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DEMOCRACY
PROGRAM HANDBOOK
THE NEPAL EXPERIENCE

Drafted By the Members of the Nepal Democracy
Coordination Committee

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I.
PROMOTION OF DEMOCRACY: POLICY AND PROGRAMS

I. PROMOTION OF DEMOCRACY: POLICY AND PROGRAMS

This document is intended as a handbook for promoting democracy for use by Chiefs of Mission and officers with responsibility for democratic support activities overseas. Drawing on the experience of the US Mission in Kathmandu during Nepal's recent transition to democracy, this handbook emphasizes resources and programs that can be applied in countries where there is a declared long-term policy of support for democracy. The United States has traditionally represented an ideal of democratic values and government to the rest of the world. President Truman's inaugural address in 1947 made advocacy of democratic progress an explicit principle of US foreign policy in the developing world. Today, in a totally changed global environment, unprecedented opportunities exist to pursue this policy in countries around the world. President Clinton has declared a top priority of US foreign policy to be reinforcement of "the powerful global movement toward democracy and market economies".

The rationale for this policy is clear. America has a fundamental interest in having non-aggressive, politically stable, and economically strong partners in the increasingly complex and interdependent post-Cold War world. Links between economic growth and political freedom are an essential element of this policy: full political freedom cannot be exercised in the absence of economic freedom and vice versa; open political systems promote economic liberalization and growing market economies encourage political individualism and social tolerance; poverty and lack of civil liberties anywhere in the world constitute threats to stability and therefore to US security and our potential for economic growth.

US missions can promote political liberalization and economic growth in a given country or region in three ways: as a basic tenet of policy in the conduct of foreign relations; through the provision of support for democratic governments; and through implementation of specific programs promoting democracy. In addressing a House Appropriations Subcommittee on foreign policy initiatives, Secretary of State Warren Christopher stressed that democracy promotion as a policy objective in a

given country is carried out by exercising "flexible...activist diplomacy" through cost-effective and "timely intervention" using "the full range of bilateral, regional, multilateral tools at our disposal," including the most effective support programs the US can provide. The Chief of Mission must coordinate a mission-wide approach that is flexible, allows for rapid response to developments, and draws on all resources available from USG and other agencies. Policy links between economic and political development must also be incorporated into program strategy, with close coordination between efforts to promote economic and political liberalization. Policy expressions of support for democracy, diversity, tolerance, transparency, accountability, good government and protection of human rights translate into democracy programs which focus on long-term institution strengthening and human development. Democracy support can be carried out largely through public diplomacy and transparent programs of relatively low cost. However, democracy cannot be promoted indiscriminately, and programs must be carefully calibrated to internal and external constraints existing in a country at any given time, including countervailing US interests and the appropriateness of direct US support for democracy in the light of those interests.

Program Objectives and Action Areas

Foreign policy objectives of promoting political stability and economic development outside the US can be achieved through programs working toward two basic objectives: fostering political competence of the democratic leadership and promoting democratic literacy of the population. Programs should focus on human development and strengthening of democratic values as well as institution strengthening at national, regional and local levels.

Commitment of Political Elites

Comparative analysis of democratization in countries around the world has led to the conclusion that commitment of political elites is an essential pre-condition for democratization (Diamond, 1992). As such, it is a fundamental determinant of the nature of US support for democracy. The nature and extent of commitment will influence program choices, and nurturing of the leadership's commitment to democracy should be a basic program objective.

Link To Economic Liberalization

Of fundamental importance is the need to tie economic liberalization and development to support for democracy. Earlier theories which stressed the necessity for economic development to precede democratization have been supplanted, although positive economic change is recognized as essential for sustainability of democracy. Coherent support in both areas, whether under separate, coordinated programs or a combined program, enhances the effectiveness of each, sends a message to host country leaders of the need to liberalize both areas, and reflects US interests in political stability and economic development. Many activities will fall in both areas, such as support for labor organizations, chambers of commerce, NGOs, user groups, and cooperatives.

Long-term Institutional Development

US democracy support should aim at long-term institutional development; to achieve this, it is important that US support be balanced and non-partisan. As the ultimate objective is to influence ideas and values, there should be a focus on dialogue with and training of key influential figures at central and local levels in order to build political competence. Training of grassroots communities or the public in general will promote democratic literacy.

Alternative Models of Democracy

Finally, US democracy programs need not promote the US model as the only, or most desirable, system of democracy. Programs should support development of democratic systems which are appropriate to the local environment. Through coordination with other donors, by offering exposure to other democratic countries, and by presenting comparative analyses of the advantages and disadvantages of particular features of various democracies, US support will encourage development of strong and sustainable democracies.

Setting Priorities

The action areas below constitute basic democratic institutions or processes that can potentially benefit from US support. For each institution or process, the program objectives are outlined and specific activities suggested. Based on an assessment of

the country situation as recommended below, priorities can be identified. As the rate of change and sequence of events in the democratic transition process vary greatly from country to country, priorities for democracy support must also vary among countries, and will change over the course of a country's transition to democracy.

In Nepal, support for democratization is taking place in four basic phases: pre-democracy; transition; consolidation; and institutionalization. In the pre-democracy phase, the political situation is likely to be confused. Prioritization of support depends on identification of and contact with groups in opposition to the regime in place and committed to democratization. The most appropriate support may, for example, take the form of funding for NGOs. The critical decision in this phase is whether and in what way the US will declare a policy of supporting democracy. After a leadership committed to democracy takes power, the transition phase begins, when essential processes and events take place in quick succession. There are usually short deadlines, so priorities for support change frequently as necessary transitional events, such as drafting a constitution and holding elections, occur in a short space of time. When the initial period of transition is over, and basic democratic institutions are in place, the extended period of consolidation which must follow calls for support which aims at long-term strengthening of key institutions, values, and practices.

Potential Action Areas and Activities

The rationale behind US democracy support calls for long-term human resource and institution strengthening. Support to all action areas selected in the transition, consolidation and institutionalization phases should focus on training. Participants should include elected and appointed officials, NGO and other group leaders, journalists and ordinary citizens. It may also be appropriate to upgrade the technology used in certain processes and institutions, so training may be combined with procurement, especially of computer and communication equipment.

