorge Mario Garcia Laguardia, a noted Guatemalan legal scholar, had excellent contacts with pragmatic Latin American intellectuals engaged in the analysis of the political process in Latin America. Dr. Garcia collected and published their independently produced research and made it widely available through the *cuadernos* series. This broadened the audience for IIHR's publications, and contributed to its scholarly image. During this period, however, little attention was paid to institutional development due to the growth and demand of programs.

During the mid-1980s demands upon the Institute and CAPEL mounted rapidly as elections spread throughout the hemisphere and military regimes gave way to civilian governments. Also during this period, interest grew on the part of donors in the area of promoting human rights and democracy and the Institute's budget dramatically increased, as did the range of its programs. From December 1987 through February 1989, Dr. Picado was the Co-Chairperson of ICCARD, a task that placed enormous demands upon her and her staff since the Institute served as the seat of the Commission in the region.

By August 1988, when Creative Associates International undertook a mid-term evaluation for the Agency for International Development, pressures on the Institute from clients and donors had brought the organization to the edge of crisis. Staff were overextended, with too many demands being made on their time. Ineffective management and administrative support systems, and a string of projects reflecting individual donor interests rather than an integrated program were found to be other significant problems. Finally, IIHR faced the challenge of making CAPEL, increasingly perceived by many in the region as an independent agency, an operating unit of the Institute.

CHAPTER II: INSTITUTIONAL DEVELOPMENT

A. OVERVIEW

Major Achievements

The Interamerican Institute of Human Rights has made enormous progress since 1988. Following the mid-term evaluation, the Executive Director took the lead to improve administrative procedures and practices, build a senior management team, and meld projects into a coherent program--in short, to institutionalize IIHR. With the assistance of an excellent staff she has accomplished these tasks. In addition, her vision, energy and extraordinary political skills have helped to legitimize both the Institute and human rights in official and non-official circles throughout Latin America. The growth in maturity and capability of the senior staff is evident in that their effective management of the Institute during the current four-month sabbatical of the Executive Director. IIHR begins its second decade with strong leadership and capable and dedicated personnel.

Today the Institute enters its second decade as an institution with international and regional moral suasion. No other human rights organization has its outreach and scope. IIHR is admitted into all circles, governmental and non-governmental. IIHR has reached out to scholars and intellectuals, judges and lawyers, government officials, human rights activists, military and police officers, and politicians across the ideological spectrum, and to vulnerable populations such as women, indigenous groups and refugees and displaced persons. With tact, discretion and the careful cultivation of difficult personalities, the Institute has enabled individuals with widely differing views to hear and to listen one another in its Interdisciplinary Course and other gatherings. It has published a considerable body of widely respected research. Thousands have been trained through human rights education programs at the primary and secondary school levels, civic education campaigns, and training of poll watchers. By creating space for human rights organizations and community groups to work in many countries, IIHR has proffered expressions of solidarity, recognition and protection to beleaguered people. In Central America in particular, the Institute has helped to build a strong human rights network by identifying and training outstanding men and women. Perhaps its greatest impact has been in Central America, followed by the Andean countries where the Institute has worked closely with the Andean Commission of Jurists, Brazil where it has collaborated with grassroots groups, and lastly, the Southern Cone which already had a strong human rights movement at the time the Institute was founded.

Old Pressures and New Programs

Staff are still overextended. This is partly due to institutional growth and the new opportunities that continually arise and must be responded to. In part it is due to the fact that human rights work is more varied and complex than in the early years when the clear priority was the abuses of military regimes. And in part it is due to the nature of the organization. In organizations with a mission, and the Institute is one, staff tend to be deeply committed, overly demanding of themselves and their colleagues, and more subject to burnout. The

problem can be alleviated by a clear sense of direction and priorities, and by improved management and administration. But the strong personal commitment of the professional staff is one of the IIHR's greatest strengths and should be nurtured. Institutionalization carries its own risks, one of which is a creeping tendency toward bureaucratization.

Strategic planning is underway, as is program integration, exemplified by both the education unit and the new women's project, the activities for which are being developed in partial collaboration with the different program units. When the plans of all the units are pulled together into a coherent institutional strategy, IIHR should be better able to balance internal needs and external demands.

Pressures on the Institute to undertake more work in Brazil, the Southern Cone and the Caribbean continue, and there is growing pressure to become involved in environmental issues and civil-military relations. With regard to the former, the relationship between human rights and the environment is being researched by a team lead by Brazilian legal scholar Antonio Cansado Trindade, and a meeting to discuss the results will be held in Rio de Janeiro in March 1992. IIHR is interested in increasing its involvement in the Southern Cone, but has found it difficult to raise funds for activities in this region. The same is true for the Caribbean, except Haiti.

Political analysts and observers agree that continued progress toward successful democratic transition in the region requires the support and cooperation of the region's armed forces. It is not surprising, then, that IIHR is being urged to increase its involvement in human rights education for the military, which up to now has been confined to a few seminars co-sponsored by the International Committee for the Red Cross (ICRC) and, more recently, the Spanish Red Cross. With financing from the European Community, the Institute is presently developing a specialized training program to be offered to military personnel in Central America over the next year with option to renew. In view of the potential risk in such a difficult and highly sensitive undertaking, the project will be managed at the highest level, commanding the personal attention of the Executive Director and senior staff. The IIHR is seeking the advice and collaboration of European and other experts with successful experience in this area.

Looking Forward

IIHR is positioning itself to meet the challenges of the 1990s. Its strategy is first to continue promoting civil and political rights, retaining the flexibility to respond to the challenges and realities of fragile democracies, and second, to undertake carefully-selected new initiatives such as human rights training for the military. The Institute should continue to tighten up administration and train staff, integrate its programs, expand the strategic planning effort and develop an institutional plan, and seek greater financial security through continuing diversification and an endowment campaign.

As a founding and principal donor over the past decade, A.I.D. should take great pride in its foresightedness in letting the Institute develop at its own pace and manage its own problems. The results have been extraordinarily positive. IIHR is performing well, and in so doing, is fulfilling the hopes and expectations of both donors and clients who have strongly supported

the efforts of a Latin American organization to teach, promote and research human rights in its own region, in its own way, and in its own time.

This chapter analyzes the institutional development of IHR since the mid-term evaluation in 1988. It examines the extent to which the Institute has implemented the recommendations made in that evaluation and how well it is positioned to meet the challenges of its second decade. Specifically, the chapter looks at management systems and practices, information systems, fundraising and outreach, and the role of the Board of Directors, and makes recommendations where warranted.

B. ORGANIZATIONAL STRUCTURE

Background

The 1988 evaluation of the organizational structure of the Institute was based on the team's analysis and the August 1987 studies of Luis Salas. They recommended the integration of CAPEL into the Institute and a review of organizational structure in terms of program needs (development of human rights support groups, electoral institutions and educational activities) and functional needs (training, technical assistance, promotion, research, publications, financial management and administrative coordination). The Peat Marwick diagnostic study of 1989 also recommended a redefinition of the Institute's organization, with an emphasis on bringing together administrative, financial and accounting functions under a single director.

Findings

1. Subsequent to these studies, CAPEL was successfully integrated into the Institute as one of its program areas. This was a major step toward creating a stronger, more integrated organizational structure. Another significant advance was the grouping of administrative and financial functions under a strong new Director of Administration.
2. The current organization is illustrated on the organizational chart in Appendix V. The basic units of central direction remain as they were in 1988, to wit:

The Board of Directors is made up of 21 men, two women and six *exoficio* members who are the Judges of the Interamerican Court of Human Rights. As a Judge of the Court, Executive Director Sonia Picado sits on the Board. They meet on an annual basis to consider major policy questions and provide policy guidance (see Appendix VI).

The Permanent Commission of the Board is made up of seven members who meet formally two or three times a year, and are consulted informally on a more frequent basis, to provide policy guidance to the Institute on issues that need resolution between Board meetings.

The Executive Director (Sonia Picado), responsible for day-to-day management, is appointed by the Board for a three year term. Under the Executive Director are the program management and administrative support units with new heads of the Institute.

Reorganized since the 1988 evaluation, the units are as follows:

The Assistant Director (Roberto Cuellar) manages programs related to non-governmental human rights organizations (NGOs), refugees and displaced persons, indigenous peoples and women (temporarily housed in this unit).

The Assistant Director (Daniel Zovatto) manages the electoral assistance (CAPEL), research and publications programs.

The Assistant to the Executive Director (Joseph Thompson) handles donor relations and liaison with the Board of Directors. He also is the Director of the annual Interdisciplinary Course, considered the principal outreach of the Institute to individuals throughout the hemisphere concerned with the protection of human rights.

Director of Education (Gonzalo Elizondo) manages educational activities of the Institute, the human rights education project in formal educational institutions (from elementary schools to universities) and specialized courses.

The Director of Administration (Judith Cohen) is responsible for financial management, accounting, personnel and general services. This is a new position created in 1989; its creation has led to significant reforms in support operations during the past two years.

In addition, the following new positions have been established:

Refugee program:	Investigator, Documentalist, Secretary
Indigenous program:	Coordinator
Women's program:	Coordinator
Education program:	Advisor, Documentalist
CAPEL election program:	Coordinator for CAPEL, Assistant to the Coordinator, Consultant and Program Officer, Investigator, two Secretaries.
Administrative group:	Computer Supervisor, Personnel Clerk, Purchasing Clerk, Records Clerk, three Secretaries/Clerks, Accounting Assistant, two Maintenance Assistants, Receptionist.

3. As of October 1991, the staff of the Institute are 60 persons: 25 in program positions, 29 in administrative support positions and six in temporary positions. Of the 25 in program positions, eight positions, or 32 percent, are filled by men and women from Argentina, Colombia, El Salvador, Guatemala, and Honduras. The remainder are Costa Ricans. There are

34 women and 26 men, of whom fifteen women are in professional or para-professional positions, and nineteen provide secretarial or administrative support. There also are two interns from Germany, paid for by the Friedrich Naumann Foundation and two North Americans.

4. As a small dynamic organization responding to a frequently changing set of demands, the Institute tends to organize itself around key staff members and their special talents. When a new function or activity is undertaken, it is assigned to the senior staff member best positioned to do a good job. This has created an organization with units that may not appear to be logically consistent. For example, the Interdisciplinary Course is not managed by the Director of Education, and the Assistant Director in charge of CAPEL manages the publications and research programs which serve the entire Institute.

5. The Institute has no overseas offices, having found other ways to accomplish its objectives without establishing permanent offices. Wherever possible, IIHR works with counterparts. For example, IIHR builds on its professional relationships by collaborating with organizations and individuals such as the Andean Commission of Jurists and José Zalaquett in Chile. IIHR also hires local experts and technicians for the duration of a project in a specific country, and asks graduates of the Interdisciplinary Course for assistance.

Recommendations

1. Consideration might be given to broadening titles of program units to reflect the current and potential range of programs the Institute might incorporate during the 1990s. Building on the mandate and the Institute's commitment to supporting transition to representative democracies, consideration also might be given to grouping projects under renamed units, such as:

- Consolidating fragile democracies: elections, political parties, civic education, government organizations, civil military relations.
- Protecting vulnerable groups: refugees, indigenous, women and others; non-governmental organizations.

2. There are many functions that cut across the program units. The most notable, particularly given the Institute's mandate, is education (in terms of training methodology, curriculum and materials development). As the Institute grows, consistency around common functions will become increasingly important. An expanded organizational structure that accommodates some of these functions will add efficiency and improve quality of programs, eliminating some of the inconsistencies in services now apparent.

For example, at present, training methodology, design and development of materials differs across units. Some spontaneous collaboration across units, namely education and the NGO unit, exists but it is not systematic. CAPEL is self-contained, and the institution would benefit from it becoming more collaborative. An expanded role for the education unit, with understanding and commitment from the Executive Committee, should be contemplated. This seems to be a logical first step, particularly since it has the support of the Executive Director

who also sees the importance of strengthening the education unit which is being ably managed by its director with the vision and skills needed to accommodate a new role.

3. The Institute may find it useful to create temporary project offices during the 1990s to minimize travel time. Whether or not the Institute creates these field offices will depend on its rate of growth and expansion, and upon available funds. The Institute may wish to consider negotiating administrative support with donors to finance temporary project offices in a specific country when activities are expected to last several months or are on a large scale.

C. MANAGEMENT PRACTICES AND STYLE

Background

The 1988 evaluation observed that the Institute suffered from fragmentation of activities around donor-sponsored projects. This led to "territorial" feelings about program and contributed to the lack of an "institutional" perspective. The study noted a lack of coordination and the need for the Institute to think through its objectives by undertaking a strategic planning process. The Peat Marwick study pointed out the need for better delegation of authority for financial and administrative decisions to ensure the smooth operation of the Institute when the Executive Director is absent.

Findings

1. Significant progress has been made since 1988 to create an efficient management system. In July 1989 an Executive Committee was formed consisting of the six senior staff members (Executive Director, two Assistant Directors, Assistant to the Executive Director, and Directors of Education and Administration). This committee meets every two weeks to discuss current issues and the operations of the Institute. Program and administrative matters, as well as personnel matters, are discussed. Executive decisions are made in these meetings and follow-up responsibilities assigned.
2. Brief work group meetings are held after the Executive Committee meetings to share information about decisions. General staff meetings are held on an average of twice a month to achieve a free flow of communication upward and downward throughout the Institute. The system appears to be working well. Since 1988 senior staff have focused on management and have improved both the work environment and staff productivity. Lines of authority within and between organizational units appear to be clear. The Executive Director has delegated authority to the Assistant Directors for the smooth operation of the Institute during her sabbatical.
3. An annex addition to the Institute's new building was completed in 1990. This addition was consciously designed with an open office space for program and administrative staff to foster greater interchange and communication among personnel of the different departments of the Institute. Unfortunately, most of the senior staff are housed on the upper floors of the main building at a considerable distance from the people they supervise, many of whom are located downstairs or in the new addition.

4. A continuing problem facing the Institute is the frequency of senior staff travel and the episodic, sometimes frantic, nature of their work. Although travel is important to maintain contact with rapidly changing political contexts and as a method of institutional outreach, it tends to strain program management. Too often authority is not clearly delegated in the absence of the individual in charge, resulting in a lack of workload coordination and an inability of units to take necessary decisions.

5. Morale appears to be high and complaints about the demands and pressures of the work were not heard. On the contrary, staff is highly motivated and take their jobs seriously.

Recommendations

1. The Institute needs to continue its strategic planning process around a common vision, program plans, new directions, management issues, and fundraising.

2. A rearrangement of office space should be seriously considered in order to house senior staff as closely as possible to the people they supervise. Now that there is a senior management team, program directors need to devote attention to team building among their respective staffs.

3. Increased attention should be paid to greater delegation of responsibility for the representation of the Institute in field activities, in order to reduce the amount of time spent traveling by senior staff. Attention to training appropriate staff in each program unit to assume management responsibilities when the unit director is traveling should also be considered.

D. INTERNAL COMMUNICATIONS

Background

The 1988 evaluation and the subsequent Peat Marwick study urged the Institute to standardize its operating procedures and to share this information with staff through the preparation of procedural manuals. The studies observed inconsistencies and lack of control over systems and procedures which could be corrected by adopting standard procedures and communicating them to all staff members. They also observed the isolation that prevailed between the separate units of the Institute.

Findings

1. The creation and functioning of the Executive Committee system with its regular senior staff meetings, as well as work unit and general staff meetings have improved internal communications. The design of the new addition to the Institute's building has also facilitated informal communication between staff of different programs.

2. A draft two-volume administrative procedures manual has been prepared by the Administrative Unit and circulated to all staff members. These manuals are modeled on those of the Interamerican Institute of Agricultural Sciences (IICA) which has had 40 years of

experience in administering international programs. The IICA manuals have been modified and adapted to the needs of the Institute. This has helped to standardize and improve administrative, financial and personnel operations.

Recommendations

1. The Institute's administrative manuals should be formally reproduced in a uniform, loose-leaf format and disseminated through workshops, staff meetings to ensure knowledge by all staff members.

E. PERSONNEL POLICIES

Background

The 1988 evaluation and the Peat Marwick studies stressed the importance of developing clear personnel policies for the Institute and documenting them in a manual for all staff members to follow. Continuing criticisms of the Institute include the high proportion of Costa Ricans on its staff and discrepancies in the salaries of employees with the same level of responsibility.

Findings

1. An excellent personnel manual has been prepared to standardize and communicate the Institute's personnel policies. The manual includes standard forms to be used in personnel actions and spells out procedures for the following operations:

- Contracting personnel (recruitment, selection and contract preparation).
- Vacations, overtime and compensatory time.
- Working hours.
- Salary scales (including a position classification system with salaries determined for each category and level of employee).
- Position descriptions for administrative staff members (non-administrative staff position descriptions are filed with the individual's personnel file).

2. As positions are created or become vacant they are advertised in the local papers. Recruits from abroad are sought for short-term consulting assignments. These part-time consultants, as well as the graduates of the Interdisciplinary Course, are considered for senior staff positions as they become vacant. Salary levels, the lack of allowances normally paid to staff members by international institutions, and the ineligibility of foreigners to the Costa Rican social security system has severely limited the ability of the Institute to recruit long-term staff members from other countries.

3. Applicants are screened by the Personnel Clerk and initial interviews are held. The three most promising candidates are further investigated (references are checked) and are interviewed, as appropriate, by senior staff members.
4. Selection is made through a group decision process. The Executive Director makes the final decision in the case of senior positions. All staff members, except the Executive Director, are appointed for a one-year period. Performance evaluations are carried out on an on-going or as-needed basis, and contracts of low-performers are not renewed.
5. Turnover has been low: the contracts of only four non-administrative personnel were not renewed during the past year. The non-renewal of contracts has been higher in administrative areas where new technical requirements have necessitated an upgrading of staff.
6. All staff members receive a 15-day paid vacation each year. Costa Rican staff members receive normal health and other benefits of the national social security system. The Institute has made a practice of paying severance pay (one month's salary for each year of service up to five years) to employees whose contracts are not renewed.
7. The Institute has made a special effort to equalize pay in accord with its standard pay scale and position description system. Anomalies in the system, which management plans to resolve in the future, continue to persist, however.
8. Training of staff, especially in computer operations, has been widespread during the past year as new equipment and systems have been put into use. A 15-week in-service training course which meets once per week about human rights problems and programs is underway, with the participation of over a dozen staff members.

Recommendations

1. Consideration should be given to targeted specific fundraising efforts to enable the Institute to expand its international recruiting for key program positions as they become vacant. These funds would be used to pay the allowances necessary to attract international candidates.
2. Job-related staff training within Costa Rica and abroad should be expanded to assure that key members are fully aware of new approaches to the promotion and protection of human rights.
3. A formal policy of sabbatical leaves should be established to encourage the continuing development of professional staff and to provide a respite from the pace of the Institute's activities.

F. FINANCIAL SYSTEMS

Background

The 1988 evaluation pointed out the need to streamline the budgeting and accounting practices of the Institute and describe them in a manual. The report also indicated the need to more fully utilize computer potentialities in these processes. The Peat Marwick study came to the same conclusion. USAID provided funds in 1989 specifically to address the financial management and related administrative support needs of the Institute.

Findings

1. Peat Marwick was contracted by the Institute to design a modern computer-based accounting system. This system is being installed at the present time and should be fully operational by December 1991.
2. The system will capture information needed for the better internal management of the Institute's programs. It will also provide information needed by specific donors on the use of their funds by the Institute. Purchase orders and other expenditure documents are immediately registered into the system so that funds are committed to specific activities and improved centralized cash flow information is available. A computer-based disbursement system, one part of this new system, is now in operation.
3. The Director of Administration has developed a procedures manual incorporating standard procedures for these operations: preparation of checks, internal control of cash flow, petty cash control, purchasing systems, inventory control, tax exemption procedures and control of credit card usage.
4. Staff training in the use of the newly-installed computer programs has been held and is facilitating the application of the new systems.
5. The Institute lacks an independent determination of its administrative overhead costs which would enable it to make a better case to donors for including these costs in their grants. Institutional support is key to growth and development.

Recommendations

1. Staff training in modern accounting and management information systems should be continued to improve the effectiveness of these systems in the day-to-day management of the Institute.
2. The Institute should conduct a study of its overhead costs to enable it to seek funding for these costs as part of regular program activities.

G. INFORMATION SYSTEMS

Background

The 1988 evaluation recommended that the Institute's computer system be reviewed and that an integrated system meeting the multiple needs of the Institute be developed. Peat Marwick in its 1990 study stressed the need to develop a computerized management information system to facilitate decision-making about the Institute's programs.

