

15A 89303
A.I.D. EVALUATION SUMMARY - PART I

PID-NBS 168

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS
2. USE LETTER QUALITY TYPE, NOT 'DOT MATRIX' TYPE

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office (ES# <u>FY94-4-E</u>) <u>USAID/HONDURAS</u>	B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input type="checkbox"/> Slipped <input checked="" type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>94 02</u>	C. Evaluation Timing Interim <input checked="" type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
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D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated. If not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent FACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
522-0296	Strengthening Democratic Institutions	1987	8/95	\$21,800	\$19,900

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
Action(s) Required		
<u>Project Management</u>		
1. Adopt a more flexible management approach with the contractor, (Georgetown University - GU);	USAID	Completed
2. Reduce the number of expatriate subcontractors and increase the utilization of local subcontractors.	GU	Completed
<u>Component I - Administration of Justice</u>		
1. Give highest priority to encouraging and facilitating Court's effective implementation of Judicial Career Law.	COURT ELeonard	Ongoing
2. Complete a study to evaluate the experimental Justice of the Peace program.	COURT Kotto	Completed
3. Complete a study to evaluate the Public Defenders program.	COURT Kono	Completed
4. Submit Legislation for Public Defenders to the Honduran Government.	COURT Kotto	Completed
5. Conduct a workshop on the depolitization of the judiciary.	USAID/GU ELeonard	Ongoing
6. Complete a study (or studies) to review female participation in the Judiciary and the problems women have in obtaining justice.	USAID CPerez	Sept. 1994

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: _____ (Month) _____ (Day) _____ (Year)

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
	EMILY C. LEONARD		LORRAINE SIMARD CARMEN ZAMBRANA	MARSHALL D. BROWN
Signature	<i>Emily Leonard</i>		<i>Lorraine Simard</i>	<i>Marshall D. Brown</i>
Date	8/3/94		8/11/94	

.....Cont.

E. Action Decisions Approved By Mission AID/W Office Director

Component II - Legislative Enhancement

- | | | |
|--|----------------|-----------|
| 1. Urge Congress to improve administrative functions. | USAID
KOTto | Completed |
| 2. Proceed with the establishment of CIEL, the Legislative reference service. | USAID
KOTto | Completed |
| 3. Undertake a systematic analysis of the need for, and cost of, obtaining the various data bases being proposed by Legislators for inclusion in the CIEL. | USAID
KOTto | Completed |

Component III - Voter Registration and Elections Improvement

- | | | |
|---|----------------|-----------|
| 1. USAID should not provide additional assistance for updating the Civil Registry rolls at this time but it should indicate its willingness to fund:
(a) a study of the feasibility of updating the rolls; and, if found feasible,
(b) the preparation of a detailed implementation plan and budget for carrying out the tasks. | USAID
KOTto | Completed |
|---|----------------|-----------|

Component IV - Democratic Leadership

- | | | |
|--|----------------|-----------|
| 1. USAID should authorize the contractor to: (a) seek information from LAC/DI in USAID/Washington on the PARTICIPA program in Chile and other civic education for related programs that could offer ideas for consideration in Honduras and (b) initiate discussions with interested parties as a preliminary step to developing a strategy for this component and a work plan for 1991 for presentation to the GOH at a high level. | AIFLD
KOTto | Completed |
| 2. AIFLD subcontractor will take the necessary steps to improve teaching methodologies. | AIFLD
KOTto | Completed |

A B S T R A C T

H Evaluation Abstract (Do not resubmit to space provided)

The goal of the Strengthening Democratic Institutions (SDI) (522-0296) Project is to strengthen Honduran democracy. The purpose is to improve the capability of key democratic institutions, improve local political leadership, and increase the knowledge and participation of the Honduran populace in the democratic process. This project is being implemented primarily by Georgetown University (GU) and five subcontractors. The midterm evaluation (8/87-9/90) was conducted by a Development Associates, Inc. team on the basis of: a review of project documents; interviews with project personnel in Honduras and Washington, D.C. and others conversant with project. The purpose of the evaluation was to measure progress made, examine design validity, and provide guidance for midcourse adjustments.