Table 1
Program Targets

Target	Rationale	Possible Activities
CONSTITUTION	Democratization depends upon enforcement of certain basic principles, such as the rule of law, separation of powers and protection of fundamental human rights. Development and enforcement of a sound democratic constitution also provides a gauge by which the US and citizens of the country can measure commitment to democracy and progress in democratization.	Assist in constitution-drafting; produce debate proceedings; develop publications on interpretation.
ELECTIONS	The sharing of power essential in a democratic system and the credibility of the leadership depend initially upon open, free and fair elections and informed citizen participation.	Election observation and monitoring; voter education; election analysis and studies.
LEGISLATURE	In successful democracies, government is representative and responsive. A necessary element is legislative process based on: political consensus; informed, open debate; bureaucratic accountability; citizen participation; and, for durability of the democratic system, sound policy reform.	Develop legislative procedural rules; train support staff (secretariat); develop or strengthen the committee system; improve legislative drafting and reporting; augment the library; sponsor public hearings; develop press relations; institute women's or minority caucuses; engage in policy analysis.
EXECUTIVE	To be a representative, responsive, and effective branch of government, the executive must demonstrate: political accountability; administrative efficiency; transparency and absence of corruption; separation of party from state; and ability to formulate and implement sound policy reform.	Support administrative reform; develop improved policy formulation and implementation; increase the accountability of bureaucrats to elected leaders and ordinary citizens.

Target	Rationale	Possible Activities
JUDICIARY	In a democracy, the judiciary must represent and enforce the rule of law, demonstrating independence, effectiveness and impartiality; it is ultimately responsible for recognizing and redressing failures in the democratic system, including infringement of fundamental human and civil rights.	Improve case reporting and tracking, legal procedural rules, judicial review; protect fundamental freedoms; establish a body of precedent (common law systems); draft or update legal codes (civil law systems); promote alternative dispute resolution; enhance law libraries; fund legal literacy programs, legal publications, debate; aid bar associations and HR groups.
LOCAL GOVERNMENT	The practical significance of democracy for most citizens begins and ends at the local level, where government must be effective and autonomous. The decision-making and development process must be transparent, and open to citizen participation and entrepreneurship. The bureaucracy must be accountable to the elected leaders and citizens, and the elected leaders must be responsive and accountable to the citizens.	Develop procedural rules; develop revenue generation capacity and financial accountability; plan and implement projects, including public meetings and other public involvement; undertake civic education; support linkages between local and central level; develop associations of local governments.
MEDIA	Democracy cannot flourish in the absence of independent, reliable news and information media, which act as watchdogs on government and bring lapses of any branch of government to the attention of the public. Reliable, impartial reporting results in increased citizen awareness and participation, providing essential links between informed public debate and government.	Improve investigative journalism; establish independent media agencies; develop polling capacity; develop independent think tanks, policy institutes; encourage responsible reporting.

Target	Rationale	Possible Activities
<p>NGOs, USER GROUPS AND COOPERATIVES</p>	<p>Democratic and economic development are hampered by lack of political, economic and social pluralism. NGOs and voluntary associations perform a variety of advocacy and service functions which in some situations provide the only opportunity for citizen participation and effective service delivery. While NGOs involved in democracy support (such as civic education and advocacy) are of particular relevance under a democracy program, support to NGOs, user groups, cooperatives and voluntary associations working in production and service delivery also promote economic and political pluralism. Such organizations constitute a particularly valuable resource for building democracy at the local level.</p>	<p>Develop NGO organizations; support coordinated among organizations and with central and local government; sponsor public awareness programs.</p>
<p>POLITICAL PARTIES</p>	<p>In strong democracies, political parties are responsive to the public, internally democratic, and functionally separate from government. In the absence of these conditions, political parties may dominate and hamper political and economic development at all levels. However, support for party strengthening is risky: it is particularly important to gauge the degree to which perceived partiality will lead to accusations of US interference which will reduce the program's effectiveness.</p>	<p>Develop internal procedures and organization, including financial procedure and accountability; establish leadership training programs, especially for women, members of disadvantaged groups, and youth.</p>
<p>LABOR ORGANIZATIONS</p>	<p>Sharing of political power depends upon and facilitates sharing of economic power, and it is the function of effective, representative and responsive labor organizations to act as a political and economic voice for constituent workers. Labor organizations can influence the formulation of sound policy reform.</p>	<p>Develop organizations; develop internal procedural rules; protect workers' rights and develop conflict resolution fora.</p>
<p>MILITARY</p>	<p>It is a fundamental principle that for a democracy to be stable, the military and security forces must be under the control of the civilian government, which is in turn responsible to the people. Support toward this objective works directly in the US interest by developing stable, friendly partners around the world.</p>	<p>Promote socialization and training in the role of the military in a democracy; encourage public debate of military issues; support protection of human rights and civic action; oversee military logistics and security for elections.</p>

Mission Coordination As a reflection of the priority accorded to support for democracy in US foreign policy, and as the only effective way to plan and implement democracy support, US support for democracy should be the result of a mission-wide effort based on close interagency cooperation. To achieve this, decisions regarding the design and implementation of program activities should be made by a coordination committee comprised of members of the Embassy, USAID, USIS and other agencies such as DAO and Peace Corps where appropriate. The complexity of democracy programming may call for a full-time manager, responsible for administration and implementation of the overall program, who should also be a member of the committee.

The committee should meet on a regular basis, frequency depending on the status of activities under the program. It should be an operational as well as a decision-making body, functioning as a working group for program planning and as a team for design and implementation of activities.

If democracy support is an important US objective in a country, the Chief of Mission may choose to act as committee chairperson. The COM can draw together the resources and expertise of different USG agencies and, where necessary, identify ways to resolve constraints caused by divergent policies or procedures. The Chief of Mission also lends the authority necessary to implement program activities within the country, to marshal US mission resources, and to ensure close coordination and communication at all levels.

