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**FINAL REPORT**  
**NEAR EAST HUMAN RIGHTS EVALUATION**

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# EVALUATION REPORT

## A.I.D. HUMAN RIGHTS PROGRAMS IN THE NEAR EAST

<b>EXECUTIVE SUMMARY</b>	ii
<b>INTRODUCTION</b>	1
<b>I. PROJECT EFFECTIVENESS</b>	7
<b>PROJECT MANAGEMENT</b>	12
<b>II. LESSONS LEARNED</b>	15
<b>III. ANNEXES</b>	18-a
Annex A. List of Persons Interviewed	18
Annex B. Bibliography	23
Annex C. Scope of Work	24
Annex D. Country Human Rights Statements	31
Egypt	32
Yemen	33
Jordan	34
Tunisia	35
Morocco	36
Annex E. Project Analyses	38
Egypt	38
Tunisia	40
Yemen	42
Morocco	44
Jordan	45
Annex F. Basic Program Identification Data Sheet	48
Annex G. Special Jordan Report	49

## EXECUTIVE SUMMARY

**Program Evaluation** - This evaluation covers the human rights program funded by NE and carried out by AMIDEAST in Yemen, Egypt, Tunisia, Morocco and Jordan from the inception of the program in 1983 to completion in 1991. It also covers the workshop run by ISISC in Siracusa, Italy, in 1991. About \$1.7 million was committed and spent over the project period.

**Purpose and Methodology** - The statement of work asks for an evaluation of project and management effectiveness. Recommendations were to be made accordingly.

The evaluation team examined documentation and met with the Agency for International Development (A.I.D.), the State Department (State), and American-Mideast Education and Training Services, Inc. (AMIDEAST), staff in Washington and the field. Overseas the team was able to meet with a number of beneficiaries of the program. However, there were few people we met in A.I.D. or AMIDEAST, in Washington or the field, who had direct experience with the development and implementation of the activities evaluated. The program in Jordan was evaluated by documentation review and questionnaire only.

AMIDEAST's computerized financial system is programmed to provide detailed information regarding administrative costs but project and program costs are only identified as lump sum allocations for participants and all other. Thus, necessary financial data was not available to establish the amount committed or spent for separate sub-project activities from the beginning of the program.

### PROGRAM CONTEXT

**Findings** - Annual State Department reports document the serious human rights violations that occur in the region. The most serious abuses involve individuals or organizations perceived to be political or security threats. Custom and law conspire to restrict women's rights in the Middle East.

The international community has developed two broad approaches to deal with the problem of human rights violations. Public pressure is exerted by advocacy groups, like Amnesty International, and by governments. At the same time, the donor community supports a variety of activities to improve country human rights practices.

External pressure appears to be the more powerful factor in encouraging countries to reexamine human rights practices. Human rights programs should not be expected to produce important results in the short run if the measure is significant change in human rights practices. However, if success is measured by the number of people touched by the Sec 116(e) program actively seeking improvement in human rights practices then the project is already a success.

**Recommendation** - An expanded human rights program is justified by results to date.

## **PROGRAM STRATEGY**

**Findings** - From the beginning of the project, AMIDEAST saw the task as one of extending and expanding the community of believers. It designed a program to:

1. Improve the capacity of law faculties and the judiciary to deal with human rights issues by providing specialized training, textbooks and documents on human rights subjects and research support on topics dealing with human rights.
2. Strengthen local human rights organizations by training and material support to enable them to pursue more effective education and advocacy programs.
3. Expand local understanding of human rights issues by sponsoring studies, seminars, conferences and occasionally a lecture series by distinguished American academics.

The strategy adopted was basically sound and remained in place to the end of the project. AMIDEAST titled the project Legal Education and Training to be consistent with its mission and to avoid a frontal attack on critical human rights abuses which could jeopardize its role and presence in the region.

## **PROJECT EFFECTIVENESS**

**Findings** - Assistance to law schools and judiciary has resulted in the incorporation of human rights content in the curriculum. Legal professionals spoke of how training changed their lives, how it changed the way they thought about and acted on human rights issues. A law professor produced a textbook on human rights which is now used in other classrooms. Another participant came home to organize the Moroccan Organization for Human Rights. Judges decided cases differently because of the training. Many participants cited the importance of networking as a significant benefit of training. It was important to know that there were others in and outside the region struggling with similar problems.

Assistance to local human rights advocacy groups has not developed as originally expected. Some do not want assistance which they see as jeopardizing their independence. In other cases governments actively discourage the formation and activities of advocacy or human rights interest groups. AMIDEAST was able to assist the Tunisian League for Human Rights over a number of years. It was able to do so because it respected the League's independence and the assistance was not identified as coming from the U.S.

AMIDEAST supported the educational and advocacy work of women organizations in Jordan, Tunisia and Morocco. All are engaged in important efforts to educate women about their rights. In Tunisia, the organization has successfully lobbied the Parliament to pass new family laws extending important protection to women's rights to their children and to alimony in the event of divorce.

In 1991 a training program for the media was conducted at Siracusa, Italy with some success. Participants covered the program with extensive reporting on their return home.

## **RECOMMENDATION**

Human rights advocacy groups, including women's groups should be the program's highest priority. Assistance should be provided indirectly, particularly to the local human rights organizations.

A broad repetitive education and training effort will also be an essential element of a successful human rights strategy. Until the recent targeting of journalists and editors, few professional opinion leaders, other than lawyers and judges, were included in the program. There is need to target a wider group to include faculty outside the law schools, the media, lawyers in private practice, labor leaders, directors of security and police forces, parliamentarians, leaders of women's groups and possibly religious leaders.

Training programs should be structured to include as many regional countries as possible. The problem of human rights abuses is region wide. Training should include security and police.

## **PARTICIPANT TRAINING EFFECTIVENESS**

**Findings** - Participant training for law faculties and the judiciary was the most significant component of the program. Almost all the training was done at the annual month-long seminar in Strasbourg. Observation tours to the U.S. were also organized for parliamentarians and Justices. In 1991 a human rights short course targeting journalists was carried out by the International Institute of Higher Studies in Criminal Sciences located in Siracusa, Italy.

**Training in the U.S.** - As a general proposition observational tours of the U.S. judicial system were not considered cost effective by some experts. The tours are expensive; there is a language barrier; there are significant differences in how law is approached; and the language of law is special, which makes effective communication difficult.

**Training in Strasbourg** - Participant reaction varied. The Egyptians were highly critical of the course. Moroccans valued the course highly. Tunisians were somewhere in the middle. While there are problems of criteria for participant selection, language of instruction, content of courses and length of program, the program has been very effective in introducing participants to the world of human rights.

**Training in Siracusa** - The short course designed for those in print, radio and TV was one week long. All materials and discussion were designed or conducted in Arabic. The program was valued highly by the participants interviewed, and most urged that it be continued and extended to other groups.

**Other Training Options** - The Arab Institute for Human Rights, newly established in Tunis, has begun training courses for participants drawn from the region. It could become an important training resource for future programs.

**Recommendations** - Strasbourg and Siracusa provide valuable training to regional participants. They have different strengths which can be exploited to enhance participant training. These institutions, as well as the Arab Institute, could manage direct grants to finance participant training.

## **PROGRAM MANAGEMENT**

**Findings** - Decentralization of project development and administration to USAID and AMIDEAST field staffs in 1989 did not make a significant difference in the activities carried out. Decentralization did add to the burden of managing the project. A.I.D.'s failure to provide funding for more than one year at a time undercut any possibility of developing a longer term strategy and also added to inefficiency in project management. There appears to have been a fair amount of A.I.D. micro-management of the project in the field and in Washington, but the degree varied from Mission to Mission.

Current Missions staff have little interest in managing a human rights program, which is seen as "political" and a diversion from their primary task of promoting development. Embassy staff have a deep interest in the human rights issue, but most do not see themselves involved in implementing the program.

**Recommendations** - State has a special role to play in any human rights program. It should be exercised at the strategic rather than project design and implementation levels. NE should seek to reduce staff involvement in project design and implementation at the same time it gives the contractor greater leeway under a grant agreement to identify, design and implement human rights activities. NE guidance will be required to clarify field monitoring responsibilities.

The project should be approved for a five-year period.

## **LESSONS LEARNED**

1. Human rights changes are more likely to be affected in the short-run by political events. Like many A.I.D. programs, human rights programs cannot be expected to produce important results in the short run, particularly if the measure is significant change in human rights practices. However, if the measure of success is the number of people touched by the Sec. 116(e) program actively seeking improvement in human rights practices, then the project is already a success. The program deserves to be expanded.

2. The use of American intermediary institutions to administer country human rights programs is an efficient and practical method for A.I.D. to administer its program. It is an essential method if local advocacy groups are to be supported. There is yet no local regional

institution that could play that role, although the newly established Arab Institute for Human Rights holds much promise for the future.

3. The intermediary must know the region, for work in human rights is a sensitive and risky business. Knowing local institutions and potential participants is essential.

4. All routes to effecting change in human rights practices seem to lead to education and training efforts. There are a variety of respectable approaches possible. Many are reflected in the program to date. We suggest priority for advocacy groups and targeted training for opinion leaders not limited to the law as ways to change the climate for reform.

5. A more tightly focused human rights program is likely to be more effective. It should be designed with better understanding of what other donors are doing in the human rights field.

6. The lack of availability of human rights material in Arabic is a problem. There is a need to translate material. The Ford Foundation may be prepared to finance some translations.

7. A.I.D./W and USAID human rights project officers are often assigned project management responsibilities as a part-time function added to their major project duties. Many are without previous training or experience in human rights activities. Many believe human rights activities should be managed by some other agency. NE guidance to staff is in order on the Agency's responsibilities for human rights activities. A major training program as suggested in the last evaluation is not recommended. There will also be a need to clarify the role of the project officer in monitoring the contractor's activities.

8. Local human rights advocacy groups require donor subsidies for some time to come if activities are to be sustained and expanded.

9. A.I.D.'s Democracy Institutions Initiative and the Women in Development program fund activities with human rights implications. Some activities funded under 116(e) seem better suited to these other funding sources. NE should provide guidance on the criteria for funding under each program.

10. NE should try to reach agreement on the reporting and accounting system the contractor uses to track project activities at the beginning of a project. The AMIDEAST accounting system never provided information on sub-project expenditures.

11. One year funding of the human rights program undercut longer-term planning and effectively precluded development of a training strategy.

# INTRODUCTION

## THE EVALUATION

This evaluation of human rights projects and programs financed by the Near East Bureau (NE) of the Agency for International Development (A.I.D.) under Section 116(e) of the Foreign Assistance Act of 1961, as amended (the FAA) was carried out during September-October 1992 by Development Associates, Inc., under Contract No. OTR-0000-1-00-0035, Work Order No. 16.

The objectives of the evaluation, stated in the contract (the Statement of Work in Annex C), are to:

- Determine the effects to date of human rights projects implemented in the NE Region;
- Assess the level of accomplishment of project objectives and to identify the factors that strengthen or inhibit achievement of objectives;
- Identify successful strategies and mechanisms within specific projects and for the program as a whole;
- Identify problem areas in specific types of project interventions;
- Identify specific lessons learned at the program and project level that can be useful in future programming; and
- Advise project management on the most efficient alternatives to administer the program.

The evaluation covers NE countries and sub-projects funded under the former regional project 398-0054(1983-1987) and the current regional project 398-0280(1988-1991). The evaluation team examined programs in Yemen, Egypt, Tunisia, Morocco, and Jordan. Project activities were evaluated by a review of program documentation and site visit or by documentation review and a questionnaire in the case of Jordan.

## PROMOTING HUMAN RIGHTS - Background

Promotion of human rights has long been an objective of foreign policy and an inherent goal of the U.S. foreign assistance program. This objective was expressed in A.I.D. legislation and policy directives as early as 1966. Title IX of the FAA enacted that year stressed support of democratic initiatives, popular participation in government, strengthening legislative capacity and local governments and civic education. In 1973 the Basic Human Needs Approach was enacted. It required that A.I.D. focus assistance on the poor majority and fostered the principle of growth with equity in development programs. Under the Carter Administration, Section 116(e) of the FAA was added in 1978. It authorized and encouraged the President to spend not less than



\$750,000 "for studies to identify, and for openly carrying out, programs and activities which will encourage or promote increased adherence to civil and political rights, as set forth in the Universal Declaration of Human Rights, in countries eligible for assistance under this chapter." The annual worldwide funding level is now \$3 million. This language appears in the same section of the FAA that requires the Department of State to prepare annual Human Rights reports for the Congress.

In 1984, under the Reagan Administration, A.I.D. issued its implementing Policy Directive No. 12 (PD 12) which provided guidance on the kind of activities A.I.D. would encourage under Section 116(e). They are:

- Research and discussion of civil and political rights;
- Increased awareness of civil and political rights;
- Adherence to the rule of law through a legal framework conducive to civil and political rights;
- Promotion of free and democratic electoral systems;
- Development of democratic principles and institutions that promote human rights;
- Development of human rights organizations; and
- Increased access of women and ethnic groups to the judicial system and to the political processes.

Section 116(e) human rights activities began in 1983 in the former NE Bureau. About \$1.7 million was committed and spent over the project period. The program was administered initially by A.I.D./W with funds obligated in a cooperative agreement with American-Mideast Education and Training Services, Inc. (AMIDEAST). In 1988, funds were allocated directly to USAIDs, with project agreements executed with AMIDEAST field missions. AMIDEAST had all program direction responsibility for regional human rights programs (LET - Legal Education and Training Project), with the exception of a workshop run by the International Institute of Higher Studies in Criminal Science (ISISC) located in Siracusa, Italy.

Representatives of the NE Bureau advised the team before its departure that the Bureau was interested in concentrating assistance in the future to have a more immediate impact on reducing serious human rights abuses and that a favorable climate for projects which support this objective would be an important factor in allocating limited human rights resources to one or another country. There was also a desire to draw a clearer distinction between Sec.116(e) programs and those that might be funded under the development of democratic institutions or women-in-development programs.

## METHODOLOGY

The evaluation team had two members:

Team Leader:        Alfred White, retired A.I.D. Deputy Assistant Administrator  
                         Georges T. Labaki, Ph.D., consultant International Law and Economic  
                         Development

NE Bureau and AMIDEAST files were reviewed in Washington. Bureau staff responsible for managing the human rights program and State Department officials concerned with human rights met with the team. In the field, meetings were held with USAID, AMIDEAST and Embassy staff. While all were prepared to share whatever information and files they had, there were few people we met in either A.I.D. or AMIDEAST, in Washington or the field, who had direct experience with the development and implementation of the activities we were asked to evaluate. The exception was the AMIDEAST representative in Morocco, who provided an invaluable historical perspective on the operation of the program from its start. In Washington we interviewed former project managers for AMIDEAST and A.I.D./W. Both work for other organizations now and had not dealt with the program for a number of years.

AMIDEAST's computerized financial system is programmed to provide detailed financial information regarding administrative costs, but project and program costs are only identified as lump sum allocations for participants and all others. After 1988 expenditures by country can be identified. AMIDEAST Tunisia and Morocco also tallied allocations for sub-projects in 1989 and 1990. Thus the team was unable to obtain necessary financial data to establish the amount committed or spent for separate sub-project activities from the beginning of the program.

We did not prepare or use a written questionnaire in the field, except for Jordan. The variety of projects, both in number and purpose, precluded development of common questionnaires. Moreover, the statement of work contains an ample number of specific questions to be answered about the projects and programs, which in themselves provided a general guide for field interviews.

In the field we met with representatives of local organizations that benefited from the program and some participants. Because training programs were often completed years before, participants were difficult to locate. In addition, our visit coincided with the examination period in Egypt, so that most law professors approached for interviews could not spare the time to meet. Those interviewed who participated in the Siracusa or LET sponsored training programs were asked to evaluate their experience and to suggest ways the program could be improved. They were also asked to provide examples of specific ways the training had impact on their work involving human rights.

## THE REPORT

The report is organized in sections discussing Program Context, Program Strategy, Project Effectiveness, Program Management, and Lessons Learned. Recommendations are found in each section. Given the number of sub-projects and sub-activities, a mere detailing of the team's findings about each does not provide a program perspective. We have tried to convey a sense of the operating environment in the region as well as the broad strategy pursued by AMIDEAST to promote the protection of human rights.