The major findings and conclusions are:

- (a) Project Management: Project implementation lagged because of contracting delays and staffing problems.
- (b) Project Design: The Project Paper (PP) does not provide a project purpose that will permit subsequent evaluators to determine whether the project has been successful; a number of End of Project Status indicators are not appropriate. Nevertheless, the achievement of the project outputs proposed in the PP clearly would make a significant contribution to strengthening democracy in Honduras.
- (c) Administration of Justice:
 - (i) Neither of the two Conditions Precedent (CPs) nor the Covenant in the Memorandum of Understanding (MOU) relating to the career law have been fulfilled. However, the new government is committed to judicial reform and it is expected that the Career Law will be implemented by January, 1991.
 - (ii) The two experimental programs, Justice of the Peace and Public Defenders, have been successful.
- (d) Legislative Enhancement: CPs and Covenants in the MOU have not been complied with.
- (e) Voter Registration and Elections Improvement:
 - (i) A career law for the National Registry of Persons (RNP) and the guidelines for its implementation were not submitted to the Congress, as called for in the MOU. It is not clear that any progress in the institutionalization of the RNP can be expected in the near future.
 - (ii) Training of election workers, provision of commodities, and carrying out of public education campaigns of the 1989 election were successfully implemented and the election results were generally accepted.

The evaluators noted the following "Lessons":

- The three main components are sufficiently different that they should have been separate projects; as a minimum, election support should be separate because its rigid time schedule causes it to take priority over everything else.
- More systematic regional sharing of information about programs and actions being taken would be of great assistance to deal with fairly common problems and issues in the process of strengthening democratic processes.
- Given A.I.D.'s inexperience with this type of project, outside experts should be used more in the design and implementation of such projects. A multidisciplinary advisory committee should follow project progress and participate in deliberations on important project decisions.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
James L. Roush	Development Associates Team Leader	39	21,619	Project 522-0296
Mitchell Seligson	Lat.Am. Specialist	26	14,598	
James Rowles	Legal Specialist	26	14,598	
Joseph Alessandro	Training Specialist	26	12,805	
Carlos Ferro	Procurement Specialist	11	4,811	
2. Mission/Office Professional Staff Person-Days (Estimate) <u>80</u>		3. Borrower/Grantee Professional Staff Person-Days (Estimate) <u>12</u>		

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:	Date This Summary Prepared:	Title And Date Of Full Evaluation Report:
USAID/HONDURAS	JULY, 1994	January, 1994 Strengthening Democratic Institutions Project

1. PURPOSE OF THE PROJECT

Civilian rule returned to Honduras in the 1980s after an extended period of military dictatorship. Thus, in 1987 when the Strengthening Democratic Institutions (SDI) Project was designed, the democratic process was incipient and key support institutions were extremely fragile. The project purpose was "to improve the capability of key democratic institutions (the Judiciary, the Congress, and the National Elections Tribunal/National Registry of Persons), develop local leadership, and increase the knowledge and participation of the Honduran populace in the democratic process".

2. PURPOSE OF THE EVALUATION AND METHODOLOGY USED

The purpose of the midterm evaluation was to assess the progress made, examine design validity and provide guidance for midcourse adjustments. This evaluation (8/87-9/90) was conducted by a Development Associates, Inc. team on the basis of: a review of project documents; interviews with project personnel and others conversant with the project in AID/Washington and USAID/Honduras; the American Institute for Free Labor Development (AIFLD); regional justice organizations in Costa Rica; and Georgetown University (GU) and its subcontractors Consortium for Services to Latin America (CSLA), Clapp and Mayne (CM), The Futures Group (FG), Delphi, Center for Electoral Assistance and Promotion (CAPEL), Associated Business Managers of Honduras (GEMAH), and the Central American Institute of Business Administration (INCAE).

3. FINDINGS AND CONCLUSIONS

Overall, Project implementation lagged because of contracting delays and staffing problems.

(a) Project Management:

The principal project management findings are:

- (i) Unsatisfactory, (at times recriminatory) contractor-USAID-GOH counterpart organizations relationships--in part because of the overall Project implementation problems mentioned above.
- (ii) The November 1989 election virtually brought to a halt all other activities under the project.
- (iii) The updating of the National Registry data was rushed into without adequate analysis of the problem and the proposed solution.
- (iv) The plan set forth in the project design, that the prime contractor would be "out in front" in relations with the Honduran institutions, with USAID/H keeping a low profile, was not followed. This resulted in extremely tense and frustrating relationship between USAID/H and the prime contractor.
- (v) The performance of GU subcontractors has been mixed. It may be that greater use of local contractors will be needed for the upcoming activities.