Other Program Requirements Many or all program requirements may be met by existing facilities at post. In some cases, though, particularly when the US mission engages to reorient efforts in support of democracy, new structures or arrangements may be needed to meet the needs of the democracy program.

A Flexible, Rapid Response Mechanism In new democracies, political situations change rapidly, calling for timely and sometimes immediate action in response. While the coordination committee must strive to anticipate change, it must also be ready to recognize and act on opportunities as they arise, whether as a result of political developments or of local initiatives. The committee should avoid committing its resources exclusively into structured programs, and should be

prepared to respond rapidly to particular events or initiatives presented to them. Such an ability to respond rapidly will be especially critical during the transition phase, elections and periods of system change.

The coordination committee must find creative ways to achieve such a rapid, flexible response capability. For example, lack of procedural flexibility can hamper interagency cooperation on funding and implementation. There is no hard-and-fast formula for democracy support, as political situations and processes of democratization vary enormously from country to country. Flexibility is needed in designing program activities to meet the particular situation at hand, which can include support for democracy in a non-democratic country. For example, support to NGOs, the media, and the legal sector not only works towards democratization but also builds a network of contacts which will be useful after democracy arrives. Such support will be useful to missions where a non-democratic régime might prevail. A flexible mechanism to enable USAID, USIS and the Embassy to respond to a direct GON request for technical assistance in producing voter photo-identification cards would require a quick release of funds from AID/W and USIA. If time were of the essence, there would be no time to follow agency standard procedures of program design, budget allocation, fund obligation, selection of implementors, etc. Without a flexible and rapid response mechanism, the opportunity for the Mission to contribute could be forfeited. The Mission should experiment with new ideas by implementing pilot programs which can be repeated or expanded if successful, and should remain open to new ideas even after formation of a coherent strategy.

Assessment of
Country Situation and
Identification of
Targets

No two country situations are the same, and an array of factors, including phase and rate of democratization, level of economic development, political culture and commitment of the elites, must be taken into account. Frequent assessments of the political situation are needed before the Chief of Mission and other members of the coordination committee can prioritize targets and decide where and how investment of US resources will be most appropriate and effective. Such an assessment is best undertaken by Mission employees with solid country experience, and should include consideration of the implications of US foreign policy for program design.

Issues which need to be addressed include considerations of specific US concerns, status of political/democratic development, general local conditions and availability of resources for democracy support.

II.
CHOOSING THE RIGHT TOOL: RESOURCES AVAILABLE AT POST

II. CHOOSING THE RIGHT TOOL: RESOURCES AVAILABLE AT POST

Among the most pressing questions facing those designing new democracy support programs are those concerning resources available for democracy support. This chapter provides a survey of principal institutional and informational resources upon which the committee can draw in planning future activities.

Direct vs. Indirect US Support

When the country situation has been assessed and potential action areas have been prioritized, the committee needs to determine what areas are appropriate for US support and what kind of support would be effective. This includes consideration of specific activities and, most importantly, the issue of who should implement. Before the committee can address the question of which of the USG agencies holds the most effective and appropriate resources, the fundamental question of whether US support should be given directly or through an NGO must be carefully considered. US foreign policy considerations suggest that democracy support is, among other things, a statement of policy from the US Government, and as such should be extended directly by USG agencies. The committee must decide whether this would constitute the most appropriate support possible in the light of two crucial elements: effectiveness and local sensitivities.

It may make sense to implement through an NGO which has specific, appropriate skills and extensive experience and contacts and is already carrying out particular democracy support. Implementation by a local NGO may be particularly effective in a situation where program participants speak little English. On the other hand, the coordinated approach of the US mission includes extensive contacts in the democratic arena and, in particular, the Embassy's skill in making objective political judgments, which NGOs (both foreign and local) are not equipped to do. Such political insight is essential in designing and implementing democracy support activities which will avoid being counterproductive.

It may be appropriate to combine USG and NGO input, with close coordination in program design and implementation, and, where appropriate, publicity.

Political or other sensitivities may preclude direct US support in an area where indirect support could be effectively implemented by an NGO. In such circumstances, close coordination on design and monitoring may be very important, although the US mission cannot be seen to be involved. Even in a politically sensitive environment, however, it may be possible to implement specific activities, in particular procurement of goods and services, through the intermediary of an NGO.

**Relations with Host
Country Government**

US foreign policy priorities and the practical objective of not offending political sensitivities and maintaining good host country-US relations suggest all activities ideally be balanced and non-partisan. At the same time, principles of democracy mean that the US should, wherever possible, recognize minority rights. Opposition parties can, for example, be invited together to formal and informal events and offered opportunities for unofficial interaction with the government. Political partiality can be a problem not only for the US Government and implementing US NGOs, but, for example, local NGOs funded under the program. Mission personnel, particularly Embassy, must check on membership and activities. If there is a charge of partiality, it needs to be taken seriously, especially if it comes from an independent source.

Other sensitivities must also be taken into account, from selecting appropriate implementors to terminology used in project papers or correspondence. For example, elected representatives may resist "training" but be eager to participate in "observation tours" and "delegations".

To facilitate democracy support and to build confident relations, Mission personnel need to work with host country officials and citizens at all stages of design and implementation of the program. This process must take place at all levels, from the Ambassador to program implementors, informing and involving the highest authorities as well as those on the ground who participate in the activities.

Public diplomacy is an important part of US support for democracy, both to express USG commitment and to reinforce the commitment and confidence of leaders and disseminate

success stories for replication. However, publicity should not be emphasized where it would be counterproductive, simply for the sake of waving the flag.

Measuring Impact

Evaluating impacts of a democracy support program is important, but difficult. It is possible to measure inputs and activities conducted, but virtually impossible to measure specific impacts. While it may be feasible to assess the evolution of democratic institutions, it is much more of a challenge to measure development of democratic ideas and values, and harder still to attribute that development to a particular source of support. It is possible, though, to attribute impacts of some activities on an anecdotal or cumulative basis. Embassy and other agency reporting will be useful, as will assessments of other donors and international organizations, election observers, academics, and outside organizations such as Freedom House and Amnesty International. Some indication of impact can be gained from assessing public response to US policies, including democracy support, a function which is carried out in many countries by USIA's Bureau of Research. For a more formal, quantitative assessment, indicators such as those employed by USAID may be of interest, although in the area of democracy support, indicators are still in an experimental stage. USAID's Center for Development Information and Evaluation (CDIE) in Washington has developed a useful collection of democracy indicators from around the world which may be consulted during the program design stage.