## ACKNOWLEDGEMENTS

It is impossible to single out individuals for special mention among the many people who helped us. The team can only extend its thanks and appreciation to USAID and Embassy staffs, the representatives and staff of AMIDEAST and to the participants and beneficiaries for sharing their time and insights. The only tangible acknowledgement the team can make is to list in Annex A the names of the persons we met.

## PROGRAM CONTEXT

**Observation** - Annual State Department reports document the serious human rights violations that occur in the region. The violations are in most cases the result of police or security force actions which are sponsored or condoned by governments. The most serious abuses occur in cases involving individuals or organizations perceived to be political or security threats. Custom and law conspire to restrict women's rights in the Middle East.

Governments are dealing harshly with the Islamist threat to their security, using time-dishonored police practices considered to be abusive by outside observers. Yet there are many favorable developments in the region; i.e., in press freedom, in more open and free debate, in securing the rights of women, particularly in Tunisia, in examining the need for judicial reform and the application of international standards for human rights. Progress is uneven within countries and from country to country, and that situation is likely to characterize the region for some time to come. The broad trends are for more open societies which become the focus of resistance for the conservative religious opposition.

**Findings** - The international community has developed two broad approaches to deal with human rights problems:

1. Public and private organizations bring international pressure on countries to improve human rights practices. State Department human rights reports and demarches, human rights advocacy groups like Amnesty International, United Nation Organizations and other governments are important components of this strategy.
2. At the same time, the donor community supports a range of activities designed to strengthen local human rights groups, to promote awareness of human rights, and to improve

legal practices. In addition to A.I.D.'s assistance under Sec.116(e), U.N. agencies, the Ford Foundation, Germany and France provide important assistance.

**Conclusions** - At the present time, external pressure is the more powerful factor in encouraging countries to reexamine human rights practices. As yet there is no evidence of A.I.D. human rights program effectiveness at the national level. Although the A.I.D. projects are small, and largely uncoordinated in country, they are a part of an important international education effort, which should have influence on the evolution of human rights practices in the region over the long run. There is wider discussion of human rights problems and increased awareness of the need to bring about change, and A.I.D. projects have contributed to this result. The existence of an international effort should allow NE to design a more tightly focused human rights program, taking into account what others do.

**Recommendations** - Despite difficulty in documenting project and program success, there is sufficient evidence of benefits to justify continued A.I.D. support of human rights programs in the region.

## **PROGRAM STRATEGY**

**Observation** - The original objectives of the AMIDEAST managed LET Project could be categorized as follows:

1. Improving the capacity of law faculties and the judiciary to deal with human rights issues by providing specialized training, textbooks and documents on human rights subjects for law faculties and judicial training institutions, and research support on topics dealing with human rights.
2. Strengthening local human rights organizations by training and material support to enable them to pursue more effective education and advocacy programs.
3. Expanding local understanding of human rights issues by sponsoring studies, seminars, conferences and occasionally a lecture series by distinguished American academics.

These objectives were still reflected in the activities undertaken after 1988, although the lecture series and research elements were not featured in the program. Parliamentarians and the media were added as target groups for training programs as proposed in the last evaluation. The 1987 evaluation placed the highest priority on activities that supported human rights organizations and access to justice.

The stated assumption was that by enhancing understanding of legal practitioners the project could contribute to an improved national human rights environment and a more consistent application of civil and human rights standards. Training was considered to have positive, tangible and indirect influence on human rights practices.

**Findings** - The strategy adopted by AMIDEAST, the program designed to fulfill it, and the sub-projects supported represented a reasonable response to the objectives of Sec.116 (e) and the guidance provided by PD-12. The program content reflected the realities of government sensitivities to foreign involvement in human rights matters. AMIDEAST is an education and training institution. It was no mistake that it titled the project Legal Education and Training, for it wished to avoid becoming involved in a frontal attack on critical human rights abuses which could jeopardize its role and presence in the region.

While sub-projects undertaken were expected to impact critical abuse problems indirectly and only over a long period of time, the environment in which abuses occur is beginning to change. The evaluation team has no doubt that the training programs focused to date mostly on law professors and judges changed the way many of them think and act about human rights problems in their country and in the region. Law faculties were assisted in Jordan, Morocco and Tunisia and Judicial Institutes in Jordan and Morocco. Law professors are writing, lecturing, holding seminars on human rights issues. Their students are forming human rights clubs. Curriculum now have human rights content. Not all attempts to work with the law faculties worked out. AMIDEAST'S intention to piggyback on the Ford Foundation's effort to create human rights centers in Alexandria and Cairo Universities did not materialize in actual programs. Only the Center at Assiut was operating with any effectiveness in the view of Ford Foundation staff. A number of participants interviewed cited the importance of networking as an significant benefit of training. There was comfort in awareness that there were others in and outside the region struggling with similar problems.

Assistance to human rights advocacy groups has not developed as originally expected. Some do not want outside help, believing that it will jeopardize the effectiveness of their organization. In other cases, governments actively discourage the formation and activities of advocacy or human rights interest groups. Nevertheless, AMIDEAST did provide modest assistance to the Tunisian League of Human Rights over a number of years. It was able to do so because it respected the League's independence, and the assistance was not identified as coming from the U.S. government. We were advised that the Egyptian Organization for Human Rights was now interested in finding financial support for its programs.

AMIDEAST has supported the educational and advocacy work of the Federation of Business and Professional Women in Jordan, the National Union of Tunisian Women, and the Democratic Association of Moroccan Women. All are engaged in important efforts to educate women about their rights. In Tunisia the National Union has succeeded in lobbying parliament to pass new laws extending important protection to women with regard to rights to children and alimony in the event of divorce.

In 1991 a training program for the media was conducted at Siracusa with some success. Participants covered the program with extensive reporting on their return home.

Over the years the program has funded many conferences and seminars dealing with human rights issues. Among successful efforts were a series of seminars on Humanitarian Law and

Human Rights held by the Red Crescent Society in Morocco. The seminars attracted a very broad audience of bureaucrats, lawyers, professors, media, security, and doctors.

**Conclusion** - A broad repetitive education and training effort is an essential element of a successful human rights strategy. Until the recent targeting of journalists and editors, few professional opinion leaders other than lawyers and judges were included in the program. We found some agreement that it is important to target a wider group which would include faculty outside the law schools, the media, lawyers in private practice, student union leaders, labor leaders, directors of security and police forces, parliamentarians and possibly religious leaders. The seminars sponsored by Red Crescent in Morocco are a good illustration of what can be done in-country.

Training programs should be structured to allow as many regional countries as possible to participate. The problem of human rights abuses is region wide. It would also be useful to include police and security forces in training programs. It is a significant gap in strategy which in the view of some advocacy groups should be closed. Both suggestions raise legal questions for A.I.D..

**Recommendation** - The evaluation team shares the conclusion of the 1987 evaluation report that human rights advocacy groups, including support for women's rights organizations, should be the program's highest priority. NE will need to find a management and financial mechanism that protects and preserves the independence of the local human rights organizations. There are two organizations located in Washington (the National Endowment for Democracy and International Republican Institute) whose mandate includes support of local advocacy groups.

An important next task is to target opinion makers in each country to create a far broader base for effecting positive change in human rights practices.

It may be possible to solve the problem of extending human rights training programs to participants from countries receiving no aid and to police/security personnel by developing cooperative programs with other donors like the Ford Foundation or IMET, which is not subject to the law which limits A.I.D. programs. Both do human rights training of security personnel.

## **I. PROJECT EFFECTIVENESS**

The 1987 evaluation report provides a good description of the sub-project activities carried out under the regional LET project. (1983-1987) in Morocco, Egypt, and Jordan. Because that evaluation team did not visit Tunisia, no information on that program was included in the report, a gap we will try to fill. A program was started in Yemen in 1988. The country reports and project profiles contained in Annex E will concentrate on the 1988 - 1992 period. Results were measured from the beginning of sub-project activity to the extent information was available.

## **PARTICIPATING TRAINING**

**Observation** - Participant training for law faculty development and the judiciary remains a significant component of the program. Most of the training was done at the annual seminar at the International Institute of Human Rights in Strasbourg, France. Observation tours to the United States were organized for Parliamentarians and Supreme Court justices in Yemen, Supreme Court justices in Egypt, and for judges in Morocco. Finally, in 1991 a human rights short course targeting journalists was carried out by the International Institute of Higher Studies in Criminal Sciences located in Siracusa, Italy.

## **FINDINGS**

1. **Observation tours to the U.S.** - Both the Yemen and Egypt sub-project objectives appeared to relate more to broad institutional reform than to human rights and might more appropriately be funded under A.I.D.'s initiative to promote democratic institutions. The Yemen participants were still in the United States at the time of our visit. The recently concluded Moroccan visit in the view of the participants was highly successful. AMIDEAST's evaluation of the Egypt sub-project cited a number of problems which are likely to limit the benefits of such tours. As a general proposition observational tours of the U.S. judicial system were not considered cost effective by some who had experience in arranging such programs. It is expensive to bring participants to this country. There is a significant language barrier to be overcome for participants from Arab countries. The language of U.S. law is itself special and is not easily understood by someone trained in another system. Furthermore, there are methodological differences in how law is practiced in the U.S. compared with the European system upon which much Middle East law is based, in addition to the need to take into account Sharia law. One expert doubted that the participant came away with a 10% understanding of what was heard.

2. **Training at Strasbourg** - The one-month program is taught in English, French, Spanish and some courses are taught in Arabic. Egyptian participants were highly critical of the program, citing that: the program was too long with some suggestion that it could be done better in two weeks time; the schedule was too heavy; and some lecturers were not prepared and did not know what material was to be covered, as was reflected by their poor attendance. Furthermore, the end of course examination requirement was the same for all participants regardless of degree held or experience. The PhDs attending the course were offended by the need to take a test, a requirement for which a paper was considered to be more appropriate. Participants needed to be categorized so that they could be taught at their own level. There were not enough Arab participants. Courses in Arabic were taught at too low a level, resulting in poor attendance. Language ability was a problem for understanding lectures in other languages. On the positive side, some participants liked the way the program was divided into small groups, which reported back to the whole group on their discussions. Some appreciated the material on human rights that they could take home and thought they had learned a lot about human rights principles in the West.

The experience of Moroccan and Tunisian participants were quite different. They were at home in the French language so more of the course work was accessible; but some were interested in having courses taught in English translated in French. As a group they were not particularly interested in instruction in Arabic. They agreed with the Egyptian participants that the course was too long, too theoretical and needed to be structured to different levels of education and experience. Participants wanted information on how private groups organize and work in human rights. Some wanted follow-up assistance in setting up training courses, receiving additional material and in maintaining working relationships with other practitioners. Contacts made with other participants from different countries were considered very valuable. Moroccans viewed the program most favorably.

For many years the Ford Foundation granted Strasbourg funds to finance participants from the region. It financed the development of courses taught in Arabic. The Foundation has worked with the director of the program to tighten the content of the training program and selection process for participants funded by its grant made directly to Strasbourg.

**3. Training at Siracusa** - The short course designed for those in print, radio and TV was one week long. All materials and discussion was in Arabic. The meetings were held in an isolated place which forced interaction of participants who represented a range of political, religious and economic views. The closed environment was thought to foster a freer exchange of views on sensitive human rights issues, although the isolation was not appreciated by everyone. The program was viewed favorably by all those we interviewed. All recommended it be continued and extended to others. More people in the region needed to understand human rights issues. Potential target groups would include university faculty outside the law schools, the press and other media, religious leaders, student union leaders, and possibly directors of security and police forces. Some urged participation of many more Arab countries in such programs. The Siracusa program was generally faulted for including a disproportionate number of Egyptians in each training session. The program was also criticized for being too theoretical.

One professor of law in Cairo spoke of the direct effect his participation had on his work. It had broadened his horizons, he was applying what he learned in the classroom and in his writing. He had more respect for human rights issues and thought much more about them. Although he was a conservative Muslim, he was more open to other's beliefs. He was now taking cases pro bono defending Christians, for he was committed to the importance of freedom of worship. He was persuaded that more and more conferences like he had attended could only lead to more openness and less fanaticism in society.

**Other Training Options** - The Arab Institute for Human Rights, recently established in Tunis, is developing an active training program as part of its broad mandate to promote the protection of human rights throughout the region. It has just signed a technical cooperation agreement with the U.N. Center for Human Rights Geneva, which will provide financial support for its program. It organized a symposium of the deans of the faculties of law in the Arab world on the theme of teaching human rights. Another symposium dealt with penal reform. It ran a two-week training program drawing on Strasbourg and Siracusa experience. Students came from all over



the region. (Managers of the Institute had trained in both programs.) The Strasbourg and Siracusa curriculum was modified to make their own more practical in the view of the sponsors. The Institute publishes a monthly newsletter with current circulation of 2,000. Clearly the Institute can be a major asset for in-country training as it gains experience. It will be a place to provide training in Arabic as needed. Located in Tunis and run by Tunisians, it may need to involve individuals from other Arab countries in its administration before it is accepted as a regional training institution.

**Comparative Costs** - The cost of an observation tour in the States is three times more costly per day than sending a participant to Siracusa, which probably costs twice as much per day as Strasbourg. Put another way, for the cost of sending 10 participants to the States for three weeks, NE could finance the training of 60 participants for one week in Siracusa.

**Evaluation of Training** - AMIDEAST required each participant to do an evaluation of the training program. The evaluation was not structured after an earlier attempt to use forms proved unsuccessful. The evaluations do provide useful information on the pluses and minuses of the training program. A far more sophisticated evaluation scheme would be required to develop information on changes in attitude as well as practices of participants.

**Conclusion** - Both Strasbourg and Siracusa provide valuable training to regional participants. They have different strengths which can be exploited to enhance a participant training program. The new Arab Institute for Human Rights can become a valuable regional training facility. It needs to develop a track record of operating without restriction in Tunisia and in the region. With continuing instability in the region, a risk always exists that regional participants could be denied visas. It is also important to keep options open for training outside the region where freer discussion of human rights problems is possible.

## **TRAINING ISSUES**

1. **Level** - Siracusa would be best suited to a program that targets opinion leaders and senior legal professionals. A core program could be tailored for particular audiences. The one-week time period is short enough to permit otherwise busy people to attend. Strasbourg seems better suited for the graduate student in law, recently appointed law professors or other young academic professionals, and more senior legal professionals provided programs can be structured and differentiated to reflect education and experience levels.

2. **Language of Instruction** - The course at Siracusa was taught in Arabic and at Strasbourg in western languages mostly, with a few courses taught in Arabic. Human rights leaders in Tunisia attach considerable importance to continued instruction in French and English, which is seen as the language of human rights. However, some observers believe that these foreign language skills are deteriorating and that in time, Arabic will have to be a more important language of instruction.

3. **Content** - Courses are largely the creation of each professor. There needs to be better agreement on the core content to be covered in each program and the audience targeted. Many participants stated that they would have welcomed material before the start of training to prepare better for the courses.

4. **Selection of Participants** - If Siracusa is used for targeted training, a selection process for participants needs to be created. Selection for the workshop for media was the result of one man's effort and resulted in a disproportionate number of Egyptians attending the workshop. Because of their knowledge of local conditions and local institutions, AMIDEAST field staff were able to identify participants who would benefit from training opportunities.

5. **Program Management** - Both Strasbourg and Siracusa could receive grants and select participants without field staff.

**Recommendations** - Siracusa, Strasbourg, and The Arab Institute for Human Rights are free standing institutions that could manage direct grants in support of their training programs.

There are now enough regional participants who have trained in Siracusa and Strasbourg to try to draw on their experience to sharpen the focus of these programs.

## **PROJECT ACTIVITY**

**Findings** - We have cited a number of program accomplishments in the section on Program Strategy. There is other evidence of project successes. In Jordan, a law professor who had participated in the Strasbourg seminar produced a textbook on human rights which is now used by another professor as well. AMIDEAST was instrumental in encouraging Jordan to establish the Judicial Training Institute. A judge in Egypt reported how he had applied what he had learned to a case raising issues of freedom of religion. A professor of law in Egypt was prepared to take cases involving human rights issues which he would not have considered before.

Some activity begins to edge into programs that might better be financed under the democratic institutions initiative or the women in development program. For example, the Women's Federation in Tunisia ran a training program for women elected to municipal councils to improve their understanding of council functions and their duties. Some of the visits to the U.S. are more related to long-term judicial or parliamentary reform than to human rights or are more appropriate for USIS funding as an exchange program.