(b) Project Design:

- (i) The Project Paper does not provide a project purpose that will permit subsequent evaluators to determine whether the project has been successful; a number of End of Project Status indicators are not appropriate. Nevertheless, the achievement of the project outputs proposed in the PP clearly would make a significant contribution to strengthening democracy in Honduras.
- (ii) There was no provision in the project for baseline studies to determine the public knowledge of and attitudes towards the institutions whose credibility and standing were to be improved.
- (iii) The principal assumption in the design is that there was a commitment by political leaders to the changes being proposed, particularly regarding the establishment of career services in the counterpart organizations-- this assumption has not been borne out to date.
- (iv) The USAID would have been well advised to have taken more time and involved more outside experts in the design process, given USAID's inexperience with this type of project.

(c) Administration of Justice:

- (i) Neither of the two Conditions Precedent nor the Covenant in the Memorandum of Understanding (MOU) relating to the career law have been fulfilled. However, the new government is committed to judicial reform. The Career Law was put into force in March 1992 and is being implemented in cooperation with the Congress.
- (ii) The two experimental programs, Justice of the Peace and Public Defenders, have been successful.

(d) Legislative Enhancement:

- (i) Conditions Precedent (CPs) and Covenants in the Memorandum of Understanding (MOU) have not been complied with.
- (ii) The only significant achievement was the design of a Legislative support center (CIEL) in December 1989; however, the proposed center has less autonomy than contemplated in the MOU and had not become functional.

(e) Voter Registration and Elections Improvement:

- (i) Virtually no progress has been made in updating, verifying, and microfilming Honduran Civil registration lists and it is not clear that the process envisioned in the Project Paper is technically sound.
- (ii) A career law for the National Registry of Persons (RNP) and the guidelines for its implementation were not submitted to the Congress, as called for in the MOU. It is not clear that any progress in the institutionalization of the RNP can be expected in the near future.
- (iii) Training of election workers, provision of commodities, and carrying out of public education campaigns of the 1989 election were successfully implemented and the election results were generally accepted.

(f) Democratic Leadership:

- (i) The only activity undertaken to date in the Democratic Leadership component has been seminars organized by the American Institute for Free Labor Development (AIFLD) for union members; six seminars on political theory and eight seminars on the principles of economics. The content of these seminars is only marginally related to the purpose of the project.

- (ii) This component has been accorded a low priority. It is begging for a strategy, a plan, some thought. It could be used to promote discussion about, and possibly foster support for, some of the unfulfilled conditions precedent and covenants in the MOUs for the other components.

Impact on Women: The project's impact on women was not considered in the project design, however, in the evaluation scope of work USAID asked the team to suggest mechanisms that could be incorporated into the project to measure the impact on women. The team found two issues related to women that should be of concern to USAID/HONDURAS. One relates to the openness of the justice, legislative, and electoral systems to women; the other relates to hiring practices regarding women in the Judiciary, the Legislature, and the TNE.

4. PRINCIPAL RECOMMENDATIONS:

- (a) USAID should not provide additional assistance for updating the Civil Registry rolls at this time but it should indicate its willingness to fund: (i) a study of the feasibility of updating the rolls; and, if found feasible, (ii) the preparation of a detailed implementation plan and budget for carrying out the task.
- (b) USAID should re-examine its relationship with GU/H and gradually reduce USAID's direct involvement in day-to-day activities and allow the contractor to carry out its normal role.
- (c) USAID and GU should re-examine the structure of the GU contract with regard to the need for so many subcontractors and determine if it would be possible to increase GU/H's capability to contract locally for resources rather than having most, if not all, of this done through expatriate subcontractors.
- (d) USAID/Honduras should give highest priority to encouraging and facilitating the Court's effective implementation of the Judicial Career law, and get current with the Conditions Precedent in the MOUs for the Legislative Enhancement and Voter Registration components.
- (e) Urge Congress to improve committee operations and other functions as well as proceed with the establishment of the CIEL, the legislative reference service.
- (f) AID should authorize the Contractor to explore possibilities for the redesign of the Democratic Leadership Component.
- (g) Any further extension of funding for the AIFLD activity should be contingent upon attention by the AIFLD subcontractor to the methodological issues raised in Annex F of the evaluation report.