They pointed out that an improved computerized budgeting and accounting system was not meeting its potential unless it contributed to the better management of the Institute in reaching its program goals. These additional information needs included executive decision-making, personnel, general services, control of courses, research and publications, project control and library/documentation center operations.

The joint Interamerican Court/Institute Library was established in 1981. With 9,500 volumes on all aspects of human rights, it serves as a depository library for United Nations and OAS materials in these fields. It is housed at the Court, but services the Institute's research needs. To complement the resources of the library, a Human Rights Documentation Center was established within the library in 1990.

Findings

1. With the advice of Peat Marwick and the financial assistance of USAID and other donors, the computer system of the Institute has been carefully reviewed and being modernized. New equipment has been purchased and new software developed. Staff training on the new systems is underway. The Institute's WANG computers are being replaced with IBM-compatible systems. All professional and administrative staff now have access to the computer system, which has been integrated throughout the Institute.

2. The Court and Institute Library and Documentation Center have been computerized with the assistance of consultant Richard Greenfield from the U.S. Library of Congress. The Documentation Center now produces an average of 30 research reports a year in support of the various activities of the Institute. The Center also produces regular bulletins on its data collection and organizes special seminars on human rights documentation.

3. A CD-ROM system is in place for the use of the Documentation Center and will enable information to be more easily shared with other human rights centers. Plans are underway to tie the information system into INTERNET, the human rights information network, and IRENE, the international refugee network.

Recommendations

1. The Institute should continue its program to maintain and upgrade its computer systems, including the installation of desk top publishing capability with a color jet laser printer. Desk top publishing is now available only on the Library's computer.

2. Priority should continue to be given on staff training to more fully utilize computer capabilities for program management and improved administrative support.

H. FUNDRAISING AND OUTREACH

Background

The 1988 evaluation found the Institute donor-driven and overly dependent on A.I.D. funds. The evaluation also recommended that IIHR try to make some of its activities self-financing. The Institute has diversified its funding base and is thinking seriously about an endowment campaign. Despite staff time spent in servicing the requirements of additional donors, additional time and attention are needed to diversify and expand the support base.

In Latin America non-governmental organizations are born almost daily, and competition for funds is increasing. Finland is cutting back on development aid in general and Sweden is reducing their aid to developing countries in order to channel funds to Eastern Europe-- actions being contemplated by other European donors. France is now channeling its development aid through the European Community. Seven out of ten Spanish dollars support Spanish organizations working in Latin America. A.I.D. may not be able to continue providing the same levels of support in the future as it has in the past. Although conversations with representatives of the Norwegian government, Canadian ACIDI and the Friedrich Naumann Foundation suggest that they will continue to provide funding, the shifting sands of development assistance underline the importance of IIHR developing a long-range institutional strategy that can serve both program and fundraising needs.

Findings

1. Fundraising and related outreach/representational activities are ongoing and well integrated into day-to-day activities. Staff no longer feel donor-driven. In large part this is due to a better organizational structure and improved management practices.
2. Fundraising is managed by the Executive Director's Office and coordinated by her Assistant. The Executive Director spends approximately 60 percent of her time on fundraising and representational duties. At least three times per week, she has lunch or diner with Ambassadors, actual or potential donors, or visits delegations and dignitaries. Except when he is managing the Interdisciplinary Course, her Assistant spends between 40-50 percent of his time on donor relations and representational duties.
3. Although the Institute's financial base still rests almost entirely on grants, it has widely diversified its funding. In 1987, IIHR was supported by approximately 11 donors. Today 29 donors provide funds. IIHR is currently negotiating projects with the Interamerican Development and World Banks. (see Appendix VII). Five Latin American governments now provide support ranging from US\$1500 to US\$10,000 per year, and the Institute receives project-specific bilateral funds from USAID missions throughout the region.
4. A.I.D. continues to provide strong support for administration, programs, research, publications and specific projects. In 1990, A.I.D funds available under the two five-year

program grants represented 37 percent of the total budget. If A.I.D. mission funded CAPEL projects the percentage rises (see Appendix VIII).

5. There are many foundations in the United States that IIHR has not approached. The Institute has not done so in the past because it has wanted to consolidate programs, management practices and organizational structure. Today staff believe they are in a better position to expand contacts and develop a long-range funding strategy.

6. Such a strategy would include the establishment of an endowment to cover administrative costs and to lessen dependency on donors. IIHR has already taken the first steps toward setting up an endowment, having received a \$350,000 challenge grant from the Ford Foundation. An endowment would provide credibility, fund a permanent core staff and lend enough financial stability to cover at least a minimum level of activity.

7. In 1989 IIHR organized a meeting of donors that was helpful in clarifying their priorities and concerns. Although the donors did not make pledges, they did agree to reevaluate the amounts and kinds of support provided, in particular to take into account the need for institutional support. Some donors have increased overhead coverage as a result.

8. The Institute charges a symbolic registration fee of US\$20.00 to attend the Interdisciplinary course. It also provides scholarships to the course. Of the 112 participants in the 1991 course, 90 had complete and 24 had partial scholarships. With regard to publications, staff contend that those whom the Institute needs to reach and who use the publications (teachers, students, scholars) cannot afford to pay for them.

Recommendations

1. The Institute should develop a five-year strategic plan that not only can serve program purposes, but also can be used for fundraising and an endowment campaign. Consideration should be given to seeking donor support specifically for this purpose.

2. The Institute needs to develop a plan for the endowment campaign that includes goals and objectives, a time frame, staffing needs, and investment strategies and management. As a rule, donors want to know the investment strategy before contributing. IIHR should consider hiring a consultant with successful endowment experience to assist in the development of a strategy. An endowment campaign should not be undertaken lightly; such an effort requires the time and commitment of Board and staff over a period of years. Due to economic ups and downs, endowments have not been very successful in Latin America, hence the importance of a sound investment strategy. The Board of Directors should consider naming a committee for the duration of the campaign to oversee investments. This may require new Board members with financial skills.

3. The Institute should continue to reach out to new donors, in particular to selected foundations in the United States. IIHR needs to increase its knowledge and understanding of private foundations in the United States.

4. The Institute should try to obtain an annual quota, to be determined by the Board, from all governments in the region.
5. Selected Board members should become more involved in fundraising. Given the prestige of the Board, members might be able to help solicit annual contributions from Latin American governments. The entire burden should not fall upon the Executive Director.
6. The Institute should investigate the fundraising strategies and techniques of prestigious Latin American organizations, such as the Fundacion de Educacion Superior (Colombia) and CIEPLAN (Chile).
7. The Special Assistant to the Executive Director should receive training in fundraising and endowment campaigns.
8. When the program and endowment plans are ready, the Institute should consider convening another donors meeting, using this evaluation to inform them about new directions, solicit support for the endowment campaign, and invite participation and assistance in making contact with potential supporters. The Institute can also use the meeting to make donors aware that if they want IIHR to expand its work in the Caribbean and the Southern Cone (including Brazil), increase the numbers of staff from other countries in the region, and publish in Portuguese, French and English, they will have to provide the necessary support.
9. The Institute should prepare a glossy attractive annual report with photographs that include the Board, staff, consultants, meetings, publications, etc. The report should emphasize the Institute's pluralism, range of contacts and geographic outreach, and should be used for fundraising and outreach.
10. The Institute should continue to develop joint projects of mutual interest with other organizations that could expand IIHR's impact and leverage donor support.
11. The Institute should consider establishing a Fellows Program that will attract hemispheric scholars for a specific period of time to undertake work of mutual interest. Fellows could be academics or activists, and their work would be published and disseminated by IIHR. The Institute could recruit directly or hold a competition.

I. THE BOARD OF DIRECTORS

Background

The 1988 evaluation recommended that the Board of Directors establish sub-committees to improve its effectiveness, utilize discussion groups to facilitate communication at Board meetings, and consider holding more than one meeting per year. IIHR's Board of Directors currently is made up of 23 individuals from 16 countries with impeccable credentials who have excellent national and international reputations and are in good standing with their

governments. The majority are lawyers, judges and scholars, but there are social scientists as well. The six Judges of the Interamerican Court of Human Rights are *ex officio* members. As a Judge of the Court, the Executive Director sits on the Board.

The Board provides regional and international legitimacy to the Institute. Primarily an advisory Board, it sets policy, provides general program supervision and technical advice, serves as interlocutor with governments, and hires (or dismisses) the Executive and Assistant Directors. Board members serve for three year terms and can be reelected indefinitely. There is a President and two Vice Presidents who are elected for a two-year term, and may be reelected indefinitely.

The first meeting of the Board of Directors did not take place until 1984, primarily because there were no funds to bring the members together. A.I.D. now covers the expenses of meetings, and the Board meets once a year for three days.

Findings

1. The current Board works well together and is considered to be highly competent.
2. The Board is extremely supportive of the Institute and has opened up space and contacts in different countries. Board members are always advised when staff will be working in their countries and staff stress they could not do their work without Board assistance and support.
3. The Executive Director and senior staff turn to individual Board members for advice on a wide range of topics.
4. The Board has established an executive committee, known as the Permanent Commission, composed of the President, two Vice-Presidents and two members-at-large nominated by that body for one-year terms. Convened by the President, the Commission meets two or three times a year in San Jose or in other cities, depending on the travel schedules of the members. The Executive Director, Assistant Directors and Assistant to the Executive Director attend the meetings. The Permanent Commission has been an invaluable forum in which to discuss program strategies and analyze difficult political issues. Other than the Permanent Commission, there are no committees.
5. Board meetings are now structured so that one day is devoted to small group discussions about specific programs; these discussions utilize the expertise of different Board members. If the Board is to assume a more active role, however, there will have to be more than one meeting per year, and donors will have to provide funds to cover expenses.
6. Board members, staff and stakeholders interviewed hold widely differing views as to whether the Board is too big or too small; whether Europeans and all Latin American countries should be represented; and whether the composition is as diverse as it should be. Some feel the Board needs to operate in a more democratic fashion; others think that the Judges of the Court are too intrusive.

7. Three Board members have been or are currently being paid by the Institute to carry out research projects. This puts the Executive Director in the awkward position of simultaneously reporting to them as Board members and supervising them as consultants. The practice can also be viewed as conflict of interest.

8. The current president plans to step aside in March 1992, this transitional stage may be an opportunity to initiate changes and regularize procedures.

Recommendations

1. The Permanent Commission should analyze whether or not the Board should meet more than once per year, taking into account the fact that additional funds will have to be raised.

2. The Permanent Commission should analyze the process of selection and election of Board members and the pros and cons of members serving indefinitely. The process needs to be regularized. One way would be to allow two terms of three years each with the possibility of those Board members who have been particularly active or helpful being invited to serve a third and final term. Boards need new blood, thus no one should serve indefinitely.

Recommendations should be made to the entire Board and the statutes amended as needed.

3. The Permanent Commission should prepare a slate for the election of officers next March, including at-large members of the Permanent Commission. The Commission should also consider appointing a short-term committee to study the size and composition of the Board, determine its needs, and conduct a search for candidates, among whom might be more women and individuals with a strong background in financial management who can provide advice and assistance to the endowment campaign.

4. The Permanent Commission should develop a conflict of interest policy. The policy should outline the duties, rights and functions of Board members, recognizing the occasional need for specific skills that members may possess and for an open process of selection. The practice of Board members working as consultants may need to be examined.

5. The Permanent Commission should analyze whether or not the Institute should name a special committee to oversee the endowment campaign and organize an Advisory Council of individuals who are not Board members, but who support the Institute and could either contribute to the campaign or open doors to potential donors.

A. OVERVIEW

Embedded in the mandate of the Institute, its education is the acknowledged "backbone" of the programs and outreach. It is central to the Institute and a strong component within each unit. The Institute interprets its educational role broadly, allowing a variety of approaches that accommodate the setting and needs of the client group. Courses, seminars, technical assistance, small and large group meetings and discussion sessions are used to reach audiences throughout the Americas. Twenty-seven countries have been involved in the programs of the Institute, and representatives from Canada to Chile have attended their courses. Clients represent all sectors of society -- governmental, nongovernmental, and academic and include an ideological spread of political parties, socio-economic levels and marginalized ("vulnerable") groups.

A self-described "autonomous, international academic institution," the Institute delivers a broad-range of services that go beyond academic discourse by building the internal capacity of organizations to respond to their needs in the future. There is no other organization like the Institute that serves the Interamerican region in the areas of information, exchange, education and technical assistance on human rights. The programs are demand driven and responsive. The staff have mastered the consultative skills necessary to respond effectively to the needs of their clients.

The topics or themes for education cluster around the Institute's three program areas or units. The Interdisciplinary Course is coordinated by the Director's office by her Assistant and Administrative Secretary. Human rights education in the formal system from primary to tertiary levels and for specialized professional audiences is managed by the education unit. Civic education which includes massive voter registration efforts aimed to motivate and increase participation in upcoming elections, training of election-poll officials and course such as the Interamerican Course on Elections are the core of CAPEL's education efforts. The NGO program addresses the needs of refugees, displaced, returnees, indigenous populations and women through educational programs which include conferences, seminars, courses, and workshops. In all divisions, technical assistance and institution building efforts support educational programming and are an integral part of services provided to clients.

The Institute is service oriented -- programs are tailor-made to meet clients' needs, they fit the socio-cultural and political context of the recipient country. Consultations, needs assessments, careful participatory planning are central to each units' efforts. Most activities, especially major program efforts, have a built-in evaluation component, and all activities build on local initiatives and support. Early in the consultative process, the Institute identifies a counterpart who becomes a partner throughout the implementation process. Philosophically, the Institute is committed to using a training-of-trainers approach whenever possible to create a multiplier effect and maximizing impact through capacity building. Follow-up is a constant process. Individuals, organizations and institutions are linked by the Institute across the region. The Institute informs and makes public its courses, publications and services, always

servicing as a resource to the region. The openness and responsiveness of the staff has helped create the growing demand for the services over the past ten years.

The educational activities of the Institute have grown immensely over the ten year period. Detailed information on levels of activity is available through the extensive and impressive reports produced by each division for the last five year period which show the numbers of courses or activities administered and participants by country and client-agency. The information available is summarized in the table on the following page and elaborated in the chapters of this report:

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COUNTRY	Interdisciplinary Course	CAPEL Technical Assistance	Interamerican Course in Elections	Observer Missions	Civic Education Campaign	CAPEL Courses/Seminars	Electoral Association Annual Meetings	Education Project	Specialized Course	NGO Unit
Argentina	X		X	X				X	X	
Barbados	X								X	X
Belize	X								X	X
Bolivia	X	X	X	X				X	X	X
Brazil	X		X	X				X	X	
Canada	X		X							
Chile	X	X	X	X	X	X		X	X	X
Colombia	X	X	X	X				X	X	X
Costa Rica	X	X	X	X	X	X	X	X	X	X
Dominican Republic	X	X	X	X			X		X	
Ecuador	X	X	X	X			X			X
El Salvador	X	X	X	X	X		X		X	X
England	X									
Germany	X		X							
Guatemala	X	X	X	X	X	X	X	X	X	X
Haiti	X	X		X		X			X	X
Honduras	X	X	X	X		X	X	X	X	X
Jamaica							X		X	
Mexico	X		X			X			X	X
Nicaragua	X	X	X	X	X		X	X	X	X
Panama	X	X	X	X	X			X	X	X
Paraguay	X	X	X	X	X					
Peru	X		X	X					X	X
Spain	X		X			X			X	
United States	X		X			X				
Uruguay	X		X	X		X		X	X	
Venezuela	X		X	X		X			X	X

The progress achieved in the educational arena is significant when measured against the recommendations made in the mid-term evaluation commissioned by A.I.D in 1988. During this past three-year period, the Institute has made serious efforts to consolidate projects under program areas and to integrate education in all areas. The education unit was created which now houses the Naumann-funded human rights formal education project and specialized courses. The unit consists of a document and audio-visual centers. Short-term expertise is available through a growing roster of consultants. The unit also supports educational activities of the other units, particularly the NGO group and Interdisciplinary Course housed in the executive office. The Executive Committee meets regularly to discuss programs, problems and needs resulting in better integration of program efforts.

Because education continues to be a cross-cutting theme and all divisions are involved in educational programming, the discussion of accomplishments will be divided according to the responsible organizational units: office of the executive director (Interdisciplinary Course), education unit, electoral assistance unit (CAPEL), and the NGO unit.

B. INTERDISCIPLINARY COURSE

Background

Started in 1983, the course is the most important, highly valued educational and promotional activity of the Institute. It has helped establish the prestige of the Institute in the region, ensured a forum for dialogue among different sectors and disciplines, and been key in developing a support network of collaborators in governmental, and nongovernmental and academic sectors. The image of the Institute is closely tied to that of the course. And, the prestige and influence of the Institute in the region is attributable in large part to the course.

The course has evolved over the past nine years to better serve the needs of participants, respond to current issues in the field of human rights and build an appropriate atmosphere of exchange and dialogue while maintaining a high standard for participation. Some highlights of its development include:

- 1983: Designed as a university level, post-graduate course, participants attended three weeks of lectures and were assigned a research project to complete after the course. The course stressed high academic standards, emphasized a serious analysis of the human rights doctrine, and included all sectors and an interamerican focus.
- 1984: The course was shortened to two weeks, but same methodology was used.
- 1985: Participatory methodology incorporated into the design. Working groups introduced. The structure and design of course were improved. The value of the course in creating a forum for interchange and networks in the region was recognized and built on.
- 1986: Structure and methodology of course modified. More innovative techniques such as workshops and study groups were introduced to encourage greater participation.
- 1988
-89 Participant selection guidelines and follow-up mechanisms were refined. Changes made in content to keep current with the field.
- 1990: Practices further refined and consolidated.

The 1988 evaluation recommended that consideration be given to holding the course more often, possibly at other locations; increasing opportunities for informal networking during the course; improving follow-up; modifying the evaluation form; and, training workshop leaders.

Findings

1. Changes which have been implemented since the last evaluation include:

a. Continued strengthening of the course by including additional relevant and focused subject matter, by increasing opportunities for informal discussion around anticipated high interest topics, and by the inclusion of films followed by discussion.

b. Reworking of the course evaluation form. The current form provides quantitative and qualitative data. Participants can suggest improvements for the sessions and workshops, explain their responses, suggest follow-up and networking, and give more detailed demographic information about themselves.

c. Training of workshop leaders. Institute staff who facilitate the workshops were able to practice with other Institute staff and receive feedback on presentation and facilitation skills. Experiential methodology was emphasized during the training. Some staff received additional training in principles of adult education and participatory methods.

In response to recommendations in the mid-term evaluation report that the Institute hold the course more often and at other locations, staff indicated that current resources are not adequate to hold the course more frequently, and locations with more repressive climates than the current site might work against the open nature and free exchange of opinions and viewpoints that the current course enjoys.

The staff continue to express frustration in not being able to follow-up with participants to the extent they would like. To a certain extent, there is a natural level of follow-up through the growing network of course graduates who the Institute informally maintains contact with over the course of a year. However, a system for more focused follow-up continues to be a need.

2. The Institute views the "durability" of the course as a major achievement. The course continues to fulfil a need for information, dialogue and interaction in human rights within the interamerican region as noted by the consistently high number of applications received each year. The number of applications received and applicants accepted by years is indicated on the chart on the following page.

Course/ Year	Applications	Participants			
		Accepted		Rejected	
		Number	Percentage	Number	Percentage
Course I, 1983	372	122	32.80	250	67.20
Course II, 1984	427	102	23.89	325	76.11
Course III, 1985	434	108	24.88	326	75.12
Course IV, 1986	515	157	30.49	358	69.51
Course V, 1987	376	112	29.79	264	70.21
Course VI, 1988	327	132	40.37	195	59.63
Course VII, 1989	481	121	25.16	360	74.84
Course VIII, 1990	529	114	21.55	415	78.45
Total Participants:		968			

Of the 968 participants who have graduated from the course, 60% are men and 40% are women.

3. One of the major objectives of the course is to create an open atmosphere for exchange of opinions and viewpoints while maintaining a sense of mutual respect. The first of two workshops (three and one-half hours) is dedicated to the need and practice of tolerance as part of consolidating "democratic behavior." This is viewed by course organizers as particularly important given the intersectoral and interdisciplinary nature of the course and its participants.

The Institute believes the Interdisciplinary course embodies its commitment to pluralism by drawing on the governmental, nongovernmental and academic sectors for participants, which includes ministries of justice, external relations, education, private and public universities, nongovernmental organizations and foundations. The sectors represented in the 1991 course include:

Nongovernmental Organizations	43%
Governmental Organizations	25%
Universities	26%
Other (staff of international organizations, professionals without organizational affiliation)	18%

4. Participants believe the primary value of the course lies in the opportunity to interchange ideas and information with colleagues, connect with others working in the field and to become better informed ("more professional"). They also consider the speakers excellent, topics relevant to their work, and the conference well organized with attention paid to details.

