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Human Rights Fund



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HUMAN RIGHTS FUND

I. BACKGROUND AND JUSTIFICATION

A. Introduction

Harlan County, the murder of President Aristide's Justice Minister, renewed outbreaks of violence on the streets of Port-au-Prince, the reimposition and recent tightening of the U.N. embargo, and the evacuation of most international human rights monitoring personnel from the provinces have signaled a worsening human rights climate in Haiti--one in which fear and uncertainty predominate. A joint report by the National Coalition for Haitian Refugees and Human Rights Watch-Americas released in April 1994 said, "*Terror, intimidation and the nightmare of reborn Duvalierism have become the Haitian citizens' daily reality as military rule continues for a third year.*"

Haitians are suffering worsening privation and brutality at the hands of the Haitian military. The UN/OAS International Civilian Mission has documented a 150 cases of killings and suspicious murders since January, 1994. It has reliably reported significant increases in kidnappings and forced disappearances, rapes, attacks on children and other abuses. In Gonaives and other parts of Haiti, recent military sweeps have led to dozens of deaths. Unless soon halted, this escalation in human rights abuses could drive even larger numbers of Haitians out of the country. This has already seriously undermined Haiti's once-diverse and vibrant civil society and now runs the danger of effectively silencing what remains of those resisting a violently repressive regime. Pro-democracy elements have become increasing atomized as the fabric of civil society has been systematically unraveled by the military and its allies.

B. U.S. Credibility

Each day brings new cases of violence and human rights abuses and a need to become more proactive. Part of that need is an acknowledgement that no serious, consistent attempt has been made to gain a constituency for constructive change with the Haitian human rights community. Parts of the community remain antagonistic to the USG: the absence of visible and decisive USG action to directly and effectively address the most glaring human rights violations in Haiti has led credible international and Haitian human rights activists to question the sincerity of the US commitment to end human rights abuses and has led them to point out an apparent ambivalence of US policy in addressing this escalating crisis. In response, the Ambassador and the USAID Director invited human rights leaders to two recent roundtable discussions (see Port-

au-Prince 3097 and 3557). The need for the Fund grew out of those and other discussions. However, significant sectors of the human rights community did not participate in this consultation process. While this paper does not reflect their voice, these roundtable discussions did establish a critical means by which human rights information can be shared and activities coordinated. The second roundtable served as a useful conduit for defusing the impact of a leaked human rights reporting cable.

Haitian credibility placed on U.S. concern for human rights is low. The project is designed to demonstrate the commitment of the United States for the protection of human rights in Haiti, and to help alleviate pain and suffering of the victims whose rights have been abused. To regain and build USG credibility as a human rights leader, an immediate and significant change in the size and scope of assistance is called for through the Human Rights Fund (the "Fund") which will help:

- curb the current violence, counteract the climate of terror being actively fomented by anti-democratic forces and promote the reestablishment of minimum public order and personal security; and
- alleviate the immediate suffering of the victims of human rights abuses, political persecution and politically motivated violence.

An important step in giving Haitians hope in their own country will be to provide immediate material and morale support to the victims. Roundtable discussions will continue with the human rights community in order to maintain this vital network and further define which human rights activities need immediate assistance. An active consultation process is vital to establish trust. It will also aid implementation: issues will change, possibilities for action will expand or shrink and contacts will develop as Haitians become more prepared to engage in human rights discussions.

C. Human Rights Abuse -- The Setting

Since the ouster of President Jean-Bertrande Aristide in September 1991, the international community has consistently tried to pressure the *junta* to step aside, but nothing has worked--not diplomacy, not tighter sanctions, not a partial naval embargo.

In the 32 months since the coup, the army and its allies have damaged nascent democratic institutions and grass-roots organizations that had begun to grow in Haiti. It will take years to rebuild them even if Haiti's military leaders surrender power, in part because a political structure of terror has been imposed by the military and its ally, the Front for the Advancement and Progress of Haiti. FRAPH has been labeled even more repressive than the paramilitary Tonton Macoutes¹ under the Duvalier dictatorship. Many of the old section chiefs and other

¹Francois "Papa Doc" Duvalier, who ruled from 1957 to 1971, maintained control with the Tonton Macoutes, a feared paramilitary organization that was run by a network of "section

Macoute leaders constitute the FRAPH membership. Because of the terror and deep roots of the military-backed structures like FRAPH, it will be even more difficult to rebuild the grass-roots political structures that began to flourish across the country following the end of the repressive Duvalier dictatorship in 1986.