5. LESSONS LEARNED

- * The three main components of the SDI Project (Administration of Justice, Congress, and Elections Tribunal/National Registry of Persons) are sufficiently different that they should have been separate projects; at a minimum, election support should be separate because its rigid time schedule causes it to take priority over everything else.
- * More systematic regional sharing of information about programs and actions being taken would be of great assistance to deal with fairly common problems and issues in the process of strengthening democratic processes.
- * Given USAID's inexperience with this type of project, it would have been advisable to use more outside experts in the design and implementation of such projects. A multidisciplinary advisory committee should follow project progress and participate in deliberations on important project decisions.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary. Always attach copy of full evaluation report, even if you was submitting earlier. Attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

- Attachment I-Outline of Basic Project Identification
- Attachment II- Complete List of Recommendations
- Attachment III- Evaluation Report.

Please note that the evaluation report titled Strengthening Democratic Institutions Project, was forwarded to USAID/W on July 18, 1991.

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

This evaluation needs to be considered within the historical context in which project implementation began. The August, 1987 signing of the Project Agreement was followed by an unusually complex contract negotiation process with the project's primary contractor. The Honduran presidential campaign was in full swing when the GU contract was finalized one and a half years later. As result of the campaign, politics permeated the Supreme Court's decision-making process and thereby greatly hampered the implementation efforts of both USAID and GU in all areas of the project.

The evaluators have failed to note that, because of the inherent sensitivity to foreigner's "dictating" to electoral, judicial, or legislative institutions, that the normal USAID process of enforcing covenants and conditions must be tempered with judgement as to what can really be obtained at any point in time and whether there is more to be gained by flexibility than rigid application of project conditions.

The evaluators were mistaken in their statement that there was no evidence of progress on career service in the three components. For example, the success of the August, 1990 Judicial Workshop held in Valle de Angeles to finalize the organizational development plan would not have been possible without the political will of the Court to implement the judicial career law.

The Mission agreed with the evaluators' comment that several of the indicators listed in the Project Paper at the purpose level are not appropriate, and has therefore modified them. However the mission notes the USAID/W, after much time and expense, has still not come up with multipurpose indicators for DI projects.

The Mission realizes the importance of the baseline studies mentioned by the evaluators as necessary to determine the public attitudes towards counterpart institutions, and began conducting attitude surveys in 1992.

Although the evaluators were required to measure project implementation progress against the outputs called for in the Project Agreement, the Mission believes that allowances should have been made for unexpected political events that impeded project implementation. An additional lesson learned that came to light through this evaluation is that Democratic Initiatives projects need to be designed flexibly enough to allow project implementation to keep step with changes in the political environment.

**ATTACHMENT II
SUMMARY OF EVALUATION
RECOMMENDATIONS AND MISSION RESPONSE**

COMPONENT: I. ADMINISTRATION OF JUSTICE

RECOMMENDATION

A. Mid-Course Adjustments

1. USAID should give highest priority to encouraging and facilitating the Court's effective implementation of the Judicial ongoing Career Law, with the immediate focus of attention on insulating the Justices from politics.

2. USAID should let the Court know that:

a) A.I.D. considers this the most important element of the Judiciary component of the project; and b) USAID is unwilling to make significant contributions to other elements, let alone support any new ideas put forth in September workshop, until:

a. a detailed implementation plan has been prepared for implementing the law and action has been initiated in accordance therewith on a priority basis; and

COMPONENT: I. ADMINISTRATION OF JUSTICE

MISSION RESPONSE

A. Mid-Course Adjustments

Ongoing. A decree beginning implementation of the Judicial Career Law was issued in 1991. The contractor finished development of manuals, regulations and exams in 1992. The Court approved all manuals in 1993. Compliance has been excellent for about 20% of the workforce. USAID continues to push for full compliance by August 1995.

Ongoing. USAID has consistently expressed to the Court both, in formal communications and informally, the importance of successful, implementation and adherence of the Court to the Judicial Career Law in order for substantive USAID support to continue. USAID continues to push for full compliance by August 1995.

Completed. The President of the Supreme Court declared the Judicial Career Law in effect as of March 1, 1991. Personnel and procedure manuals necessary to fully implement the law were not completed until 12/92 due to the time necessary to do a thorough job, not because of any reluctance on the part of the Court. Related Covenant is met.

b. current hiring by the Court is being done on the basis of public announcements of openings, competition among candidates, and selection by an impartial selection process that ensures political affiliation is not an element of decision.