US Agency Resources

Use of resources available for democracy programming, outlined below, will vary by Mission according to program requirements. A detailed analysis of the Nepal Mission's program, including discussion of constraints and solutions, is presented in Section III. The Nepal experience may provide useful guidelines for identifying and allocating resources in other missions. The coordination committee must pull all available mission resources (monetary and human) together and assess which are most appropriate for which types of activity. All the agencies will have valuable skills to contribute to program design and monitoring, but the particular strengths of each agency need to be considered.

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Table 2
Institutional Strengths and Weaknesses

AGENCY	STRENGTHS	WEAKNESSES
STATE	The Embassy's skills lie in political expertise and contacts, which are particularly crucial in designing activities and identifying participants. It is involved to a lesser extent in implementation, including its role in representational programs.	The Embassy has no State Department funds of its own to support democracy activities. Embassy staff are generally limited in number, and not as free to travel to rural areas as the staff of other agencies.
USIS	Contributes to democracy programming through public diplomacy, which serves to demonstrate the strengths of the US democratic system. USIS' relations with the press and intelligentsia are particularly useful in program design and publicity.	USIA resources generally are not transferrable between regional bureaus. At post, funds are exceedingly limited: without USAID funding of a significant proportion of IVPs, the program would not have been able to reach many key individuals in Nepal's new democratic system. A lesser constraint on USIS's contribution to democracy support is its limited ability to program training or travel in third countries.
USAID	AID provides the majority of funding for programs undertaken by other groups. AID staff and contractors perform most of the analytical work in the democracy group. AID is the key agency for reaching rural and nongovernmental targets. AID's central resources--research and centrally-funded projects--can help in designing and implementing country programs, and in bringing US-based experts and organizations to the field.	AID missions may not have a full-time democracy officer to implement projects and programs; it is very difficult to transfer funds to other US agencies; AID is prohibited by statute from assisting the military; availability of funds from year to year for democracy support varies according to the political temperature in Washington, making long-term programming difficult.
Peace Corps	Peace Corps's on-the-ground presence is extremely valuable in identifying grassroots activities and monitoring rural reactions. The PC staff can play an important role in feasibility analysis of projected activities. Peace Corps volunteers may also be called upon to identify local officials who may benefit from training or IV programs.	While it is possible to put experienced, professional volunteers in technical positions in certain key democratic institutions, Peace Corps/Nepal has found that these postings are not successful in achieving the objective of long-term institutional strengthening, and often place volunteers in situations where they cannot work towards the legislated Peace Corps goals.

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AGENCY	STRENGTHS	WEAKNESSES
Dept of Defense	Depending upon the particular country situation, the Defense Department may have a range of resources to offer, such as human rights training for police.	The host country may perceive military involvement in democracy activities as inappropriate; the Foreign Assistance Act prohibits the use of development assistance funds for military, paramilitary and police training.

Mission Resources

The first and most important set of tools available to the country team is to be found within the US mission itself. It will be up to the country team to apply each agency's efforts in the most effective way.

Embassy

The Embassy constitutes a strong resource for contacts in, access to and knowledge of the country's political system. In its role of representing the US, the Embassy sends a message of support for democracy. Maximum use of contacts in the host country and the US (which includes identifying and drawing upon non-official visitors to Nepal where appropriate) results in the participation in the program of key, influential individuals and groups. Disciplined efforts are made to keep in touch with a host of participants in Nepal's democratic system through both programs and social events. This includes International Visitor returnees, working level political leaders and journalists, as well as senior national leaders.

Personnel in the Embassy political section are a particularly important resource of analytical and reporting skills in the field of politics, with an ability to make political judgments that makes the Embassy a crucial participant in program design and identification of participants. This includes input into country assessments and considerations of implications of US foreign policy, in addition to design and implementation of democracy activities. The skills of the Embassy have constituted an important element of democracy support in Nepal since before democracy was declared: before democracy and during the transition, the Embassy was able to analyze confused situations and identify legitimate groups, which included the task of identifying communists who were prepared to accept democratic norms and a constitutional monarchy. In some countries the Chief of Mission may choose to guide program policy, chair and direct the coordination committee, and provide access at the highest levels of government. The

Ambassador is also very active in conducting specific activities, which are useful for getting mixed groups together and building consensus. These are outlined below.

Table 3
Embassy-Sponsored Activities

<p>AMBASSADOR'S FORUM</p>	<p>The Forum was created by the Ambassador to stimulate dialogue between distinguished American visitors or returned IVP participants and influential Nepalese, and is held in USIS facilities. The Ambassador interviews the visitor before an audience of selected Nepalese decision makers and agenda setters, using questions crafted by USIS and cleared by the Embassy. The Forum is then opened to questions and comments from the audience. Audiences receive articles on the Forum topic beforehand, and there is usually a topical book exhibit. Examples of notable Forums in support of democracy have been: A US think-tank member, in Nepal to attend a USAID staff conference on the theory of democracy in developing countries; and two Senate staffers on a private visit, on the 1992 US elections.</p>
<p>REPRESENTATIONAL EVENTS</p>	<p>The Mission seeks creatively to use what might be pro-forma functions in order to confirm the democracy message. For example, the signing of an AID agreement with the host government became a democracy celebration, with a tree planting ceremony, speeches, and the inaugural launching of a USIS-translated booklet.</p>
<p>ROUND-TABLE LUNCH DISCUSSIONS BETWEEN VISITING AMERICANS AND NEPALESE</p>	<p>The Ambassador hosts this small forum for discussion. Visitors have included: the Director of the National Commission on Judicial Discipline and Removal, in Nepal at the invitation of TAF, who met with jurists; a retired White House staffer and expert on public administration who discussed the relationship between civil servants and political appointees; and a congresswoman, on a private visit, to discuss the role of minority and women's caucuses.</p>
<p>PRESS OUTREACH</p>	<p>To strengthen the press corps' awareness of its role in a democracy, and to develop rapport between the media and the Mission, the Ambassador lunches with small groups of Nepalese journalists at the PAO residence. The Ambassador also arranges for American visitors to meet with selected journalists for informal press conferences. Although the Ambassador may use talking points, the conversations are very informal, and allow journalists an opportunity to discuss current events with the Ambassador.</p>
<p>PRIVATE VISITORS</p>	<p>The Ambassador also invites private visitors to Nepal to meet selected journalists for on-the-record discussions. Recent sessions were with a traveling Member of Congress, and the International Herald Tribune's publisher.</p>