After 1986, scores of "popular organizations" sprang up, organizing people in religious groups, literacy classes, cooperatives and political activity. These organizations were key in electing President Aristide and were crucial to the beginning of the now-truncated democratic process. Now, thousands of community leaders have been driven into hiding, effectively decapitating virtually all local organizations. "The forced displacement of Haitians is part of the military's strategy to destroy all forms of organization or opposition," said the April 1994 America's Watch report. "The high level of internal displacement has resulted in severe economic hardship as families are separated and lose their already limited source of income."

The justice system remains essentially paralyzed. Security officials, particularly the section chiefs, decide who is to be arrested, what punishment or fine the defendant is to pay, and whether he is to live or die, remain in prison or be freed. Usually the sole representative of the government in the countryside, the section chief often serves as *de facto* executive, legislature and judiciary. As the repository of absolute local power, the institution has been rife with abuse.

The abuse of fundamental human rights is the most widespread political problem in Haiti today, affecting tens of thousands of Haitians who are either in danger themselves, fear for a loved one, or live in a climate of terror and repression which affects their physical and emotional health, their livelihood, and their ability to function productively in society. The hardest hit are those active in organized community action and those who make up the poor and honest layer of the society. These latter have traditionally lived with little margin for error in their survival and are on the verge of collapse.

Of greatest concern are the abuses affecting people's ability to survive. Arbitrary arrest by officials or civilian attachés, and increasingly by members of FRAPH, followed by torture and detention in an official or extra-judicial prison, occurs frequently. In many cases these individuals simply disappear and it is unknown whether they live or die. The police do not investigate murder or torture cases.

A small number of the victims of this climate of abuse are able to obtain status as political refugees through the in-country processing system of the U.S. Embassy. This approval, however, does not bring immediate relief to their suffering. A combination of the gathering of pre-departure documentation such as birth and marriage certificates, medical screening, and

chiefs," each responsible for a city, town or hamlet. President Aristide formally disbanded the section chiefs but they returned en masse after the *coup*.

availability of sponsors can mean continued hiding for as long as three months. During this period, refugees continue to run the risk of arrest, abuse or even death.

D. Current Status of Haitian Human Rights Organizations²

Assistance to victims of human rights abuse currently falls to an informal network of individuals and private institutions who cover their costs mainly through donations and occasionally through grants (this remains the exception, however). By far, the most numerous are church-affiliated institutions ranging from small parish houses to a Catholic seminary in Port-au-Prince. These centers provide safe-haven, food, clothing, medical assistance, transportation to another part of the country, and general support and counseling as possible. The demand for these services far surpasses current financial and physical capacity for assistance. Some institutions provide referrals and assistance in documenting abuse and accessing services. Once again, this assistance is provided on a limited basis, mainly due to limited funds available for personnel, and demand exceeds capacity for response.

The UN/OAS Civil Mission currently has in-country about 30 human rights monitors.³ Their role, however, is limited to documenting cases of abuse; they do not directly assist abuse victims. The Canadians have recently provided a grant to the Human Rights Platform. There is one USAID-funded institution which provides free legal assistance. This assistance focusses mainly on cases of illegal arrest. Both the International Committee of the Red Cross and a Haitian institution (also a USAID grantee) have programs providing assistance to detainees in official prisons, although access varies according to location and resources are limited. To our knowledge, there are no professional counseling services available to victims or their families and no investigation services for identification of bodies or location of detainees and the disappeared.

Access to the various forms of assistance and support detailed above seems serendipitous and requires hearing of the existence of these services and accessing them at a time when they have a capacity to help new people. The vast majority of victims and families have no access to services.

²See attachment 2 for a further description.

³The USG has contributed \$16 million for this effort. Over 200 monitors were spread throughout the country up to October and then with the deteriorating political situation following the Harlan County incident and Malarly's assassination, most were evacuated. Strenuous efforts are being made to increase the numbers of monitors currently in-country.