AMIDEAST did a credible job of delivering inputs in a timely and efficient manner, and outputs were largely as expected. Records were not kept in a way which would allow a comparison of project costs to planned costs or to assess costs per beneficiary or cost effectiveness for different types of projects except in the case of participant training discussed elsewhere.

Education of individuals in human rights issues is in some respects self-sustaining. Judges may apply the lessons learned to cases before them. The Judicial Institute in Morocco incorporated

a human rights component in the curriculum for magistrates after a number of the faculty attended the training course in Strasbourg. Law professors pass on their training to students by incorporating human rights content into their courses. Activists may be able to increase their effectiveness in protecting rights and in organizing education programs for their member chapters and the public at large. Journalists may bring new understanding to coverage of human rights issues. However, few of the countries would have the financial capacity to continue to send people for training abroad, assuming there was an interest. It is also clear that advocacy groups sponsoring training programs, publishing human rights newsletters, preparing material for dissemination and running public meetings do not have the financial resources to carry out their programs. Outside support will be required for some time to come.

**Recommendations** - The amount of money available for human rights programs under Section(116 e) is relatively small. The AMIDEAST effort, though consistent with Agency guidelines, was relatively scattered. While that approach was defensible in starting a new program, it would make more sense now to bring it into tighter focus. We believe that human rights groups like the League in Tunisia and the Women Groups in Jordan and Tunisia should receive the highest priority in the allocation of funds. An important next task is to target opinion makers in each country to create a far broader base for effecting positive change in human rights practices.

## **PROJECT MANAGEMENT**

### **A.I.D. AND AMIDEAST PROJECT MANAGEMENT**

**Observations** - The Near East program developed as a collaborative initiative between A.I.D. and AMIDEAST and was based on a Operational Program Grant Proposal submitted to A.I.D. in July 1983. The cooperative grant agreement was signed in September 1983, and A.I.D. accepted fully the program description, the stated purpose, and the specific objectives of the human rights program proposed. The agreement also spelled out the respective responsibilities of A.I.D. and AMIDEAST with respect to identification, design and implementation of the human rights program. The agreement required that AMIDEAST obtain A.I.D. approval before any activity was initiated or funds were committed, and that project activities also have the approval of the relevant embassies and USAID offices before A.I.D./W would give its consent. These arrangements guided the management of the program through all subsequent amendments.

**Findings** - PD-12 guidance provides adequate scope for the design of human rights initiatives, which were shaped country by country by the possibilities perceived in each place. Both the former AMIDEAST and NE bureau project officers separately stated in response to a question that the lines of communication were open and the roles of the parties understood; yet the record suggests otherwise. One USAID project officer did not understand AMIDEAST's role in designing and implementing project activities. He tried to take over these responsibilities using the contractor to implement his program decisions. AMIDEAST field staff were excluded from project communications and any monitoring or planning role. Another project officer became deeply enmeshed in project implementation, taking the time of AMIDEAST field staff to keep

the officer constantly informed. In another case, the failure of the Mission to designate a human rights officer resulted in serious delay in AMIDEAST meeting deadlines for submitting program proposals. USAID project officers on more than one occasion did not know when program submissions were due. Program administration was further complicated by State's role in the program. Its advisory role sometimes was exercised to skew participant selection and resulted in project implementation delays. Some State officers viewed the USIS program and 116(e) programs as interchangeable sources of funding exchange activities. On its face the procedure adopted, though not uncommon to A.I.D. management of projects, involved a lot of people in the decision process.

At the present time most A.I.D. field staff see human rights responsibilities as just an additional burden added to an already full load. Some see the program as political, as a diversion from its role in promoting development and one the State Department or USIS should be responsible for. A range of views were expressed by Embassy staff as to what their role should be. Most believed that while they had a deep interest in the objectives of the program they should not become involved in project detail, yet they wanted to have the opportunity to use the program to benefit individuals they might identify in the course of their work on human rights. In Morocco an interagency committee exists to review democratic institutions initiatives as well as 116(e) proposals.

**Conclusion** - It is unlikely that A.I.D. could duplicate the amount of attention devoted to this essentially small activity to the rest of its program. USIS does not appear to be an appropriate implementing agency for a program which should be managed in a way to distance it from its U.S. funding source and which focuses on training in non-U.S. institutions. Embassy political officers see their role principally as reporting on human rights rather than implementing programs. A more direct and visible State Department role in project design and implementation would tend to make the program more rather than less "political."

**Recommendation** - While State has a special role to play in any human rights program, it should be exercised at the strategic rather than the project design and implementation level. The NE Bureau should also seek to reduce the amount of staff involvement in what is essentially a very small project activity by most A.I.D. standards by giving the contractor in the future greater leeway under a grant agreement to identify, design and implement activities. NE guidance will be required on clarifying the extent of field monitoring responsibilities.

## **A.I.D./W VS FIELD ADMINISTRATION**

**Observation** - In 1989, project management was decentralized to the field in both A.I.D. and AMIDEAST. The new arrangements were reflected in the multiple project agreements executed by each USAID Mission with the AMIDEAST field office. Until then, project direction was centralized in the AMIDEAST Washington office. The 1987 evaluation report concluded that "the centralized program and management structure of the LET project has resulted in AMIDEAST/W decisions about funding allocations, program activities and priorities without the benefit of adequate AMIDEAST field views, knowledge and experience." The report went on to recommend

a revision of the relationship so that the project would benefit from the skills of AMIDEAST's very able and experienced field staff.

At the same time, the evaluation concluded that from a managerial and cost effectiveness standpoint (economies of scale), the LET project design of centralized administration provided for an integrated set of activities which would complement each other and which would be relatively adaptable to each of the four countries then involved in the program.

**Conclusion** - Decentralization of program management did not result in any significant change in program emphasis. The new funding arrangement multiplied by five all administrative, negotiating and accounting tasks, absorbing proportionately, a greater portion of staff time that could otherwise be allocated to the development and implementation of the project. Project flexibility was also lost when the ability to shift funds among countries was eliminated thereby losing the capacity to take advantage of emerging opportunities in one country even as project activities in another country might be at a standstill. Finally, loss of central direction of the program resulted in a loss in strategic planning for a project where regional perspective is especially important. On the other hand, the failure to engage AMIDEAST field staff initially resulted in a serious loss of field ownership in the product and a loss of local knowledge essential to effective participant selection.

The failure of A.I.D. to provide funding for more than one year at time added to everyone's administrative burden. AMIDEAST planning was effected adversely, since it never knew what the next years budget would be. Plans for training could not be discussed with potential participants when it was uncertain of its resources. Effective participant selection requires a longer lead time than one year funding permits.

A.I.D. staff is not especially well equipped to develop human rights projects. In addition, there is a real lack of interest in the field in taking responsibility for this activity. A big training program for human rights coordinators who may or may not be handling human rights in their next assignment is not the solution to this problem. Rather, it is to engage an organization with capacity to design and implement a human rights program under general guidance provided by A.I.D. and State.

**Recommendation** - On balance, we believe there should be central direction of the region's human rights effort which requires for its design and implementation specialized knowledge not available in the agency. A.I.D. should provide general rather than detailed oversight of project implementation.

## **A.I.D. MANAGEMENT TIME**

**Observation** - Data is not available to estimate A.I.D. staff time and costs of design, selection and management of the human rights program.

**Findings** - There appears to have been a fair amount of micro-management of sub-project activity, in both Washington and the field. Furthermore, the practice of funding the program annually imposed a great deal of paperwork on both AMIDEAST and A.I.D. staff, which would be unnecessary if longer term funding had been provided. Management arrangements imposed by the cooperative agreement created multiple opportunities for multiple clearances for any action. State's advisory role sometimes resulted in delays in project implementation.

**Conclusion** - Most people involved in managing the program in the past have taken different assignments and were not available to be interviewed or are no longer with A.I.D. or AMIDEAST. Nevertheless, our general impression remains that a great deal of time was spent by A.I.D. staff, particularly in Washington, on managing the program.

## **INVOLVING LOCAL ORGANIZATIONS IN PROGRAM AND PROJECT DESIGN**

**Observation** - Local organizations have been involved in the design and implementation of sub-project activities, e.g., the Red Crescent seminars in Morocco or the educational programs sponsored by the women's organizations in Jordan and Tunisia. The Tunisian League for Human Rights had, before its recent problems with the government, an active education program operating through its local branches. All these organizations appear capable of receiving direct grants to carry out their programs. However, we have identified no local organizations which would be in a position to manage funds and make grants to local institutions.

Already mentioned is the Arab Institute for Human Rights, which could be a major asset for in-region training as it gains experience. The Judicial Training Institutes established in Jordan and Morocco could become training centers for the region, but they are now too weak to perform that function.

**Conclusion** - There are a number of organizations active in advocacy and education capable of designing and implementing human rights programs, but in need of financial support to be effective. It is highly desirable to strengthen local human rights organizations, but this will best be done by an organization not identified with the U.S. Government.

## **ADMINISTRATIVE COSTS**

AMIDEAST administrative costs were roughly 50% of total costs. Put otherwise, overhead was 100% of program costs. However, overhead included the cost of the project director at AMIDEAST Washington who gave direction and impetus to the program. Data is not available to calculate management costs.

## **II. LESSONS LEARNED**

1. Human rights changes are more likely to be affected in the short-run by political events. Like many A.I.D. programs, human rights programs cannot be expected to produce important results in the short run, particularly if the measure is significant change in human rights

practices. However, if the measure of success is the number of people touched by the Sec. 116(e) program actively seeking improvement in human rights practices, then the project is already a success. The program deserves to be expanded.

2. The use of American intermediary institutions to administer country human rights programs is an efficient and practical method for A.I.D. to administer its program. It is an essential method if local advocacy groups are to be supported. There is yet no local regional institution that could play that role, although the newly established Arab Institute for Human Rights holds much promise for the future.

3. The intermediary must know the region for work in human rights is a sensitive and risky business. Knowing local institutions and potential participants is essential.

4. All routes to effecting change in human rights practices seem to lead to education and training efforts. There are a variety of respectable approaches possible. Many are reflected in the program to date. We suggest priority for advocacy groups and targeted training for opinion leaders not limited to the law as ways to change the climate for reform.

5. A more tightly focused human rights program is likely to be more effective. It should be designed with better understanding of what other donors are doing in the human rights field.

6. The lack of availability of human rights material in Arabic is a problem. There is a need to translate material. The Ford Foundation may be prepared to finance some translations.

7. A.I.D./W and USAID human rights project officers are often assigned project management responsibilities as a part time function added to their major project duties. Many are without previous training or experience in human rights activities. Many believe human rights activities should be managed by some other agency. NE guidance to staff is in order on the Agency's responsibilities for human rights activities. A major training program as suggested in the last evaluation is not recommended. There will also be a need to clarify the role of the project officer in monitoring the contractors activities.

8. Local human rights advocacy groups require donor subsidies for some time to come if activities are to be sustained and expanded.

9. A.I.D.'S Democracy Institutions Initiative and the Women in Development program fund activities with human rights implications. Some activities funded under 116(e) seem better suited to these other funding sources. NE should provide guidance on the criteria for funding under each program.

10. NE should try to reach agreement on the reporting and accounting system the contractor uses to track project activities at the beginning of a project. The AMIDEAST accounting system never provided information on sub-project expenditures.

11. One year funding of the human rights program undercut longer-term planning and effectively precluded development of a training strategy.



### **III. ANNEXES**

## **ANNEX A**

### **LIST OF PERSONS INTERVIEWED**

#### **UNITED STATES**

##### **WASHINGTON D.C.**

Ambassador Charles Dunbar, Special Advisor to the Ambassador to Bureau of Human Rights and Humanitarian Affairs

William Cole, Project Director, A.I.D.

David O'Keefe, Project Manager, A.I.D.

Michael Miklaucic, International Law Institute

James L. McCloud, Senior Vice President, AMIDEAST

L. Paul Severe, Director, Project Development, AMIDEAST

John S. Kincannon, Desk Officer for Algeria, Libya, Mauritania, Morocco and Tunisia, Office of the Near East/South Asian Affairs, USIA

Sue Saarnio, Tunisia Country Officer, Department of State

Maryam Elahi, Government Program Officer for North Africa, Middle East and Europe Affairs, Amnesty International

Dr. Jamal Benomar, Director, Human Rights Program, The Carter Center, Atlanta, Georgia

#### **TUNISIA**

##### **USAID**

Peter Kolar, Acting Director

Lane Smith, RHUDO

##### **US Embassy**

Carol Kay Stocker, Deputy Chief of Mission

Evan G. Reade, Second Secretary

Andrea M. Farsahk, Political Counsellor

Kevin Ellison, Cultural Affairs Officer

#### **AMIDEAST**

Ann Mbenni, Office Manager/Testing Coordinator

#### **USIS**

James Bullock, Public Affairs Officer

#### **TUNISIAN OFFICIALS**

Chafed Saied, Vice Dean, Faculty of Law, University of Tunis

Rafaa Ben Achour, Secretary General, International Academy of Constitutional Law, University Research Center, University of Tunis

Faiza Kefi, President, National Union of Tunisian Women

Judge Emna Aoudj, President, Commission for Women Rights, Tunisia

Fredj Feniche, Secretary General, Arab Institute of Human Rights & treasurer, Tunisian League of Human Rights

Khemais Chamari, Vice President, Tunisian League for Human Rights

Taoufik Bouderbala, Secretary general, Tunisian League for Human Rights

#### **YEMEN**

#### **USAID**

George Flores, Mission Director

Larry Dominessy, Acting Mission Director

Abdulali Alshami, Program Officer

**U.S. Embassy**

John L. Lister, Second Secretary

**AMIDEAST**

David Sconyers, Director

**YEMENI OFFICIALS**

Ali S. Al-Gamrah, Director General of Radio & T.V Corporation, Ministry of Information and Culture

Mohammed R. Al-Zorqah, Chairman of Board Directors & Editor-in-Chief of Al-Thawrah Newspaper

Abu Baker Al-Sakaf, Professor, University of Sanaa & Chairman, Yemen Human Rights Association

**EGYPT****USAID**

Duncan R. Miller, Associate Director Human Resources and Development Cooperation

Diane Ponasik, Office of Participation and Development

**U.S. Embassy**

James Soriano, Second Secretary Political

**AMIDEAST**

Alain McNamara, Vice President and Director

Pamela D. Pelletreau, Governance and Democracy Office

**THE FORD FOUNDATION**

Emma Playfair, Program Officer

## **EGYPTIAN OFFICIALS**

Dr. Mohamed Merghani, Professor and Chairman of the Public Law Department, University Ain Shams.

Dr. Said El-Dakkak, Professor of International Law, Alexandria University.

## **MOROCCO**

### **USAID**

James B. Lowenthal, Ph.D., Deputy Mission Director

William Riley, Deputy Program Officer

E.M. Amundson, Division Chief for Planning and Development

### **U.S. Embassy**

Ambassador Frederic Vreeland, U.S. Ambassador to Morocco

Thomas F. Daughton, Political Officer

### **AMIDEAST**

Sue Buret, Director

## **MOROCCAN OFFICIALS**

Saadia Belmir, Magistrate, Ministry of Justice

Amina Lemrini, President, Association Démocratique des Femmes du Maroc

Rabea Naciri, Vice-President, Association Démocratique des Femmes du Maroc

Mohamed Meliani, Professor and Chairman of the Department, Faculty of Law, Oujda & Founding Member of the Organization Marocaine des Droits de l'Homme. Interview by telephone

Ahmed Mouline, Assistant Director, Institut National des Etudes Judiciaires INEJ, Rabat

Ali Bargach, INEJ Administration

Malika Benradi, Professor, Faculty of Law. Interview by telephone

Amina Belouchi, Professor, Ecole Nationale D'administration Publique

Abdelkader El Kadiri, Professor and Chairman of the Department, Faculty of Law, Rabat

## **ANNEX B**

### **BIBLIOGRAPHY**

#### **AGENCY FOR INTERNATIONAL DEVELOPMENT**

A.I.D. Program Design and Evaluation Methodology Reports, Nos. 5, 8 and 9

ANE Procedural Guidelines for Evaluation, Feb. 1986

Policy Determination No. 12, "Human Rights," Sept. 26, 1984

USAID project files in each country

#### **AMERICA-MIDEAST EDUCATIONAL TRAINING SERVICES, INC. (AMIDEAST)**

Human Resources Development, Quarterly Magazine of AMIDEAST, 1984, 1985, 1986, etc. issues

Project files in AMIDEAST country offices in Egypt, Yemen, Morocco and Tunisia

Report of Project Activities by Country, Washington D.C. Office

#### **AMNESTY INTERNATIONAL**

1991 report, Amnesty International Publications, 1 Eaton St., London

#### **THE DEPARTMENT OF STATE**

Annual Human Rights Reports, Egypt, Jordan, Tunisia, Morocco and Yemen, 1987-1992

ANNEX C  
SCOPE OF WORK

**BACKGROUND**

The A.I.D. Human Rights (HR) Program was established in 1978 by Section 116(e) of the Foreign Assistance Act (FAA). The Section 116(e) statute mandates that the Agency fund "programs and activities which will encourage or promote increased adherence to civil and political rights." Section 116(e) also establishes an annual funding target for A.I.D. to implement its Human Rights Program worldwide. That target was set in 1984 at \$3.0 million.