5. Participants interviewed at the course and others contacted during field visits believe that the Institute and the course fill a need that can not be met in their own countries. Universities may provide a few courses in human rights but no other institution can provide a base for information and exchange like the Institute.

6. The formal application review process is taken seriously by the Institute. The course coordinator, in collaboration with the executive committee, uses the Institute's selection criteria to identify qualified candidates. Out of the 3,461 applications received over a nine year, period only 968 candidates were selected indicating a rigorous decision process. The incidence of dissatisfaction is very low given the high number of applications that have been considered and the many difficult choices the Institute needs to make in the final selection process, particularly when so many candidates are well qualified, as was the case in 1990.

Applications can be received at anytime before the closing date. The Institute tries to limit the number of participants between 100 and 125 to allow for greater interchange during the course. This year 112 participants attended the course. The Institute advertises the course through posters, brochures, past participants, reputation and word of mouth. Flyers and posters announcing the dates of the course are mailed to approximately 1000 individuals or organizations on the Institute's mailing list, which includes course graduates, instructors, government ministries, nongovernmental organizations and academic centers.

The mailing list was reviewed, modified and updated prior to the 1990 course resulting in a greater number of applications received this year after a decrease in 1988. The response rate of over 500 applications from a mailing list of 1000 is quite high. One participant said he had heard of the course while working in Latin America a few years ago and had sought out information for this year's course from an organization that sponsored participants in the past.

Results from this year's evaluation indicate that 48% of the participants learned of the course through the flyers, 37% from graduates, and 28% through staff. While outreach through the flyers is improving, participants indicate that word of mouth and personal contacts are the best way to get information.

Advertising the course, however, is less a concern now than in the past. By now, the Interdisciplinary Course is well known in the region and sells itself. Over 90% of the participants in this year's course were already familiar or knowledgeable about the Institute prior to coming to the course and 67% of those attending had known of the Institute for the past 4 years, with the remainder knowing about it for the past 4 to 8 years or more.

Applicants need only submit their curriculum vitae and a cover letter to apply for the course. Although exceptions are made to ensure diversity, most participants are university graduates. The Institute attempts to attain a sectoral, geographical, ethnic and gender balance when making a final selection.

Selection is also a factor of which countries in the region The Institute is targeting for the year. Certain countries are considered a priority either because they represent programming opportunity, or are in a transitional stage into democracy. In 1990, special consideration was

given to applicants from Colombia, Chile, Mexico and Peru because of the prevailing situation at the time of the course.

Final candidates usually are academically qualified or involved in human rights work, affiliated with a group or institution that will benefit from their training, and will help create a multiplier effect geographically or within their professional field that ultimately will assist the Institute in the implementation of regional or local programs.

7. The course covers a broad spectrum of topics that range from basic information (the concept of human rights, Interamerican Commission, Interamerican Court, legal history), key issues (rights of women, children, and indigenous groups) and current trends (refugees, environment). The basic content has stayed the same, with appropriate modifications made to respond to participant evaluations, the political reality in the region and issues of current interest. Appendix IX lists the topics presented in the courses over the past five year period.

8. Speakers are highly rated by participants. They are selected from previous years, may include course graduates or individuals staff have worked with in the past. A large number of speakers are staff at the Institute. They facilitate the workshops, introduce sessions, or present topics. Great effort is made to ensure that speakers are leaders in their fields. The speakers are evaluated by participants and the Institute staff, and given feedback on their performance.

9. The staff is responsive to the needs of participants during the course. For example, a lunch was scheduled following the session on women's rights to provide more time for discussion of a topic of high interest to participants. An open discussion session on the Colombian constitution was tentatively scheduled for one evening to again allow more time for exchange.

10. Participants view the course positively. They report the content as being excellent, the varied perspectives useful and challenging, and the interdisciplinary nature supportive to their work. Participants interviewed stated they were learning a lot, but wished more time was available to explore the issues in greater depth and to have more time for dialogue with the presenters.

11. The methodology used during the course is didactic and participatory. Plenary sessions consist of lecture generally followed by question and answer, panel discussion and presentations by two or more persons. Small group participatory methods are utilized during workshops, and study and discussion groups.

Small groups are limited to a maximum of 20 persons and are assigned by Institute staff either to ensure a heterogeneous mix of course participants, or, in the case of workshop #2 in this year's course, by area/work in the field of human rights. Workshop #1 was highly participatory, involving and creative. After a chance to become acquainted, participants broke into three smaller groups to work on their assignments. The results of the small group sessions were reported to the larger group at the end of the session and opportunity given for discussion. Working norms were clearly outlined to the participants.

Participants reported that the small group sessions were extremely beneficial. They highly valued the opportunity to exchange information, reduce barriers between people, disciplines, roles and functions, and to listen to actual practical applications and experiences of the participants. One consequence of reducing the course length this year was less time available for participatory small group sessions; this was viewed as a loss by the participants.

One of the difficulties faced by the Institute in implementing additional participatory methods is the need to impart a quantity of information in a short time. This may be the case when many of the participants are new to the field of human rights. However, this perception may need to be reexamined in light of the higher qualifications of candidates attending the course.

Historically the course has been primarily academic, with emphasis placed on increasing the professionalism of institutions and individuals. Didactic methodology is the methodology of choice for academic courses. This history may also continue to subtly influence the choice of methodology for the course. The Institute has made the course more participatory over the years, however.

12. The course is managed by the assistant to the director who is the course coordinator. About eight months elapses from planning to course delivery. During the course Institute staff are available and visible for logistical support, problem solving, workshop leadership, speaker introduction, panel discussions and participant support. Participants spoke highly about the professional nature of the conference, its management and outstanding organization. Staff members also speak highly of the course--its goals, and role within the Institute.

Recommendations

1. Participants continue to view the informal and less structured components of the course as the most valuable. These opportunities need to continue and be increased. The addition of more participatory components would continue the trend of responsiveness to participant needs and provide additional opportunity to explore topics and areas of interest in depth. Some suggestions that might be considered for the future are:

a. Form "application groups" and build in time for these groups to meet two - three times during the course. These groups would assist individuals to focus on using what they are learning in their work setting. Groups of 20 could be formed and subdivided into three smaller groups in the break-out room, with a facilitator who presents a series of questions and floats between the three smaller groups. Suggestions for practical applications could be included in the conference proceedings.

b. Utilize alternative ways of managing question and answer sessions. Quickly formed small groups in the plenary session can meet for 10 to 15 minutes to formulate one vital question which is presented to the speaker. Participants can be given a few moments to reflect on the content, and then write a question which is passed in for response.

c. Add a session, facilitated by Institute staff, for small groups to meet and identify sub-regional concerns, new issues, and/or networks they want to establish during the course. This would be followed by small group sessions designed to respond to these

issues. Presenters can be briefed on the issues raised in the small groups and incorporate responses to some of the concerns in their planned presentations. The sessions would become more responsive to the needs of the participants.

d. Increase the level of direct participation in the case study sessions. By having all participants take on a role and work through the issues, rather than just those who volunteer, more opportunity for learning is provided.

There are several approaches which can be taken. Material can be handed out early for review. The session can still be introduced by the presenter at which time issues for particular focus can be highlighted. Institute staff could serve as facilitators for the case study groups. They would need a guide with sample questions to facilitate the process, particular points to emphasize, additional materials/information to handout during the session, and questions to check learning and application of information to the real-life setting of the participants.

Training and practice in facilitating a case study could be provided prior to the course. Or, present the case in plenary session with volunteers role playing and then break into small groups for discussion of problems presented, additional information needed, plans for action with facilitators to manage the process.

e. Add a session which provides experience in teaching or transferring what has been learned during the course to colleagues in the work setting.

2. When making structural or schedule changes consider deleting didactic portions rather than participatory sessions, or a combination. Consider establishing a preferred ratio of didactic to experiential/participatory sessions, i.e., 50-50. Adult learning theory suggests that the most effective learning takes place in conditions where 50-60% of learning time is spent building on previous experience, incorporating new theory, and developing applications for new data and experiences.

3. The course could be further enriched by an increase in the number of women presenters, and by adding indigenous persons to speak on indigenous human rights issues. These kinds of detail add an additional level of credibility and broader perspectives for participants to respond to.

4. Follow-up remains an area of concern for Institute staff. Currently the Institute,

- uses the newsletter to highlight areas of high interest in the course,
- includes articles in the newsletter from course graduates about how they applied to their work setting, information they learned in the course, and
- publishes outstanding research work of course graduate.

5. Continue training Institute staff to serve as workshop facilitators/leaders in experiential and participatory methodology. Conduct the training in-house in order to develop a common

training methodology and terminology in the Institute, as well as build effective teams of facilitators within the Institute. This should be the responsibility of the education unit.

6. Consideration should be given to placing the course within the education unit. The unit can continue to draw on the experience and knowledge of the assistant to the director, now responsible for the course, by involving him throughout the process. The assistant could be primarily responsible for recruitment, selection and course content and the education unit for methodology, materials development and logistics. This is being done to a certain extent now.

C. EDUCATION UNIT

Background

The education unit is responsible for implementing the Friedrich Naumann-funded formal education project and specialized short courses for specific groups or on specific topics. The unit also collaborates with other organizational units within the Institute in the design and implementation of educational activities.

Funded by the Friedrich Naumann Foundation of Germany in 1984, the project was designed to incorporate human rights in the education system through technical assistance and support to ministries of education and universities in areas of curriculum development, teaching methods, and materials development. Seminars and workshops were viewed as an important vehicle for providing advice and training. Assistance to organizations that support promotion or teaching of human rights outside of the formal sector was also included in the design of the project.

The growth of the unit is closely tied to the evolution of the Naumann education project. The early formative phase of the project, 1984 to 1986, concentrated activities in the few countries where ministries and universities had approached the Institute for assistance in human rights education, mainly Costa Rica and Panama. In its expansive phase (1986 to 1988), Institute staff traveled extensively to generate interest in the project and build networks. At this time, the Institute was not yet well known. Argentina, Brazil and Uruguay were the target countries. Impressive numbers of seminars were conducted during this period, particularly in Brazil.

During 1988 to 1990, the education program area took shape. A separate education unit was created which now houses the Naumann project and specialized courses, and is managed by new personnel. Taking into account lessons learned from prior years and recommendations made in the 1988 evaluation, the project was redefined to reduce reliance on promotional seminars with educational practitioners. The project staff target key decision makers in the formal education sector and work with them more closely to introduce human rights education in the national curriculum. Given the Institute's acknowledged leadership in this field, the unit's energy is more focused on consolidating past experiences and articulating a pedagogy for human rights education in the Americas.

The services of the unit have also grown. There is a documentation center and audio-visual unit. A consultant roster of education experts has been developed. The unit increasingly supports the educational programs of the Institute. It is well-aware of the needs for the future which it articulated clearly in a five-year plan.

The 1988 evaluation recommended that the goals, targets and priorities of the Naumann project be focused more clearly and be linked to the Institute's vision. Suggestions were made to maximize the Institute's presence in countries of operation so as to be more effective with the resources available.

Findings

1. Responses made to the 1988 recommendations are:

a. The project is more focused and attentive to maximizing impact. The project focuses on three service areas: curriculum design for civics education, analysis of curriculum and methodology, and analysis of didactic materials. The project is implemented in urban and rural settings.

b. A multiplier effect with support groups in-country is maximized to the extent possible. Project staff work with ministries of education staff responsible for curriculum, materials development, and national pedagogy, members of NGOs dedicated to the education of human rights, and university faculty. Whenever possible, governmental and nongovernmental units are linked together.

c. The unit promotes topics that are timely and deserve special attention, such as environmental education and radio education.

d. The project better reflects the mandate of the Institute. The unit believes the institutional support funds in the last grant made the changes possible.

e. The staff developed a multiyear project plan with expected outcomes identified by each country. National counterparts in the project countries are contracted and trained to support project activities.

f. The unit is standardizing materials used for the seminars to avoid duplication of efforts and upgrade the quality of materials distributed during the sessions. The printing of the four most often used publications has increased substantially since 1988.

2. The impact of the Naumann project is impressive when measured in terms of numbers of persons trained, consultancies given, countries reached, and publications produced. During the past five years, the Naumann project has trained over 8,141 individuals, (sessions lasting at least three days with materials distributed and follow-up given), equitably distributed across gender, in eleven countries. The number of individuals trained and the number of training events delivered by the education staff of the Institute between 1985 and 1990 are:

Country	Trained	Events	Years
Brazil	3,468	34	1986-91
Costa Rica	2,421	30	1985-91
Argentina	831	16	1986-89
Uruguay	655	7	1986-90
Panama	179	7	1985-91
Bolivia	171	5	1989-91
Chile	150	1	1990
Colombia	127	1	1990
Guatemala	78	6	1989-91
Nicaragua	61	2	1991
Honduras	--	1	1991

2. In less tangible but equally important terms, the Institute through its education programs has been instrumental in opening dialogue on human rights in countries going through democratic transitions, such as Guatemala, where human rights is discussed more openly. Human rights organizations in the governmental and nongovernmental sectors have been strengthened through the support and attention given by the Institute across the divisions.

3. The networking, linkages and information sharing stimulated by the Institute through the education division in the Naumann project and specialized courses is critical to the institutionalization of human rights in the civilian as well as governmental sectors within the region. This was particularly apparent in meetings with clients of the Institute interviewed in Guatemala, Panama and Bolivia. The goals of the education programs are to:

- establish dialogue between civilian society and the state;
- strengthen social participation;
- utilize education as a defense of democracy; and,
- integrate freedom, justice and development.

4. Throughout our field visits, education was viewed as key to raising awareness of human rights and understanding the Interamerican system of protection. The President of the Supreme Court in Guatemala, his assistants and staff of the Procurator (or Ombudsman for human rights) emphasized the importance of education and the Institute's role in heightening awareness and educating all sectors.

5. Counterpart organizations for the Naumann project are ministers of education and their staff at the national or state level (as in Brazil), universities, and to a lesser extent non-governmental organizations. National level education programs have been initiated and implemented with four ministries of education and ten secretariats of education in federal states. Topics covered during training sessions include the doctrine of human rights, international legal instruments on human rights, and human rights education -- the emerging pedagogy, curriculum and instruction.

6. The specialized courses of the Institute are funded by a variety of sources and respond to specific requests for training. Founders of the specialized courses include A.I.D., government of Switzerland, Ford Foundation, International Committee of the Red Cross, Canadian International Development Agency, Jacob Blaustein Institute, UNESCO, Hans Neumann

Foundation, World Council of Churches, and ILANUD. Approximately 1,221 individuals have attended the courses and meetings sponsored by the Institute since 1985, although numbers were not available for all sessions listed. The courses have been held in 18 countries in the region.

7. The unit's five year plan establishes priorities and focuses activities for the future. The general objectives are:

- a. To build a multiplier effect through human rights education in both formal and nonformal systems.
- b. To encourage further conceptualization of human rights education and the educational process.
- c. To become a specialized forum of information on human rights education.
- d. To develop national education programs in countries which have not yet worked on the Naumann project and to maintain the necessary minimum activity in regions where there are ongoing projects.
- e. To organize international meetings to encourage exchange of information and experiences.

The unit has identified criteria for establishing priorities for training by country based on the current human rights situation, relevance of the activities for construction of a democratic culture, capacity and cooperation of counterparts. Countries listed as having priority are: Paraguay, El Salvador, Bolivia, Guatemala, Nicaragua, Haiti and Brazil.

The unit also has established priorities by topic and specific populations. It hopes to focus training of educational teams with decision-making power, encourage training of theoreticians and practitioners, and members of civilian society who facilitate the educational process in-country. Targets are administration of justice, ministries of foreign affairs, parliamentary commissions, universities and mass media. Topics of interest are the environment, economic rights and development.

Seminars, information dissemination and programs using mass media will serve as the means of educating others. Conferences and advisory services, use of external consultants and training courses will be the primary means of achieving the goals. Research will also be encouraged as will production of teaching materials and publications, and audio-visuals.

Advisory services to other programs in the Institute and support of methodologies will be emphasized. To support the needs of the other divisions, the education unit hopes to divide itself into functional units that deal with management, technical, academic and administrative needs related to planning and implementation.

Recommendations

- 1. The unit has made impressive strides since 1988 and is commended for its accomplishments. Recommendations in the 1988 evaluation were reviewed seriously and appropriate adjustments made after reflection and investigation of appropriate strategies. Having an education unit gives weight to an area that is integral to all program activities. The unit has a clear sense of purpose as reflected in its plans for the future. It is well equipped to take the next step to further consolidate functions that cut across all the programs -- training and development of materials/resources.**
- 2. The education unit should be the primary resource in the Institute for training, curriculum development and materials development. The courses taught by the Institute should consistently apply principles and methods of good training. The education unit should be responsible for developing materials and resources useful for all divisions. The unit already has designed an audio-visual unit that can be the basis for a more expanded section.**
- 3. Core support for the cross-cutting activities of the division (functional and not project-specific) is needed to develop and institutionalize these functions.**
- 4. The Institute is moving in the direction of consolidating functions but is constrained by a lack of commitment from the entire staff. The reasons behind this should be explored. Careful consideration should be given on how to implement new functions and the implications for the organization in terms of resources, roles and responsibilities.**
- 5. Consideration should be given to creating a materials resource center managed by the education unit dedicated to developing materials for training. More audio-visual materials are needed across the Institute to support the education activities of each unit. Improved materials can assist the Institute in responding to the high demands for their services. Packages of materials on recurring topics or themes can be used more frequently with interested clients. Videos of sessions or courses can be distributed to institutions interested in learning more about the subject of human rights. Examples of successful curricula can be distributed to show how topics are being dealt with regionally. There are endless examples of how a center can serve the information and educational needs of the Institute.**
- 6. The education unit should house a training unit that would be responsible for in-service sessions on training methods. The sessions might include role-playing, instructional sessions on adult learning, appropriate ways of engaging the audience in training, and techniques to improve learning, retention and application of information taught. The education unit is already collaborating with the Interdisciplinary Course in improving facilitator's skills. More systematic efforts with other programs such as CAPEL would increase the consistency and standard of training across all programs of the Institute.**
- 7. The education department has thought through many of the Institute's educational needs for the future and suggested ways to address those needs. The resources for conceptualizing the problems and solutions reside within the Institute. The leadership of the Institute needs to think through a strategy for bringing the key staff on board with a plan that moves the Institute toward a more consistently applied standard of educational programming.**

D. ELECTION ASSISTANCE (CAPEL)

Background

Education is an important component of CAPEL activities. It is integral to the technical assistance CAPEL provides to official electoral bodies and civic education campaigns. CAPEL also organizes and implements courses specific to elections and related topics referred to as "promotional courses" by the Institute. An in-depth analysis of CAPEL and its programs is presented in Chapter IV. This section reviews the education activities of CAPEL.

Findings:

1. Capacity building is central to CAPEL's technical assistance and training programs. Technical assistance is initiated at the request of governments in conjunction with donors. Assistance is provided to electoral organizations and to legislative assemblies or parliaments.

Depending on the structure within each country, CAPEL works directly with the Supreme Electoral Tribunal and its training units or equivalents. Instances where training units do not exist, CAPEL is available to help create the units as in Panama. Implementation of the program is the responsibility of the units, and not CAPEL which views itself as an advisor or consultant in the process. However, CAPEL assists in the supervision of training, if requested, and conducts follow up. The Supreme Electoral Tribunal is responsible for establishing policies, approves topics and materials. CAPEL works with the training unit to establish policies and selection criteria for personnel; design plans, strategies, programs and evaluations; develop materials; observe training of supervisors, instructors, and poll watchers.

2. Technical assistance includes an ambitious program for training pollwatchers, political party representatives, and other election functionaries. A training of trainers approach is utilized creating a cascading multiplier effect which ultimately reaches all poll watchers and voting table officials and their substitutes. This approach has been used successfully in Chile, Nicaragua, and Guatemala. The proposed design for Ecuador, as an example, will result in training 84,128 pollwatchers (and 63,096 alternates), 8,925 delegates from all of the political parties and 252 functionaries of the provincial electoral tribunals in seminars each lasting around three days during a seven week period.

3. The content of training programs is usually kept simple and is portrayed concretely in the materials through drawings and easy to understand language to accommodate the broad educational and experience levels of the pollwatchers who are recruited and selected from the general population in the regions where they live. The materials are self-teaching; adapted to meet the cultural and language characteristics of the country; contain drawings illustrating the responsibilities of pollwatchers, the steps they must follow in performing their tasks; and, include exact copies of official electoral documents and materials which will be used on voting day.