E. Problem Statement and Relationship to USG Policy in Haiti

1. Problem Statement

A large portion of the Haitian society suffer from generalized repression and targeted or random abuse of their human rights at the hands of military and civilian thugs operating with impunity. Protection of and assistance to these victims is provided by a small group of institutions and courageous individuals with minimal financial and physical resources. As a result, few victims receive assistance. The physical, economic and psychological damage runs the risk of becoming permanent, turning the population away from a commitment to democracy, the rule of law and nonviolence, and toward permanent emigration or violent resistance and revolution. We need to preserve these individuals and their participation in organized community associations, as resources for long-term development.

There is hope. Responsible elements within the popular movement, the labor movement, commerce and industry, and even moderate Duvalierist factions have all expressed at least a tentative willingness to explore common ground in the explicit rejection of violence as a political tool. There is a growing realization--no matter how timorous in some quarters or begrudging in others--that a durable solution to the current crisis, acceptable to the international community and workable for Haitians at the same time, must come to terms with Aristide's 1990 electoral victory and its far-reaching implications, rather than persist in seeking to circumvent them. It is becoming increasingly clear, as well, that the pressing task of national reconstruction can no longer be deferred, and that its eventual success is intimately tied to an ongoing process of national reconciliation. *Absent a human rights initiative of the kind proposed in this paper, it is difficult to imagine the advent of a climate of sufficient mutual confidence to permit the peaceful return of President Aristide and the resumption of the democratization process at this stage.*

2. Relationship to USG Policy in Haiti

A May 9 White House press release noted that "Resolving the crisis in Haiti has been a continuing policy priority...our objective has been to restore democracy and to make possible the return to Haiti of President Aristide. The urgency of the situation has grown as the intransigence and depredations of Haiti's military leaders have worsened...Haiti is one of two countries in this hemisphere where the people are deprived of their right to democracy...democracy underpins our efforts to build freedom and prosperity in this hemisphere...*the Haitian people are suffering worsening privation and brutality at the hands of the military. Unless soon halted these abuses could drive large numbers of Haitians to risk the perils of the sea to try to reach our shores.*" As a result of the Haitian crisis, including the worsening human rights situation, the USG's credibility is at stake. The Human Rights Fund provides a means to put Haiti's military leaders on notice that the U.S. rejects violence. It will send an important political message in support of human rights. It is a visible means to

demonstrate that USG policy is backed by a genuine willingness to empower Haitians for constructive, nonviolent political change.

F. Experience with Human Rights

Experience is limited. Three current USAID-funded grants to Haitian NGOs focus on human rights problems. One NGO supports a program of human rights monitoring and protection and is in the process of establishing a voluntary prison monitoring program at the national level for 15 rural prisons. The head of the NGO, however, sought political asylum outside the country. Another has a grant to provide a civic education program on the themes of tolerance and non-violence using a nationwide multi-media outreach campaign. The third provides a special legal aid program for people arrested without due process. These activities do not, however, directly address some of the most egregious problems of human rights abuse as discussed in Section II.C.

An AID policy document⁴ suggests that "... where a government is restrictive and human rights conditions poor, private human rights organizations led by activists from upper- or middle-class backgrounds, but with strong links to grassroots human rights movements, are the most effective means of addressing human rights abuses. A singular emphasis on grassroots strategies, without linkages to a stratum of society with the capacity for more political influence and support, has tended to yield less impact." The Mission drew extensively from lessons learned from the South Africa human rights program. In a lengthy article on this program⁵, Peter Olson concludes that "The AID program in South Africa was a remarkable experiment...Despite initial doubts both domestically and in South Africa, the United States showed that it could conduct a human rights program in a manner respectful and supportive of local wishes and do so in a manner that won friends for the United States."

II. APPROACH

A. Project Description

1. Goal

The creation of this Fund will:

- over the immediate-term, support Haitians in their efforts to redress human rights abuses and provide assistance to victims; and

⁴"A Summary of Principal Lessons Learned from A.I.D. Experience in Democracy and Governance".

⁵Human Rights Quarterly 13 (1991) 24-65 by the Johns Hopkins University Press.