The A.I.D. HR 116(e) Program has been developed and implemented primarily at the level of the geographic bureaus. Each bureau has taken a somewhat different approach to design and funding of HR activities. In the mid-1980s, the Near East region was covered by the Asia/Near East Bureau (ANE). ANE was divided in October 1990 into the Europe/Near East Bureau (ENE) and the Asia/PRE Bureau (APRE). In October 1991, ENE subsequently divided again into the Europe Bureau (EUR) and the Near East Bureau (NE). The new NE Bureau is now in the process of establishing a sound and manageable Human Rights 116(e) Program, and the results of the planned evaluation will directly contribute to that effort.

The last evaluation of Near East HR 116(e) activities was conducted in 1987 under the then ANE Bureau. HR activities in the NE region constituted a minor part of the overall ANE 116(e) effort at that time. One of the recommendations of the evaluation was to establish a separate project for regional (then ANE) human rights activities and this was done in 1988 under a continuing project (398-0280).

Seven Near East HR sub-projects were funded as amendments to project 398-0280 between 1988 and 1990. American-Mideast Educational and Training Services (AMIDEAST) has had the major implementing role in the Near East region. Most of the activities funded have concentrated on (1) Human Rights (primarily legal rights) education within the courts system through judicial training on HR issues or (2) Human Rights advocacy either by supporting HR organizations or by stimulating the local press to do more aggressive reporting on HR abuses.

FY 1991 funds (\$500,000) initially expected to be allocated for HR 116(e) activities in the Near East were transferred from the ENE Bureau to the Africa Bureau and there was consequently no ENE 116(e) program (or in the NE region) in FY 1991.



## **ARTICLE I - TITLE**

Evaluation of the Near East Human Rights Program under Project No. 398-0280 (1988-1991)

## **ARTICLE II - OBJECTIVE**

The Contractor is to provide a team that will assess: (1) success in achievement of sub-project objectives and identify the factors that supported or inhibited achievement of these objectives; (2) identify successful implementing strategies and mechanisms within sub-projects for achieving objectives; (3) identify specific lessons learned that can be useful in future 116(e) programming; (4) determine if the problems identified and recommendations presented in the 1987 HR evaluation have been successfully addressed; and 5) identify options for future focus and administration of a 116(e) Human Rights program for the NE Bureau.

## **ARTICLE III - STATEMENT OF WORK**

### **A. Evaluation Design**

This evaluation is designed to determine how well sub-project activities have achieved their objectives. The team will examine separately each activity funded. It will examine relevant documents, conduct interviews with sub-project beneficiaries and both AMIDEAST and A.I.D. staff, and review progress on performance indicators established when sub-projects were initiated.

The evaluation is to include the following countries and sub-projects under the former project 398-0054 (1983-1987) and the current regional project 398-0280 (1988-1991):

<u>Country</u>	<u>Duration</u>	<u>Sub-Project Title/ Activities</u>	<u>Total Obligated</u>
<b>398-0054</b>			
Egypt Morocco Jordan	83-87	AMIDEAST Legal Education and Training I (LET)	\$693,000
<b>398-0280</b>			
Egypt	88-89	AMIDEAST Legal Education and Training II (LET)	\$88,216
Jordan	88-90	AMIDEAST Legal Education and Training II (LET)	\$160,623
Morocco	88-90	AMIDEAST Legal Education and Training II (LET)	\$165,216

Tunisia	88-90	AMIDEAST Legal Education and Training II (LET)	\$150,000
Yemen	88-90	AMIDEAST Legal Education and Training II (LET)	\$69,966
Yemen	90-92	AMIDEAST Strengthening Judiciary and Courts	\$189,966
Regional	90-91	International Institute of Higher Studies in Criminal Science Human Rights Training for Arab Journalists	\$81,194

## **B. Evaluation Questions**

The evaluation team will answer the following questions:

### **I. Project Effectiveness**

1. Based on project documents and interviews with mission and grantee staff, host country institutions, and beneficiaries, did the sub-project achieve its stated objectives?
2. Can contextual and project related factors that strengthen or inhibit the achievement of project objectives be identified?
3. Were inputs delivered in a timely and efficient manner? Were outputs produced as expected?
4. How do actual project costs compare with planned costs? Is it possible to assess cost per beneficiary and/or cost effectiveness for any of the sub-projects?
5. Do the sub-projects have monitoring/evaluation systems that inform management decisions? If so, do they work effectively?
6. Are sub-project accomplishments sustainable?
7. What specific features of project design, management or implementation contribute to or inhibit project implementation and impact?
8. Are the projects in each country addressing the critical human rights problems in that country?
9. What have been the major program "success stories?" Which areas or sub-area of program activity (outreach, targeted generalized training on HR - e.g. media or judicial), show

concrete evidence of effectiveness on impacting HR conditions? Which, if any of these areas are deficient in terms of achieving substantial improvement in HR in recipient countries?

10. Is there any evidence that human rights activities funded have been sustained and replicated for broader impact on addressing HR problems after A.I.D. funding was terminated? What factors have been important in either contributing or preventing this from occurring? Can outreach projects become sustainable after project completion?

## **II. Program Management and Program Costs**

1. What has total A.I.D. staff time and resource costs been for (a) sub-project proposal design, (b) sub-project selection, (c) monitoring of sub-projects, and (d) overall management of the 116(e) Human Rights program?
2. To what extent has agency, and bureau and mission guidance in identification, design and implementation of human rights activities been useful?
3. Have different modes of administration of the Human Rights Program (A.I.D/W v. missions) been relatively more effective in monitoring and backstopping project activities? What are A.I.D./W and mission views regarding program monitoring responsibilities? What is the view of AMIDEAST?
4. Have the Bureau's HR projects involved local organizations in design and/or implementation? What are the constraints to involving local organizations? Could local organizations be more effectively used to improve program effectiveness?
5. What has been the role of the embassies in the design and implementation of sub-project activities? Has this role increased program effectiveness? What are the implications of these findings for future program design?
6. How has the attitude of the host country affected the choice of activities undertaken in the 116(e) program, and the sustainability or replicability of program interventions? How has the relationship between AMIDEAST and the host country affected the choice of activities or the effectiveness of the program? Would the attitude of the host country suggest that it would be effective or ineffective to use local organizations more actively?
7. Has the implementing organization proved an effective implementor? Could additional training of AMIDEAST staff in HR issues help? Could training of AMIDEAST staff in

program/project design help the implementing agency develop more long-range projects in the area?

8. Are the USAID coordinators adequately trained/informed to assist in program design and implementation in the HR area?
9. How do A.I.D. and grantee management costs compare across types of projects (institutional development vs. legal services, across countries)?
10. In each country how does the ratio of funds expended for administrative costs v. funds expended for program cost compare with other A.I.D. programs?

### **III. Program Implications**

1. Has the provision of A.I.D. funds for human rights activities represented a sound and effective use of Agency resources?
2. Have the problems and recommendations, stated in the 1987 HR evaluation, been addressed by the missions, A.I.D./W, and the grantees?
3. What lessons learned can the team identify to improve future programming decisions?

### **IV. Recommendations**

What recommendations would the team make to improve management, effectiveness and impact of the program? Recommendations should be derived from evaluation findings/conclusions and listed in order of priority.

## **C. Evaluation Procedures and Team Composition**

The evaluation will include two team members with the following combination of skills: knowledge of human rights programs (specifically 116(e)), training and institutional analysis expertise, research/evaluation skills, writing skills, familiarity with A.I.D., and countries/region. The NE Bureau Human Rights Officer will work closely with the evaluation team in its preparatory phase.

The evaluation tasks will include the following:

### **I. Preparation Work**

Review HR legislation, review selection of projects, confirm mission concurrence on sub-projects, review project documents

and 1987 ANE/HR evaluation, refinement of evaluation questions, development of appropriate data collection techniques and division of labor among team members, and interview grantee representatives and relevant A.I.D. officers in the United States. A specific field strategy needs to be outlined during the preparatory phase of this study and reviewed by the NE Human Rights Officer.

## **II. Field Work**

Prior to departing the country, the team will spend 4 days in Washington, D.C. meeting with A.I.D./W and reviewing relevant documents. The team will spend three weeks in the region conducting interviews and gathering information. The countries to be visited are: Egypt, Jordan, Morocco, Tunisia, and Yemen. While in each country, the team will contact the A.I.D. Mission Human Rights Officer, the Embassy Political Officer responsible for Human Rights, the grantee country office and the host country organization(s) related to the project(s). The team should try to contact as many direct beneficiaries as feasible. The team will meet with the mission staff prior to departure from each country and will at that time present a brief outline of their findings and recommendations. The team will take into consideration any suggestions/comments made by mission or grantee staff on this outline.

## **ARTICLE IV - REPORTS**

The evaluation team should prepare a report containing the following sections:

- Basic Project Identification Data sheet;
- Executive Summary;
- Body of the Report (maximum 25 pages excluding Appendices);
- Appendices, as Appropriate.

Upon return to the United States and before beginning the final draft report, the team will come to A.I.D./W to discuss the results of the evaluation. The team will send the draft final report to A.I.D./W and the respective missions for comments approximately one week after the team's return to the United States. Within 14 days, the missions and A.I.D./W will provide written comments on the draft report. The Contractor will then take those comments into consideration in the preparation of a final version of the evaluation document. The final report should be ready for distribution approximately 3 days after receiving all mission and AID/W comments. The team leader will take responsibility for weighing and assessing the findings and conclusions of the field investigation and ensuring that the final report is completed in a timely and professional manner.

The main body of the report will not exceed 25 pages (excluding appendices).. This section will present the team's response to the questions outlined above. It will be an analytical overview of the relevance, management, effectiveness, and impact of the Human Rights Program. To the extent possible, all findings and conclusions should be supported by empirical information, and the data sources should be clearly specified in the report.

The draft report should contain a 3-4 page concisely worded Executive Summary, a paginated table of contents, and a glossary of legal and Arabic terms used in the report. The team will prepare annexes as appropriate including an annex describing the human rights country context for each country visited and providing a summary and critique of individual project activities. A matrix summarizing major findings, conclusions and recommendations should also be part of the annexes. The document should be submitted in triplicate and as a WordPerfect file on a 3.5 inch diskette.

#### **ARTICLE V - RELATIONSHIPS AND RESPONSIBILITIES**

Technical directions during the performance of this delivery order will be provided by William S. Cole, (NE/DR/HR), pursuant to Section F.3 of the contract.

#### **ARTICLE VI - PERFORMANCE PERIOD**

- A. The effective date of this work order is August 24, 1992 and the estimated completion date is December 30, 1992.
- B. Subject to the ceiling price established in this delivery order and with prior written approval of the Project Manager (see block 5 on the cover page), the Contractor is authorized to extend the estimated completion date, provided that such extension does not cause the elapsed time for completion of the work, including the furnishing of all deliverables, to extend beyond 30 calendar days from the original estimated completion date. The Contractor shall attach a copy of the Project Manager's approval for any extension of the term of this delivery order to the final voucher submitted for payment.
- C. It is the Contractor's responsibility to ensure that the Project Manager-approved adjustments to the original estimated completion date do not result in costs incurred which exceed the ceiling price of this delivery order. Under no circumstances shall such adjustments authorize the Contractor to be paid any sum in excess of the deliverable order.
- D. Adjustments which will cause the elapsed time for completion of the work to exceed the original estimated completion date by more than 30 calendar days must be approved in advance by the contracting officer.

## **ANNEX D**

### **COUNTRY HUMAN RIGHTS STATEMENTS**

The scope of work required that a statement on the country human rights "context" be included in an annex to the report. Annual Human Rights Reports published since 1979 by the Department of State at the request of Congress were used as the basis of these statements. In addition, these context statements were supplemented by observations made during the team visits.

## EGYPT

Egypt is a republic with a presidential system of government. The president is supported by the National Democratic Party (NDP). The NDP, in power since 1978, commands large majorities in the People Assembly, the popularly elected lower house of the legislature and the upper house (Shura Council) which is partly elected and partly appointed. The cabinet composed of over 33 members and headed by the Prime Minister, is appointed by and responsible to the president. After the assassination of President Anwar Sadat in 1981, Hosni Mubarak, then Sadat's Vice President was elected president by the People Assembly. In July 1987, President Mubarak was reelected to a second 6-years term. His reelection was affirmed by a popular referendum. He was the single candidate and won over 95% of the votes in the plebiscite that took place on October 5, 1987.

There is a consensus that Egypt under Mubarak is enjoying freedoms it has not enjoyed under his two predecessors, Sadat and Nasser. Political parties are allowed, the press is relatively free and the bar and the judiciary have guarded traditions of independence. However, the dominance of the National Democratic Party over the People's Assembly, the Shura Council, local governments, the media, labor and the large public sector, leaves little room for changing the government.

Human rights in Egypt are affected by many factors.

1. The state of emergency declared after Sadat's assassination has been continually in effect since October 1981. In May 1991, the People's Assembly voted to extend the state of emergency until June 30, 1994. Under this law, which provides for special, non-judiciary courts, the security agencies are given extraordinary freedom in search and seizure, detention and evidentiary matters. Thus, under emergency law, the interior minister may detain a person without indictment for 90 days. With a court order, detention may be extended to six months.

2. Political violence has increased in recent times by Muslim fundamentalists against Egyptian internal security forces, intellectuals and women activists. In the first six months of 1992, 48 were killed in political violence in Egypt. Among them was the journalist and author Frej Fouda shot in June.

3. Egypt Coptic Christians experience discrimination by government and islamic militants. Security forces arrest extremists who perpetrate violence against Copts, but the government does little to correct nonviolent acts of discrimination. Copts have had difficulties obtaining official permission to build or to repair their places of worship. Moreover, Moslem converts to Christianity face government persecution.

4. Although Egyptian law provides for equality of the sexes, women continue to face discrimination based on cultural traditions and some aspects in the law. In December 1990, the government banned NOON, the newsletter of the Feminist Arab Women's Solidarity Association



(ASWA), for allegedly printing articles on political issues. In June 1991, the government dissolved ASWA, on the ground it engaged in political activities. However, the family law of 1985 ensured a woman's right to divorce and preserves the wife's child custody and property rights. Egyptian women have employment opportunities in government, medicine, law, academia, politics and business. Ten women hold assembly seats: seven elected and three appointed. However, social pressure against careerism is still strong, and some Egyptian feminists say that fundamentalism has introduced a new conservative trend which limits further career gains.

## **YEMEN**

Yemen is still in the early and difficult stages of nation-building. It is a country with thousands of dispersed villages in a largely mountainous terrain inhabited by several powerful tribal confederations. As the central government extends its influence, and as new more educated and cosmopolitan leaders emerge, a consensus is developing regarding the acceptance of new institutions and the legal framework in which these institutions operate.

Real political power in Yemen is divided among three groups; the tribes, the military/security complex, and the private sector. Many Yemenis see themselves as belonging to more than one group, and linkages between groups do exist through overlapping membership. Yemen's tribalism assures many groups considerable independence. This independence derives from association with a group, and does not necessarily apply to individuals as such. The status and protection of individuals depends largely on the strength of the group of which he is member.