4. Civic education campaigns are designed to motivate participation in elections, strengthen the institutional image of electoral bodies and instruct voters in the voting process. A survey of the voting public is conducted to determine voters' attitudes prior to designing components of the campaign. All means of mass media are employed in the campaign, including print (newspapers, posters), radio and television.

Course	Trainees	Responsible Unit
Course I	1 Director 2 Coordinators	TRAINING AND METHODS COMMISSION
Course II	4 Zone Supervisors	DIRECTOR AND COORDINATORS
Course III	63 Candidates for Provincial Supervisors (21 selected)	ZONES SUPERVISORS
Course IV	500 Candidates for Electoral Instructors (360 selected)	PROVINCIAL SUPERVISORS
Course V	84,128 Main members of Voting Tables	ELECTORAL INSTRUCTORS
	63,096 Substitutes	
Course VI	252 Officers of Provincial Electoral Boards	PROVINCIAL SUPERVISORS
Course VII	8,925 Delegates of Political Parties	PROVINCIAL SUPERVISORS

The campaigns are very targeted according to the results of the survey. For example, pre-election survey results in Nicaragua indicated voters were concerned about the secrecy of their vote. The campaigns stressed, therefore, "Your vote is secret" through posters and television campaigns. Voter confidence in democratic institutions, particularly in the Supreme Electoral Tribunal, was low in Panama. In response, the television campaigns attempted to bolster the image of the Tribunal by including members in the ads.

5. CAPEL also sponsors courses and seminars on topics related to elections. Started in 1987, the annual Interamerican Course on Elections brings together participants from the region to study the current state of election activity in selected countries and the region, and to reflect on elections as part of the transition to democracy. Speakers present case studies, retrospectives on selected issues, hold debates and roundtable discussions. Special issues, such as Women and Indigenous Participation in Latin America were featured in this year's conference.

The array of presenters on panel discussions were of very high quality and represented a broad spectrum of viewpoints and experiences. Presenters included members of electoral tribunals, political parties, and experts in voter registration. A broad range of topics were

discussed and the interest and response of, participants was enthusiastic and engaged. The question and answer session was very stimulating and there was a sharing of experience and expertise. Presenters provide written, formal papers which are compiled into an official report of the proceedings. Oral presentations were concise, well thought out and organized.

Coming from 22 countries in the hemisphere and one in Europe, this year's course had 118 participants, an increase over 1989 (80 participants) and 1990 (90 participants). Participants in this year's course represented a broad spectrum of political interests, and included representatives from government institutions, legal firms, universities, political parties representing different points of view, researchers, and NGOs engaged in voter registration and civic education.

Participants interviewed generally expressed satisfaction with the course content and methodology, although it appeared that not enough participatory sessions were included in the course schedule. The course was set up as a series of seminar panels with two or three presenters and a person assigned at the end of each session to summarize the content and themes. This was followed by a question and answer period which permitted the participants to share their country specific experiences. Questions raised demonstrate a high level of understanding and involvement at the local level. Comparative analysis of cases with regions implies a knowledge base of the field that was very advanced.

6. In addition to the annual course, CAPEL sponsors or participates in other seminars, colloquiums, meetings, and courses. These have been held throughout the region and are often cosponsored with other in-country organizations where seminars are held. Topics have included political process and the actualization of rights, democracy and political participation, the role of political parties, voter campaigns, electoral law and reforms.

7. As the secretariat of the associations of electoral organisms for Central America, South America and the Caribbean, CAPEL is involved in the association's annual conferences. The conferences are the primary mechanism for ensuring CAPEL's continued stature in the field by placing it in close communication with the implementing organisms on elections throughout Latin America and the Caribbean. The meetings give CAPEL the opportunity to assess its technical response to demands in the region, exchange information and strengthen ties. Future directions for CAPEL are often set during these meetings.

Recommendations

1. The materials, approach toward education utilized by CAPEL in the technical assistance training component and civic education campaign reflect a solid understanding of educational concepts. CAPEL may want to evaluate the impact of their training materials and posters by comparing the educational value of different formats on their audience. Much work has been done in studying images in drawings, training materials and the message they portray to illiterate or poorly educated subjects. Some of the materials CAPEL now uses appear too wordy and visually complicated. The evaluation might indicate ways that the materials can be simplified to increase impact. CAPEL should be encouraged to take advantage of the skills and background of the education department staff and its roster of education expert in conducting this assessment.

2. Provision should be made in the annual course for round table discussions composed of smaller groups. A time limit should be enforced during the question and answer period. There is a need for more personal interaction that could be scheduled into luncheon sessions by grouping participants by areas of interest. Additionally, a period of time could be scheduled in which small groups can be formed to discuss and critique the presentations made in plenary sessions. A mid-year course or follow up seminar on a local or regional basis should be considered to accommodate the value participants placed on getting to know more about how other neighboring countries carry out electoral processes. A forum should be dedicated to provide participants with the opportunity to share and exchange their experiences in undertaking electoral processes. Assistance for improvements in methodology could be provided by the education unit and experiences from the Interdisciplinary Course transferred to the Interamerican Elections course.

E. NGO PROGRAMS

Background

The activities of the NGO division consist of three program areas: technical assistance to nongovernmental organizations; human rights of indigenous populations; and rights of refugees, repatriates, and the displaced. Education is a vehicle for transferring information, building capacity and exchange of ideas. Largely supported by the Ford Foundation, the unit organizes specialized conferences, regional seminars, training workshops, courses, and technical assistance assignments.

Findings

1. The education activities of the unit are an important means of bringing together key organizations and individuals, exchanging information, organizing issues, and providing training in the protection of human rights. Seminars and workshops organized for NGO staff and advisors complement the program of technical assistance.
2. Specialized conferences feature a multisectoral perspective and systematic analysis of themes and problems associated with indigenous rights, rights of refugees and role of NGOs in the protection of human rights. Examples of recently held conferences are:
 - Violence and human rights (Honduras, July - August 1990)
 - The administration of penal justice and indigenous populations (Costa Rica, October 1990)
 - Strategies for protection and new cases of violence in the Andean region (Ecuador, November-December 1990 -- attended by 120 representatives of indigenous NGOs).
3. The methodology utilized in selected seminars reviewed by the team shows highly participatory approaches to designing and implementing programs, and gathering information for proceedings reports that are later distributed to participants.

In 1991, the Institute co-sponsored a meeting in Lima, Peru of Andean-based NGO's to discuss issues of displaced and refugee populations. Working groups were created and assigned tasks that they completed in the following months. The group's findings were compiled and summarized in a follow-up report later distributed to the 75 participants.

Future seminars have been designed and planned in Colombia and Costa Rica for November 1991 and February 1992. The objectives, participants, methodology and course content are elaborated in planning documents used to promote the course with the cosponsoring groups. Planning is collaborative. Organizations and individuals who will be involved in the course work with the Institute to define the goals and objectives of the course, participant list and desired outcomes.

As an example, the Colombia seminar is divided into four phases. Starting with regional workshops in phase I, workgroups will conduct assessments and organize presentations for the national meeting. Preparations for the national meeting continue during phases II. Meetings with local NGO's, and refugee populations are scheduled and documents and materials developed in phases II and III. Throughout these phases, participants are actively involved in establishing a baseline of information on the status of refugees and displaced through a systematic process that feeds into the design of the seminar.

4. Technical advisory services to requesting organizations are provided in human rights and legal protection, documentation, classification of trials, and processing and conveying of information on human rights.

5. The division has trained over 3,960 individuals throughout the region, including NGO staff, refugees, lawyers, families of victims, students and indigenous populations.

Recommendations

1. The staff of the NGO unit are very committed and dedicated. They are spread thin because of the enlarged scope of the unit which covers issues related to refugees, displaced, indigenous people, and human rights organizations. The needs of this field are so enormous that such a small staff cannot possibly meet the demand with the present level of resources. The unit needs to engage in a strategic planning process to narrow the focus, set realistic goals for the next five years, and establish priorities.

2. Due to frequent travel of staff and the Director, more effective delegation of responsibilities is needed. An alternative would be appointment of a strong manager as a deputy who would handle day-to-day issues and ensure a smoothly running unit in the Director's absence. The unit would benefit from team building to bring staff together into a cohesive whole.

3. As part of the strategic planning process, the unit should consider renaming itself to more accurately reflect the present scope of activities.

F. WOMEN'S PROGRAM

Background

Although the Institute has long included the theme of women and human rights in the inter-disciplinary course and in some publications and promotional activities, IIHR did not programmatically tackle human rights abuses against women until 1989. In February of that year, the Institute organized a three-day meeting of experts from Latin America and the United States to analyze international human rights instruments and issues involving discrimination against, and equality for, women. Participants strongly recommended that IIHR develop a program.

In June 1990, Dr. Laura Guzman, a Professor of Social Work at the University of Costa Rica and a founder of the University's gender studies program (PRIEG), was contracted as coordinator on a half-time basis. In July 1990, she organized a workshop in Santiago, Chile, attended by the Executive Director and women experts in human rights and women's issues from Bolivia, Brazil, Guatemala, Chile, Costa Rica, Norway and the United States. Participants outlined the human rights problems women face because of gender-specific forms of torture such as rape, sexual abuse of female prisoners, domestic violence, sexual aggression, and discrimination in education and employment--and suggested activities to address these problems. The coordinator then prepared a five-year plan to stimulate research, education and promotion of human rights from the perspective and experience of women.

Principle strategies include research into human rights violations suffered by women in order to build a data base and identify further areas for research and education; promotion of, and technical assistance to, studies already underway; organization of workshops and conferences to sensitize IIHR staff, international agencies whose activities affect women's rights, governmental and nongovernmental human rights and women's organizations, professionals who work with women (lawyers, doctors, judges, social workers and educators) and female populations that face particular discrimination (refugees, displaced persons and prisoners); evaluation of didactic materials and existing methodologies used for human rights education; production of new materials that include a gender focus; strengthening the inter-disciplinary course to broaden and deepen discussion of women's rights, and development of an introductory model on gender discrimination and human rights, to be incorporated into training activities of IIHR's Department of Education and programs of NGOs.

Findings

1. The program began in January 1991 with a one-year grant of US\$40,000 from the Norwegian government. Various activities have been undertaken, are underway or are planned:

- **Mexico 5/91:** In cooperation with the program for refugees and the Department of Education, a workshop on women's rights was held for 30 women refugee leaders from camps in Campeche, Chiapas and Quintana Roo. The training focused primarily on second and third generation rights due to the women's concern about earning income in the likelihood of repatriation.
- **Guatemala 9/91:** In cooperation with the Department of Education, the topic of women and human rights was incorporated into a course for secondary school teachers, administrators and professors of education.
- **Costa Rica 10/91:** In collaboration with CAPEL's annual course for election officials from throughout the region, a panel on the participation of women in the political process was organized. The panel included four women: a Spanish sociologist, a Professor from the Catholic University in Rio de Janeiro, the Argentine Minister of the Presidency, and a leader of the *Consejo de Mujeres Mayas* in Guatemala. According to several of the experts who taught the course, the presentations were excellent and increased awareness of gender issues.
- **Costa Rica 10/91:** Taking advantage of the panelists' presence, the coordinator organized a three-day seminar for 30 women from Costa Rican NGOs, government and women's organizations which have not been part of the women's movement, in an effort to reach out to new groups. The seminar was cosponsored by the gender studies program at the University, FLACSO and the Centro Nacional para el Desarrollo de la Mujer of the Ministry of Culture, Youth and Sports.
- **Costa Rica 12/91:** The theme of "Women and Human Rights" will be discussed at the regional Latin American/Caribbean Parliamentarians' conference, co-sponsored by the Institute and the Legislative Assembly. A man and a woman will attend from each country. The proposal to include women was developed by the coordinator.
- **Research 1991:** A theoretical and methodological framework for the study of women and human rights is being undertaken by a Fulbright scholar from SUNY in close collaboration with IIHR and the University of Costa Rica.

2. Funds are now being sought for specific projects within the five-year plan whose total budget is one million dollars, or \$200,000 per year. Priority is being given to seeking 40 percent of the funds in 1991 and 60 percent in 1992, leaving the final three years for full-time program implementation.

3. The strategy has been carefully thought through and activities to date have been well received. The program is being integrated into the departments of the Institute. The coordinator is making an effort to avoid having a women's component isolated from other program activities, as so often happens to women's projects.

4. Positive indicators for continuing success include serious interest in the theme, as evidenced by the establishment of women's projects within Amnesty International and the Human Rights Watch committees, the growing interest of human rights organizations in

second and third generation rights and of women's organizations in first generation rights, the interest of organizations such as FLACSO and the national university in collaboration and finally, interest on the part of Latin American feminists in having the Institute take the lead. (Initially they rejected the Institute because of its failure to taken women into account).

5. The program does face problems, however. Even though most activities to date have been planned and implemented in cooperation with other IIHR units, in the area of women and human rights, the program still lacks institutionalization and legitimacy. Human rights organizations in Latin America have been as slow as development NGOs to take women into account, either in projects or as staff or members of Boards of Directors. (IIHR's Board has only two women members, three if one counts the Executive Director in her role as a Judge of the Interamerican Court of Human Rights.

6. Although the Institute's organizational chart situates the women's program in the NGO department, it really is under the wing of the Executive Director who has taken a special interest, thus demonstrating her commitment and seriousness of purpose to the staff. Her personal commitment supports the program's autonomy, and provides space for it to grow, find its own rhythm, and define a theoretical framework, methodology and curriculum.

Recommendations

1. For the time being, and for the reasons previously mentioned, the program should remain under the wing of the Executive Director.
2. If the program is to develop in a coherent and rational fashion, which it has the potential to do, it needs more funds. IIHR should include the women's program in its proposals for institutional support in order to cover administrative expenses, and should provide full institutional backing for project proposals. Fundraising for the women's program should be integrated into institutional fundraising plans and strategies. Too many women's programs are not integrated and collapse when funds run out.
3. IIHR did not expect the program to grow so rapidly, but since it has, the coordinator should receive secretarial assistance. In the future, she is likely to need an assistant as well. This could be an intern or a part-time graduate student, but the program should not be short-changed when it comes to staff support.
4. If there is to be progress in stopping human rights abuses against women, the theme of women and human rights will have to become an integral part of all Institute programs. This will require not only the continuing support of the Director, but also of the entire staff and the Board of Directors.

CHAPTER IV: CAPEL

A. OVERVIEW

The Institute's Center for Electoral Assistance and Promotion (CAPEL) was established in 1983 to address a need articulated in a declaration by the region's foreign ministers at an October 1982 meeting in San Jose, Costa Rica. The ministers recognized that technical assistance was necessary to promote and improve electoral systems in the region and, to assure that such assistance would be offered in a human rights context, called upon the Institute to undertake this responsibility. CAPEL's mandate emanates from the American Convention on Human Rights, which states in Article 23:

Every Citizen shall enjoy the following rights and opportunities:

- to take part in the conduct of public affairs, directly or through freely chosen representatives;
- to vote and to be elected in genuine periodic elections, which shall be by universal and equal suffrage and by secret ballot that guarantees the free expression of the will of the voters; and
- to have access, under general conditions of equality, to the public services of his country.

CAPEL's mission is to promote the conduct of periodic, valid, democratic elections by helping Latin American and Caribbean nations to develop and administer sound electoral laws and processes, and to educate the electorate about their rights and responsibilities. CAPEL's functions are to provide technical assistance, training and information to electoral administrators and other participants in the electoral process, and to field teams of international observers to monitor elections. On a regional basis, CAPEL designs and offers conferences, seminars and training courses and sponsors research on legal and procedural aspects of the electoral process. Country-specific assistance is provided when requested by the electoral court or commission, the legislature, an academic institution, professional association or other nongovernmental organization.

When CAPEL was created in 1983, few governments in the region had come to power through democratic processes, and free and honest elections were considered a rarity. Because of a low demand for its services and lack of staff to plan and promote its programs, CAPEL was not fully activated until 1985 with the appointment of Dr. Jorge Mario Garcia Laguardia, a respected Guatemalan scholar and constitutional law expert, as its first executive director. His appointment coincided with the early stages of the democratic transitions in El Salvador, Guatemala and Honduras, providing ready laboratories for electoral assistance.

Dr. Garcia did a commendable job of developing programs and encouraging collaborative relationships with organizations and individuals throughout the region. In addition to initiating

CAPEL-sponsored research projects, he consolidated scattered, existing analyses and research papers into a single collection published and widely disseminated in the *Cuadernos* series. *Cuadernos* not only provided useful information, but also served as an effective outreach mechanism, rapidly making CAPEL's presence known throughout the region, and eliciting collaboration and requests for its services.

The highly effective program CAPEL helped develop in Guatemala to train pollworkers for the 1985 elections continues to be used as a model for similar training in other countries. In a visionary move, Dr. Garcia collaborated with his Guatemalan colleagues to organize a conference in 1986 that stimulated creation of the first regional association of electoral bodies, the ten-member Association of Electoral Organisms of Central America and the Caribbean (aka the Protocol of Tikal), with CAPEL serving as its provisional secretariat. This laid the foundation for promoting interchange of experience and expertise among electoral officials of member states, a concept and practice that has since spread well beyond the original group to encompass the entire Latin American and Caribbean region.

The early programmatic successes of CAPEL were, however, not matched by institutional development of managerial or technical capacity. In its first three years, CAPEL's small staff consisted only of clerical and support personnel. Having no in-house technical expertise except for the director, CAPEL relied almost totally on outside consultants to implement its programs. In addition to staffing deficiencies, the 1988 mid-term evaluation revealed serious policy issues regarding CAPEL, stemming from the disproportionate size of its budget and total dependence on A.I.D. funding, and confusion over the structural relationship between CAPEL and IIHR. CAPEL was then functioning outside the Institute's normal lines of communication, interaction and control.

These questions of authority and responsibility arose in part because of imprecision and contradictions in CAPEL's by-laws, which defined CAPEL as a "separate and permanent branch" of the Institute. CAPEL's independence was reinforced by having its own budget provided in a separate grant from A.I.D., its own offices and staff located in a separate building, its own advisory committee, its own publications issued without clearance or even acknowledgement of IIHR. CAPEL functioned with such autonomy that outside contacts, including USAID personnel, viewed it as an independent organization. Others, aware of its history, called for its liberation from IIHR. CAPEL's executive director, one of the strongest advocates of independence, resigned at the end of 1988, creating for a time an atmosphere of suspicion and resentment of IIHR among some clients, particularly in Central America where ties to the former director were strongest.

Early in 1989, at the insistence of its Board and guided by the recommendations of the mid-term evaluation, the Institute moved quickly to eliminate its organizational disjointedness. One of IIHR's Assistant Directors, Daniel Zavatto, was made CAPEL's director (Director Adjunto del IIDH a cargo de CAPEL). CAPEL was fully integrated into the Institute--physically, structurally and administratively. The reorganization has been completely successful both professionally and personally for the staff involved. CAPEL staff are clearly Institute employees subject to all internal and donor-required administrative and financial policies and procedures. The restructuring has enabled CAPEL to become a fully functioning division of the Institute with direct ties to the programs undertaken by the other technical divisions. IIHR also made a great

effort to diversify funding sources for CAPEL, and in 1990 succeeded in obtaining funding from the Governments of Switzerland, Norway, Sweden, and Canada, and from the Naumann Foundation.

CAPEL has experienced remarkable growth in professionalism, in the volume of its program, and in the level of credibility and confidence it has achieved with electoral organizations throughout the region. Over the past three years, CAPEL's activities increased dramatically, keeping pace with the flurry of elections in the region. Since 1989, CAPEL has dispatched twenty-two technical assistance or observer missions to Bolivia, Chile, El Salvador, Nicaragua, Panama, Paraguay, the Dominican Republic, Honduras, Ecuador and Guatemala. In addition, it has continued to provide training opportunities on a regional basis, and to foster development and growth of regional electoral associations.

CAPEL has demonstrated a strong ability to work under time and socio-political pressures, to maintain an unquestioned level of political impartiality, and to provide effective technical support to host country electoral organizations. The professionalism and competence of CAPEL's staff have made CAPEL the voice of authority on electoral processes within the region. CAPEL's activities have been instrumental in identifying barriers to the exercise of political rights and in assisting local governmental and nongovernmental organizations to devise corrective actions.