- over the longer-term, **contribute constructively to the emergence of a society based on nonviolent, democratic principles.**

Through this Fund, the project focusses on both the prevention of and assistance for victims of abuse. Implementation will contribute to USG credibility as well as provide support and reassurance to victims that there will be means other than violence by which to redress human rights grievances.

Specific objectives:

- **Help curb the current violence**, counteract the climate of terror and promote the reestablishment of public order and security;
- **alleviate the immediate suffering** of the victims of politically-motivated violence and help prevent further suffering from abuse;
- **strengthen human rights organizations** in Haiti to deliver goods and services for the protection of human rights and the support and assistance to victims of abuse;
- **strengthen civil society institutions**, encouraging a broad societal commitment to nonviolence and political processes for handling conflicting interests peacefully;
- **create facilitative conditions** conducive to the return to constitutional governance and national reconciliation; and,
- **establish a geographic network** of support for Haitian human rights groups, providing international solidarity and a practical means to share lessons learned.

2. Approach

A Fund will be established as an emergency and limited-term response to the escalating human rights crisis in Haiti which surpasses all current capability of response. It will be operated with maximum responsiveness and flexibility to assist in providing assistance and support to victims and their families, and in the prevention of further human rights abuses. It will target Haitian organizations as well as individuals committed to nonviolence. International human rights organizations with in-country programs will also be included. While assistance will cover a wide range of human rights activities, priorities will be set based on:

- a balance of assistance between the countryside and Port-au-Prince;
- strengthening existing institutions;
- immediate, compelling need;
- a Haitian understanding of the nature, possible solutions and relative priority of those activities; and
- a policy of wide consultation with recipients.

Not every idea will be funded: as circumstances change, priorities will change. Some activities, while worthwhile, would drain too many of the resources and preclude ensuring the availability

of funds to the greatest possible range of human rights groups. The role of the USG will be that of a facilitator and supporter.

The minimum duration of the Fund is one year, with the possibility for extension depending on need. The Fund program must be vigorous and relevant. It will broadly provide:⁶

- **humanitarian and other assistance for victims and families** (food, clothing, medical help, counselling, legal aid);
- **information dissemination** (including support for human rights conferences, a national day of non-violence and a network of contacts with regional human rights leaders);
- **assistance to increase the now severely-limited capacity of existing sanctuary institutions;**
- **assistance to document and publicize** human rights violations in the country; and
- **_____ and critical resources** to human rights groups.

The bulk of financial assistance will be provided as small grants to existing institutions to support, strengthen and expand their activities. A sampling of activities illustrating this diversity includes:

- assistance to a parish priest's provision of food, clothing and assistance in lodging for displaced persons;
- the purchase of beds and linen for a hospice providing safe-haven to people in hiding, as well as funds for food, toiletries and medical care;
- a grant to a community organization to purchase flashlights and whistles for their neighborhood watch program;
- costs related to professional counseling for victims of rape or violence and families of the disappeared; and
- forensic analysis of remains, costs related to preparation of law suits and legal fees.

A second category of assistance supports approved political refugees during the period prior to their departure. This assistance would be provided through an NGO and would include a "holding center" providing sanctuary for approved asylum cases and their accompanying families, transportation to appointments, some counseling and assistance with documentation.

A third category of assistance will focus on current USAID grantees would be encouraged to expand their programs to include human rights. A more detailed and complete list of potential activities is included in Attachment I.

3. Need for Special Legislation

⁶See Attachment I for a more detailed profile of potential assistance areas.

The Mission will require great leeway and a large scope within which to carry out program implementation. The success of the Fund will depend on establishing expedited procedures which permit a speedy conversion of an idea into funding. This means simplified agreements to minimize the administrative burden on recipients and permit them to focus their energies on fighting human rights' abuse. This flexibility requires special legislation similar to that provided for the South Africa human rights program. - The main issue will be one of financial accountability: how much will be required to ensure funds are spent for the purposes intended? The Mission would like to set a \$10,000 ceiling under which the assistance would be completely unencumbered with no reporting requirements. The only way we will be able to counter the resistance of some groups to accept U.S. funds and a perception that the U.S. is somehow trying to buy friends or influence human rights groups, is to provide assistance, once it is has met a certain minimum test, with no strings. The Mission will need to develop a neutral, non-political track record for trust to develop.