The formation of the new republic ROYG, in May 1990, brought together two disparate developing countries with different socio-economic systems and different administrative traditions. The legislation creating the ROYG provided for a thirty-month transition period which will end in November 1992 with national elections. Although the political structure now in place seems relatively stable, there are strong political tensions as well as concerns that there will be a polarization between the more conservative and tribal North and the more modern and urban population and the secular South.

At the conclusion of a National Conference in September 1992, two documents were issued. They reaffirm the complete respect for political pluralism, the respect and safeguard of the liberties and rights of individuals and pledge the exercise of democracy through open and regular elections. Moreover, this declaration of principles call for the need to respect the independence of the judicial system and to neutralize the role of the state and military apparatus so as not to be exploited by any party for political, partisan and personal benefits.

Although the central authorities seems committed to the development of effectively functioning democratic institutions, democracy as political culture is new to Yemen. Civil liberties, including freedom of speech and association and guarantees against discrimination based on sex, racial origin or religion remained significantly restricted. Although not entirely free from government

censorship, the press enjoys increasing freedom. The atmosphere for political party activity continues to improve. There are now approximately 90 registered periodicals in Yemen and 38 political parties.

1. Major human rights problems include abuse of prisoners and detainee and arbitrary detention. A Yemeni press story in February on prison conditions in Sanaa central prison reported on unsafe and unsanitary facilities, imprisonment of children, abuse of women, frequent use of torture and humiliation, and failure to release prisoners who complete their prison term. In April, the Parliament passed a law intended to correct prison abuse. However, the law remains unimplemented.

2. There were continuing reports of arbitrary arrest. Some detainees were held without charge for extended periods of time, despite a constitutional provision limiting to 24 hours the time police may hold a suspect without judicial concurrence. Legal procedures which allow prisoners to notify relatives and lawyers of their arrest are seldom observed.

3. Islam is the state religion and the Sharia the source of legislation. There are some restrictions on the practice of other religions.

4. Although the constitution provides for equality under the law, significant restrictions on women are imposed by tradition and by law. A recently passed family law is very restrictive on women. Polygamy is allowed, the dowry practice institutionalized and in case of divorce a male privilege, both the family house and the children automatically go to the father. Moreover, women cannot travel if not accompanied by a male family member. This family law contrasts with a 1974 law passed in South Yemen which emancipated women.

5. There is an official human rights organization constituted as a committee of the Parliament. Attempts to form a nongovernmental human rights organization have been discouraged by the authorities.

## **JORDAN**

Jordan is a hereditary monarchy, where the King exercises a wide range of power despite the existence of a constitution theoretically limiting those powers. Executive and legislative powers are constitutionally vested in the King, who rules with the assistance of an appointed Council of Ministers. The Prime Minister is selected by the King with a vote of confidence by Parliament. The Parliament is composed of an appointed Senate and an elected Parliament. In 1974, when the PLO was declared the only legal representative of the Palestinian people, the King suspended the Parliament and in its place selected a consultative assembly. In 1984, the Parliament was reinstated by the King.

The constitution may not be amended without the King's approval. The King must approve all laws, which are then put into effect by royal decree. The King may also postpone sessions of Parliament for up to 60 days.

Human rights conditions in Jordan are characterized by:

1. The absence of political parties discourages the emergence of healthy political debate. Nevertheless, although the political parties are still banned until a new law is passed, political groups formed de facto parties. In any case, Jordanian citizens are not in a position to change their system of government or its leaders. All nongovernmental employees have the legal right to join trade unions which are apolitical.

2. There is no official discrimination based on ethnicity or religion. Still, women experience legal inequality in matters of inheritance and divorce. Under Sharia law, which applies to all Jordanian citizens in inheritance matters, a woman inherits only half that of male heirs. In practice, non-Muslim women occasionally have been able to obtain rulings according to their own religious laws. The law requires equal pay for equal work for men and women, but in practice women are paid less. In addition, traditions constrain women's freedoms, and entry of women into professional and academic realms can spark resentment and opposition.

3. There are local human and women's rights organizations which try to amend laws through lobbying the Parliament and the Government. Amnesty International visited the country in 1991 and expressed its concern with the practice of detention without trial, mistreatment of prisoners and martial law procedures. The extent of physical abuse of women is rarely discussed in public. However, the problem is spread at most all levels of society.

## TUNISIA

Tunisia is a republic in which the constitution provides for a parliamentary democracy with separation of the executive, legislative, and judicial powers. In practice, the President and his party dominate decision making at all levels. The President appoints the Prime Minister, the Cabinet, and all 23 regional governors. His Constitutional Democratic Rally (RCD) party holds all 141 seats in the Chamber of Deputies. Opposition parties boycotted 1991 elections.

The human rights situation deteriorated in 1991. The discovery of arms depots and alleged plots were dealt with by the arrest of up to 4,000 Islamists. Most of them were released. Seven Islamists died under suspicious conditions. Shortly after, the President created the position of Human Rights Counselor to the President. Another Committee was created to inquire about the abuses which had occurred. Light sentences were pronounced against three members of the police involved in the death of a youth in their custody in 1987.

The constitution establishes Islam as the state religion, but allows the free practice of most other religions. Proselytizing to other religions other than Islam is prohibited. The constitution calls on all political parties to respect and defend Tunisia's Arab-Muslim identity, and the President as well as the parents and the grandparents of the President must be Muslims.

Many observations can be made on human rights conditions in Tunisia:

1. A number of Islamists were put trial and condemned. International human rights organizations were allowed to attend the trials and were critical of some of the legal procedures followed.

2. There is an increase in the freedom of press. This follows a period where press was tightly controlled. But the State controls television and radio, and its coverage of the government is highly favorable.

3. Several human rights organizations are active in Tunisia. The Tunisian League for Human Rights (LTHR) is one of the most respected human rights organizations in the Arab World. In 1991, it issued a communique calling for the end of violence and for the respect for human rights and for individual liberties. But the government issued new legislation governing associations which the League found unacceptable and chose not to operate under. The League has called for a special session to decide on its future which seems to be jeopardized by the new law on associations. In 1989, The Arab Institute for Human Rights was founded through the joint efforts of the Tunisian League for Human Rights, the Arab Organization for Human Rights and the Union of Arab Lawyers. The Arab Institute for Human Rights has been conducting seminars on human rights and is publishing a report on human rights conditions in the Arab world.

4. The Personal Status Code adopted in 1956 is the most advanced in the Arab and most Islamic countries. Thus, women have equal rights in divorce and child custody cases. Polygamy is forbidden. Moreover, there is a gradual trend toward greater educational and professional opportunities for women. Women's organizations are very active and the National Union of Tunisian Women (UNFT) has been working to improve women rights in the society. It succeeded in convincing the government to introduce legislation strengthening women's rights. However, violence against women occurs in Tunisia. The UNFT have conducted a study on the subject and has been lobbying the government to pass legislation protecting women.

## MOROCCO

Although the Constitution of Morocco provides for a pluralistic political system and a parliamentary form of government with an independent judiciary, there is a high concentration of power in the person of the King who is the political and religious leader of the Moroccans. The cabinet is headed by a prime minister who is appointed by the King with the approval of the

government. A referendum on constitutional reform gives the Parliament more legislative power and strengthen the power of the Prime Minister. However, ultimate authority rests with the King. The preamble of the new Constitution stipulates that Morocco adheres to Human Rights and to all international treaties passed on the matter. The King bears the title of "Commander of the Faithful."

Human rights conditions are affected by many factors:

1. There was a marked recent improvement in the human rights situation. In 1991 a Consultative Human Rights Commission was established, 50 political prisoners were released and the prearrestment period was reduced. Moreover, the human rights issue ceased to be a taboo and is freely mentioned in the press which enjoys much freedom to criticize the government. However, there are still restrictions on human rights. There are reports on police brutality. Other problems include: lack of independent judiciary, and restrictions on religion, the right of citizens to change their government and women's rights.

2. The Moroccan judiciary is composed of members who mostly graduated from the National Institute of Judicial Studies in Rabat. The school administration is open to human rights issues. A course and many conferences were organized on various aspects of human rights issues. There are also an increase in the number of women judges which in 1987 numbered over 200 of a total of several thousands.

3. Women are not accorded equal treatment under Moroccan family and estate law. In marriage, a husband may repudiate his wife, but the wife may not repudiate her husband. The situation under which a woman may sue for divorce are far fewer than those permitted to men. Women compose approximately 24 % of the work force. Women conditions are more difficult in rural areas than in cities and violence against women exist but remain a tabou. There have been many women's organization such as the Association Démocratique des Femmes Marocaines trying to raise issues concerning women's rights. They organized a nation wide campaign to gather one million signature calling for more rights for women. In three speeches in the summer of 1992, the King affirmed that women are entitled to protection of their rights and created a commission to study women's issues. Women's organizations are represented.

**ANNEX E**  
**PROJECT ANALYSES**  
**EGYPT**

**I. PROJECT ACTIVITY TITLE: PARTICIPANT TRAINING**

- A. Purpose** - The purpose of this activity was to promote a broader awareness and understanding of human rights and the rule of law in a legal, historical and political perspective. The long-range objective was to enhance the commitment of the academic community to the dissemination of information on human rights and international value systems implicit in that information. Programs were undertaken first with Egyptian universities and later with Strasbourg and Siracusa Institutes.

Returning professors were expected to be better prepared to develop academic programs in their institutions. Some are expected to engage in research, or in developing new courses on human rights specially at the graduate level. Some returning participants may also organize seminars or conferences in the area of human rights.

- B. Findings** - A number of Egyptian faculty participated in training programs both in Strasbourg and Siracusa. Most of them were members of faculties in schools of law; others were members of the media.

- C. Conclusions** - The International Institute for Human Rights in Strasbourg has never been "popular" among Egyptian trainees. They evaluate the Strasbourg Institute with less enthusiasm than in Jordan, Tunisia, or Morocco. Some of the faculty members who attended suggested that the seminar was too elementary for them and that they learned nothing new. Also, some participants suggested the seminar would be more useful if conducted in Arabic since most faculty lack adequate French or English training. On the other hand, the participants in the Siracusa seminar declared that the training was effective and that they have increased their understanding of human rights issues. They also appreciated that the seminar was conducted totally in Arabic. There is need to focus on course content to adjust to the needs of different professional groups.

**II. PROJECT ACTIVITY TITLE: JUDICIARY TRAINING**

- A. Purpose** - The purpose of the training program addressed to the judiciary was to promote a broader awareness and understanding of human rights with emphasis on providing the judiciary with opportunities to discuss their role in protecting

individual rights and liberties with scholars and advocates. The purpose also included exposure to innovative methods of enforcing appropriate standards of human rights practices within the criminal justice and judicial systems and to expose the participants to the U.S. legal system and the way in which the human rights are treated in American legal education as well as in practice at the federal and state level.

Returning judges were expected to have a better understanding of the American judicial system, and of the various mechanisms and institutions used to protect human rights. They are also expected to develop a higher awareness of the importance of these rights in their societies. Judges will also be expected to reflect these understandings and awareness in their day-to-day work in Egypt.

- B. **Findings** - A number of judges mainly members of the influential Egyptian Supreme Constitutional Court benefitted from these programs. In 1990, three judges from the Supreme Constitutional Court participated in the study tour.
- C. **Conclusions** - Although it is necessary to continue to target judges as a group, these tours are often hastily organized and are more ceremonial than substantive. Lack of English proficiency and absence of orientation before the visit to the U.S. reduces the utility of these programs. In order for the tour program to be most effective, it is important to hold an orientation program for the participants prior to the trip. This program will enable the participants to maximize the benefits from the trip.

### III. PROJECT ACTIVITY TITLE: CONFERENCES

- A. **Purpose** - The purpose of in-country seminars, conferences, and workshops is not only to provide educational opportunity to a large number of participants, but also to provide a forum for new ideas, to strengthen the organization sponsoring the event, improve cooperation among organizations, and to establish networks between people working in the field.
- B. **Findings** - 14,000 E. Pounds were given to the Human Rights Association at Assiut University to help organize two conferences and to publish two small pamphlets.
- C. **Conclusion** - The publication of pamphlets or papers can be an effective way to publicize human rights to the population. The Human Rights Association at Assiut was successful in carrying out these lectures with very little funds available.

# TUNISIA

## PROJECT ACTIVITY TITLE: SUPPORT FOR LOCAL ORGANIZATIONS

- A. **Purpose** - The purpose of this activity was to assist local institutions and organizations concerned with implementing international human rights standards within the context of their national, legal, and cultural systems.
- B. **Findings** - The "Centers for Excellence" were selected for their capacity to serve as public resources and disseminators of information on human rights as well as for their ability to assume active leadership in the field. Categories of activities designated to accomplish project aims were the following: seminars, conferences, fellowships, study-observations visits, procurement of documentation and equipment, and support of research and study. Priority was allotted to activities with a multiplier effect and outreach.

According to these guidelines, three primary organizations were identified to receive support: 1) The Tunisian League for Human Rights (LTDH); 2) The National Union of Tunisian Women (UNFT); 3) The University Research Center (CERP) with its laboratory of Human Rights. In addition, where appropriate, support was provided to the International Academy of Constitutional Law.

### 1. Support for the Tunisian League for Human Rights:

- Publication acquisitions: 65 copies of a two-volume publication in Arabic of international human rights legislation were donated for distribution to League chapters.
- Strasbourg Seminar scholarships: Scholarships were provided between July 1990 and July 1991 to 5 LTDH representatives. Moreover, two follow-up training scholarships were provided to 2 LTDH representatives.
- Conference Support:
  - a) Conference on "Universality and Specifics of Human Rights" organized by the LTDH from 12 to 14 September in Bizerte for LTDH representatives from each regional section, members, journalists and scholars.
  - b) Conference on "Teaching Human Rights--Evaluation and Perspectives" organized by the LTDH from 26 to 28 September in



Gafsa for active league members, representatives of teachers' unions and the Ministry of Education.

**2. National Union of Tunisian Women (UNFT):**

Research and study support: Funding was provided for a survey of women holding elected municipal posts throughout Tunisia, the results of which were published in February, 1990, and served as the basis for a national meeting with the aim of encouraging women to participate in national and local elections.

Study and Research: A grant was provided to enable the Commission on Women's Rights, a subsidiary of the UNFT, to conduct a study on conjugal violence in Tunisia.

Seminar support and publication of findings: Funding was provided to enable the Commission to hold a national seminar on conjugal violence and to subsequently publish the findings.

**3. University Research Center (CERP):**

Scholarships were provided to six CERP nominees (1990 and 1991) to attend the International Institute of Human Rights in Strasbourg. Two other Strasbourg Seminar follow-up training scholarships were also provided to CERP nominees.

**4. International Academy of Constitutional Law:**

- a) Conference support. Support for conference on "The Head of State at the end of the 20th Century", held from 20 August to 2 September 1990.
- b) Conference support. Support for conference on "Democratic Transitions and Constitutional Changes".

**C. Conclusions -** Most of the UNFT activities aim at educating women about their own rights and were in line with 116e requirements. But the funding of the study on women holding elected municipal posts throughout Tunisia and subsequent training program is a women in development project and not a human rights one.

In the same framework, the Academy of Constitutional Law Seminars are constitutional law conferences and not in a strict sense human rights related.

Donating library collection on human rights subject matters is a meaningful and relevant activity.

# YEMEN

## I. PROJECT ACTIVITY: PARTICIPANT TRAINING

- A. **Purpose** - The purpose of this activity was to strengthen the newly democratically elected legislative institutions which will help to strengthen political and civil rights. Stronger democratic institutions is seen to be a prerequisite before civil rights, political opening and accelerated economic development can be more fully extended.
- B. **Findings** - Two members and one staffer of the Consultative Assembly spent three weeks in the United States to observe how different legislative groups are organized and operated.
- C. **Conclusions** - Language barriers reduced the efficiency of the training which was very costly.

## II. PROJECT ACTIVITY TITLE: REPORT ON LEGISLATIVE INSTITUTION BUILDING

- A. **Purpose** - Assistance to the Ministry of Justice and the High Court for legislative institution building.
- B. **Findings** - Dr. Abdo Baaklini, from SUNY/Albany, was brought to Yemen, and completed the report: "Legislative Institution Building in Yemen: the Institution, its Present Resources and its Future Needs". The first part of the report contains an analysis of the legislature of Yemen, its structural characteristics and its institutional capability.