3. Assuming that a strengthening of "will" is needed, USAID should request a workshop to discuss the depoliticization of the Judiciary.

4. USAID should encourage the Court to ask for a joint U.S.-Honduran study to evaluate the experimental Justice of the Peace Program and recommend its future. The study should also review the items identified in III.B.5.b. of the evaluation report.

5. USAID should facilitate the early drafting and submission to the Congress of enabling legislation for Public Defenders.

B) Training

1. USAID should propose that National Judicial Reform Commission (NJRC), with contractor support, or the contractor, following the completion of the study recommended above (A.4) hold a workshop, similar to the September 1990 one on judicial organization, which would focus on:

Ongoing. Hiring for more than 20% of Court employees is being done through competition and merit.

Not Accepted. Meetings with Senior court officers, the Association of Court Employees, and Congressional (political party) leadership have been part of an ongoing dialogue. A workshop is not planned.

Completed by G.U. and pertinent findings have been managed by the National Judicial Reform Commission from 1993 through early 1994.

An amendment of The Law of Attributions and Organization of the Court which legally establishes the Public Defender Program has been drafted. New NJRC will review draft to submit to Court to propose to Congress.

B) Training

Ongoing. First workshop was completed on 4/91 and new activity was proposed in 2/94.

a. the relationship between administrative and legal training.

Completed on 4/91 by former Court and addressed with new Court leadership on 2/94, resulting in the Court agreeing to renew the Judicial Schools programs of instruction on these relationships.

b. the role of the Judicial School in all elements of judicial training and its relationships with ILANUD and USAID contractors; and

Completed on 4/91 with former Court and addressed again in 2/94.

c. the development of a plan for expanding and improving training in court administration and other areas of judicial operations not currently covered.

Completed on 4/91 with former Court and addressed again in 2/94.

2. The contractor should proceed with the purchase and delivery of the furniture of the Judicial School. This overdue procurement was agreed to before there were delinquencies in meeting the MOU Conditions Precedent.

Completed 2/91

3. Assuming that the contractor will have an expanded training role in the near future in both Components 1 and 2, USAID should authorize the contractor to add a full-time training coordinator position to its Honduras office.

Not accepted. This role was adequately fulfilled by the Chief of Party and project implementation manager for the Institutional Contractor.

C. Project Management

C. Project Management

1. Given the arrival of a new chief of party for the contractor and the positive working relations developed with members of the Court, USAID should modify its project management approach and allow the contractor greater freedom in dealing with the Court on a day-to-day basis on the implementation of approved work plan.

Completed 11/90.

2. Concurrent with the foregoing, USAID should focus its attention on policy issues (see A.above), routine project monitoring, and ensuring appropriate coordination of effort between bilateral and regionally funded activities.

Completed 11/90. The project management staffing pattern has been adjusted to permit more staff attention on policy issues and project monitoring. Coordination between bilateral and regionally funded activities has increased through more frequent communication among implementing Missions and Agencies.

D. Impact on Women

D. Impact on Women

1. With regard to openness, USAID should arrange for a study to be funded under the project to (a) identify and assess the obstacles to female participation in the judiciary; (b) review the Career Judiciary Law and its enabling regulations for potential for discrimination.

(a) Partially completed. Questionnaires from female judicial employees identifying and assessing obstacles to female participation have provided partial input. CID/Gallup polls and additional studies will be used to fully comply with recommendation. (b) Review of the Law by HRD/SP staff showed no discrimination.

2. Depending upon the results of the foregoing study, it may be appropriate to establish a monitoring mechanism to ensure compliance with provisions of the Honduran Constitution and the American Convention on Human Rights(to which Honduras is a party) to ensure compliance in hiring and promotion within the career judiciary.

Closed. There is ongoing monitoring by HRD/SP staff through periodic personnel reports from Court and independent sources of information.

3. Regarding justice under the law, a study should be undertaken to determine whether there are special problems that women have in obtaining justice that could be dealt with under the project. A particular area for review would be the system of family law and child support payments.

Ongoing. CID/Gallup polls and other studies will be done to determine such obstacles.

**COMPONENT: II. LEGISLATIVE
ENHANCEMENT**

RECOMMENDATION

A. Mid-Course Adjustments

1. Increased attention should be given to improving committee operations and functions of the Congress, while maintaining a high level of priority for the establishment and functioning of CIEL.