B. BACKGROUND

Technical Assistance and Training. CAPEL's technical assistance activities are its most active program area. CAPEL classifies technical assistance into two types: 1) assistance to electoral organizations; and 2) assistance to legislative bodies examining electoral reform. From 1985 through 1991, CAPEL has sponsored thirty-two technical assistance missions to support electoral institutions in twelve countries throughout Central and Latin America. Assistance offered has included training for electoral workers, assistance in the design of computerized registration systems, academic and practical training in electoral processes, training for political party election observers, training in logistic and administrative infrastructures for electoral organizations and assistance in the design and implementation of civic education and voter education programs.

Assistance provided through training activities is highly regarded throughout the region. Training programs utilize the training-of-trainers multiplier effect. (An example of the training methodology is illustrated in the Education Program section.) The number of individuals who have received training through various CAPEL programs is conservatively estimated to be approximately 400,000. CAPEL's training efforts have established a cadre of personnel who possess a basic understanding of democratic systems and who are eager to participate in electoral processes.

CAPEL works primarily with national electoral and registry organizations and other governmental institutions. CAPEL also works directly with universities and other training institutions, foundations and private nongovernmental organizations. To date, it has also

conducted limited development activities with political parties. Since 1985, CAPEL has conducted twenty-nine technical assistance assignments in Central and South America and the Caribbean.

CAPEL has successfully helped improve and strengthen the capacities of legislative bodies to mandate fair and free elections. In June, 1989, CAPEL was asked to assist the Government of Paraguay in preparing election reform legislation. The proposed legislation will establish a new civil registry system. Under an agreement made with Costa Rica in October, 1990, CAPEL is providing technical assistance to the Costa Rican Legislative Commission to study proposed constitutional and electoral law reforms there. CAPEL was also asked to provide human rights advisors and election experts to Colombia's National Constitution Reform Commission elected in 1990. Colombia's reformed constitution was accepted in referendum July 1991; the first elections using the new laws were held last October.

Civic Education Campaigns. Civic education campaigns designed by CAPEL have strengthened emerging democratic processes in countries throughout the region. CAPEL provides assistance in the implementation of three types of civic education campaigns:

a. Motivational Campaigns. This type of activity is conducted immediately prior to elections to encourage voter registration and participation.

b. Instructional Campaigns. These campaigns explain the mechanics of voting and elections. They are extremely valuable in helping people understand the voting process, and where implemented, significantly increase voter turn-out. Campaigns are designed to be culturally and socially sensitive and to reach both literate and illiterate voters.

c. Formal Civic Education Campaigns. These campaigns educate the public about their civic rights and responsibilities including the right to vote. They are more long-term in nature and are in increasing demand throughout the region.

Civic education campaigns seek to strengthen democratic values and create respect for democratic systems as Central and Latin American governments continue to fortify transition to democratic governments. The first two are considered "civic-electoral" in nature; the third (post-electoral) is designed to reinforce the long-term sustainability and successful transition of power through electoral processes. These programs are critical to the long-term viability of democratic institutions since popular support is the best defense against future challenges to democratic principles.

International Election Observer Missions. International election observer missions normally fulfill two functions. Through their presence in country, election observers assist in guaranteeing open, fair and fraud-free elections. Their perceptions and the information they gather also serve as a basis for future research and technical assistance. Observer missions are usually composed of broadly-based experts that represent the full spectrum of political thought drawn from a pool of prominent professionals from throughout the region. The observer group arrives a few days prior to an election, and secures as much information about the status of elections as is possible. The day of the elections they travel throughout the country to observe voting and tabulation procedures, spending more time in areas where fair electoral processes may be at risk. In order

to be effective, members of observer missions must be allowed full access to all aspects of the electoral system, so that they can make substantiated judgments and recommendations regarding electoral procedures and regulations.

Each observer mission team completes a comprehensive report based on their observations after their assignment. The reports are routinely edited, published and distributed so that interested groups may learn about the experiences of other countries. These reports also form the basis of future diagnostic studies of the electoral systems for the particular country.

Regional Electoral Organizations. In 1986, CAPEL was instrumental in creating the Association of Electoral Organizations of Central America and the Caribbean, known as the Protocol of Tikal (the site at which the statutes were signed). The heads of electoral bodies of ten countries, and their governments, signed an agreement to provide mutual assistance and to work cooperatively to build professionally competent and politically independent electoral organizations in their countries. CAPEL was designated as a provisional Secretariat for the association.

The success of the Tikal group led to the creation in 1989 of a similar association in South America (the Protocol of Quito), and recently the English-speaking Caribbean countries signed a declaration of intent to form their own association. CAPEL promotes interchange among these groups by including members on technical assistance or observer teams, and by organizing annual conferences, co-sponsored by the host country. The meetings serve as a forum for exchange of knowledge and experience, help participants identify potential solutions to problems they encounter, and offer opportunities for professional development by providing technical information and engaging participants in diagnostic activities. (CAPEL also uses the diagnoses in designing future technical assistance programs.) To maximize impact, each conference focuses on a particular aspect of electoral administration, such as improving registry systems.

In November 1991, CAPEL sponsored the first joint association meeting in Caracas, where the participants agreed to form the Union Interamericano de Organismos Electorales, linking all three groups, and unanimously elected CAPEL as the Permanent Secretariat of the new organization. Given their confidence in CAPEL, the regional associations represent an important mechanism for the design and delivery of CAPEL's services.

Courses and Seminars. The courses and seminars offered by CAPEL provide forums for government officials, political and legal experts and academicians from throughout the region to examine ways in which they can contribute to democratization in their countries. The courses provide a venue for the exchange of information and experiences to determine the most effective and appropriate methods for improving the electoral and political systems so as to be more responsive to their constituents.

Held in San Jose, Costa Rica, the annual Interamerican Course on Elections is normally attended by 120 to 130 participants. Its primary objective is to raise the consciousness and understanding of government officials, professional politicians, and legal and judicial experts of their responsibilities for the development of democratic political systems. The course and other training activities of CAPEL are reviewed in the Education Programs section of this report.

CAPEL also supports special programs to discuss topics related to electoral systems. Courses and seminars have been co-sponsored with organizations such as International Foundation for Electoral Systems (IFES), The Chilean Institute of Humanistic Studies, The Autonomous University of Mexico, The Carter Center, and American University, among others.

Research & Publications. CAPEL research responds to specific needs in the field of election assistance and civil and political rights. The unit actively publishes documents based on its field experience as well as academic endeavors, including results of observer missions. A full description of these activities is covered in the Research and Publication section of this report.

C. FINDINGS

1. The 1988 evaluation encouraged CAPEL to carefully assess its ability to respond to requests for technical assistance so that it would not take on assignments that were "beyond [its] technical capacity." Since that time, CAPEL has developed an impressive capability in electoral assistance, carrying out each of its assignments at an ever increasing level of professionalism and expertise. CAPEL is now regarded as the only regionally-based organization capable of providing a full range of services in electoral assistance--technical assistance, training, observer missions, civic education, etc. Based on its role as Secretariat for the regional electoral associations, CAPEL is regarded as a full partner in the improvement of electoral processes by representatives of electoral bodies from every Central and Latin American countries. In contrast to 1988, CAPEL now documents and reports on all of its assignments in great detail, making most of this information widely available to the all interested parties. CAPEL has become the leader in technology transfer for electoral assistance, while maintaining a high level of sensitivity to the situational needs of its colleagues and clients in various countries.
2. Electoral officials and others interviewed throughout the region stated that CAPEL has been an indispensable element in electoral processes every country where it has worked. CAPEL has been instrumental in strengthening the internal institutional capacities of electoral organizations to administer free, fair and open elections.
3. All respondents interviewed agreed that CAPEL has successfully demonstrated a competence and a capacity to provide a high degree of quality assistance to electoral organizations, even though the level of development of individual electoral bodies varies widely. For example, the Election Tribunals in Guatemala, in Costa Rica, and in Colombia are all well developed and are quite capable of providing technical assistance to other countries in many areas. At the other end of the spectrum, the newly appointed Electoral Council of Bolivia and the Tribunal of Panama still maintain limited staff, and are in urgent need of improved capacity. According to members of the Panama Election Tribunal, "The (1991) elections in Panama would not have taken place without the assistance of the CAPEL technical assistance team."
4. CAPEL's technical assistance has been crucial to the successful outcome of every major election held in the region in the past three years. For example, training programs for poll workers and political party poll watchers in Guatemala during that country's recent elections were repeatedly and widely noted for their success. As part of this activity, CAPEL succeeded in institutionalizing the training at the Rafael Landivar University, ensuring the long-term sustainability of training objectives and reducing the need for CAPEL's involvement in the

future. Without exception, recipients assessed the technical assistance made available by CAPEL to various electoral organizations as being superior not only in regard to electoral and registration processes, but also in relation to more theoretical aspects of democratic principles such as voter motivation, political party organization, and the flow of information between elected officials and constituents.

5. CAPEL's activities inspire a high level of confidence and credibility throughout Central and Latin America. This respect has encouraged greater professionalization among electoral officials, legislators and others. The regional and international exposure CAPEL provides through its technical assistance, observer missions, seminars, conference and exchange of information has done much to support a greater sense of responsibility among electoral officials. This professionalization may be the most valuable by-product of CAPEL's activities and has helped electoral organizations mature throughout the region.

6. As stated in the 1988 evaluation, the needs of English- and French-speaking Caribbean nations continue to require additional resources distinct from than those currently available through CAPEL. Even given its limited resources, CAPEL has tried to respond to the needs of Caribbean countries to the best of its ability. In 1989, CAPEL co-sponsored the First Conference of Caribbean Electoral Commissions which resulted in a letter of intent to form a Caribbean Association. CAPEL was also able to field an observation mission to Haiti for the 1990 elections there.

7. In many of the countries where technical assistance has been made available to improve overall electoral processes, the need for additional assistance to improve the administrative capabilities of political parties were repeatedly mentioned. Politicians interviewed cited the potential value CAPEL could have in providing more formal guidance to political parties on ways to become more responsive to constituent needs. The fact that politicians recognize the importance and need to professionalize their role in the electoral process is a measure of CAPEL's success in institutionalizing broad-based support for and commitment to electoral processes.

8. Civic education campaigns are of prime importance to the continued observance of political rights. CAPEL's assistance in designing and implementing civic education campaigns has been instrumental in motivating a high percentage of voter registration in a number of countries. CAPEL's assistance designing posters, newspaper ads, radio spots and other promotional materials have helped ensure a high degree of voter education and motivation. Two illustrations demonstrate the profound effect these types of activities can have on voter participation. In Bolivia, CAPEL staff designed and helped implement a voter registration media campaign. Before the campaign began, roughly 600,000 voters were registered. At the close of the ten-day campaign, 1,600,000 voters had registered. An informal survey conducted by the Electoral Court determined that the majority of registrations were attributed to the media campaign. In Nicaragua, CAPEL's campaign "TU VOTO ES SECRETO" was considered a critical element of the high voter turnout there.

9. CAPEL has organized and sponsored International Election Observer Missions for the majority of elections held throughout the region. The major exception has been the 1989 Presidential Elections in Panama. (CAPEL declined to participate because of pre-conditions the

Noriega Government placed on the mission's proposed activities. These pre-conditions would have restricted members' movements within the country and seriously inhibited the effectiveness of team.) Sponsored by a regionally-based institution that now commands international respect, CAPEL's observer missions have been instrumental in the successful execution of elections in various countries. The visibility that Observer Mission team members bring to critical elections have raised both the seriousness and professionalism of elections throughout the region.

The 1988 evaluation recommended that members of CAPEL's staff and/or Board of Directors be routinely included as participants in electoral observer missions. This in fact has become CAPEL policy and has had an extremely valuable impact on the consolidation of lessons learned across countries. While International Election Observer Missions are conducted independently of CAPEL's technical assistance activities, recommendations included in Observer Mission Reports often become the basis of future technical assistance. In countries where CAPEL has worked previously, they also serve as a follow-up to assistance, assessing to what extent technical assistance and training has improved electoral processes.

10. One of the principal recommendations of the previous evaluation was that CAPEL attempt to develop regionally oriented activities in addition to country-specific programs. CAPEL has balanced its activities between national and regional needs by playing a crucial role in the formation of electoral organization associations. CAPEL's support for the establishment of the Association of Electoral Organization of Central America (Tikal Protocol 1985), the Association of Electoral Organizations of South America (Quito Protocol 1989), and the Association of Caribbean Electoral Commissions (letter of intent 1989) and the Inter-American Union of Electoral Tribunals and Commissions (1991) has done much to enhance CAPEL's image as the region's leader in electoral assistance. These organizations have facilitated the interchange of information between electoral organizations and the professionalization of electoral administration throughout the region. Association conferences have also promoted regional cooperation and communication through contact between official electoral bodies, improved understanding of the need for assistance and responses to specific countries' needs. CAPEL's participation in these regional associations has enhanced its prestige and reinforced its leadership role in electoral assistance for the entire region not just in selected countries. During a recent joint meeting of the associations, CAPEL was unanimously elected permanent secretariat of that organization.

11. CAPEL's courses and seminars are considered to be "academically superior", "of high caliber" and "tremendous resource(s)" for practitioners throughout the region. Past participants of the course are enthusiastic in their praise of course content, the number of prestigious speakers, the quality of discussion during the sessions, and the quality of dialogue that takes place following formal meetings. Courses target high-level policy makers and encourage professional networking across both nationalities and professions. Participants stated that CAPEL's courses have been extremely helpful in the identification of possible strategies and solutions to common problems encountered in the promotion of human rights. Special courses were cited as effective at "breaking taboos" against actively promoting human rights. The courses are also perceived by CAPEL as an excellent way to gather background information on potential problems and barriers to future technical assistance activities.

D. RECOMMENDATIONS

Program

1. The majority of CAPEL's activities have focused on improving electoral systems in the Spanish-speaking countries of the region (and including limited activities in Brazil and Haiti). CAPEL should develop and implement a plan to broaden its range of activities to English and French speaking Caribbean nations, and technical experts in electoral processes should be identified in these languages. This will allow CAPEL to fully comply with its mandate to offer electoral assistance throughout the hemisphere. CAPEL should also continue to provide support for the formation of the Association of Electoral Organizations for the Caribbean region.
2. As the electoral systems of more countries become stronger, CAPEL should expand its role as a "technology transfer facilitator", serving as a consolidator of lessons learned independent of its own activities. The experiences of countries that have electoral systems firmly in place such as Guatemala, Colombia, Costa Rica and others, some of which are presently shared on an ad-hoc basis, would be of great benefit to those countries that are in the initial stages of development or improvement of electoral and registration processes.
3. The 1988 evaluation recommended that CAPEL develop a register of human resources composed of its course graduates, which it has successfully accomplished. As the number of graduates of its course continues to grow every year, CAPEL should continue to explore strategies that can use its alumni to support programs in the field.
4. Respondents from many countries recommended that CAPEL develop a special program to strengthen the general development of political parties. CAPEL may wish to pursue research on political party development as a basis for future program development in this area.
5. CAPEL has been very successful in providing assistance for designing and implementing civic education campaigns. Because these campaigns support the electoral process at the broadest possible level, CAPEL should continue to provide assistance for these types of activities and help individual countries develop electoral policies that include civic education as a priority. CAPEL should consider placing greater emphasis on designing civic education programs specifically targeted at indigenous and marginalized populations, especially rural women, since their inclusion in democratic participation processes is vital although they are extremely difficult to reach. Also, whenever possible, international election observer missions should include representatives of women's and under-represented groups.

Administration

1. Although admirably managed, the rapid growth of CAPEL has placed a heavy burden on its staff. Both permanent staff and contracted technical consultants have responded to the increased workload with dedication and commitment beyond the norm. It is questionable how long this dedication can continue before it will have a detrimental effect on morale. Heavy travel schedules, and inordinately long temporary duty assignments are now routine for technical personnel.

2. The need to diversify funding sources for CAPEL has been met with some success by the Institute. Nevertheless, A.I.D. remains the fundamental source of financing for many of its capital intensive activities. The high level of A.I.D. funding has not negatively influenced CAPEL's ability to operate successfully. In countries where it was perceived to be an over-riding problem, financing was secured from other sources. Much of financing for the voter education campaign designed and implemented by CAPEL for the 1990 Nicaragua general elections was funded by other donors including the Canadian and Swiss governments. During the past few years, for example, CAPEL has used funds from Switzerland for programs in Paraguay and Nicaragua; funds from Canada for programs in Nicaragua; Freidrich Naumann funds for special CAPEL courses. Sweden and Norway have also contributed funds in support for observer missions and technical assistance. As discussed in Chapter II, the Institute should continue to diversify its funding to support administrative as well as project-oriented expenses of CAPEL; both governmental and private sources should be approached.

3. Bi-lateral funding, primarily from A.I.D. missions is becoming an increasingly important source of project funding for CAPEL. In cases where bi-lateral funding is preferred, CAPEL's technical assistance should be used for both the design and implementation phases. In countries where CAPEL is the direct recipient of donor funds, it should clarify its financial responsibilities with the donor agency to prevent confusion over financial control issues. Funding mechanisms for CAPEL operations need to be improved to allow quicker access to funds when needed. Often, when CAPEL is implementing separate technical assistance programs, conducting training projects and organizing observer missions for elections that are occurring close together, CAPEL's ability to finance simultaneous activities becomes overextended. Due to lengthy bureaucratic processes, the release of funds from donor agencies is often delayed. CAPEL must take this into consideration during the negotiation process and attempt to establish letters of credit, advances of program funds or establish overhead rates that will assist in resolving some of the problems that result from the slow movement of funds.

Future Needs

1. The issue now is not whether CAPEL can undertake any given assignment but how, given the great demand for its services, it will prioritize the assistance it provides in the future. As the sophistication and scope of its activities change and develop, CAPEL will need to establish criteria for determining when, where and at what the level it will provide technical assistance so that it will avoid being stretched too thin. This decision making process will become helpful in defining and, if necessary, limiting the extent of the services CAPEL provides considering its other ongoing commitments. At present CAPEL conducts "diagnostic surveys" or needs assessments for many of its activities; these diagnostic exercises establish credibility for training activities, help avoid the appearance of partisanship and become the basis for future technical assistance services offered to electoral bodies. CAPEL should use this process as a planning tool to examine and predict the potential scope and limit of future efforts not only within a given country but within the organizational unit.

2. While CAPEL has become fully integrated into Institute operations, there remains limited collaboration across program units. The Institute may wish to place greater stress on CAPEL's collaboration with other divisional units, to draw on the resources to enhance CAPEL's programs.

3. To help facilitate the transfer of lessons learned from one country to another, CAPEL's future grant requests should include support for compiling a comprehensive database that contains all pertinent electoral related information --electoral legislation, registration legislation, subsequent reforms, political party constitutions, indexing of existing legislation and a compilation of all recent electoral related publications both from CAPEL and other sources. CAPEL has already created a resource center from which it can obtain the necessary documents to maintain the database and is interested in establishing the database as a natural next step in consolidation of information on electoral processes. This information could then be made available to all interested organizations as a resource for facilitating electoral reform in individual countries.

4. To counteract the strain on its resources, CAPEL will need additional staff. Funds, however, are not presently available for administrative staff expansions nor to guarantee the successful recruitment of the long-term technical personnel CAPEL will need to respond to increased demands for its services in the future. Personnel from permanent electoral bodies may be available to assist CAPEL in other countries on a short-term basis, providing additional support to CAPEL in the field and limiting some of the stress on permanent staff while reinforcing institutional linkages.

5. Once sufficient funding is made available CAPEL should identify staffing needs for the next five-year period, so that CAPEL's budget can plan for increased demands on staff time and attempt to avoid overcommitment of staff members. A mixture of permanent staff, contract technical staff from a number of countries and potential short-term staff on loan from electoral organizations should be identified and recruited, drawn from the Institute's roster of human resources. Hiring technical consultants from within a given country to avoid travel expenses is one strategy CAPEL might wish to pursue as a policy. Collaborating with the other program units of the Institute on complimentary activities is another way to reduce costs across the board.

CHAPTER V: RESEARCH AND PUBLICATIONS

A. OVERVIEW

Research and information dissemination is a central part of the Institute's mission. The 1988 evaluation recommended that the Institute broaden the scope of its human rights research and publications while at the same time consolidating the coordination and control of research activities across program areas. Since 1988, the Institute successfully accomplished both objectives, producing an almost prolific number of high quality publications summarizing program activities and research.

Each program unit of the Institute is responsible for conducting projects that directly support ongoing programs and that assist in project planning. All research efforts must support Institute programs and services. IIHR publications are also directly linked to Institute programs. Each program produces its own publications; many of the programs are based on research activities, and document unit work. The majority of research and publications are regionally based, focusing on common issues and needs faced in the area of human rights. For example, two large regionally-based research projects recently resulted in Institute publications: Penal Systems and Human Rights in Latin America (1982-1986) by Dr. Eugenio Raul Zaffaroni and Indigenous Law and Human Rights in Latin America (1983-1989) by Rodolfo Stavenhagen.