The second part discusses the functions of the legislature and its information and staffs needs. It suggests the type of programs needed to build both the information and staff capabilities of the Parliament.

The third part presents a number of strategies and specific programs to meet those needs, discussing an institution building approach to legislative development; relevant institutions to legislative development; meeting the needs through internal resources; meeting the needs through external resources; and equipments needs.

## II. PROJECT ACTIVITY: STRENGTHENING JUDICIAL INSTITUTIONS.

- A. **Purpose** - Strengthening Judicial Institutions and the Effective efficient Administration of Justice. The purpose of this activity was to put a special emphasis on management practices that will enhance the implementation of the

rule of the law and ensure that basic civil and human rights are guaranteed in a free and democratic society. This activity focused on: legal, administrative, and legislative accountability and effectiveness; enhancement and strengthening of due process/legal rights guarantees; creation of a stable, predictable, and competitive open market environment; and wider participation and accountability in the electoral process.

**Conclusions** - The activity is more appropriately associated with development of democratic institutions programs.

- B. Findings** - Seven Justices from the Yemeni High Court, and three members of the Yemeni Parliamentary Committee on Human Rights, visited the U.S. on an IV-type program on "Human Rights and the Rule of Law." The program was conducted from September 26 to October 17.
- C. Conclusions** - Language barriers and major differences between the two legal systems make it difficult to be acquainted with American governmental structure. Moreover, it is expensive to bring participants to the United States. The activity is related more to institutional reform than human rights.

## MOROCCO

### I. PROJECT ACTIVITY TITLE: RED CRESCENT SOCIETY-- SERIES OF SEMINARS ON INTERNATIONAL HUMANITARIAN LAW AND HUMAN RIGHTS.

- A. **Purpose** - To raise awareness of human rights concerns to a number of key target audiences. Organizing and implementing a series of seminars focusing on various aspects of Human Rights. Six groups were targeted: Red Crescent volunteers, mid-level government officials, youth, military, the media and physicians and public health officials. Record proceedings and disseminate relevant human rights documents to participants and other interested individuals and organizations.
- B. **Findings** - A number of seminars have been implemented, with each one hosting approximately 45 participants, directed to the following target groups: Moroccan Red Cross volunteers, Youth and mid-level government officials. Relevant documents were distributed to participants. Two International Red Cross representatives participated as lecturers in each seminar. Human rights and humanitarian rights were fully explored in these seminars, by the Red Cross Representatives, and a professor of International Law at Mohammed V University.
- C. **Conclusions** - The seminars were well attended, and extensively covered by the media. The project has expanded the knowledge of Human Right issues among a diverse group of officials.

### II. PROJECT ACTIVITY: PARTICIPANT TRAINING

- A. **Purpose** - The purpose of this project is to build the institutional capabilities of leading Moroccan universities (King Hassan II University at Casablanca, Sidi Mohammed Ben Abdullah University at Fez, King Mohammad V University in Rabat and Oujda University), and the Institut National d'Etudes Judiciaires (INEJ) in the areas of human rights so that those faculty trained, upon their return, would be able to teach human rights as well as related subjects, and do research and publish in the field. Those trained might also serve as resources for other organizations and associations interested in the protection human rights. The purpose is also to stimulate further knowledge, understanding and sensitivity to human rights among the academic community.
- B. **Findings** - Since the program began, participants from the five Moroccan law faculties as well as from the Institut National d'Etudes Judiciaires (INEJ) have been sent to the Summer program of the International Institute of Human Rights in Strasbourg in France. Few others were sent to Siracusa, Italy. Moreover, a U.S. study-observation tour was organized for four participants from the INEJ. The purpose of the visit was to expose Moroccan members of the judiciary to the

American philosophy of constitutional rights and judiciary review and to promote an exchange of ideas between the two groups.

- C. **Conclusions** - From a series of discussions and interviews with a number of the 42 professors and judges who participated in the Strasbourg Seminar it appears that they were very satisfied with their experience. Upon their return, many of the participants became very active in teaching and writing on human rights. A number of lectures was given at the Moroccan Ministry of Justice training School (INEJ). Some wrote articles in the leading Moroccan newspapers both in Arabic and French. Additionally, some of the students are working on theses related to human rights under the supervision of participant professors.

Participants in the U.S. study tour wrote diplomatic letters expressing their satisfaction with their tour. However, it appears from another document that the participants were very reluctant to discuss issues related to their judicial system and for that reason no real exchange took place during the tour.

### III. **ACTIVITY PROJECT TITLE: SUPPORT FOR A WOMEN'S ORGANIZATION**

- A. **Purpose** - Support for a three day seminar on the Copenhagen Convention, to be held by the Association Démocratique des Femmes du Maroc (ADFM).
- B. **Findings** - Interest in supporting activities which would further the rights of women has always been a project goal, but, for lack of strong women's group which could exert effective leadership, has been limited to the inclusion of women participants in project activities. However, in the last several years women's issues have been more in the forefront in Morocco.

One of the emerging women's groups in Morocco which has been effective in promoting the role of women in society, the Association Démocratique des Femmes du Maroc received support for a three days colloquium on the Copenhagen Convention. Participants from other Maghreb countries were invited to attend, as well as key persons from local organizations, ministries and interest groups.

## **JORDAN**

### I. **PROJECT ACTIVITY TITLE: PARTICIPANT TRAINING**

- A. **Purpose** - The purpose of this activity is to introduce faculty members from Jordanian universities and the Judiciary to human rights issues, so they in turn can introduce it in their courses or in the case of the judiciary they may observe in

their work as judges. It is also expected that this training may motivate some of the faculty to undertake research in the human rights area.

- B. **Findings** - We were unable to meet participants who attended the Strasbourg seminar.

## II. **PROJECT ACTIVITY TITLE: JUDICIARY TRAINING (JJI)**

- A. **Purpose** - To raise the awareness about human rights for the judiciary is the ultimate interface between state and community. The training will contribute toward the realization of the goals of efficient and humane governance.
- B. **Findings** - A number of candidates were sent from the JJI to short term training programs in Strasbourg, France. We were unable to meet any of the Strasbourg seminar participants.

## III. **PROJECT ACTIVITY TITLE: WOMEN'S ASSOCIATION SUPPORT**

- A. **Purpose** - The purpose of this activity is to encourage women to actively participate in their civil, political and economic environment to guarantee their rights.
- B. **Findings** - The major beneficiary of funding was the Federation of Business Professional Women.

One the major activities of the FBPW was the completion of a Practical Guide to Women's Rights in Jordan, the publication of which will make a significant contribution to women and society.

A variety of national seminars were also conducted by the FBPW on Jordanian women rights, employment and water resources and their use. Moreover, weekly round-table seminars entitled: "What Does The Arab Woman Want - An Open Forum?" Some of the topic discussed were: Women in Labor Law, Women and the Personal Status Law and the National Charter.

Because of the skeleton staff of the Federation of Business and Professional Women, funds were made available which enabled them to more efficiently fulfill their commitments to themselves and their sponsors.

The Center for Women Studies received some funding for research support. The research involved the Jordanian Personal Status Law and its effect on Jordanian women.

## THE MEDIA SEMINAR, SIRACUSA

- A. **Purpose** - The purpose of this activity was to train TV, radio and newspapers journalists from nine Arab countries and to educate them about international standards concerning human rights. The project was funded with an A.I.D. grant.
- B. **Findings** - This one week seminar was carried out by the International Institute of Higher Studies in Criminal Sciences located in Siracusa, Italy. Forty-three participants including ten speakers attended. All materials and discussions were in Arabic.
- C. **Conclusions** - It appears from interviews that the lectures were well received by those who attended the seminar which was successful in targeting some key journalists in the Arab World. Material proved to be new to most of the participants. Twenty-two articles about the conference were published in local newspapers. One of the Yemeni participants published almost all the proceedings in the leading newspaper he directs. Another Yemeni participant started a weekly article dedicated to human rights. Two professors of law in Egypt started taking cases involving human rights issues. Still it appears that there is a need for a better selection process. Some participants complained that Egypt was over represented at the conference. The conference succeeded in targeting important opinion makers.

## ANNEX F

### BASIC PROGRAM IDENTIFICATION DATA SHEET

1. Countries: Egypt, Jordan, Yemen, Tunisia, Morocco
2. Program Title: ANE Human Rights Program
3. Project Number: 398-0054, 398-0280
4. Program Dates:
  - a. First Implementation Agreement: 9/30/83
  - b. Final obligation: 9/30/90
  - c. Project Assistance Completion Date (PACD): 12/30/92
5. Program Funding:  
A.I.D. grants:  
  
398-0054 - \$ 1,185,261  
398-0280 - \$ 561,647  
  
Jordan (102,137)  
Egypt (47,773)  
Morocco (107,740)  
Tunisia (102,803)  
Yemen (120,000)  
ISISC (81,194)
6. Mode of Implementation:
  - a. Cooperative Agreements between A.I.D./W and AMIDEAST
  - b. Cooperative Agreements between USAID and AMIDEAST field missions
  - c. Grant agreement between A.I.D./W and ISISC
7. Program (project) Design: AMIDEAST and ISISC
8. Previous Evaluations: Evaluation Report 1987

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## SPECIAL JORDAN REPORT

Overview of Sec. 116(e) LET Program in JordanI. Description of Program

The Section 116(e) Human Rights Activity in Jordan was the Legal Education and Training Program (398-0280.78). AMIDEAST implemented the program, receiving grants from AID totaling \$160,623 from FY 1988 to FY 1992: the first grant, in FY 1988, was for \$55,352 and was made by AID/Washington to AMIDEAST/Washington headquarters, which coordinated the program with little administrative participation by AMIDEAST/Jordan. Beginning in late FY 1989, the program was decentralized and funds were transferred from AID/Washington to USAID/Jordan, which made a grant to AMIDEAST/Jordan for \$53,000. The grant was amended in FY 1990, adding \$52,271 via a funds transfer from AID/Washington to USAID/Jordan. Two no-cost extensions of the grant were given thereafter, and the program was completed as of September 30, 1992.

The present evaluation is based on the program activities funded by the AID/Washington and USAID/Jordan grants. However, it does not examine in detail the financial or administrative aspects of the activities funded by the AID/Washington grant, as neither AMIDEAST/Jordan nor USAID/Jordan is in possession of most of the relevant information.

Three of the seven program components were managed mostly by the Jordanian Judicial Institute (JJI). The participant training component (budgeted at \$4,460 of the \$105,271 granted by USAID/Jordan to AMIDEAST/Jordan) enabled two JJI students and four university law faculty members to attend study sessions at the International Institute of Human Rights in Strasbourg, France; JJI graduates are expected to be the future judges in Jordan, and the faculty members have been assisted in the integration of human rights issues into their teaching. The second JJI activity was the procurement of legal texts and reference materials for the Institute's library (\$1,481 of the USAID/Jordan grant). The third activity was an exchange visit between the director of JJI and his counterpart in Egypt, a visit by the JJI director to the Judicial Institute in Morocco, and a one-semester stay in Jordan by a professor from the Egypt institute, who taught courses and gave lectures at JJI (\$2,847 of the USAID/Jordan grant). AMIDEAST, the LET grantee, played an important part in the establishment of the JJI and helped it in its early stages of development. We are unable to draw definitive conclusions about the impact or effectiveness of this limited training program on the Jordanian judicial system.

Another three LET components were managed by the Federation of Business and Professional Women (FBPW). The legal aid activity (\$12,000 of USAID/Jordan grant) provided support to disadvantaged women in asserting their legal rights; 78 cases, usually involving family or employment disputes, were taken to court, and many other

women received counseling by FBPW personnel. The second activity consisted of 14 seminars, 46 outreach lectures, and participation by three FBPW-sponsored women at international conferences on human rights (\$10,176 of the USAID/Jordan grant); a wide range of Jordanian women, including NGO representatives, professional women and women from the general public, received basic-level to advanced-level training and information on human rights, particularly women's rights. The third FBPW activity was a publications program, including a practical guide to women's rights, a legal quarterly journal, and compilations of papers presented at seminars (\$12,000 of the USAID/Jordan grant); this activity ran into implementation difficulties such as deficiencies in printing of publications, but the dissemination of the materials to Jordanians, some of them in positions of leadership, may help to raise the national consciousness of women's issues. Another \$10,315 of the USAID/Jordan grant was used to support FBPW staff.

The seventh LET activity, managed by the Center for Women's Studies (CWS), was the preparation of a study on the Personal Status Law and recommendations for amendments to make it more responsive to women's needs (\$5,000 of the USAID/Jordan grant); the proposals have not yet been formally taken up by Parliament.

## II. Assessment of Program Achievements

Achievements of the LET Program were mixed as will be explained more fully in the attachments to this document. It must be remembered, however, that the total size of the grants was modest and that implementation occurred during a period of extraordinary political developments in Jordan. These political developments tended to limit the program options available and thus to contain the scope of activities and objectives that could be selected.

One of the political developments was the deliberate yet measured move towards political democratization initiated and sustained by King Hussein and reinforced by Crown Prince Hassan; this was a top-down process. It demonstrated the King's far-sighted vision of the need for greater democracy in Jordan. This centrally-driven liberalization, however, meant that few grass-roots, independent non-government organizations would emerge in the democratization or human rights spheres; those that did emerge, in the late 1980s, appeared reluctant to be associated with a U.S. PVO--even one as widely accepted locally as AMIDEAST--in such a sensitive area as human rights, and their reluctance was only intensified when the Persian Gulf crisis started.

The Gulf crisis, itself, was the second constraining political development. It severely limited the pool of potential groups from which AMIDEAST could select sub-grantees and otherwise curtailed the implementation of the LET Program because it diverted attention in Jordan away from human rights and democratic pluralism questions and towards the immediate economic and social effects of events.

These two developments--the centralized move towards democratization, and the Gulf crisis--essentially restricted the grantee, AMIDEAST, to working with the institutions with which it had previously-established relationships. Working with these institutions, AMIDEAST concentrated its LET efforts on the technical assistance forms in which it has a comparative advantage, education, training, and information dissemination, and in which it would be most likely to be accepted as a legitimate, non-threatening presence. It credibly performed its work avoiding the many pitfalls in the sensitive area of human rights.

Unfortunately, however, education and training activities--especially in groundbreaking fields such as human rights--rarely have immediate, quantifiable effects. The LET program is no exception. The real results will be seen only in time, however, the level of awareness, sensitivity and knowledge about human rights concerns increased among the persons reached by the LET, e.g., the staff and students of the JJI, the staff and the seminar and lecture audiences of FBPW, and the collaborators with CWS; this limited-in-scope objective was achieved.

Perhaps the most significant innovation for the LET was the legal aid program sponsored by the FBPW. This was aimed at assisting Jordanian women, especially the disadvantaged, in securing their legal rights through the courts. The impact on the beneficiaries was readily demonstrable, but the sustainability of this effort absent outside funding is doubtful. The active promotion by the CWS of amendments to the Personal Status Law was another innovation, illustrating the application of academic research to a real-world problem. (These amendments have not yet been adopted and may not be in the foreseeable future.)

In summary, LET began a valuable process in Jordan but it is improbable that its activities (except for those at JJI which can rely on some Government of Jordan support) are sustainable even at the modest levels made possible by the Section 116(e) support. It should be noted, however, that LET was a program of very limited resources when applied to such a broad area.

## Project Activity Title

- I- Participant Training
- II- Research Support
- III- Procurement
- IV- Legal Aid Program
- V- Seminars/Conferences/Outreach
- VI- Publications
- VII- Exchange visits

I-Project Activity Title: Participant Training (Primary Implementor: Jordanian Judicial Institute)

### a. Purpose/Output/Input:

1. Purpose: The main purpose of this activity is to supplement the legal training of future judges at the Jordanian Judicial Institute (JJI). Since respect for human rights is considered the basis for a just and efficient judiciary, human rights training sessions become a vital component in upgrading the standards of judges and lawyers alike. This activity has contributed to the education of university faculty members in the field of human rights, which is a significant foundation for the study of law and legal systems.

2. Output: Two students from the JJI were nominated in June 1991 to attend the 22nd study session at the International Institute of Human Rights at Strasbourg, France. For the 1989 20th study session at the International Institute of Human Rights, four individuals were nominated from Jordanian universities.