III. IMPLEMENTATION PLAN

A. Institutional Arrangements

1. Assistance Modality

USAID support will address a discrete set of human rights activities through one primary assistance modality: a financial amendment to add \$1 million for the Fund to the existing cooperative agreement with America's Development Foundation funded under the Democracy Enhancement Project. ADF has an in-country team of experts which provides technical and financial assistance to Haitian NGOs which work to promote human rights, free and independent media, democratic debate and civic education. In view of the complexity and sensitivity of the activities proposed under the Fund as well as the immediate need, this vehicle has been chosen as the only effective in-country institutional mechanism available with a predominant capability to implement the Fund. A full Congressional Notification will be provided for this Democracy Enhancement activity.

2. Implementation

Once the waiting period for the Congressional Notification has expired and the ADF cooperative agreement amended, implementation of the Fund would begin in July 1994. The amendment of the Cooperative Agreement will define the essential components of the fund. ADF will establish and administer the Fund activities, including establishing policy guidelines in collaboration with USAID for and the administration of the Fund, soliciting participation and instituting a system to administer the overall process of screening, approving and monitoring proposed projects consistent with agreed-upon Fund objectives. ADF will be expected to prepare quarterly progress reports on the status of Fund implementation based on a format to be provided in the amendment of the Cooperative Agreement. It will summarize the facilitating and constraining factors affecting the status and impact of Fund activities.

3. Administration of the Funds

Until special legislation is provided from Congress to exempt the program from USAID's traditional administrative and financial accountability requirements, USAID will use the following implementation arrangements to get the Fund up and running quickly.

In the spirit of flexibility and simplicity, program documentation, grant approval process, and reporting requirements will be kept to a minimum. ADF, in collaboration with the Review Board, will develop selection criteria to determine potential grantees eligibility for assistance. Organizations and individuals interested in receiving financial support from the FUND will submit a request with information required to demonstrate eligibility for funding. ADF will adopt an expedited procedure which will permit the funding of requests in one week after their receipt. In cases of requests that require urgent assistance, special procedures will be developed to reduce the approval process to between 24 and 48 hours of the request. As program implementor, ADF will be responsible for ensuring the accountability of resources under the FUND.

Funds will primarily be disbursed through grants and direct procurement. ADF will maintain books, records, documents and other evidence in accordance with generally accepted accounting principles. ADF will also undertake annual audit of the fund activity in accordance with the standardized provisions of its cooperative agreement. USAID recognizes that the financial management burden placed on ADF in administering the Fund may increase considerably depending on the number and amount of requests approved. As a contingency plan, USAID will explore the possibility of expanding ADF's financial management capacity with additional staff and equipment. Once special legislation is obtained, USAID and ADF will review the approval procedures and program documentation established initially under the Fund to determine where additional streamlining is needed to increase expediency in approving and awarding requests.

B. Roles and Responsibilities

1. Human Rights Fund: Review Board

A Fund Review Board composed of representatives from the international and Haitian community and the Mission will be established to formulate in conjunction with ADF general policies for the Fund operation, including guidelines for eligibility to participate. The ICM and Canadians will be invited to participate in view of their active human rights roles. The Board will meet on an as-needed advisory basis to provide an independent sounding board for implementation. It will not approve or screen individual Fund projects since this would severely tax the need for speed and flexibility to respond to time-sensitive human rights interventions and create the perception that the selection process was biased in a partisan fashion.

2. USAID involvement

USAID will:

- establish and modify eligibility criteria for projects;
- review, as needed, selected projects to ensure consistency with agreed-upon objectives; and
- participate in the *ad interim* Review Board.

This involvement will be modified during implementation. The USAID Project Team for the Democracy Enhancement Project will continue its technical oversight role for Fund implementation.

3. Embassy Involvement

The Embassy will participate in the Review Board as described above.

IV. ASSUMPTIONS

The Human Rights Fund is designed to provide a rapid and flexible response capacity to help Haitians in their efforts to address human rights problems.