2. (a) USAID should agree to converting MOU Condition Precedent (2) (2) to a covenant with target dates for implementation in 1991; however, b) it should insist on detailed plans and targets to meet Condition Precedent (2) (1) and Covenant (1) before agreeing to go ahead with procurement for CIEL.

**B. Development of Data
Management Systems**

1. USAID should request the contractor to add a systems expert to its in-country staff to coordinate the system development work in the Congress, the Court, and possibly TNE/RNP and arrange for training of systems personnel and potential users of the automated data systems.

**COMPONENT: II. LEGISLATIVE
ENHANCEMENT.**

RESPONSE

Mid-Course Adjustments

Ongoing.
Due to lack of interest by the Congress, the Committee activity was dropped in 1993; however, development and computerization of administrative functions has been completed and direct support has been provided to the Congressional Committee on Women's issues. In early 1994 the Congress has reinitiated request for Committee Strengthening using the CIEL.

Completed.
(a) Project PIL No. 20 deleted condition precedent (2) (2) from the MOU because a similar condition remains in force under the TNE/RNP component. The same PIL converted condition precedent (2) (1) to a covenant to be implemented over the LOP.
(b) Recommendation not accepted. USAID does not agree that it should insist on detailed plans and targets to meet covenant (1) before agreeing to go ahead with procurement for the CIEL.

**B. Development of Data
Management Systems**

Completed.
Subcontractors were used for this work.

2. Hardware procurement should be stretched out over the remaining period of the project, being spaced as the capability develops to use it.

Completed 8/91.

3. Priority should be given to undertaking a systematic training needs assessment for the balance of the project and carrying out the large amount of training that will be needed.

Completed 11/90.

4. Undertake a systematic analysis of the need for and cost of obtaining the various data bases that have been proposed for inclusion in the Congressional automated system; this is needed to establish priorities for data development.

Completed 3/94 during CIEL implementation and budget development studies. Priorities emphasized development of the four major data bases NJUR, BIPE, MATE and DISC.

C. Training

C. Training

1. USAID should encourage the Congress to establish a training position, as covenanted in the MOU; in the interim, the Congress should establish a training committee to work with the contractor and others in developing a training needs assessment for the balance of the project and carrying out the large amount of training that will be needed.

Not accepted as stated. The training needs have been adequately addressed in previous studies. No additional position was needed. Project officers and the contractor formed an Ad Hoc training committee during the course of implementation resulting in successful training programs in all Congressional activities.

2. Assuming that the logjam in activity in Components I and II is now broken, USAID should authorize the Contractor to add a training coordinator to its staff in Honduras to coordinate the extensive training that will be needed by the Congress and the Court and to provide quality control over the contracted trainers and the training programs.

Not accepted. Institutional Contractor's Chief of Party and the contractor's project implementation manager adequately fulfilled this role using sub-contractors.

D. Impact on Women

There are two issues related to women that should be of concern by USAID. One related to the openness of the political system to women who may wish to run for Congress; the other relates to whether women will have equal access to employment possibilities in the career systems being established with project assistance.

1. USAID should fund a study to ascertain the degree of openness of the electoral and party system to women participation and evaluate any obstacles encountered.

2. USAID should monitor the hiring policies established for the career service of the Congress.

D. Impact on Women

Based on competitive selection criteria, women have fared well in achieving equal access to employment possibilities in the career systems being established with project assistance.

No additional activities in this component are planned after November, 1993 national elections. However USAID completed a GCID Report to Congress in 1993 which received LAC praise for its analysis of obstacles encountered.

Closed. The first step towards a career service was taken through the USAID financed development of a Career Law - associated gender neutral regulations. However, no additional activities are planned in this component.

**COMPONENT: III. VOTER
REGISTRATION AND ELECTIONS
IMPROVEMENT**

RECOMMENDATION

A. Mid-Course Adjustments.

1. USAID should not provide additional assistance for updating the Civil Registry rolls at this time but it should indicate its willingness to fund: (a) a study of the feasibility of updating the rolls; and, if found feasible, (b) the preparation of a detailed implementation plan and budget for carrying out the task.

2. USAID should discuss with senior GOH officials the various problems related to the electoral rolls and USAID willingness to finance a study to review the problems of the current system and analyze the pros and cons of other options for the electoral registration process.