USIS/USIA

These are classic USIA resources used in Nepal to strengthen the institutional underpinnings of democracy, including the legislature, the media, the judicial/legal community, the university-based intelligentsia and grassroots organizations. Further information about these programs can be found in USIA's "Programs, Products and Services" booklet, sent to PAOs each year.

Table 4
Resources Available from USIS/USIA

Program	Features
SINGLE COUNTRY POST-DESIGNED GROUP INTERNATIONAL VISITOR PROJECTS (SCPs)	SCPs are the 'Cadillacs' of exchanges for Members of Parliament, local elected officials, political and social activists and working journalists, exposing them to various aspects of the US democratic system and society. This kind of program, which can include provision of a translator, is particularly useful for democracy support to a country like Nepal, where English language skills are not highly developed among new leaders.
MULTI-REGIONAL INTERNATIONAL VISITOR PROJECTS	MRPs are sometimes compared to the "Ford pick-up truck": large, durable and low-priced. These are similar to SCPs but are designed by USIA for participants from all over the world, usually one or two from a given country.
VOLUNTARY VISITOR PROJECTS	These constitute short working visits to the US for those traveling to the US under other sponsorship. In the case of cabinet ministers, USAID/Nepal has covered the participant's international air fare.
INDIVIDUAL INTERNATIONAL VISITOR PROJECTS	An individual grant can be requested when the post feels the grantee has such specific interests or intractable scheduling problems that participation in an IVP is possible only through individual grant arrangements.
ACADEMIC SPECIALISTS	These are experts who carry out short in-country workshops and consultations on topics such as the Congressional committee system, elections and parliamentary reporting. IV returnees serve as local experts. USIS and USAID/Nepal have co-funded academic specialists on two occasions (see section 2, below).
TRANSLATION OF USIA MATERIALS AND BOOKS BY PRIVATE AUTHORS	These, produced with USIA funding, reach new leaders with limited English. Post also recruits translators and editors who serve as multipliers of what they learn while working on translations.
US SPEAKERS (Amparts)	US speakers on democracy topics have been found to be useful, particularly those on grassroots organizing and lobbying, legal and human rights matters, and media issues.

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Program	Features
WORLDNET DIALOGUES AND SYMPOSIA	These have been held on topics such as "The Press and the People", "The Role of the Media in Elections", "The Role of Intellectuals in a Democratic Society", and "Party Power in Emerging Democracies". These and other topics supportive of democratization allow for discussions between experts in Washington and host country nationals via satellite.
ARTICLE ALERT:	This is a bibliographic service that spreads knowledge of the theory and practice of democracy among intellectuals.
ENGLISH LANGUAGE TUTORIALS	With USIA Area Office funding, Post will initiate English language tutorials for political leaders under its English Teaching program. Modest experiments co-funded with USAID have shown high interest among new leaders in such a program.
OTHER USIA CENTRALLY-LOCATED RESOURCES	These include, for example, the Research Bureau's capacity in the field of political polling, which can provide trainers to local groups wishing to develop a polling capacity. USIA has conducted such a program in Nepal, in cooperation with USAID/Nepal (see page 31).
GENERAL RESOURCES AND ACTIVITIES OF USIA	Although not specifically directed towards support for democracy, the indirect contribution of the USIA-associated Fulbright program, and of radio and TV broadcasting, such as VOA, can be used as a resource.
RELATIONS WITH THE PRESS	USIS seeks maximum exposure for Mission events by encouraging editors to "recycle" speeches into editorials, issuing press releases on all events, and including the press in all programs. USIS's good relations with the press result in increased placement of USIA materials.

USAID

USAID/Nepal's Democracy Program constitutes one part of the Mission's program and is comprised of a variety of types of explicit and indirect support to democratization, as input towards USAID/Nepal's third (current) strategic objective, which is: Increased pluralism and well-established democratic processes.

USAID funding can be used for a variety of support, namely: training (in-country, US and third-country); technical assistance services; procurement; and studies, analyses and evaluations. Funds can go to individuals or organizations (including NGOs, universities, and private firms).

Creative programming of existing resources can provide valuable support to the Democracy Program. Funds for activities are channelled through several projects. If the funds

are obligated through a bilateral agreement, it will of course be necessary to get approval from the host country government.

Table 5
Uses of USAID Resources

SOURCES	USES
EXISTING PROJECTS	<p>Channelling funding through these various projects enabled the Mission to undertake some activities even before democracy was declared (such as legal literacy and publications using 116 (e) funding) and to respond rapidly after the declaration of democracy (for example, to fund a public opinion survey on the constitution). In Nepal these projects continued to provide the means of funding democracy-support activities throughout the transition period, even after the bilateral Democracy Project was signed. Democracy support activities are still funded under all these projects. Examples of activities funded through existing projects include training, TA and procurement for Parliament, the Supreme Court and local governments; International Visitors (through the missionwide training project); polling training and economic liberalization awareness; and NGO support to Parliament.</p>
DESIGN AND REPORTING	<p>The current systems for measuring impact are the standard evaluation and monitoring program, and the PRISM system, which establishes targets to quantify the impact of AID activities. Other reporting requirements include the Project Implementation Report on a six-monthly basis, and the full complement of financial and administrative reports.</p>
COORDINATION WITH OTHER MISSION PROJECTS	<p>Outside the Democracy Program, all other projects can be said to contain elements of democracy support to a greater or lesser extent. This calls for close coordination with other projects in the portfolio. There are many opportunities for sharing non-financial resources such as personnel, studies produced with USAID funding and other project products. For example: an NGO funded under the Democracy Program to support Parliament worked with USAID personnel and NGOs involved in USAID's community forestry project on public debate and analysis of a forestry bill; coordination between the Democracy Program and an integrated rural development project has taken the form of sharing studies and personnel, and one of the Democracy Program pilot projects will be implemented in one of the districts where the rural development project is underway. Participants under several other projects have received training under the democracy IV program, for example: two mayors from the area of the rural development project participated in an IVP on local government.</p>