3. Input: The program provides the participants with tuition fees, maintenance allowance, and round-trip tickets. AMIDEAST/LET covered travel costs and USAID covered tuition and living expenses in the cases of the four university participants.

### b. Findings:

The establishment of the JJI was due in part to the efforts of AMIDEAST. Of course, initial support from King Hussein and Crown Prince Hassan, who saw a pressing need in standardizing and upgrading the legal system and judicial practices of Jordan, established the legitimacy of such an institution on the Jordanian legal scene.

The two trainees from the JJI completed their first year of theoretical training at the JJI and attended the study session in human rights in the Summer of 1991; this fundamental preparation in

human rights preceded their second year of practical training at the Jordanian courts. These two nominees will qualify for the bench after finishing two years of academic and practical training at the Institute. They are among the second generation of graduates from the JJI since it was first established. (A professor from Yarmouk University who attended the human rights study session at Strasbourg in 1986 under the previous LET project completed the publication of a textbook on human rights in Arabic. AMIDEAST distributed copies of the book to educational institutions including schools and universities, public libraries, and to the national Parliament and private voluntary organizations.)

The language barrier for Jordanian students was overcome as the Strasbourg Institute offers instruction in two major languages, French and English, in addition to courses in the basics of human rights in Arabic and Spanish.

The two participants were encouraged to share their newly acquired knowledge and experience with their fellow students at the JJI and prepare to include human rights studies in their second year of training.

#### c. Conclusions:

The training conducted at the International Institute of Human Rights was supportive of the LET objective of increasing the knowledge of, and respect for, human rights among future members of the judiciary in that it exposed them to an area in which little information was available locally.

#### d. Recommendations:

Now that the JJI is operational, it should continue its participant training activities. A procedure to track the career achievements of the participants needs to be developed by the JJI in order to demonstrate impact in the area of human rights in Jordan.

**II-Project Activity Title: Research Support (Implementor: Center for Women's Studies)**

**a. Purpose/Output/Input:**

1. Purpose: The purpose is to promote the interest of individuals and institutions in the study of human rights as a field in itself, since there has not been enough relevant research done in Arabic. Research enhances the awareness of the public on legal and human rights and it brings to the surface the social and political problems that need to be dealt with by the government. The Center for Women's Studies (CWS) conducts research and disseminates information for the purpose of influencing national policies. Although not included in the original grant, this activity also helps to bring the specific legal concerns of women into the dialogue on human rights.

2. Output: The Center recently completed research culminating in proposed amendments to the Jordanian Personal Status Law. The draft law has not yet been submitted to the Jordanian Parliament.

3. Input: Part of the costs of research, writing, editing and preparing the final draft of the study were covered by the project.

**b. Findings:**

Crown Prince Hassan urged the national legislative body to consider reviewing the Personal Status Law which has significant impact on the status of women and their state of economic, social and political development. The Center for Women's Studies reviewed the current law and developed proposed amendments to it. The amendments have not yet been taken up by the Parliament.

**c. Conclusions:**

The Center is a research body that also is a strong advocate for women's rights. AMIDEAST saw the Center as a unique vehicle to bridge the gap between academia and activism, especially in the area of national legislation. It plays a potentially key role in the advancement of Jordanian women. Its progressive and, to a certain extent, aggressive approach to encouraging necessary policy changes is noteworthy.

**d. Recommendations:**

The Center should continue to cooperate with other NGOs to coordinate efforts to achieve the maximum benefit for Jordanian women. It needs to continue to build its network of supporters in order to develop its capabilities in promoting women's rights.

### III-Project Activity Title: Procurement and Donation of Texts (Implementor: Jordanian Judicial Institute)

#### a. Purpose/Output/Input:

1. Purpose: To contribute to the development of the JJI library and the education of JJI students and faculty. The availability of texts on human rights and different judicial systems gives the trainees at the Institute a broader exposure to the subject.

2. Output: The legal reference material procured from the U.S. and the region helped establish the JJI library, which contains books and texts in Arabic and French. The material is used by faculty members and students in studying and researching legal and human rights issues.

3. Input: Over the life of this activity, a total of \$4,481.50 was used to purchase 254 legal texts and reference materials, and numerous legal periodicals. An additional \$3,000 was budgeted for FY 1991 but was reprogrammed for other uses (exchange visits - project activity VII.) that were deemed to be of higher priority.

#### b. Findings:

The LET contribution built up the resources of the JJI library which was in its formative stage. It was determined, however, that the English language proficiency of JJI students and faculty is very limited.

#### c. Conclusions:

English language materials in the library would be underutilized because of the limited English language proficiency of JJI students and faculty. While texts in Arabic or French are more useful to the JJI, texts in English are appropriate as supplemental materials.

#### d. Recommendations:

One option to increase English proficiency is to strengthen the English-as-a-second language component of the students' training at the JJI. Training for the faculty could also be considered. Both students and faculty would thereby better understand English language materials.

**IV-Project Activity Title: Legal Aid Program (Implementor: Federation of Business and Professional Women)**

**a. Purpose/Output/Input:**

1. Purpose: To provide legal counselling for Jordanian women from low income and rural areas of the Kingdom. The Legal Aid Program is an internal part of the Federation of Business and Professional Women's (FBPW) Consultative Services Office which aims at educating Jordanian women on their legal rights. This program increases the access of women to the system of justice, thus promoting adherence to the rule of law in the country.

2. Output: Legal aid to women to help them resolve problems either through counselling by the program's advocates or direct court action also by the program's advocates. Since 1989-90, when LET assumed a major role in financing the Legal Aid Program, 78 cases have been taken to court. Assistance has been extended in the areas of child custody, divorce, inheritance, employment, etc.

3. Input: LET funding contributed \$12,000 for court costs and lawyers' fees of cases that necessitated court action.

**b. Findings:**

Funding of the Legal Aid Program by the LET project helped the FBPW defray a portion of the costs of operating the Consultative Services Office for Women thus aiding in the efficient provision of legal services for needy and rural women. The excellent reputation of the Legal Aid Program has encouraged major institutions, local and foreign, to donate funds to the FBPW, thus permitting an expansion of activities to strengthen the impact of the program.

**c. Conclusions:**

The Legal Aid Program contributes to the awareness of human and legal rights among the general public and the promotion of a stronger legal system that encourages the access of women as well as men. It educates women from the disadvantaged sectors of society on resolving issues in a more rational way before they reach a point of crisis.

**d. Recommendations:**

The Legal Aid Program is one of the LET successes so the FBPW should be encouraged to raise funds for its sustainability.



**V-Project Activity Title: Seminars/Outreach/Conferences**  
(Implementor: Federation of Business and Professional Women)

**a. Purpose/Output/Input:**

1. Purpose: The purpose of activities such as local seminars and outreach is to broaden the awareness and knowledge of civil and political rights among the public as well as to increase the access of Jordanian women to judicial and political systems. International and regional seminars and conferences contribute to knowledge of international standards of human rights and help local NGOs develop contacts with external agencies with similar concerns.

2. Output: A total of 14 seminars, 13 national and one regional, were financed by the LET Project from the period of January 1988 through September 1992. The regional seminar on human rights was arranged by the FBPW in 1989 with the joint effort of the Arab Thought Forum. This seminar was fully sponsored by the LET project.

- A total of 46 Outreach lectures were conducted by the Federation's Consultative Services Office for Women during the period October 1990 through July 1992. These were lectures and question-and-answer sessions held in Amman and elsewhere in Jordan.

- The LET project also sponsored two representatives from the FBPW to attend the International Women's Rights Action Watch (IWRAP) conference in Vienna, Austria (February 20-22, 1989). In June 1992, one representative from the FBPW, with the cooperation of the Al AlBeit Foundation of Jordan, attended an international conference in the Vatican. The conference was entitled "Women in Christianity and Islam".

**3. Input:**

The costs to organize, publicize and prepare documentation for local one day seminars were in the range of \$400 per seminar. The Regional Seminar on Human Rights in the Middle East received a grant of \$20,000 from the LET project, covering the costs of travel and per diem of the seven international participants and other conference costs.

Outreach lectures started in FY 1991 and were allocated \$25 per lecture in Amman and \$50 per lecture outside Amman, totaling \$1,000 for 40 lectures in Amman in low income areas and \$300 for six lectures outside Amman.

The LET project covered the costs of travel and per diem for the two day IWRAP conference. The Vatican/Al AlBeit conference was supported by an amount of \$5000.

b. Findings:

The seminars and outreach activities of the FBPW were very effective in promoting awareness among women of their legal rights and duties in a democratic system, as well as promoting adherence to the rule of law by facilitating access of women to the legal system. Government of Jordan officials indicated their encouragement and appreciation for the impact of such activities on the population. Outreach lectures promoted the services of the Legal Aid Program, among rural women especially, and encouraged them to seek legal advice on issues of concern to them, i.e., family matters, inheritance, marriage, divorce, employment, etc.

The international conferences gave the attendees exposure and training to enable them to better represent NGOs involved in the promotion of human rights, and women's rights in particular. The IWRAW conference allowed the FBPW to start a relationship with this action watch organization, leading to the exchange of information and expertise. Such conferences also help FBPW and other NGO delegates identify and explore opportunities for fund raising.

c. Conclusions:

Such activities are significant for their long-term effects which will eventually help in the creation of a more informed Jordanian population in keeping with the developing democratic nature of the society. The seminars are an example of a democratic approach that allows for free and constructive dialogue between the general public and participants who are professionals from the public and private sectors. Attendance at international and regional conferences enhanced the knowledge and capabilities of the NGO participants. As with most educational programs of this nature, however, it is unlikely this LET component will be able to demonstrate immediate, quantifiable progress towards achieving human rights objectives in Jordan. Given the very limited resources available, it should rather at this point be viewed as a modest tool to support the overall movement towards democratic pluralism now occurring in Jordan.

d. Recommendations:

The FBPW should continue such activities as they will quite likely contribute to strengthening the legal and political systems of Jordan by increasing the awareness among the populace and government officials of human rights issues.

**VI-Project Activity Title: Publications (Implementor: Federation of Business and Professional Women)**

**a. Purpose/Output/Input:**

1. Purpose: The general purpose was to promote awareness of legal rights and other socio-economic issues affecting the development of society in general and women in particular. The specific purposes of the publication "A Practical Guide to Women's Rights" are as follows:

-To inform all citizens in Jordan, especially women, of the rights of women as contained in Jordanian laws relating to work conditions, marriage, education, social security, housing, etc.

-To acquaint the local women's organizations and women themselves on the many institutional services available to them.

-To support the operation of the Consultative Services Office for Women.

Other publications supported by LET are a legal quarterly to promote the Legal Aid Program and help to raise awareness of the general public; and the seven working papers submitted at seminars sponsored by the FBPW.

2. Output: "A Practical Guide to Women's Rights"; a legal quarterly; a publication containing seven working papers; and a compilation of the papers submitted to the regional Human Rights Seminar in Spring 1989. For the present status of outputs, see under "Findings," below.

3. Input: The LET Project financed the cost of publication of the "Guide to Women's Rights" at \$8000 for research, writing, editing, and printing. In FY 1991, \$4,000 was budgeted for the publication of the legal quarterly and the seven working papers.

**b. Findings**

The idea of publishing a guide to women's rights in Jordan had existed since the establishment of the working relationship between AMIDEAST and the FBPW in 1986. A committee was appointed by the FBPW to oversee the process of publication, and work began in 1990. The first phase, researching and writing the contents of the guide, was completed in October 1990, and the second phase, printing and distributing the guide, was expected to take place by the end of 1990. However, the attention of the FBPW and its committee members was diverted by the Gulf crisis. Since the country's return to normalcy, the FBPW has been reviewing and reassessing the contents of the guide to make sure that it is comprehensive, accurate and informative within the context of the present situation.

Publication is now scheduled for late 1992.

The seven working papers submitted at FBPW sponsored seminars were returned to the authors and were reviewed and updated in order to be published in final form. The legal quarterly includes articles on legal rights and services, written by advocates working at the Federation's Consultative Services Office for Women; the first issue of the quarterly is expected to be printed and distributed by the end of 1992. The compilation of the papers from the Regional Seminar on Human Rights is still pending.

c. Conclusions:

In addressing women's rights and the needs and means of incorporating women into the socio-economic and political processes of society, publications can be efficient ways of spreading information. They can reach a wide audience and easily promote awareness. Thus it is the more regrettable that there have been such long delays in the LET programs's planned publications actually being printed and available. It is still too early to judge the success of the publications because there have been such delays in their being printed and available.

d. Recommendations:

If the activity realizes its objectives of informing and educating citizens of their rights and duties, then the FBPW should continue to undertake such work. However, the printing and distribution process must be timely; delays such as have occurred under the LET program should not be repeated. The FBPW has experienced recurrent problems in readying its publications for printing and in seeing the process through to completion. Success of such publications could help the FBPW to generate some extra income to sustain the activity, and this possibility should be investigated by the Federation.

**VII-Project Activity Title: Exchange Visits (Implementor: Jordanian Judicial Institute)**

**a. Purpose/Output/Input:**

1. Purpose: Strengthen the knowledge and institutional capability of the JJI in the area of human rights principles and practices through leadership exchange visits with other judicial institutes.

2. Output: Exchange visits between the directors of the Judicial Institutes of Jordan and Egypt, each visit of a two week duration, and also a visit by the JJI director to the Moroccan Judicial Institute for two weeks. Also, the JJI received a visiting professor from Cairo, who taught at JJI for the first semester beginning September 1990; a number of lectures were conducted for students and faculty at JJI by this professor, who was from Egypt's National Center for Judicial Studies.

3. Input: The LET Project covered the full costs of travel and per diem for the three exchange visits totalling \$6180. The visiting professor received approximately \$4500 to cover travel, local transportation and lodging.

**b. Findings:**

Exchanges of expertise with such countries as Egypt and Morocco contributes to the continued institutional development of the JJI. The countries share a common legal heritage and the institutes in Egypt and Morocco have longer experience than Jordan's. The visit of the consultant from the National Center for Judicial Studies culminated in the signing of a cooperative protocol agreement between the JJI and the center in Egypt.

**c. Conclusions:**

Exposure to professional practice in other countries and meeting foreign colleagues enhance the professionalism of judges and legal practitioners in Jordan, leading in the long run to the strengthening of the local judicial system. The JJI director's eagerness to draw on the experience and knowledge of others augurs well for the development of the JJI.

**d. Recommendations:**

The JJI should continue and, if possible, expand this activity.

## LET EVALUATION

### II. COMMENTS

1. Based on project documents, interviews or other evidence did the sub-project achieve its stated objectives?

Achievement of the objectives of the LET Project in Jordan must be assessed within the framework of two principal developments that have shaped the country in recent years. The first is the deliberate and measured process of political democratization initiated and sustained under the personal aegis of King Hussein and Crown Prince Hassan. Major mileposts along this path have been the 1989 parliamentary elections, the suspension and subsequent repeal of martial law, the passage of a national charter elaborating civic rights and responsibilities, and legislation defining the roles of the press and political parties. It is important to note that progress in democratization to a large extent has been top-down with the pace left to the monarchy rather than to pressure from interest groups or the populace in general.

The second defining development was the 1990-91 Gulf crisis. Despite the unprecedented strains placed on the political and social fabric, as well as on the economy, of Jordan, the progress made in democratization was not reversed; it was sustained.

The LET Project was both aided and hindered by these events. In part, it was surely aided by the growth of democracy; but it was also institutionally limited to those organizations with which AMIDEAST already had established relationships (with the exception of the Center for Women's studies). Perhaps because the process was centrally-driven, few grass-roots, politically neutral organizations emerged in the area of human rights, and those that did may have been reluctant to associate themselves with an American organization, especially at the time of the Gulf crisis. Of course, the crisis and its aftermath severely curtailed the implementation of the LET Project, and also diverted attention away from human rights and toward the immediate economic and social consequences for Jordan. For its part, AMIDEAST properly lowered its profile, recognizing that human rights activities were very sensitive and could not be too aggressively promoted given the circumstances.