**B. Institutionalization of the
National Registry of
Persons**

1. USAID should discuss with senior GOH officials whether or not the GOH is interested in seeking a career law for RNP and TNE (or otherwise providing for greater personnel continuity) and adopting revised structures and procedures which could provide greater assurance of fair and complete coverage in the registration process.

**COMPONENT: III. VOTER
REGISTRATION AND ELECTIONS
IMPROVEMENT**

RESPONSE

A. Mid-Course Adjustments.

1. Closed. (a) and (b) completed.

ESF Local Currency was used by the TNE/RNP for assistance in Civil Registry updating activities.

2. Recommendation not needed since TNE/RNP proposal mentioned in A.1. above proved technically sound.

**B. Institutionalization of the
National Registry of
Persons**

1. Not feasible. While the electoral reform law technically meets the needs of professionalizing the TNE/RNP, in actuality it has not been consistently applied. Success on this front is unlikely in the near future.

**COMPONENT: III. VOTER
REGISTRATION AND ELECTIONS
IMPROVEMENT**

2. USAID should indicate its willingness to finance the study called for in the MOU to analyze the requirements to improve the RNP registration process at all levels of the Republic.

C. Support for the Next Election

1. USAID should inform the GOH and TNE that USAID is prepared to assist TNE now in preparing for the 1993 election, but it does not intend to provide any assistance once the official electoral campaign has begun.

D. Impact of Women

1. USAID should fund a study to ascertain the degree to which current electoral procedures and practices openly or indirectly discriminate against women becoming included on the electoral rolls and/or being able to cast their vote.

2. USAID should monitor the hiring policies established for the career service of the TNE/RNP.

**COMPONENT: III. VOTER
REGISTRATION AND ELECTIONS
IMPROVEMENT**

2. Mission agrees with recommendation. However, this study was executed through donation of technical assistance from Venezuelan government in 11/91.

C. Support for the Next Election

Not accepted. The Embassy and USAID determined assistance for the 1993 elections is required and appropriate.

D. Impact of Women

No further activities in this component are planned after 1993 elections.

See B.1.

**COMPONENT: IV. DEMOCRATIC
LEADERSHIP TRAINING AND SUMMARY
OF EVALUATION**

RECOMMENDATIONS

**Component IV - Leadership
Training**

1. USAID should authorize the contractor to: (a) seek information from LAC/DI in USAID/Washington on the PARTICIPA program in Chile and other civic education for related programs that could offer ideas for consideration in Honduras and (b) initiate discussions with interested parties as a preliminary step to developing a strategy for this component and a work plan for 1991 for presentation to the GOH at a high level.

The "interested parties" to be contacted should include the three project counterpart organizations, the Law School, the Bar Association, political parties, representatives of labor unions and women's organizations, and private sector individuals (profit and nonprofit) who have an interest in promoting democracy in Honduras.

2. Any further extension of funding for the AIFLD activity should be contingent upon: (a) the development of a curriculum for the principal seminars that is more closely related to project objectives; and (b) attention by the AIFLD subcontractor to the methodological issues raised in Annex F.

**COMPONENT: IV. DEMOCRATIC
LEADERSHIP TRAINING AND SUMMARY
OF EVALUATION**

RESPONSE

**Component IV - Leadership
Training**

1.(a) PARTICIPA has provided assistance to a private pro-democratic reform group (FDDH) which in early 1994 has received grant funds from the project. 1.(b) This thrust was changed to focus on the private grantee in 1.a.

All interested parties will be contacted by this reform group.

2. (a) Seminar topics both support project objectives and are appropriate for labor leaders, because they enhance the ability of labor leaders to lead their memberships responsibly under the strain of economic adjustment e.g. to moderate labor demands. Without reasonable demands, labor could potentially be a destabilizing force for democratic processes. 2. (b) Completed 11/91 Instructional materials were developed for participants.

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**COMPONENT: IV. DEMOCRATIC
LEADERSHIP TRAINING AND SUMMARY
OF EVALUATION**

RECOMMENDATIONS

**Component IV - Leadership
Training**

**COMPONENT: IV. DEMOCRATIC
LEADERSHIP TRAINING AND SUMMARY
OF EVALUATION (continued)**

RESPONSE

**Component IV - Leadership
Training**

In terms of selection of participants, the unions decide who to send to the seminars. The evaluation of the extent of mastery of concepts being taught is not feasible because participants do not have the same level of schooling, knowledge, etc.