SOURCES	USES
<p>USAID CONTACT AND ACCESS</p>	<p>USAID personnel are an important resource for information on the situation at the local level, and for contacts and access to groups and individuals both at the local level and central level leadership (in technical sector ministries, for example). As mentioned above, USAID personnel can be tapped for nominees for democracy training.</p>
<p>CENTRAL RESOURCES AND MECHANISMS</p>	<p>During FY 91-93, Nepal received US \$941,193 from the Asia Democracy Program (ADP). The major allocation of these funds is made towards the end of the financial year through an annual democracy funding competition, in which missions are invited to put forward proposals and the money is allocated to the best proposals. USAID/Nepal has funded a variety of activities using these funds, such as: political polling training, computer and fax equipment for the Parliament and the Supreme Court; development of alternative dispute resolution; local government finance feasibility studies; Parliamentarian tour to Eastern Europe; district political profiles; research support to Parliament; political opinion polling training; local officials' training manuals production; human and civil rights projects; and redress of violence against women.</p>

USAID/Nepal has on two occasions received small levels of funding for specific activities that needed to be completed rapidly, largely due to the diligence of the country desk. This demonstrates the need for strong bureau support and coordination.

In the case of Nepal, the Asia Bureau provided a means for mission funds to be channelled to US-based or international organizations, through a buy-in or grant. The Asia Bureau also provided personnel, usually for centrally organized exercises, such as the development of the country strategy or an assessment of the Asia Development Project. These can be useful, although experts with extensive, recent Nepal experience, alongside experienced Mission staff, must be used in such exercises in order to produce useful reports or recommendations.

One useful resource provided by the Asia Bureau was the Democracy Officers' Conference held in Nepal in 1992, which gathered together Officers from the region as well as a handful of academics to discuss problems and solutions to programming democracy support. Similar initiatives in other regions might be contemplated.

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Peace Corps

Peace Corps works under a mandate that precludes involvement in host country politics and aims at the poorest of the poor. Nonetheless, there are still opportunities for Peace Corps to contribute to US Government support for democracy, particularly as an information resource. Mainstream volunteer work and participation in grassroots social life implicitly support democratization without formal recognition of involvement in the US democracy program.

Peace Corps' exclusion from involvement in politics need not be seen as a constraint, as Peace Corps' contribution towards democracy support need not be formally acknowledged as part of US support for democracy. In fact, Peace Corps volunteers are more likely to have a positive impact on grassroots democratization if they are seen as totally apolitical.

Table 6
Peace Corps Resources

PEACE CORPS AS AN INFORMATION RESOURCE	Representation on the Coordination Committee ensures Peace Corps input at the design and planning stages, and in identifying participants. Peace Corps officers, who travel extensively in-country, constitute an invaluable source of information concerning the situation at the local level, in general, and in particular areas or political/social groups.
PEACE CORPS VOLUNTEER POSTINGS	Volunteers working at the grassroots level in positions to general community development, contribute to democracy support by, for example, working to strengthen user groups. Postings will soon include positions in community development with Village Development Committees to help them gain access to district-level services, and to provide advice and assistance in planning and administration.
PEACE CORPS VOLUNTEER PROJECTS	Volunteers also undertake secondary projects in addition to the work they do in their principal posting. The criteria for these projects are that the project must increase local capacity and reach the most needy beneficiaries, who must participate in planning and implementation. Such projects clearly work to strengthen local level democracy through increased citizen participation and awareness.

Department of Defense

The D.O.D. has implemented activities under the IMET and expanded IMET programs in Nepal, to acquaint Royal Nepal Army (R.N.A.) officers and civilians associated with the military with democratic norms and values. Exercises conducted under the Army Expanded Relations Program are

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helping to associate the R.N.A. with a new nation-building role.

Other Resources

There are many resources outside the USG which can be called upon in programming democracy support. These include an array of US, foreign and international democracy-supporting organizations, other donors and international and local NGOs. It is important to track all democracy support activities in the country as well as to identify potential resources from the outside. Inter-donor and inter-NGO coordination is essential to maximize effectiveness of available resources, and can include cooperation in funding and implementing activities, harmonizing program design and sharing out of action areas and activities to avoid duplication.

The total USG financial contribution to support of the democracy process in Nepal from FY 90 - FY 93 has been US \$2.7 million.

III.
THE DEMOCRACY PROGRAM IN NEPAL: HOW WE DID IT

III. THE DEMOCRACY PROGRAM IN NEPAL: HOW WE DID IT

This section describes policies, program objectives, action areas, and the mission coordination system for the Nepal Mission's democracy support program. The Nepal experience provides an example of how a mission developed its democracy program under particular circumstances. In many ways Nepal was an ideal laboratory for the development of this sort of program: relations with the host country have been consistently excellent; there is a strong US institutional base of experience on which to draw; the nongovernmental sector operates freely; and there is a strong and genuine curiosity among the Nepalese about how democracies function elsewhere. The presence of India to the south, whose forty-year struggle with democracy was closely followed by many Nepali intellectuals, is an important factor not to be discounted.

Nepal's Transition to Democracy

Nepal's absolute monarchy was superseded in the middle of the last century by an equally authoritarian line of hereditary prime ministers. King Tribhuvan overthrew this regime in 1951, declaring his commitment to the early election of a constituent assembly. However, the 1950s were a period of political unrest as factions jostled for power; after his father's death, King Mahendra directed increasing pressure against the holding of democratic elections. Elections were finally held in 1959 in response to public protest resulting in election of a Congress Party government. However, Mahendra dissolved the Cabinet in 1960, and by 1962 had instituted the *panchayat*, or "partyless" system, under which all branches of government were run by appointees of the palace, selected on a partyless basis.