Against this background, the project did make progress toward achieving its objectives. Its work with the Jordanian Judicial Institute (JJI) helped increase the knowledge of and sensitivity to human rights among the JJI's students (who are expected to be future judges) and leadership. Its support for the Federation of Business and Professional Women (FBPW) and the Center for Women's Studies (CWS) facilitated discussion and awareness of human and legal rights, especially among Jordanian women. And its activities

with both the FBPW and the CWS made some inroads in increased access to the justice system, especially for women. While not specifically designed as such, LET evolved into an important means of addressing women's issues. Finally, LET served indirectly to aid the institutional development of the JJI, FBPW, and CWS.

During the Gulf crisis, the FBPW acted as a relief organization providing aid and food to victims of the crisis. Following the immediate crisis, numerous seminars were held emphasizing the economic problems facing Jordanians and encouraging the integration of women into the labor force as the means towards further development. The FBPW has also concentrated its efforts on the creation of income generating projects to help women become more economically independent.

The Judicial Institute was established to promote a more standardized, qualified and accountable judicial system that adhered to the rule of law, which in turn would guarantee the protection of legal and constitutional rights. Establishment of the Institute in 1988 materialized after more than five years of concentrated efforts by the Director of AMIDEAST and concerned people of the government and academia. Law graduates studying at the Institute are trained to be judges and are taught the principles of human rights and the importance of having human rights observance as a fundamental base for a just judicial system.

The Center for Women's Studies is the most recent LET sub-grantee. While its main interest has been research, it is beginning to engage actively in analysis of legislation and to advocate changes to empower women.

The Jordanian Chapter of the Arab Organization for Human Rights was approached by AMIDEAST as a potential implementor of activities but actual cooperation between the two organizations never materialized. AMIDEAST believes that the Chapter was not ready to promote actively human rights activities in Jordan.

2. Identify the contextual and project related factors that strengthened or inhibited the achievement of project activities.

The Gulf crisis of 1990-91 was a contextual factor inhibiting the project.

3. Were inputs delivered in a timely and efficient manner? Were outputs produced as expected?

Although many of the planned activities were delayed due to, inter alia, the Gulf crisis, once sub-grantees were ready to start a given activity, funding was timely.

In most cases outputs were produced as expected, although almost all the publications requiring extensive research, writing,

editing and printing were delayed substantially, particularly those produced by the FBPW as it lacks sufficient qualified staff to handle this type of activity.

4. Identify actual costs and compare with planned costs. Is it possible to assess cost per beneficiary and/or cost effectiveness for any of the sub-projects?

Once any given project activity was implemented actual costs were within the budget. A cost-per-beneficiary calculation is possible for most of the project's components (i.e., participant training, legal aid cases taken to court, seminars/outreach lectures/conferences, publications, and exchange visits) but probably would not be helpful in evaluating the project. One example of cost-per-beneficiary is in the legal aid program. The cost (\$12,000) divided by the number of cases taken to court (78) amounts to \$153.85 per client served. Such data are meaningful, however, only if measured against comparable legal aid costs; to our knowledge, such data are unavailable.

5. What was the monitoring/evaluation system used by the project manager? Was it effective?

The project manager, who is the AMIDEAST/Jordan Director, and the project coordinator, who is employed by AMIDEAST, monitored the project through regular meetings, working sessions with the sub-grantees, and visits to project beneficiaries. In general, project management was effective, although less so during the period of transfer from Washington to the field.

6. Are Sub-project accomplishments sustainable?

The organizations receiving funding from the LET project are not fully reliant on LET funding but accomplishments in most cases are not sustainable. One case in which a sub-project accomplishment is sustainable is the Jordanian Judicial Institute, as it is a governmental body with the support of the government budget. Funding for the Institute by LET ended in December 1991 and it is still operational; in any case, the LET funding for JJI (under \$9,000 of the \$105,271 provided for LET by the USAID/Jordan grant) was only a small part of its resources. The issue of sustainability points up the need for FBPW and CWS to have fund raising capabilities.

7. What specific features of project design, management or implementation contributed to or inhibited project implementation and impact?

The move in implementation from Washington to the field (though it caused delays and a rather unproductive year in transition) was eventually useful for the project.



8. Did the sub-projects address the critical human rights problems?

The sub-projects leaned more towards addressing legal rights issues, including civil and political rights, rather than human rights abuses. It was felt that an emphasis on human rights abuses would be inappropriate because of the proven commitment of the regime to promote and encourage democratization; in an atmosphere of steady, if measured, liberalization, the very limited LET resources could be best used by helping recipients understand, and apply, the rights which were being made available to them. The FBPW and CWS addressed issues of concern through conferences, seminars, information on the existing laws in Jordan, and by trying to involve the public, particularly women, in the process of addressing basic human and legal rights. Another method of addressing human rights issues has been conducting research studies that could be used by the Parliament to review existing legislation; CWS is using this method. The JJI component sought to help the judicial system by preparing future judges to become more aware of and ready to address critical human rights problems.

9. What have been the major program "Success Stories"? Which areas or sub areas of program activity (outreach, targeted generalized training on HR e.g. Media or Judicial) show evidence of effectiveness, impacting HR conditions? Which activities/inputs show less promise of contributing to substantial improvement in human rights?

"Success Stories":

In general, the activities of the Federation of Business and Professional Women (FBPW) aim at educating Jordanian women about the need for their economic and financial independence as well as about their rights and duties as Jordanian citizens to encourage them to work toward the improvement of women's status in the society. A major event under LET project sponsorship was the Regional Conference on Human Rights held by the FBPW in cooperation with the Arab Thought Forum, in April 1989. This was a success as it was held at a time when martial law was not yet cancelled and human rights issues were not discussed as freely as at present.

A singular success was the legal assistance offered by FBPW to women to help them understand and obtain their legal rights, especially in family law matters; this empowered the beneficiaries in a society still overwhelmingly dominated by male values and institutions. Most of the women served were poor and would not have been able to obtain such assistance without the LET project.

It is difficult to compare the effectiveness of the LET components in terms of their impact on human rights. In part, this is because of the question of long-term versus short-term impacts: some of the activities, being educational or informational in

nature, probably will have a pay-off only over the long term (e.g., training and publications), while others show short-term results (e.g., legal aid); the LET project did not specifically address the issue of trade-offs between short and long-term results.

10. What evidence is there that HR activities funded have been sustained and replicated for broader impact after funding was terminated? What factors were important in promoting or constraining replication and sustainability?

The JJI was able to sustain itself even after funding of certain activities was terminated. The Institute will continue to receive basic funding from the Ministry of Justice to keep it in operation. Since the LET funding of JJI ended in December 1991, the Institute has turned to other sources of funding to be able to sustain activities previously funded by the LET project such as attending human rights training sessions in Strasbourg, France.

The FBPW is not fully able to sustain the operation of its Consultative Services Office for Women/Legal Aid Program without funding from external sources. Since the program's establishment in 1986, through 1989, the Ford Foundation contributed substantially to the Legal Aid Fund and it thus was able to raise funds on a matching basis. Beginning in 1988 with the economic decline, the FBPW was not able to secure as much local funding.

From 1990 to 1992 the LET project supported the Fund's activities enabling the Fund to meet the demands of its clients who came to the Consultative Services Office for legal advice on many issues concerning family, financial matters, inheritance, employment, etc. The activities of the Legal Aid Program encourage women to become more confident in approaching the judicial system for protection of their legal rights, disregarding cultural constraints that traditionally limit their doing so. The success of the Legal Aid Program run by the Amman office resulted in the replication of services in a branch office in the neighboring city of Zarqa; one of the services is the establishment of a Consultative Services Office for Women.

Factors important in constraining replication and sustainability include:

a-Economic changes: The devaluation of the dinar, rising unemployment, the Gulf crisis, and many thousands of returnees from the Gulf to Jordan were negative economic developments that led to constraining sustainability and replication;

b-Tensions in the region especially during the Gulf crisis: Tension between the U.S. government and the Jordanian government adversely affected projects for the duration of the Gulf crisis and the war. This situation seriously disrupted the continuity of the projects, impeding movement towards replication and sustainability.

**Factors important in promoting replication and sustainability:**

a-The atmosphere of more political freedom and democratization prevailing in Jordan: This allowed the projects to expand their human rights activities and helped them get more assistance from the different government and non-government organizations, as well as individuals who were potential donors.

b-The rising awareness among the Jordanian people about the importance of protecting human rights for all Jordanians, regardless of their socio-economic or political backgrounds: This awareness factor will be important in the long run for the replication and sustainability of human rights work in Jordan as it creates the environment necessary for such work to thrive. As long as projects like FBPW, JJI and CWS continue receiving strong support, moral if not material, from the government, they are likely to be able to find ways of sustaining and replicating their activities, albeit at a slower pace than would be possible with funding by donors. In other words, the GOJ's attitude and tacit or direct endorsement of these activities are positive factors for sustainability and replicability.

**Program Management and Program Costs:**

1. How much USAID staff time was/is involved in selection, design and monitoring of sub-projects and in overall management of the 116(e) Human Rights program?

As this project was started by AID/Washington and later transferred to USAID/Jordan, the question is difficult to answer. A considerable amount of time is spent in keeping AMIDEAST abreast of AID reporting and accountability requirements, as well as in substantive project monitoring.

2. Has Agency and Bureau guidance in identification, design and implementation of human rights activities been useful?

Since the inception of the Agency's Democracy Initiative, followed by the Bureau's Governance and Democratic Pluralism program, guidance provided in these areas has been useful and welcomed by the Mission and AMIDEAST/Jordan. However, if by "Human Rights Activities" Section 116(e) specifically is meant, the Mission does not believe any substantial guidance has been received for at least the past 18 months.

3. What is your view of AMIDEAST's program management performance including the division of responsibilities between headquarters and field staff? What do you recommend as the most effective division of labor between AID/W and USAID for monitoring and backstopping HR activities? How does it compare with past and current arrangements?

Following the 1987 LET evaluation, it was determined that the management of the LET regional grant should be decentralized from AMIDEAST headquarters to the various field offices involved in LET project activities. When transition took place, an AMIDEAST project coordinator remained at AMIDEAST headquarters for one year to ensure a smooth transition; it should be noted that over 60% of AMIDEAST's administrative costs from 1989 through June 1992 were spent on headquarters administration in that one transition year. The following year was difficult because much administrative responsibility for project management was transferred to the field with no additional support there to handle it. Hence project activities diminished substantially until a project coordinator was hired.

With regard to the division of labor between AID/W and USAID/Jordan, the Mission is not aware of any monitoring or backstopping of LET activities by AID/W, except the financial operations including advances of funds to AMIDEAST/W against the letter of credit. Periodic TDY support from AID/W, perhaps twice-yearly, would have measurably helped USAID to monitor the project. Such support could also have aided in developing an adequate project performance information system.

4. Has AMIDEAST involved local organizations (other than the current beneficiaries) in the design and implementation of HR projects? Would the use of local organizations improve program effectiveness? What are the constraints?

In addition to the current beneficiaries, AMIDEAST contacted various local organizations that are involved in human rights activities either directly or indirectly. AMIDEAST made use of these organizations' expertise and knowledge of the local system and trends in an effort to have a more effective implementation of HR projects. It should also be stated that some local NGOs have well-entrenched methods of implementing project activities. At some point, lack of coordination of efforts among them could lessen the efficiency of implementation of an umbrella-type project like LET. Also, local NGOs have limitations as they are required to be registered by the government. This may affect their flexibility in implementing HR activities that are perceived to be out of the mainstream. However, the LET beneficiaries (JJI, FBPW and CWS) have been regarded as facilitators of human rights in Jordan.

5. What role does Embassy staff have in the design and implementation of sub-project activities? What is the principal contribution Embassy staff can make to program design? To project/sub-project design? What is the best way to obtain these contributions?

The Mission has no recent experience with participation by the Embassy in LET program or project design or implementation. The

Embassy's principal role pertaining to USAID's work in the HR area is in assuring that the overall objectives of Section 116(e) activities are in consonance with U.S. foreign policy in Jordan, and that the Embassy is alerted to any serious problems which might hurt those interests. Of course, if there were new 116(e) resources for Jordan, the Embassy would participate in determining for what general purposes they would be used.

6a. How has Jordan's attitude on HR issues affected the choice of activities as well as the sustainability or replicability of program interventions?

Only in the 1980s did Jordanian national concern begin turning towards the adoption of improved human rights practices. Even in the early 1980s, the study of human rights as a field in itself was still rare in Arab educational institutions. Human rights instruction was done through the law faculties at the major universities within the context of Criminal Law and International Public Law. Since its inception in 1983, the LET Project saw educational institutions and the judiciary as a sure means for implementing the project's objective of developing legal education and training in Jordan. Hence, project activities were academic in nature, involving research support, seminars on issues of human rights, conducting outreach lectures and so on. Jordan's attitude on HR issues presented no difficulties in sustaining or replicating such low profile activities that were mainly educational in form.

There have been rapid political and economic changes in Jordan since 1988. In 1988, the Jordanian dinar was severely devalued. In 1989, there was some popular unrest. The response of the King was to opt for a more open political system allowing for more democratic participation in national decision-making. Free, open parliamentary elections took place in November 1989; martial law was put on hold in January 1990 and was lifted completely in 1991. Parallel with these changes since the late 1980s, projects became more overt and direct in approaching the issue of human rights, and in promoting the awareness of the public on such issues.

However, the movement towards democratization was put to the test by the Gulf crisis and war: political tensions, a massive refugee influx, and economic instability produced very difficult times in Jordan, yet the GOJ did not use these crises as an excuse to roll back its endorsement of democratic pluralism and human rights. Once the immediate impact of the events was contained, HR activities were allowed to pick up where they had left off. With the open support of the Jordanian government, projects such as those of FBPW, CWS and JJI increased their activities. For example, the FBPW increased the number of outreach lectures in rural areas as it saw a great demand from women there.

6b. How has the relationship between AMIDEAST and Jordan affected the choice of activities or the effectiveness of the

program? Would Jordan's attitude suggest that it would be more effective or ineffective to use local organizations more effectively (sic)?

AMIDEAST has maintained a respected and effective presence in Jordan since 1958 and continuously shown its sincere commitment to the development process in Jordan. Over the many years of operation in Jordan, AMIDEAST directors have succeeded in initiating a local network of contacts involving a variety of professionals, members of academia, government officials and officials and members of NGOs. On numerous occasions AMIDEAST efforts were highly praised by members of the Jordanian monarchy and AMIDEAST was encouraged to pursue its activities in Jordan in the fields of development and educational training.

AMIDEAST has followed a subtle and low key approach to human rights issues in the country, assuring that the choice of activity was within the context of prevalent political and cultural conditions. Thus AMIDEAST's scope of work has been considered as legitimate in the eyes of Jordanians, government and people alike. This legitimacy has facilitated the implementation of the project and rendered it more effective.

7. Are you satisfied with AMIDEAST's implementation of the project? Would additional training of AMIDEAST's field staff/ Washington staff in HR issues be useful? Would training of AMIDEAST staff in program/project design help them develop more long range projects?

Additional training for the AMIDEAST coordinator would enhance her ability to pursue and implement a greater range of project activity. Training on HR issues as well as advanced training in project development and management would greatly benefit projects such as LET. Specialized training in AID's accountability and project performance standards and procedures would be particularly beneficial.

8. Does the USAID coordinator feel adequately trained/informed to assist in HR program design and implementation?

The recent development of the DI/GDP initiative has increased the information available to the USAID coordinator, and has provided him with excellent training as well. Nevertheless, it is felt that information and training specifically on Section 116(e) is warranted if funding is provided for a new project in Jordan.

9. How do USAID and AMIDEAST (field) management costs compare for different types of projects?

It is not appropriate to compare USAID and AMIDEAST (field) management costs, as USAID manages the grant and AMIDEAST implements the project; thus the types of costs are not comparable.

In the case of LET, cost comparisons are further blurred by the fact that many activities are carried out by sub-grantees (FBPW, JJI and CWS) but with AMIDEAST still exercising a substantial degree of oversight and supervision.

#### Program Implications

1. Has the provision of funds for HR activities represented a sound and effective use of AID resources?

Yes, if the use of these resources in Jordan is seen as an investment in the evolutionary process of democratization that the GOJ is now encouraging. The funds were also effective in advancing the role of women in Jordan's development. However, if the Section 116(e) criterion of ameliorating human rights abuses is used, then allocation of funds to Jordan is probably unwise since the needs are far more acute in other countries in the region.

2. What lessons were learned which would improve future programming decisions?

Flexibility to adapt to political, social and economic changes is essential for effective programming.