Critical assumptions of the Human Rights Fund include:

- We believe the new *de facto* government and the military will not interfere unduly, providing the fund is implemented in a low-key, non-confrontational manner.
- The program will be conducted in response to the needs and sensitivities of local populations. It will be responsive to and consistent with local needs, priorities and definitions of the human rights situation.
- Adequate numbers of human rights recipients will be available for funding. A greater level of trust will develop with the human rights community through an active consultation process, whereby they will feel comfortable receiving USG assistance. That assistance will come without "strings". To the extent possible, assistance will be politically neutral.

VI. ISSUES

This will be a highly-sensitive political program. Both the content of the USAID program and the environment within which it will operate will lead to a series of issues that need

to be addressed effectively if the program is to function smoothly and achieve its stated goals. The following issues have been identified:

Issue: Will the new *de facto* government, military authorities or attachés subject persons or groups that entered into a relationship through the Fund to greater scrutiny or even repression?

Answer:

- The Human Rights Fund is highly sensitive and political. It will come under scrutiny from the military and attachés. So far, however, neither have taken any action against the human rights community. If we do this in a low-key, non-confrontational manner, the fund should succeed.
- While this issue will need careful attention, the Haitian human rights community is already putting their lives on the line against political violence and seeking to vindicate human rights. We are not in a position to pass judgements on life-threatening actions they already take.

Issue: Does USAID have the necessary institutional capacity to manage another labor-intensive program?

Answer:

- **No:** the Mission is understaffed in its democracy and justice programs.
- The Mission will need a constant consultation process with a wide variety of activists, lawyers, academics and human rights leaders to determine what problems are arising and how they might be addressed. In addition, the labor-intensity of the Fund concept will require constant management attention to prevent bureaucratic red tape from entangling the program hopelessly and negating the needs for speed and flexibility.
- Effective implementation of the Human Rights Fund will require a new, fully-dedicated PSC position in the Mission which requires a high level of political acuity as well as management savvy. The funds for the PSC are provided in the budget.

Issue: What assurances do we have that ADF is adequately equipped to effectively administer this politically-charged and time-sensitive Fund?

Answer:

- As noted in Section III.A. the cooperative agreement with the America's Development Foundation has been chosen as the only effective in-country institutional mechanism available with a predominant capability to implement the Fund.
- Their work with civil society brings them into daily contact with individuals and groups who live in constant fear. *Ipsa facto*, these contacts and the need they represented lead ADF to began referring individuals for political asylum, an activity they have conducted

on their own time. The Embassy and the Refugee Processing Center acknowledge their best referrals for political asylum come from ADF. The ADF team, therefore, understands from their day-to-day work the circumstances and needs of the human rights situation in Haiti.

- ADF will need two additional staff positions: Fund manager and a field position fully dedicated to a consultation process with the human rights community and monitoring project activities.

Issue: Will the Fund open the floodgates and overwhelm with demands that we cannot manage?

Answer:

- The Fund will support the expansion and strengthening of activities by Haitian human rights groups.
- The activities will be conducted without public fanfare that could otherwise encourage a floodgate. The primary means for spreading the word on the Fund will be face-to-face consultations with groups and individuals in the human rights community.

A PROFILE OF POTENTIAL FUND ACTIVITIES:

- **Legal Assistance**

Although there is no functioning legal system in Haiti at this time, funds could be provided to prepare cases in anticipation of the day when legal redress is possible. Types of activities include: investigation; forensics; legal fees for civil registry; other legal fees.

- **Dissemination of Information**

Activities would include the publication of reports and costs related to the confirmation of cases.

- **Neighborhood Watch**

These committees have existed in neighborhoods since 1987. Costs include flashlights, whistles, and other related items.

- **Counseling for Families**

Counseling is urgently needed for families of detainees, the disappeared, and the killed. In addition to coping with the loss of a family member, these families must also learn to cope with an increased fear and the possibility of other family members becoming victims.

- **Counseling for the Victims of Politically-Motivated Rape**

Creation of counseling centers, hiring of counselors and related costs.

- **Conferences on Human Rights**

A variety of conferences could be financed in this area, ranging from the prevention of human rights to education and discussion of the pros- and cons- of a Truth Commission following resolution.

- **Human Rights Information Centers and Clearing House**

This category might include a registering of all institutions and individuals providing assistance, registering of cases, and a means for accessing assistance.

- **Documentation Center for Assistance to Approved Political Refugees**

This center, which could be combined with the Information Center above, would assist individuals in obtaining the documentation needed for passports and family emigration.