Increasing unrest throughout the 1970s and 1980s was fuelled still further by the economic crisis resulting from the 1988 dispute over the Nepal-India trade and transit treaty. Following extensive public protest and violent reprisal, King Birendra agreed to open Nepal to democracy in April 1990. Transitional events moved quickly after this, with the drafting and promulgation of a constitution completed by

November of the same year, thereby establishing a parliamentary democracy and constitutional monarchy. General elections took place the following May, and the first session of the Parliament convened that summer. Since then, elections for local government have been held (May 1992), six sessions of Parliament have been completed during which a vast amount of legislation has been passed, and reform of the bureaucracy has begun.

Rationale for Program

An assessment of the country situation shows that the basic elements are positive: traditionally friendly relations with the US; absence of countervailing interests; previous existence or spontaneous development of key democratic institutions or events; appreciable but uncoordinated local NGO initiative; and, most importantly, strong commitment to democracy on the part of leaders.

Nepal completed the transition to democracy with local government elections in 1992, and is progressing steadily towards consolidation, with most democratic structures in place. The challenges lie in: development of democratic values and norms; devolution of power to local government; and achievement of sustained economic development. The situation can be summarized as follows: Nepal's national and local level leaders lack the skills, knowledge, and resources necessary to deliver what people expect under a democracy; the people, who have unrealistic expectations fuelled by excessive political promises, are increasingly dissatisfied with the lack of developmental progress since the declaration of democracy, but lack sufficient experience to participate effectively in decision-making. If democracy is to survive, the following needs to happen: political leaders and government officials need to be able to deliver, in an accountable fashion; citizens need to be made aware that a transition to democracy and to a free market economy is painful in the short-term but can be successful over time if citizens participate in a responsible manner; and development and decision-making processes need

to be opened to group and individual entrepreneurship. These developments must happen at the local as well as national level. In this context, US support is directed at the development of skills of leaders and citizens, through a democracy program which extends to the grassroots level as well as to the elite, and which is strongly linked to support for economic liberalization and market reform.

Mission Approach

Before the 1990 democracy movement, the Mission had advocated Nepal's democratization. Even throughout the confusion and violence directly preceding the declaration, support for democracy was extended through, for example: the Embassy's representational functions and official liaison,

USIS programs such as IVPs and publications; USAID support, using 116 (e) Human Rights funds, for modest legal research and publications on human rights, and activities under other parts of the portfolio such as training and grants to NGOs; and (much less directly) the presence of Peace Corps volunteers throughout the country. Pre-democracy activities expedited initial action after the declaration of democracy by developing a network of contacts among opposition groups, NGOs, lawyers, media representatives, etc., including many activists who are now influential leaders.

Immediately following the announcement of multi-party democracy, the approach outlined above in Section I was adopted by the Nepal Mission and has continued. However, certain points merit reiteration. A Mission-wide approach has been taken throughout. Immediately following the initiation of democracy in April 1990, the Ambassador constituted the coordination committee to identify appropriate areas for US democracy support. This coordination continues at all stages of project design, from planning to designation of participants. Coordination with other donors involved in democracy support also commenced shortly after the initial transition to democracy.

While plans were made for a formal country situation assessment and formation of program strategy, and additional resources were requested by both USAID and USIS from their central agencies, decisions regarding immediate action were

made. The constant, rapid reform process could not wait for a formal country assessment and other procedural steps. Immediate action included, for example, USAID funding of a public opinion survey concerning the constitution, resulting in completion of a report which influenced the Constitution Drafting Commission. The Nepal Mission has found that it continually needs the capacity to react quickly to transitional developments in the democratization process, such as the drafting of the constitution (within a three-month deadline), parliamentary elections (within a six-month deadline) a first parliament session, local elections and judicial appointments. Opportunities have also come from local initiatives, in the form of proposals from NGOs or requests from high-level officers of key democratic institutions. For this, the Mission devised creative ways of using existing funding and projects rather than wait for regular agency processes. AID was able to use existing projects to finance some democracy activities.

**Democracy Program
Content**

The conditions described in Sections I and II above have shaped development of the Nepal program strategy, which began with support of major transitional events and local initiative and has now developed as a coherent and appropriate strategy. To provide formal guidance for future activities, the Mission called upon AID/W for assistance in developing a strategy which conformed to the Asia Bureau Democracy Strategy. This team, which produced the *Nepal Democracy Strategy*, has provided follow-up assistance in subsequent years. The backstopping support of the Bureau's Democracy Office has been invaluable to the Mission's expanding democracy activities.

Development of political competence and democratic literacy remain the over arching objectives, with emphasis on support for development of democratic values and practices. In particular, leaders need to learn the skills of compromise and consultation. For citizens, awareness and participation in decision-making need to be increased. At this stage the Democracy Coordination Committee has identified the following action areas:

Strengthening of Legislature, Judiciary and Local Government

The major thrust of support aims at these major democratic institutions, by: training and nurturing key influential figures at all levels of the legislature, judiciary and local government; by exposing them to processes, practices and ideas in the US and other democratic countries; and by training personnel and procuring equipment to effectively implement adopted processes. This includes support in the form of TA to Parliament, the Supreme Court and, in three districts, local government.

Support to NGOs

The program simultaneously supports and uses as a resource local NGO initiative in the field of democracy support, especially in the areas of: support to democratic institutions; public debate and advocacy; civic/voter education; and encouragement of broad citizen participation at the grassroots level.

Media Training

The program includes training of journalists and development of a polling capability.

Link to Economic Liberalization

Throughout all of these activities is stressed a strong link to with economic liberalization through close coordination between the various activities of the Democracy Program and the Economic Liberalization Project (Econ. Lib.). Coordination has involved co-implementation or co-funding of some projects (political polling training and economic liberalization public awareness) and participation of beneficiaries from the Econ. Lib. Project in Democracy Program training, particularly in the area of labor organizations, which receive support from the Econ. Lib. Project. An interagency committee ensures the same kind of coordinated approach to support for economic liberalization as for democracy.