Through its publications, the Institute compiles and disseminates the knowledge its gains from Institute-sponsored activities. The Institute also uses its own publications in courses to teach and promote the legal, judicial, social and political bases of human rights. Institute publications also fulfill promotion and outreach functions. For example, the Institute's bi-annual newsletter produced in Spanish and English, *Boletín*, updates readers on the Institute's most recent activities by country and program area; it also serves as a mechanism for outreach and follow-up for course graduates (see Appendix for copy).

The Institute's Center for Electoral Assistance and Promotion (CAPEL) also produces a number of publication series directly related to its work in promoting electoral processes. Two major regionally-based research works that resulted in publications are Comparative Electoral Legislation: Colombia, Mexico, Panama, Venezuela and Central America, produced in association with the Institute of Judicial Research at the National University of Mexico and Comparative Electoral Legislation: Argentina, Bolivia, Brazil, Chile, Ecuador, Paraguay, Peru and Uruguay, in association with the University of Uruguay. Numbering more than thirty-five, CAPEL's *Cuadernos* examine selected issues related to improving electoral processes. As part of its Elections and Democracy series, CAPEL also produces comprehensive reference documents. The Electoral Dictionary is a 700-page resource publication that defines electoral terms and concepts and provides historical examinations and background information for hundreds of entries. CAPEL's most recent publication An Agenda for the Consolidation of Democracy in Latin America is a good example of the Institute's participatory approach to

research. This publication includes a summary of proceedings from a conference held in Venezuela, in February 1990 attended by head statesmen from many Central and Latin American countries as a chapter in a 600-page volume that examines the state of and future direction of democracy throughout the region.

Individual program areas regularly produce publications based on ongoing research. The Institute's NGO unit publishes two series of periodic reports related to its efforts to strengthen democratic development through nongovernmental organizations. The first series examines technical assistance issues in support of NGOs. The second series focuses on problems and issues related to displaced, refugee and repatriated populations. The NGO unit also produces a comprehensive regional directory of human rights NGOs divided by country that is an extremely useful resource for human rights specialists working within the region. Currently, the NGO unit is completing a large research project on refugee protection and assistance in the Interamerican system which is helping focus its program on rights of indigenous peoples.

Since 1988, CAPEL has also published reports of International Election Observer Missions. These reports document progress in the establishment and maintenance of electoral systems in specific countries and also become the basis of future research and technical assistance. CAPEL also publishes summaries or *Memorias* of its Annual Interamerican Course on Electoral Assistance. As a cost saving measure, the most recent edition of *Memorias* has been published in four separate volumes. Each volume corresponds to major course topic. Interested parties who desire more information on a selected topic receive only the volume containing the information requested instead of the entire edition.

Research and publications activities are under the overall direction of the Assistant Director of the Institute who is also Director of CAPEL. In addition to the Assistant Director, the editorial board consists of several other members of the Institute's executive staff representing each of the program areas, members of the editorial staff and, depending on the publication topic, one of more external experts in the field. The editorial staff define editorial policy; edit all IHR written material; develop and monitor schedules for publications; draft the unit's operating budget and individual production budgets for each publication; coordinate work on special publications produced in collaboration with other human rights organizations; and manage publications distribution. IHR also partially underwrites selected modest research efforts (sub-projects) at regional universities and research centers.

IHR designs and prints its own publications. Its publications cover a broad range of subjects. IHR also produces an annual catalogue of publications which lists all IHR publications available. Most IHR publications are attractive and of high quality despite modest production budgets. IHR has also produced several posters, pamphlets and other educational materials to promote human rights and democratic messages. Produced as part of various initiatives for selected countries, these materials are designed to promote civil and human rights in culturally appropriate ways.

Finally, the Institute has established a "repository" and Documentation Center within the Costa Rican Library of the Inter-American Court of Human Rights devoted to its publications. All of its publications are catalogued there and are available through the Library system.

B. FINDINGS

- 1. The Institute has assembled a catalogue of excellent publications authored by prominent scholars from throughout the region, including several new documents that examine the problems of democratic transformation. Research and publications directly reflect the Institute's work in specific program areas; this has ensured that research have remained topical and relevant to the evolving needs of target audiences. All of the Institute's program units successfully participate in research and publications activities, routinely documenting and disseminating information on their activities. Publication content is regularly reviewed by the Board of Directors who together with the Institute's editorial staff, continue to work to improve the overall calibre and quality of published research.**
- 2. During interviews, respondents repeatedly stated that IIHR's research on human rights and electoral assistance issues is considered of high academic quality. More important, many respondents also stated that IIHR research and publications have fulfilled an important and previously unmet need for information and analysis for organizations and individuals working to promote, monitor and protect human rights in the Hemisphere. IIHR publications are generally widely read and are accessible to interested scholars and practitioners and have had a strong positive impact on improving the depth and breadth the discussion of human rights issues.**
- 3. One effective way the Institute has successfully disseminated research findings is through its courses and seminars. Special seminars conducted in specific countries have resulted not only in increased appreciation and communication regarding human rights among human rights groups but have led to additional country-specific research on seminar topics related to initial research and publications. These activities have led to several country-specific research activities (sub-projects, e.g., Guatemala, Bolivia), directed by IIHR course graduates.**
- 4. The Institute's publications mailing list numbers over 1500 including a core group of 65 donor organizations that receive all publications.**
- 5. Finally, the Institute's research and publications have served as valuable promotional pieces for IIHR's activities and have enhanced the Institute's role as a leader in human rights promotion. All of the individuals interviewed who were familiar with IIHR publications remarked on the value, utility and scholarship of IIHR published research and informational documents.**

C. RECOMMENDATIONS

- 1. The quality of the Institute's publications is widely recognized. However, the breadth and availability of these publications is not as widely known. The Institute might consider examining additional ways to promote publications so that individuals who may be familiar with CAPEL publications, for instance, will also become aware of research published by the Institute in other program areas. This assumes of course, that, additional cost can be financed under existing grants.**

2. While significant, the impact of IIHR publications is limited by the lack of personnel and funding, particularly to support translation and printing. As a result, distribution of IIHR publications is restricted to the Spanish-speaking populations of the region. English- French- and Portuguese-speaking groups do not currently have access to translated versions of IIHR research findings in their original form. If publications and circulation are to expand outside of the Spanish-speaking countries, additional funds will be necessary.
3. In cooperation with donors, the Institute should develop financial plans to expand regionally-based research and publications--both in terms of topics addressed and in outreach to different language groups. If the Institute does not currently have funds to support translation costs, it should consider the possibility of producing at a reduced cost to donors brief synopses of published research highlighting findings so that non-Spanish speaking audiences can benefit from a general understanding of the research.
4. The Institute should continue to expand its catalogue of publications. The Institute may also wish to consider publishing abridged versions of important technical research publications appropriate for audiences with lower levels of education to expand the potential for broad dissemination of information.
5. While the Assistant Director continues to maintain supervisory control over publications and research activities, the Institute should consider providing additional managerial support for these efforts through the appointment of the now vacant manager position to relieve Mr. Zavatto's daily responsibilities in this area, given his other managerial commitments within the organization.
6. The Institute should be encouraged to pursue its present strategy to select topics for academic research that apply to the Institute's programs and employ a highly participatory methodology enhancing program directions and appropriate interventions.
7. The Institute's intention to collaborate with other well-known and established academic centers in the region in research should also be encouraged as a means to reduce cost and keep the Institute-sponsored research very focused on program areas.
8. Consideration should be given to augmenting publications with audio-visuals and consolidating most frequently used materials for courses and technical assistance in a single document or a several volume set like, the *Memorias*.

APPENDICES

Appendix I

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BIBLIOGRAPHY

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Appendix II

INTERVIEW LIST

PEOPLE INTERVIEWED (By country where interviewed)

BOLIVIA

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Office of Democratic Initiatives
USAID/Guatemala

Arturo Herbruger Asturia
President
Supreme Electoral Tribunal

Ana Francisca Espana
President
Dolores Bedoya Molina Foundation

Monsenor Gerardo Flores
Bishop of Verapaz
Displaced Persons Program
Diocese of Verapaz

Alvaro Giovany Franco S.
Forensic Pathologist
Supreme Court

Monsenor Juan Gerardi
Auxiliary Bishop of Guatemala
Director
Office of Human Rights
Archdiocese of Guatemala

Alvarez Guadamuz
Attorney General
Office of Human Rights

Fernando Antonio Bonilla Martinez
Magistrate
Supreme Electoral Tribunal

Manuel Ruano Mejia
Magistrate
Supreme Electoral Tribunal

Ricardo Cajas Mejia
Member of the Executive Board
Agrupacion Indigena Shel'jui
Quetzaltenango

Marco Antonio Curuchich Mux
Permanent Director and Advisor
Guatemala Office of Indigenous Parliament of the Americas

Mario Roberto Guerra Roldan
Magistrate
Supreme Electoral Tribunal

Hector Rosada
Advisor
CAPEL

Victor Manuel Quezada Torres
Secretary to the President
Supreme Court

Sandra Ureta Valdez
Director of Training and Development
Supreme Court

Gabriel Antonio Medrano Valenzuela
Magistrate
Supreme Electoral Tribunal

Edmundo Vasquez
President
Supreme Court

Ron Witherell
Office of Democratic Initiatives
USAID/Guatemala

NICARAGUA

Dr. Harvey Argurto
Vice Minister
Office of National Education
Ministry of Education

Liliana Ayalde
Chief
Office of General Development
USAID/Nicaragua

Mila Brooks
Office of Democratic Initiatives
USAID/Nicaragua

Robert Gersony
Atlantic Coast Development Office
USAID/Nicaragua

Ronald Goddard
Deputy Chief of Mission
U.S. Embassy/Managua

Dr. Mateo Guerrero
Director
Pro-Nicaraguan Association on Human Rights

Dr. Lino Hernandez
Director
Permanent Commission on Human Rights

Dr. Owen Hodgson
Vice Minister
Ministry for Development of the Atlantic Coast

Dr. Sonia Munoz
ACNUR/Nicaragua

Santiago Murray
Director of Resettlement
CIAV-OEA/Nicaragua

Dr. Leonel Arguello Ramirez
Magistrate
Supreme Electoral Council

Violeta G. de Sandino
Sub-Director
Pro Nicaraguan Association on Human Rights

PANAMA

Vicente Archibold Blake, Esq.
Professor of Constitutional Law
Graduate, Interdisciplinary Course

Rene Crespo
Member
Executive Council
Movimiento Liberal Political Party

Debra D. McFarland
Chief
Office of Public Administration
AID/Panama

Carol Horning
Assistant
Office of Public Administration
USAID/Panama

Alexander Marguleis
Second Secretary/Acting Human Rights Officer
U.S. Embassy/Panama

Dr. Eduardo Valdez
Magistrate
Panama Electoral Tribunal

Elia A. Bim Vasquez, Esq.
Accountant & Legal Advisor
Graduate, Interdisciplinary Course

David J. Young
Vice Consul & Third Secretary
U.S. Embassy/Panama

UNITED STATES

Peter Bell
President
Edna McConnell Clark Foundation
Vice-Chairman, Board of Directors
Americas Watch and Inter-American Dialogue

Thomas Buergenthal
Chairperson, Board of Directors
IIHR
Judge
Inter-American Court of Human Rights

Margaret Crahan
Member, Board of Directors
IIHR

Joe Eldredge
Director
Washington Office of the Lawyers Committee on Human Rights

Patricia Fagen
United Nations High Commission for Refugees

Heather Foote
Washington Representative
Unitarian Universalist Service Committee

Lou Goodman
Dean
School of International Service
American University

Peter Hakim
Staff Director
Inter-American Dialogue

Roma Knee
USAID (retired)

Maria E. Mamelouk
Deputy Director
Office of Democratic Initiatives, LAC
USAID

Edith Marquez
Executive Secretary
Inter-American Commission on Human Rights
Organization of American States

Lars Schoultz
Professor of Political Science
University of North Carolina at Chapel Hill

Juan Mendez
Executive Director
Americas Watch

Carmen Delgado Votaw
Former Member, Board of Directors
IIHR

Alexander Wilde
Executive Director
Washington Office on Latin America (WOLA)

Appendix III

STATEMENT OF WORK

STATEMENT OF WORK

I. Activity to be Evaluated:

The contractor will perform a final evaluation of grantee performance under two A.I.D. Grants to the Inter-American Institute of Human Rights (IIDH):

No. LAC-0591-G-SS-6065-00, which supports IIDH programs in human rights education, research and promotion; and

No. LAC-0591-G-SS-6066-00, which supports the region-wide electoral assistance programs of CAPEL.

II. Purpose of the Evaluation:

The evaluation will assess the Grantee's performance in meeting program and organizational objectives under the two five-year grants. Particular emphasis will be placed on examining and documenting the Grantee's progress in organizational development and long-range strategic planning activities that have been supported by A.I.D. and other donor funding since 1988, and measuring resulting improvements in its capacity to carry out its mission as an academic institution with a unique role in the region.

III. Background:

A.I.D. has continuously provided program support to the Institute since its creation in 1980. In conjunction with a 1988 external mid-term evaluation of the current grants, A.I.D. and the Grantee mutually agreed to include an assessment of the institutional development needs of the IIDH and its then operationally autonomous Center for Electoral Assistance and Promotion (CAPEL). At that time, the Institute had reached a crossroads, facing the challenge of providing services and organizing and administering programs that had rapidly outgrown its human and financial resources. It was time for the IIDH directorate to take stock, determine future directions and develop a plan for obtaining the support needed to carry out its mandate. A.I.D. also needed this assessment to decide whether to depart from its longstanding policy of not funding core support to IIDH.

The 1988 evaluation was performed under Creative Associates' IQC by a team of experts in education, human rights, electoral administration and institutional development. The team was asked to assess the administrative/financial management, organizational

structure and programs, of IIDH/CAPEL in pursuit of the following objectives:

"1) to determine the Institute's effectiveness in meeting stated objectives of past and present A.I.D. assistance; 2) to determine the appropriate type and level of continued A.I.D. financing, particularly with regard to institutional support; and 3) to advise and assist the Institute on the design and implementation of a long-range plan for institutional development that will help establish a sound financial base and assure better coordination and application of the total range of its donor assistance toward the achievement of its mandate."

The technical advice provided by evaluation team members launched a process of strategic planning and institutional development that the Grantee has continued to implement. The institutional development specialist facilitated the initial staff retreats, and helped IIDH develop an action plan for obtaining technical assistance on improving personnel and financial management. Recommendations by the education specialists on revamping the design, administration and evaluation of training and education programs were incorporated into forward planning. Acting on the strong recommendation of the evaluation team, A.I.D. reversed its policy on core support and provided funding for institutional development during the remaining grant period. Other donors, primarily the Canadian International Development Agency (CIDA) and The Frederick Naumann Foundation, also provided funding and technical advisors to advance this process.

The IIDH has used these funds to obtain expertise and equipment required to upgrade personnel and financial management systems, provide staff training, and improve program planning and information management and delivery services. Other accomplishments include securing a permanent location that provides new and expanded office space to accommodate a staff that has virtually doubled since the mid-term evaluation, and increasing and diversifying sources of donor funding. CAPEL's staff and data center, formerly located in separate quarters, have been fully integrated into the IIDH at its new location.

IV. Team Composition, Qualifications

The scope of work for this evaluation requires an interdisciplinary team of five professionals with the combination of skills described below.

--thorough knowledge of Latin American social and political culture gained through living and working in the region

- fluency in the Spanish language
- demonstrated effective analytical and writing skills
- background and experience in organizational development, management, financial and operational systems
- training and experience in formal and informal adult education, including curriculum and materials development processes, instructional practices, in-service training and evaluation
- background and experience in human rights defense, education and promotion, knowledgeable about human rights issues, needs and remedies in the LAC region
- specialized knowledge of Latin American political structures and practices, particularly electoral law and administration
- substantial knowledge of and experience with Latin American NGO's in general, and human rights organizations in particular
- familiarity with A.I.D. programs, policies and procedures, and experience in the evaluation of A.I.D. projects.

Ideally, the team will be composed of both U.S. and Latin American members. To the extent possible, the contractor should seek to employ the same individuals who conducted the 1988 mid-term evaluation to take advantage of their baseline knowledge of the Institute's history and mandate as well as the situation at that time.

One of the team members will be designated as chief of party, with responsibility for coordinating data gathering activities and for supervising preparation of the final report. Except for the chief of party, it is permissible for the contractor to use more than one person for any single assignment.

V. Methods, Procedures and Level of Effort

The team will measure the progress made by IIDH/CAPEL since the 1988 evaluation, with particular attention to its education programs (country programs in human rights education, interdisciplinary course, training for NGO's, annual electoral course, civic education programs); CAPEL's technical assistance, training and election observer programs; and institutional

development activities (measures taken to improve administrative and financial management, program planning and design, and increased levels and sources of funding). The team will assess the quality, relevance and impact of the programs and the effectiveness of new policies, systems and organizational changes made during the past three years.

The evaluation team will conduct site visits to the Institute's headquarters in San Jose, Costa Rica and to selected other countries in Latin America. Data will be collected through review of progress reports and other documentation, observation of IIDH/CAPEL program activities, consultations with IIDH directorate, staff and associates, and interviews (in person or by fax or telephone) with other individuals who have participated in or have knowledge about Institute programs, including representatives of donor organizations.

Programs to be examined and locations visited will include the Interdisciplinary Course (August 1-10, 1991) in San Jose, and selected other human rights education and CAPEL programs in the following countries: Bolivia, Brazil, Argentina, Chile, Paraguay; Guatemala, El Salvador, Nicaragua, Honduras, Panama, and Costa Rica. Program and site selection will be made in consultation with the A.I.D. project manager and the IIDH directorate.

The level of effort required will be approximately 130 workdays, including 25 days each of two education specialists who will examine (and where possible, observe or monitor) education programs to evaluate the relevance of their methodologies and content to client needs and, thus, to the Institute's mission; 25 days for an institutional development specialist to assess the organizational measures the Grantee has completed, review program and resource gathering strategies as to feasibility and appropriateness, and provide advice on future development; 15 days for a human rights specialist to validate or help redefine the Institute's program strategy in light of the dramatic changes in human rights conditions in the region; and 25 days for an electoral specialist to evaluate CAPEL training, technical assistance and observer programs. An additional 15 days will be allocated to the Chief of Party for preparation of draft and final evaluation reports.

Prior to commencing the field work, the team will consult with the A.I.D. project manager in Washington, D. C. (LAC/DI) to obtain background information, review files, develop and refine the scope of the issues to be examined, and identify the key people to be interviewed. The timing and sequence of data gathering activities will be left to the discretion of the team, subject to budgetary constraints and adherence to established deadlines. Data analysis and writing should be coordinated on an ongoing basis.

VI. Reporting Requirements

A draft of the final evaluation report will be submitted for review by the LAC/DI project manager five (5) working days after completion of the field work. After receiving A.I.D. comments on the draft, the contractor will have ten (10) working days for completion of the final report.

The contractor will provide ten (10) copies of the report, in English.

The report will be organized as follows: Executive Summary, Table of Contents, Body of the Report, and Appendices.

The executive summary states the purpose of the evaluation, study method, principal findings, conclusions and recommendations, and lessons learned about the design and implementation of the activity.

The body of the report will describe the program being evaluated; the political, social and professional context of the project; the objectives of the evaluation; evaluation findings and conclusions drawn; and recommendations of future actions to improve institutional capacity and performance.

The appendices should include a copy of the evaluation scope of work, study questions, a list of documents consulted and individuals and institutions contacted.

Appendix IV

**STATUTE OF THE
INTERAMERICAN INSTITUTE OF HUMAN
RIGHTS**

STATUTE OF THE INTER-AMERICAN INSTITUTE OF HUMAN RIGHTS

- I. Resolution of the Board of Directors of the Inter-American Institute on March 17, 1989 relative to the amendment of its Statute
- II. Reform of the Statute of the Inter-American Institute of Human Rights and publication of the amended text
- III. Amended Statute of the Inter-American Institute of Human Rights
- IV. Constitutive Agreement of the Inter-American Institute of Human Rights, July 30, 1980

I

On March 17, 1989, the Board of Directors of the Inter-American Institute of Human Rights approved the amendment of its Statute.