- **Safe Houses for Approved Cases**

There are approximately 600 people currently approved for political asylum who are completing pre-departure requirements. Some of these individuals are at risk and they and their families need safe haven. These houses would be operated and directly managed by a U.S. institution.

- **Support to Existing Sanctuaries**

Several institutions are providing sanctuary to victims of political persecution. If approved refugee cases were provided safe houses, more places would open up for other victims. Assistance would be limited to existing programs, rather than creating new programs. It would cover the purchase of beds, linen, feeding costs and increased security.

- **Medical Referral and Assistance**

Emergency and rehabilitative medical care for victims of physical and emotional abuse would be available. Costs would include doctor's bills, medical testing such as X-rays, and the purchase of medicines.

- **Human Assistance to Victims and Families**

This would be provided through existing institutions and would include food, clothing, transportation, and burial costs. Each of these institutions currently has eligibility criteria and would be responsible for a "triage" system to determine who might benefit.

- **Prison Visits**

Includes supplies to promote the keeping of records as well as costs related to family visits and humanitarian assistance to detainees.

- **Sanctuary for Approved Refugees who are HIV Positive**

There are between 40 and 50 cases of political refugees who are ineligible for relocation to the US under the normal system because they are HIV positive. These individuals urgently need counseling and possible medical care, as well as safe haven while they are awaiting identification of a sponsoring agency.

- **Potential Additional Support to Existing Grantees of USAID**

Current grantees would be encouraged to add a human rights element to their programs, either for human rights education, registering and counseling of victims, assistance in the asylum process, or other. Because this type of activity is not currently included in the grants of these organizations, additional funds may be needed to cover the cost of such programs, if the institution chose to participate.

- **Support for a Human Rights Regional Network**

This would set up, through formal and informal means, a geographic network of support for Haitian human rights groups, allowing them to establish contact with important, credible regional leaders in the field; giving them access to and practical experience based on other groups' lessons learned under similar conditions and expertise.

- **Support for a National Day of Non-violence**

Discussion have already taken place with the Martin Luther King Center regarding a role in organizing a Haitian day of nonviolence, around which a seminar and other activities could be organized. This idea needs a Haitian constituency to identify local organizers and their participants for a national day of nonviolence.

- **Assistance for arrested Boat People**

Help is needed for the Boat People repatriated by Coast Guard who are arrested and languish in jail for several days. They need an institutionalized support system, including food, medical assistance and legal advice.

- **Profile of Human Rights Abuse Victims**

Specialists are needed to study the 60,000-person database maintained by the Mission's Refugee Processing Centers, with special emphasis on their approved cases, to monitor trends and develop biographic and demographic profiles of human rights victims. The later would be invaluable in future human rights reporting and policy formulation.

These potential activities are illustrative only and would depend on implementation arrangements.

A PROFILE OF POTENTIAL FUND ACTIVITIES BY ESTIMATED COST

(HIGHER PRIORITY) - - - - -

- - - - - (LOWER PRIORITY)

LOW COST	Neighborhood Watch	Human Assistance to Victims and Families	Human Rights information centers and clearing House	Documentation Center for Assistance to Approved Political Refugees	Support to Existing Sanctuaries	Assistance for Arrested Boat People		
MED. COST	Medical Referral and Assistance	Prison Visits	Support for a National Day of Non-Violence	Dissemination of Information	Counseling for Families	Potential Additional Support to Existing Grantees of USAID	Conferences on Human Rights	Profile of Human Rights Abuse Victims
HIGH COST	Counseling for the Victims of Politically-Motivated Rape	Legal Assistance	Safe Houses for Approved Cases	Sanctuary for Approved Refugees who are HIV Positive	Support for a Human Rights Regional Network			

- For illustrative purposes only, activities have been grouped according to **ESTIMATED COST PER UNIT**.
- It is expected that the fund will be mainly available for low to medium cost activities, implemented by existing institutions.
- A more detailed estimate of application will be prepared in consultation with the human rights sector during development of policy implementation.
- Within cost categories, activities are arranged in descending order of priority in order to give some order of magnitude.