The Resolution passed reads as follows:

The Board of Directors of the I/HR, being gathered together in a General Assembly and pursuant to the powers granted to it under Articles 14 and 27 of its Statute,

HEREBY DECREES:

- I. That Article 15 be amended to the Statute of the Inter-American Institute of Human Rights, to read as follows: (omissis)
- II. This amendment shall enter into effect upon its approval by the Board.
- III. The Office of the Executive Director is charged with the immediate publication of the amended Statute of the Institute.

II

In compliance with Articles I and III of the Board resolution transcribed above, the Office of the Executive Director has proceeded to draft the text of the amended Statute for publication, by combining the articles of the original Statute that were not amended with the new article adopted.

The amended text of the Statute now published replaces in its entirety the Statute previously in force, adopted on May 12, 1985, in San José, Costa Rica.

III

Amended Statute of the Inter-American Institute of Human Rights (IIIR)

The Inter-American Institute of Human Rights, established by the Constitutive Agreement concluded between the Inter-American Court of Human Rights and the Government of Costa Rica, shall be governed by the following Statute:

- 1) The Institute is an autonomous, international academic institution possessing all the requisite legal standing and capacity at the international and domestic, public and private levels for the teaching, research and promotion of human rights and related disciplines.
- 2) The Institute shall enjoy academic, operational, budgetary and financial autonomy.
- 3) The seat of the Institute shall be San José, Costa Rica. It may establish offices and branches in any country of the Americas.
- 4) The Institute shall base its activities on the principles of representative democracy and the

rule of law, ideological pluralism, respect for human rights and basic freedoms and their international protection, academic freedom, and international solidarity and cooperation, without discrimination of any type whatsoever.

- 5) The aims of the Institute shall be the teaching, research and promotion of human rights, with a multidisciplinary approach that should pay particular attention to the problems of the Americas.
- 6) The Institute shall relate its activities to the work of the Inter-American Court of Human Rights and may collaborate with the Inter-American Commission on Human Rights and with any other institution that pursues analogous or complementary aims and objectives and respects the principles of the Institute.
- 7) The Institute may engage in any juridical act and carry out such other activities as may be necessary to achieve its objectives and, in particular, the following:
 - a) Organize conferences, colloquiums, courses, meetings, round tables and, in general, employ any other method for the teaching, research and promotion of human rights;
 - b) Organize research programs on human rights that can be carried out with the cooperation of other national, foreign or international institutions that pursue analogous or complementary aims and share the principles of the Institute;
 - c) Foster teaching, research and promotion of human rights at all levels and types of education;
 - d) Develop publication programs;
 - e) Compile and distribute publications regarding human rights;
 - f) Create, develop and maintain a library specializing in human rights;
 - g) Establish a multidisciplinary information center on human rights, with special emphasis on the Americas;
 - h) Draw up projects for the establishment of national institutes for the protection and promotion of human rights in the Americas

and provide advisory services to government and public and private enterprises upon request; and

- i) Carry out any other activity that might be useful or necessary for the attainment of its aims.
- 8) The Institute shall be composed of the following categories of members:
 - a) Ex-Officio: The judges of the Inter-American Court of Human Rights while in office. At the end of their terms, they shall automatically pass to category b);
 - b) Individual: Experts on human rights and persons devoted to their defense, protection, teaching or research;
 - c) Honorary: Persons who have distinguished themselves in serving the cause of human rights;
 - d) Associate: As established by the Regulations; and
 - e) Sponsors: Individuals or groups, whether international or national, public or private, who take an interest in, and contribute financially to, the cause of human rights through the Institute's activities.
- When it is deemed useful for the attainment of its aims, the Institute may involve any group or individuals in its work without granting them membership status.
- 9) The members of the Institute shall be appointed by the Board, in accordance with the relevant Regulations.
 - 10) The organs of the Institute shall be: the Board, the Permanent Commission and the Office of the Executive Director.
 - 11) There shall also be a Conference of an essentially academic and consultative nature, composed of ex-officio, individual, honorary and associate members. The sponsors thereof shall have observer status. The Board may invite other persons of prominence in the field of human rights to take part in the Conference.
 - 12) The Conference shall meet at such times and places as the Board shall determine.

- 13) In matters not governed by this Statute, the Conference shall function in accordance with the relevant general Regulations, as approved by the Board.
- 14) The Board is the supreme organ of the Institute. It has the following functions, in particular:
- a) To appoint the members of the Institute;
 - b) To approve the Institute's general Regulations, as also the statutes of any decentralized institutions it may decide to establish;
 - c) To approve the creation and statutes of the National Chapters;
 - d) To nominate the elective members of the Permanent Commission and create whatever commissions it deems advisable;
 - e) To appoint the Executive Director and Deputy Executive Director;
 - f) To receive the report on the activities of the Institute presented by the Executive Director in consultation with the Permanent Commission;
 - g) To review the work program proposed by the Executive Director in consultation with the Permanent Commission;
 - h) To approve the Institute's two-year budget as proposed by the Executive Director in consultation with the Permanent Commission;
 - i) To pass on the financial statements and on the report presented by the External Auditor;
 - j) To amend the Statute now in force;
 - k) Any other such powers as are not specifically assigned to any other organ of the Institute under this Statute or the General Regulations.
- 15) The Board shall be composed of no less than fifteen and no more than twenty-one members and, in addition, shall also include as ex-officio members any of the judges of the Inter-American Court present at its meetings. Upon the termination of their judicial functions, the judges of the Inter-American Court of Human Rights, who have served for at least six years in that capacity, shall continue as ex-officio members of the Council for a period of three years. Thereafter they shall be eligible for election among the 21 regular members thereof.
- 16) The members of the board shall be appointed by cooptation for a term of three years. They may be re-elected.
- 17) The Board shall have a President and two Vice-Presidents. They shall be elected by the Board for a term of two years and may be re-elected.
- The Board may designate honorary Board members who may participate in its sessions and have the right to speak.
- The Executive Director and in his absence, the Deputy Executive Director, shall serve as Secretary and Deputy Secretary of the Board.
- 18) The Board shall hold at least one regular annual meeting on a date to be fixed by the President. It shall hold special meetings when convened by the President or the Permanent Commission.
- 19) Quorum shall consist of the absolute majority of the current members of the Board. Decisions shall be adopted by the majority of the members present. In case of a tie vote, the President shall cast the deciding vote.
- 20) The appointment of the members of the Institute and the use of the powers contemplated in Article 14 paragraph c) shall be decided by a majority of the members of the Board. A majority vote shall also be required in those cases where it is prescribed under the current Statute.
- 21) The Permanent Commission shall be composed of the President, the two Vice-Presidents and two members of the Board nominated by that body for a term of one year.
- 22) The Permanent Commission shall meet when convened by the President.
- 23) The duties of the Permanent Commission shall be to cooperate with the Office of the Executive Director in the discharge of its functions, providing it with advice when requested to do so and assisting it when deemed necessary and, particularly, to perform the functions of the Board when it is not in session, provided that such functions are not reserved exclusively to the Board, and discharge such duties as the Board may delegate or entrust to it. The Permanent Commission shall present a report on these activities to the Board.

- 24) The Executive Director is the legal representative of the Institute. He shall have the following duties:
- a) To prepare the report on activities, the general work program and the draft budget of the Institute, which shall be presented to the Board;
 - b) To appoint the Institute's technical and administrative staff, in accordance with the funds allocated in the budget;
 - c) Whatever obligations are entrusted to him by this Statute, the Regulations and the Board;
 - d) In general, all the functions inherent in his position as administrative head of the Institute.
- 25) The Deputy Executive Director shall assist the Executive Director in his work and shall assume his functions in the latter's absence.
- 26) The accounts of the Institute shall be examined by an External Auditor appointed by the Board of Directors.
- 27) This Statute may be amended by means of a resolution proposed by any of the members of the Board or by the Executive Director and approved by a majority of the members of the Board after hearing the opinion of the Permanent Commission.
- 28) The Institute may be dissolved only by a resolution of the Board adopted by a majority of its members after consultation with the Permanent Commission and the Executive Director. The resolution ordering the dissolution of the Institute shall also regulate the disposition of its assets and designate a Liquidation Commission.

IV

The text of the Constitutive Agreement of the Inter-American Institute of Human Rights to which the Preamble to the Statute refers reads as follows:

CONSTITUTIVE AGREEMENT OF THE INTER-AMERICAN INSTITUTE OF HUMAN RIGHTS

The Government of the Republic of Costa Rica (hereinafter "The Government"), represented at these proceedings by its Minister of Foreign Affairs and Worship, Licenciado Rafael Angel Calderón

Fournier, and its Minister of Justice, Licenciada Elizabeth Odio Benito, and the Inter-American Court of Human Rights (hereinafter "the Court"), represented at these proceedings by its President, Dr. Rodolfo Piza Escalante, conclude this Constitutive Agreement and agree to establish the Inter-American Institute of Human Rights (hereinafter "the Institute") with headquarters in San José, Costa Rica, in accordance with the following provisions:

FIRST: The Inter-American Institute of Human Rights is an autonomous, international academic institution, as described in Article 1 of its Statutes, attached hereto and added as an annex to this Agreement, as approved by the Court.

SECOND: The Government accords full juridical capacity to the Institute under the domestic law of Costa Rica, which status may be recorded in the Register of Persons of the Public Registry Office.

THIRD: The Institute as such as well as its Director, its Associate Director and its duly accredited Academic Staff, provided that they are neither Costa Ricans nor residents of the country, shall enjoy the immunities, exemptions and privileges established under the Agreement on Privileges and Immunities of the Organization of American States dated May 15, 1949 for their corresponding rank, without prejudice to any other privileges and immunities that may be granted by virtue of agreements entered into between the Institute and the Government.

FOURTH: This Agreement shall enter into force, for purposes of clauses the second and the third, upon ratification by the Legislative Assembly of the Republic of Costa Rica.

Signed in San José, on the thirtieth day of July, nineteen hundred eighty, in two copies in the Spanish language, both texts being equally authentic and valid.

For the Government of the Republic of Costa Rica

Rafael Angel Calderón Fournier,
Minister of Foreign Affairs and Worship

Elizabeth Odio Benito,
Minister of Justice

For the Inter-American Court of Human
Rights

Rodolfo Piza Escalante
President of the Inter-American Court of
Human Rights

Appendix V

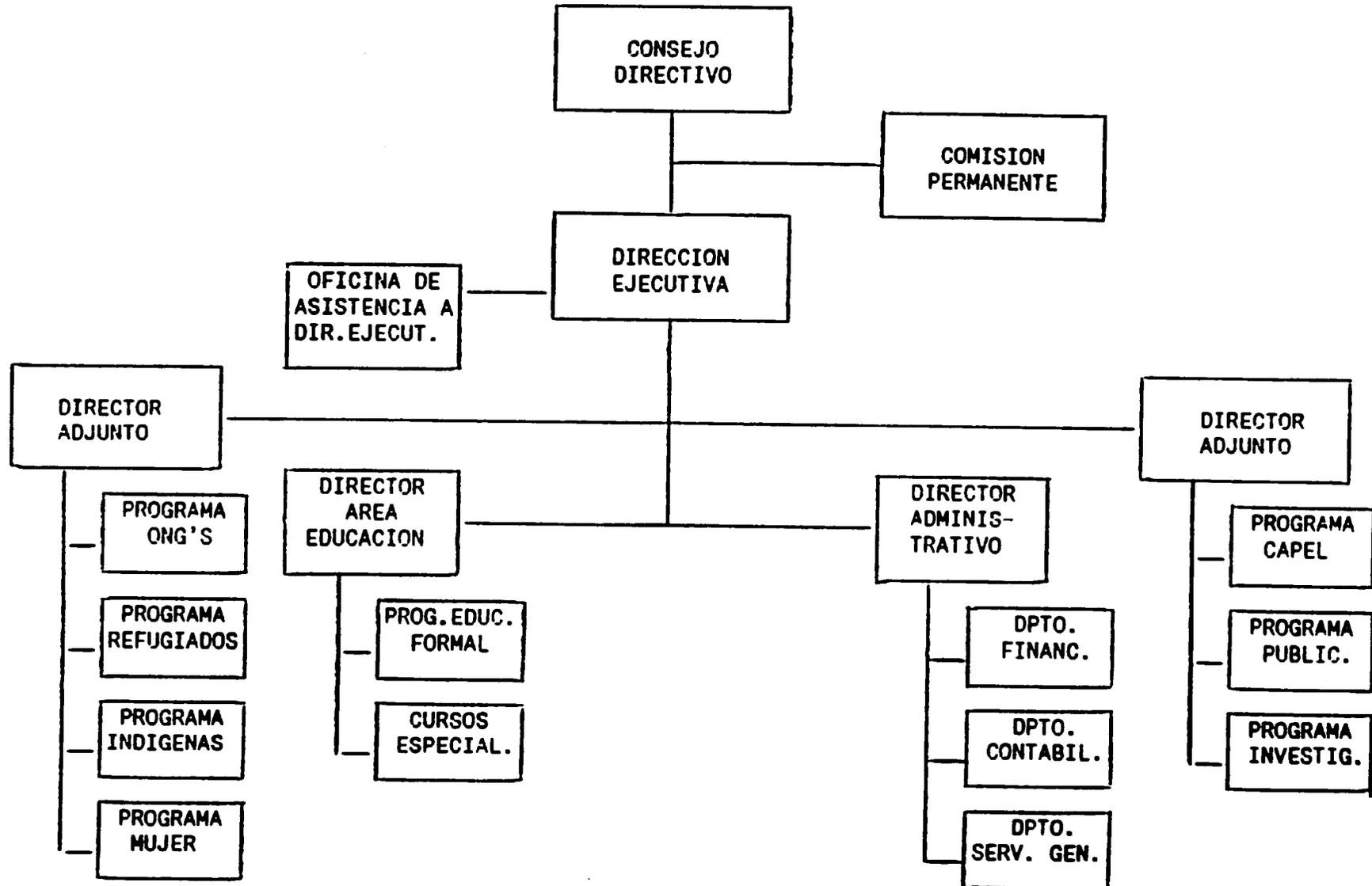
ORGANIZATIONAL CHART

INSTITUTO INTERAMERICANO DE DERECHOS HUMANOS

02

ORGANIGRAMA

1991



Appendix VI

BOARD OF DIRECTORS

INSTITUTO INTERAMERICANO DE DERECHOS HUMANOS

CONSEJO DIRECTIVO

Presidente:	Thomas BUERGENTHAL	United States
Vicepresidentes:	Pedro NIKKEN	Venezuela
	Oliver JACKMAN	Barbados
Miembros:	Lloyd G. BARNETT	Jamaica
	Allan BREWER-CARÍAS	Venezuela
	Marco Tulio BRUNI-CELLI	Venezuela
	Augusto CANÇADO TRINDADE	Brazil
	Máximo CISNEROS	Peru
	Gisèle CÔTÉ-HARPER	Canada
	Margaret CRAHAN	United States
	Mariano FIALLOS OYANGUREN	Nicaragua
	Héctor GROS ESPIELL	Uruguay
	Claudio GROSSMAN	Chile
	Louis HENKIN	United States
	Emilio MIGNONE	Argentina
	Máximo PACHECO	Chile
	Carlos Roberto REINA	Honduras
	Luis Adolfo SILES SALINAS	Bolivia
	Rodolfo STAVENHAGEN	México
	Walter TARNOPOLSKY	Canada
	Cristian TATTENBACH	Costa Rica
	Edmundo VARGAS CARREÑO	Chile
	Fernando VOLIO JIMÉNEZ	Costa Rica
Miembros Ex-Officio:	Héctor FOX-ZAMUDIO	México
	Orlando TOVAR TAMAYO	Venezuela
	Rafael NIETO NAVIA	Colombia
	Policarpo CALLEJAS BONILLA	Honduras
	Julio A. BARBERIS	Argentina
	Rodolfo E. PIZA ESCALANTE	Costa Rica
Directora Ejecutiva:	Sonia PICADO SOTELA	Costa Rica
Subdirectores:	Roberto CUÉLLAR	El Salvador
	Daniel ZOVATTO GARETTO	Argentina

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Appendix VII

LIST OF DONORS

DONORS

Government of Argentina
Government of Canada
Government of Costa Rica
Government of Spain
Government of Great Britain
Government of Holland
Government of Honduras
Government of Norway
Government of Belgium
Government of Switzerland
Government of Uruguay
Government of Venezuela
Canadian Agency for International Development (ACDI)
United States Agency for International Development (USAID)
United Nations High Commission for Refugees (UNHCR)
Swedish Authority for International Development (ASDI)
United Nations Center for Human Rights
Inter-American Commission of Human Rights
Inter-American Court of Human Rights
Spanish Red Cross
Ford Foundation
Friedrich Naumann Stiftung
Jacob Blaustein Institute
Latin American Institute for the Prevention of Crime and
Delinquency (ILANUD)
United Nations Organization for Education, Science and Culture
(UNESCO)
Central American Development Program for the Displaced, Refugees
and Repatriates (PRODERE)
Georgetown University
University of Heidelberg
Florida International University

Appendix VIII

BUDGET

INSTITUTO INTERAMERICANO DE DERECHOS HUMANOS
 DISPONIBILIDAD DE FONDOS PARA 1991

ACTIVIDAD O AREA DE TRABAJO	FOND NORUEGA	FOND MEXICO 91/93	FOND MEXICO 89/91	A.I.D. I.I.D.H. PROPUESTA	A.I.D. I.I.D.H. DISPONIBLE	A.I.D. CAPEL PROPUESTA	SUECIA (ASDI)	CANADA (ACDI)	FRIEDRICH MAURMAN	FOND U.S.A. 91/93	FOND U.S.A. 89/91	SUIZA J.E.C.P.	OTROS DONANTES EN TRAMITE (1)	PROPUESTAS EN TRAMITE (2)	PRESUPUESTO PARA 1991	%
APOYO INSTITUCIONAL :																
SALARIOS Y HONORARIOS	25.000	5.005	7.700	100.000	37.000	175.000	32.800	31.550	91.000	21.957	36.000	0	0	0	563.012	18.20%
MISIONES INSTITUCIONALES	40.000	0	0	0	0	0	22.000	12.000	0	2.100	0	0	0	0	75.100	2.46%
SOPORTE ADMINISTRATIVO	35.000	11.250	0	50.000	23.000	30.000	70.600	47.550	0	0	15.000	12.000	10.000	0	304.700	9.65%
PROGRAM PLANNING	0	0	0	25.000	0	0	0	0	0	0	0	0	0	0	25.000	0.81%
	100.000	16.255	7.700	175.000	60.000	205.000	125.400	91.400	91.000	24.057	51.000	12.000	10.000	0	968.012	31.31%
INVESTIGACION Y PROMOCION. AREA DE ONGs :																
PROYECTOS DE REFUGIADOS	20.000	0	0	20.000	122.000	0	16.500	0	0	0	0	0	0	0	138.500	6.07%
PUEBLOS INDIGENAS	20.000	0	0	20.000	91.000	0	16.500	0	0	0	0	0	0	0	147.500	4.77%
PROGRAMAS DE UNO	20.000	45.733	116.300	0	0	0	16.500	0	0	0	0	0	0	0	231.533	7.48%
PROYECTO LEGAL	0	0	0	0	46.000	0	0	0	0	0	0	0	33.000	0	231.533	7.48%
ACTIVIDADES PROMOCIONALES	0	0	0	10.000	52.000	0	0	0	0	0	0	0	0	0	46.000	1.49%
PUBLICACIONES	0	512	6.000	0	0	0	0	0	0	0	0	0	0	0	72.000	2.32%
DISCRIMINACION DE LA MUJER	40.000	0	0	0	0	0	13.000	0	0	1.000	41.000	0	0	0	48.562	1.57%
	100.000	46.245	122.300	60.000	321.000	0	62.700	0	0	1.000	41.000	0	33.000	0	707.295	25.44%
DEFENSAS EN TRANSITO :																
PARTIDOS POLITICOS	20.000	0	0	0	0	0	0	0	0	0	0	0	0	0	20.000	0.65%
SEMINARIOS PROMOCIONALES	15.000	0	0	0	0	25.000	0	0	0	0	0	0	0	0	40.000	1.25%
MISIONES DE OBSERVACION	15.000	0	0	0	0	10.000	13.000	0	0	0	0	0	0	0	68.000	2.19%
ASISTENCIA ELECTORAL	0	0	0	0	0	100.000	13.000	0	0	0	0	0	0	0	120.200	3.65%
BIBLIOTECA Y CENTRO DOCUM.	0	0	0	0	0	10.000	0	0	0	0	0	207.000	0	0	40.000	1.25%
INVESTIGACION	0	0	0	0	0	140.000	0	0	0	0	0	0	0	0	140.000	4.52%
INTERCAMBIO PROMOCIONAL	0	0	0	0	0	60.000	0	0	0	0	0	0	0	0	60.000	1.84%
	50.000	0	0	0	0	405.000	26.400	0	0	0	0	207.000	0	0	649.400	22.55%
TRAINING :																
CURSO INTERDISCIPLINARIO	0	0	0	120.000	90.000	0	0	0	0	28.350	25.000	0	5.000	0	248.350	8.67%
OTROS CURSOS (EDUCACION)	0	0	0	70.000	3.000	0	0	33.000	109.000	0	16.000	0	15.000	0	246.600	7.97%
CURSO DE CAPEL	0	0	0	0	0	30.000	0	0	0	0	0	0	0	0	90.000	2.91%
EXPERTS MEETING	0	0	0	25.000	0	0	0	0	0	0	0	0	0	0	25.000	0.81%
CURSOS ESPECIALIZADOS	0	0	0	0	0	0	19.000	0	0	0	0	0	0	0	19.000	0.64%
	0	0	0	215.000	93.000	90.000	19.000	33.600	109.000	28.350	41.000	0	20.000	0	649.750	21.00%
TOTAL	250.000	62.500	130.000	450.000	474.000	700.000	234.300	125.000	200.000	53.457	133.000	219.000	63.000	0	3,094,257	100.00%
PORCENTAJE	8.06%	2.02%	4.20%	14.54%	15.32%	22.62%	7.57%	4.04%	6.46%	1.73%	4.30%	7.08%	2.04%	0.00%	100.00%	

(1) OTROS DONANTES : SE INCLUYEN LOS GOBIERNOS DE LA REPUBLICA DE COSTA RICA, EL DE LA REPUBLICA DE HONDURAS, EL DE ESPANA, EL DE HOLANDA, EL DE VENEZUELA Y LA CRUZ ROJA INTERNACIONAL.