HUMAN RIGHTS ORGANIZATIONS IN HAITI

There are seventeen known and active human rights organizations in Haiti. Nine have joined to form the Human Rights Platform ("*Plateforme des Organisations de Defense et de Protections des Droits Humains*"). The remaining eight operate independently but cooperate with one another, and with members of the Platform sharing information and complementing each others' efforts.

The movement, in spite of its numbers and because of its unanimity on human rights can be described as monolithic. While their primary function is the monitoring of human rights, the following organizations, from both the Platform and the independent group have been more noticeably active in intervention on behalf of victims of abuse.

The Platform:

- Bureau de Recherches pour le Developpement
- Centre de Recherches Sociales et de Formation pour le Developpement
- Commission de Reflexion et d'Assistance Legale de la Conference Haitienne des Religieux
- Groupe d'Assistance Juridique
- Institut Culturel Karl Levesque
- Commission Justice et Paix
- Programme pour une Alternative de Justice
- Centre Karl Levesque
- Service d'Assistance Legale de la HAVA

Eight other organizations operate independently.

- Catholic Relief Services
- Centre Oecumenique des droits de l'Homme
- National Coalition of Haitian Refugees
- Groupe de Recherche et d'Action pour la Liberte de la Presse
- Human Rights Watch America
- Hospice St Joseph
- L'Amicale des Juristes
- Centre Lafontant Joseph de Promotion des Droits Humains.

A Selected Profile of Human Rights Organizations:

Human Rights Platform

This consortium of nine Haitian NGOs was created for the purpose of coordinating the documentation of human rights abuses at a national level, diffusing information on these abuses

through an international network, and coordinating legal, medical, and emergency humanitarian assistance.

Ecumenical Center for Human Rights

This Haitian NGO is a USAID/Haiti subgrantee. The organization runs programs out of a central Port-au-Prince office, which assists victims of human rights and violence, and has a national program of prison monitoring. CEDH has been counselling victims and acting as a liaison with the Refugee Processing Center since very early in the present crisis. In addition, they visit prisons regularly to try to prevent abuses of detainees. The Center also acts a liaison with one of the safe havens in Port-au-Prince.

Lafontant Center for Promoting Human Rights

This organization focusses on dissemination of information and advocacy for human rights. It is named after a well-known Haitian active in the movement who was assassinated in 1988.

Research and Action Group for Liberating the Press

This post-coup independent organization is affiliated with the New York-based Committee for the Protection of Journalists. It is the first Haitian organization devoted exclusively to the defense of freedom of the press and the public's right to know. Primary actions include documentation and dissemination of information on attacks on the press.

National Coalition for Haitian Refugees

NCHR is a U.S.-based organization with an office in Port-au-Prince, founded to protect the rights of repatriated Haitian boat people. They recently opened an office in Haiti to assist in the areas of human rights and facilitate the repatriation process and advocacy (in the latter case, NCHR just published the april 1994 "*Terror Prevails: Human Rights Violations and Failed Diplomacy*" on Haiti). They are active both in reporting human rights abuses and in helping victims. They also counsel and assist victims in seeking refugee status, and they liaise with one of the few safe havens in Port-au-Prince.

Justice and Peace Commission

The Commission is very active in the outlying areas of the country. Although the main thrust of its activities started as assistance in the courts, the disintegration of the court system has forced them into becoming a reporting agency on human rights abuses. They also counsel victims and assist in their seeking refugee status.

Hospice St Joseph

They provide a haven for victims or who await processing as refugees.

PROPOSED BUDGET: HUMAN RIGHTS FUND	
	US\$
A- PROGRAM COSTS:	
- Small Grants (In-country Institutions)	730000
- Individual Grants	50000
- Other Punctual Activities	75000
Sub-total A	855000
B- MANAGEMENT COSTS:	
- Project Manager (PSC)	45000
- ADF Administration	75000
- Audit & Evaluation	25000
Sub-total B	145000
TOTAL	1000000
OTHER HUMAN RIGHTS BUDGETARY CONTRIBUTIONS	
(US\$ Millions)	
Canadian Grant to the Platform	US\$ (no available info)
USG Support to Civil Mission	US\$16 million
ICRC Prison Program	US\$ (no available info)
Pre-existing Grants to	
Three Haitian Human Rights Groups	US\$1.2 million