(2) PROPUESTAS EN TRAMITE : CORRESPONDEN A NEGOCIACIONES QUE SE REALIZAN CON POTENCIALES DONANTES DEL I.I.D.H., ENTRE ELLOS CITAMOS, A LOS GOBIERNOS DE ARGENTINA, URUGUAY, BRAZIL, EL SALVADOR, PARAGUAY Y EL DE SUIZA, Y LA UNIVERSIDAD DE GEORGETOWN. LOS MONTOS CORRESPONDIENTES A CADA DONANTE ESTA PENDIENTE DE DEFINIR (NEGOCIAR).

Appendix IX

INTERDISCIPLINARY COURSE TOPICS

**CUADRO GENERAL DE TEMAS DE
LOS CURSOS INTERDISCIPLINARIO
(1987-1991)
PARTE I**

TEMAS	1987	1988	1989	1990	1991
FILOSOFICOS - CONCEPTUALES					
1. Derechos Humanos (Concepto y Fundamentos filosóficos)		X	X	X	X
2. Desafíos en Derechos Humanos					X
3. Derechos Humanos y Cambio Social	X				
4. Relectura Filosófica de las Declaraciones Universal y Americana de Derechos Humanos		X			
5. Introducción al Derechos Internacional de los Derechos Humanos		X		X	
6. Realidad de los Derechos Humanos en América Latina			X		
7. Tolerancia y Discriminación				X	
PROCEDIMENTALES					
1. Sistema Universal de Protección de los Derechos Humanos	X	X	X		
2. La Comisión Interamericana de Derechos Humanos	X	X	X	X	X
3. La Corte Interamericana de Derechos Humanos	X	X	X	X	X
4. Problemas Relativos a la Protección de los Derechos Humanos	X				
5. Los Derechos Humanos y los Sistemas Regionales	X	X	X	X	
6. Los Recursos Constitucionales en la Protección de los Derechos Humanos	X				

**CUADRO GENERAL DE TEMAS DE
LOS CURSOS INTERDISCIPLINARIO
(1987-1991)
PARTE II**

TEMAS	1987	1988	1989	1990	1991
RELACIONADOS CON LOS PROGRAMAS					
1. Las poblaciones Indígenas en América Latina	X	X	X	X	X
2. Derechos Políticos y Transición a la Democracia	X	X	X	X	X
3. Situaciones de Excepción y Aplicación de los Derechos Humanos	X	X			X
4. Mujer y Derechos Humanos		X			X
5. La Labor de las Organizaciones No Gubernamentales	X	X	X	X	X
6. Nuevas Situaciones en la vigencia de los Derechos Humanos			X		
7. Educación y Derechos Humanos	X	X	X	X	X
8. Derecho Internacional y Protección de los Refugiados	X	X	X	X	X
CONEXOS					
1. Situación de la Protección de los Derechos del Niño			X		X
2. Sistemas Penales y Derechos Humanos	X	X	X	X	X
3. Derecho Internacional Humanitario	X	X	X	X	X
4. Fuerzas de Seguridad y Derechos Humanos				X	X
5. Medio Ambiente y Derechos Humanos					X
6. Desarrollo, Deuda y Derechos Económicos	X	X	X		
7. El Papel de Amnistía Internacional en las Américas	X	X			

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CONEXOS	1987	1988	1989	1990	1991
8. Paz y Derechos Humanos	X				
9. Iglesias, Procesos Políticos y Derechos Humanos		X	X		
10. Discriminación por Raza			X		
11. Salud, Desarrollo y Derechos Humanos			X	X	
12. Libertad de Información y Medios de Comunicación				X	
13. Los Derechos Humanos en las Sociedades Socialistas en Cambio				X	

CAPEL will shortly publish Electoral Newsletter No. 3 which will deal extensively with its activities in Nicaragua, as well as, the electoral process.

INTER-AMERICAN COURT OF HUMAN RIGHTS

Activities

Without prior notification, and with the presence of Judges Hector Gros Espiell, Thomas Buergethal, Policarpo Callejas Bonilla, Orlando Tovar Tamayo and Sonia Picado Sotela, the Court met in Special Session on January 9, 1990, at the Court's headquarters in San Jose, Costa Rica, for it to consider the resignation of its President Hector Gros Espiell, effective as of March 1, 1990, to enable him to take the office of Uruguayan Minister of Foreign Affairs, a post incompatible with that of a Judge of the Court, in accordance with Article 18 of the Statute.

In the light of Judge Gros Espiell's resignation, which was duly accepted by the Court, Judge Hector Fix-Zamudio wrote to the General Secretary of the OAS requesting that he inform the States Parties of this resignation so that they might proceed to submit nominations for this post during the Twentieth Ordinary Period of Sessions of the General Assembly of the OAS, which is to take place in Asuncion, Paraguay, beginning June 4, 1990.

On January 10, 11 and 12, 1990, the Judges of the Court met with the members of the African Commission of Human Rights. At this meeting, there was an exchange of ideas on the practice of International Human Rights protection in the Inter-American and African Systems. The purpose of these discussions was to permit each system to benefit from the experience of the other. The President of the Inter-American Commission of Human Rights, Ambassador Oliver Jackman, attended this meeting.

By a resolution dated July 10, 1989, the Court elected Manuel E. Ventura Robles as its Secretary, in accordance with the provisions of Article 58.2 of the American Convention of Human Rights. The Secretary took his post on January 1, 1990, for a period of five years. As a result of this appointment, the President of the Court wrote to the General Secretary of the OAS requesting that he set in motion the process leading to the selection of a new Deputy Secretary, in view of the vacancy left by the promotion to Secretary of Ventura.

Board of Directors	
President:	Thomas Buergethal
Vice-presidents:	Felipe Milham Oliver Jackman
Members:	Lloyd Baum, Allen Brewer-Caria, Miguel Tullio Escud-Collá, Augusto Caspado Titula, Mónica Chaves, Margaret E. Cohen, Carmen Dolgado Vique, Lúcia Horta, Eduardo Jiménez de Aréchaga, Emilio Mignone, Mauro Mattary Cohen, Jorge A. Méndez, Mónica Pacheco, Roberto E. Piza E., Catalina Rodríguez-Piñón, Luis Adolfo Sáez Solís, Rodolfo Stavenhagen, Walter Tsurupinsky, Cristina Tzucbank, Edmundo Vargas Carrota, Fernando Velásquez
Ex-Officio Members:	Hector Fix-Zamudio, Rafael Nieto Navia, Policarpo Callejas Bonilla, Orlando Tovar
Executive Director:	Sonia Picado S
Assistant Directors:	Roberto Culler Damián Zavotta

NEWSLETTER

INTER-AMERICAN INSTITUTE OF HUMAN RIGHTS

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San José - Costa Rica

Appendix X

INTER-AMERICAN INSTITUTE OF HUMAN RIGHTS NEWSLETTER

NEWSLETTER

INTER - AMERICAN INSTITUTE OF HUMAN RIGHTS

INSTITUTIONAL NEWS

The Inter-American Institute of Human Rights, which this year completes its first decade of uninterrupted work in Human Rights in the American Continent, initiated its program of work for 1990 with three activities beginning the second week of January.

Declaration of Religious Freedom

The first of these, on January 7-10, was the third meeting of experts for the preparation of a commentary on the Declaration of Religious Freedom. The group - composed of Elizabeth Odio Benito (Costa Rica), Rudolf Bernhardt (Germany), Thomas Buergenthal (USA), Alexandre Kiss (France), Edward G. Lee (Canada), Sidney Liskofsky (USA), Theodor Meron (USA), Oscar Schachter (USA), Anne Sforza (France), Jerome Shestack (USA), Louis Sohn (USA), Donna Sullivan (USA) and Sonia Picado (Costa Rica), prepared a document that will be published in the next few months with the sponsorship of the Jacob Blaustein Institute. The meeting was a continuation of others held in 1988 in New York and 1989 in Strasbourg.

African Commission on Human and Peoples' Rights

Similarly, the African Commission on Human and Peoples' Rights held a joint meeting with the Inter-American Court and the Inter-American Commission on Human Rights. The purpose of this joint meeting was to exchange experiences and compare systems, and it led to important conclusions and the design of future cooperation mechanisms.

The activity was sponsored by UNESCO and the Federal German Republic's Friedrich Naumann Foundation and took place on January 10-12 of this year. Among those attending were six members of the African Commission, the Judges of the Inter-American Court of Human Rights, and Oliver Jackman, President of the Inter-American Commission of Human Rights.

Visit of the Jacob Blaustein Institute

Finally, a Special Mission of the Board of the Jacob Blaustein Institute visited Costa Rica to observe the work of the IIHR firsthand and to analyze the process of democratic transition in Latin America. The group was composed of: Barbara & David Hirshchorn, Charlotte & Alexander Holstein, Dallee & Richard Maas, Libby & Leo Nevas, Bee & Philip Hoffman, Marcia Rose & Jerome Shestack, Patricia & David Squire, Carolyn Tumarkin, Sidney

tors, with a special interest in Human Rights Education and Research, and this visit will enable the Institute to identify priorities for cooperation in this field over the next several years.

Additionally, the Executive Director participated in the "Symposium for Democratic Consolidation in Latin America" in Venezuela, and also was a member of the Observation Mission to the Nicaraguan Elections that were held on February 25th. In both instances she took advantage of her trip to make institutional visits to the various groups with whom the IIHR works in Venezuela and Nicaragua.

DEPARTMENT OF EDUCATION

In the institutional field, the Friedrich Naumann Foundation, which has provided systematic support for the work of the IIHR, donated valuable audiovisual and computer equipment to the Department of Education. The computer equipment was intended for the Documentation Center and the audiovisual equipment for the unit working in this field. With these donations, both units of the Department of Education have taken a sure step toward consolidation.

Nicaragua

In response to a request from Nicaragua's Ministry of Education and the National Commission for the Promotion and Protection of Human Rights, a seminar-workshop was organized for January 29 and 30, whose objective was to



Numbered among the participants at the Symposium "Agenda for the Consolidation of Democracy in Latin America", held in Caracas, Venezuela from February 14-16, were the President of Venezuela, Carlos Andres Perez, and the ex-Presidents of Argentina (Raul Alfonsin), Colombia (Belisario Betancourt) and Venezuela (Rafael Caldera). The IIHR's Executive Director, Sonia Picado and Vice-President Pedro Nikken are also to be observed.

Liskofsky, Phyllis Sherman & Donna Sullivan. The Jacob Blaustein Institute has been one of the IIHR's regular collabora-

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design a Plan for the Incorporation of Human Rights into Nicaraguan Secondary Education.

Besides IIHR staff members and their counterparts from the other two organizations, a delegate from Amnesty International's International Secretariat participated in the role of observer.

The Plan will cover a student population of a little over 30,000 students approaching the legal age of majority and the exercise of their full rights as citizens, and more than 1,000 teachers from Region I.

Guatemala

On February 19-21, officials of this Department conducted a preparatory visit to Guatemala City. The objective was to meet with officials from government departments and other sectors of society linked to Human Rights. Of special importance were the working meetings with members of the recently established Inter-Institutional Commission of Support for Human Rights Education, with which the IIHR hopes to coordinate some of its future actions in that country. Meetings were also held with the Vice-minister of Education and the new *Procurador de los Derechos Humanos* in that country, Ramiro de Leon Carpio.

Other activities

On January 16-21, as part of the IIHR's efforts at inter-departmental cooperation, Jorge Rodriguez Marino of the Department of Education travelled to Bluefields, Nicaragua, to take part in one of the one-day training activities organized by CAPEL for *fiscales* of political parties in connection with the electoral process that was recently concluded in that country.

DEPARTMENT FOR THE PROMOTION OF NON-GOVERNMENTAL ORGANIZATIONS (NGO'S)

Program for Cooperation with Human Rights NGO's in Central America, Belize and Panama

On January 18 and 19, Victoria Napky and Florentin Melendez were in Panama on a visit whose objective was to provide technical assistance to several Human Rights

NGOs, as well as plan the activities to be implemented by the Panamanian NGOs Program in accordance with the needs that were expressed. Program staff members met with representatives of the *Coordinadora Popular de los Derechos Humanos* (COPODEHUPA), the *Fundacion Accion Luterana Comunitaria y de Evangelizacion* (ALCE), the *Centro de Investigacion de los Derechos Humanos y Socorro Juridico de Panama*, and the Panamanian Human Rights Committee.

On January 29, a meeting was held at the Dean's Department of the Central American University's (UCA) Law Faculty in Managua, to determine the criteria to be applied in the evaluation of the Specialized Course on International Human Rights Law.

Taking part in this meeting were: a Representative of the Rector's Office, the Dean and Assistant Dean of the UCA's Law Faculty, the three top students from the Course and, representing the IIHR, officials from the Executive Director's Office and the Program for Education and Cooperation with NGOs in Central America, Belize and Panama. There was also an observer present: a representative of Amnesty International, who visited the IIHR on a two-week assignment.

On January 30 and 31, Victoria Napky and Victor Mata visited Nicaraguan NGOs to plan future activities.

Joint activities of the Program for Cooperation with Human Rights NGO's in Central America, Belize and Panama and the Program to Promote the Protection of Refugees, Repatriated Persons and the Displaced in Central America

On January 18 and 19, a Meeting-Workshop for Reflection and Training on Human Rights was held in Guatemala City for the members of the Social Services Office known as "Virgen Milagrosa", attached to the Archbishopric of Guatemala.

A Basic Workshop on Human Rights was held from February 7 to 9 for members of the Multiple Services Office of the Guatemalan Religious Confederation (CONFREGUA).

The event took place in Guatemala and the participants for the IIHR were: Victor Mata, Florentin Melendez and Luis Rau Salvado.

RESEARCH UNIT

Compilation of Electoral Legislation
During January and February, the Research Unit prepared a model for a Topical Index of Electoral Legislation. The aforementioned Index seeks to facilitate the collection of contents of constitutional organic and general norms and codes of regulations of the electoral legislation of each of the member countries of the Organization of American States.

EDITORIAL SERVICE

During this two-month period, the Editorial Service published Newsletter Number 20 which describes the activities carried out during the period September/October 1989 by the Inter-American Court of Human Rights and the IIHR.

CENTER FOR ELECTORAL PROMOTION AND ASSISTANCE

Technical Electoral Assistance Nicaragua

A Training Program was implemented for *Fiscales* of Political Parties and Alliances of Parties for the Voting and Vote-counting Processes. Its objective was to instruct the representatives of political organizations participating in the Nicaraguan electoral process and thus enable them to correct supervise the elections of February 2 1990. Using a Seminar-Workshop methodology, a team of 30 instructors - 15 whom were designated by the National Electoral Organization and a similar number by the political parties - trained 100 multipliers (10 from each of the political parties registered for the presidential

elections) at a National Workshop that was held from January 4-6, 1990. Observers from the United Nations and the OAS were present. The team of multipliers presented regional workshops between January 16 and 27 for roughly 1500 municipal instructors who, in the final phase, briefed 43,940 *fiscales* of political parties.

The Supreme Electoral Council of Nicaragua, via its Training Division, was responsible for implementing the program. CAPEL provided technical assistance at the preparatory stage of the project for the definition of the main subject areas to be covered, the methodology, the preparation of didactic materials and supervision of the implementation of the National Workshop and regional workshops.

Education and Promotion Activities

Symposium - Agenda for the Consolidation of Democracy in Latin America

Under the auspices of CAPEL and the coordination of Pedro Nikken, Vice-president of the Inter-American Institute of Human Rights, Caracas, Venezuela was the site of the Symposium *Agenda for the Consolidation of Democracy in Latin America* held February 14-16, 1990.

The objectives of the activity were as follows:

- 1- Study the process of transition toward democracy that has now concluded in several Latin American countries.
- 2- Define the conditions under which the process of transition toward democracy may be considered to have concluded and, therefore, a phase of consolidation to have begun.
- 3- Study common problems being experienced in the transition to democracy in Latin America.
- 4- Analyze the current problems facing the consolidation of democratic institutions in Latin America.
- 5- Study the recent experiences of international solidarity to stimulate the transition toward democ-

ocracy and seek new formula for cooperation on democratic consolidation.

Over a three-day period, the following topics were analyzed: a) Democratic Transition and Consolidation; b) Security of the Democratic State; c) Governability of the Democratic State; d) Human Rights; e) Political Parties; and f) International Cooperation for Democracy. The symposium utilized a methodology whereby the National Delegations offered an exposition on each of the above topics and extracted conclusions and proposals from the ensuing discussion that are valid for the Latin American democratic process as a whole.



The NGO Program's Florentin Melendez is pictured at the Basic Human Rights Workshop organized for members of the Confederacion de Religiosos in Guatemala. The event was held February 7-9.

This event included the distinguished participation of Carlos Andres Perez, President of Venezuela; Raul Alfonsin, ex-President of Argentina; Belisario Betancourt, ex-President of Colombia; and Rafael Caldera, ex-President of Venezuela, and the most outstanding political and intellectual leaders from the region.

Observation Missions

Costa Rica

Costa Rica held general elections for President and Vice-Presidents, Representatives to the Legislature and Municipal Councils on February 4. CAPEL assembled a sizable Observation Mission which met with the President of Costa Rica, Oscar Arias Sanchez, the members of the Supreme

Electoral Tribunal and Presidential Candidates from all political parties. They also visited with members of the media and the country's most prestigious firm of political pollsters in order to obtain a broad view of the electoral process.

On election day, members of the mission visited polling sites throughout the metropolitan area and the provinces, and later visited the headquarters of the Supreme Electoral Tribunal to witness the announcement of the first results.

To conclude their activities, the members of the Mission participated in a session to analyze the electoral process.

Nicaragua

Nicaragua held general elections on February 25. As part of IHR, CAPEL's activities in that country as an Observation Mission was assembled with the participation of representatives of the Inter-American Institute of Human Rights - of Sonia Picado, Executive Director; Daniel Zovatto and Roberto Cuellar, Deputy Directors of the Institute, and Joseph Thompson, Assistant to the Executive Director, and other CAPEL staff members. There was also a broad representation from electoral organisms from the Dominican Republic, El Salvador, Ecuador, Argentina, Guatemala, Costa Rica, Chile, Peru, Uruguay and

Brazil, all of whom formed part of the CAPEL Mission.

During their visit to Nicaragua, the Observers received an explanation of the legal aspects, organization and functioning of the Nicaraguan Electoral System. In addition, interviews were held with government and opposition officials.

On Election Day the Mission was divided into several sub-groups in order to observe the voting and vote-counting processes in different regions of the country. In this way the mission was able to observe procedures in Managua, Jinotepe, Jinotega, Corinto, Puerto Cabezas, Esteli, Juigalpa, Tipitapa, Masachapa, San Rafael Sur and Villa Carlos Fonseca Amador.