Indirect Support

Assistance to other types of NGOs, users' groups and voluntary organizations will form an implicit part of work at the local level, as will support for the accountability and efficiency of the bureaucracy. A low level of support continues in the area of constitutional interpretation through funding of legal research in the Supreme Court and through support for law-based NGO publications.

The resources described in this section refer to the practices of the Nepal Mission, which can act as a model for democracy programming, offering methods to identify and maximize mission and other resources. Constraints are also identified, along with suggested solutions, where possible.

**Interagency
Coordination**

The Chief of Mission has a critical role to play in coordinating the mandates of the agencies, and must be prepared to act as mediator in cases where an impasse is reached. The trick is to identify and maximize the resources which each agency can contribute towards democracy support, while respecting mandates. At the procedural or funding level, compromises may have to be made, calling for, for example, adding procedural steps or requesting waivers of USAID regulations.

The Nepal Mission's implementation of USAID-USIS/USIA co-funded projects illustrates how successful interagency cooperation can be achieved.

International Visitor Programs

USIS and USAID each fund approximately half the total number of participants, often in co-funded programs. Choice of participants is made by the International Visitor Program Committee, as is the basic design of SCPs, with input from the Democracy Coordination Committee. Detailed development of SCPs is by USIS with USAID cooperation. To harmonize the per diem and placement procedures of USAID and USIS, an annual blanket waiver of USAID regulations is obtained for USAID-USIS co-funded programs. This year USAID/Nepal has also submitted a request for a waiver of the English Language Test for Parliamentarians, judges and high level officials participating in IVPs.

Single-Country Projects: The Kathmandu Mission prefers six-person projects, for which AID covers the costs (transportation, per diem, return travel allowance and cultural allowance) of four participants and USIS covers the costs of two. USAID also covers the administrative fee of the program agency that implements the project in the US, the costs (transportation, per diem, cultural allowance and duty travel allowance) of an escort and, when deemed necessary, of an escort-interpreter. USIA covers approximately half the costs associated with the MRPs and the SCPs through its normal funding mechanism. Many of these costs are hidden, and are paid from core funding held by USIA's Bureau of Educational and Cultural Affairs in a routine way. The remaining costs are those covered by USIS posts.

Procedure of Payment: USAID/Nepal pays certain SCP costs by instructing its Washington contractor to issue a check to the program agency engaged by USIA to manage the project. USIA is responsible for telling USIS/Kathmandu the exact sum requested. USIS/Kathmandu conveys this information to USAID/Nepal. Although this sounds clumsy, it works smoothly, and avoids the difficulties of the direct transfer of monies between two government agencies; USAID is not paying USIA -- it is paying a private US based contractor. USAID pays the cost of the international travel and travel allowance at post.

Multi-Regional Projects: These projects cost less. USAID pays for the transportation, per diem, travel allowance and cultural allowance of participants. USAID does not cover the program agency's administrative costs or the escort costs. Since USIS has indicate its IVP program priorities early in the fiscal year, and USAID receives its money late, it is necessary for USAID to have funds set aside in advance for IVPs.

Academic Specialists

Two co-funded Academic Specialist Programs were conducted in Nepal under the Democracy Program, one on legislative and investigative reporting and one on the congressional committee system. For both, USIA provided the travel costs and honorarium. In one case, USAID/Nepal (using invitational

travel) provided the per diem of both experts; in the other program USAID and USIS each paid for the per diem of one specialist.

Case Study : Polling Training

The Chief of USIA's Research Bureau came to Nepal to cooperate with USAID/Nepal in designing a training program and identifying potential trainees. USAID paid for a contractor (recommended by USIA) to conduct the training, and for the cost of the trainees to produce the first poll. USIA provided a staff member from its Research Bureau to assist in the training and follow-up, and USIS provided classroom space on USIS premises.

Sample Impediments to Interagency Cooperation

Programs to teach English to Members of Parliament are being conducted, despite disagreements between USIA and USAID/Nepal about funding responsibilities.

USIS/Nepal supports a small English language teaching school called The American Language Center (ALC). USAID pays ALC tuition for Nepalese nominees to USAID participant training programs who must improve their English. USAID contributes to ALC's administrative costs. USAID maintains that English language teaching is a USIA responsibility and that USIS should cover the costs of English language teaching programs for Nepalese politicians. USAID notes that such training is beyond the scope of its agreement with the host government, and is overpriced.

USIA maintains that USAID should pay for the language training of participants in democracy programs, as it does for trainees in other programs. USIA notes that Congress told USAID to share its democracy money with other Agencies, and that the ALC tuition/overhead is the lowest of any USIS language program in the world, if not the lowest available in Nepal.

Despite these difficulties, the following occurred:

- A special English tutorial was conducted for four political leaders participating in USIA exchanges. This was funded by USAID as a pilot activity.
- A special English tutorial was conducted for six Members of Parliament, participating in USIA-USAID co-funded exchanges. Two thirds of the cost is being covered by USAID and one third by USIS.
- The USIA Area Office provided a special grant to finance tutorials for politicians who are not yet exchanges.

Other Resources

The experience of the Nepal Mission evidenced the need for central help in identifying and locating other non-USG resources.

US-Based Democracy Organizations

Most of the activities carried out in Nepal were implemented by US organizations financed by Mission funds.

Independent democracy organizations can be useful in a Mission democracy program for political or practical reasons, to distance the USG from political sensitivities or to implement the highest quality program possible. Where an organization is already established in a particular region, country or institution, its skills and contacts may constitute the best resource. However, the Nepal Mission found it difficult to gain access to a wide variety of US democracy organizations, due to lack of information about what is available and poor communication with organizations which were identified. Mentioned below are organizations with which the Mission has at least communicated.

Table 7
Nongovernmental Resources

Institution	Features
The Asia Foundation (TAF)	This NGO is well-established in Asia, with extensive experience and expertise in the field of democracy programming, especially in relation to the legislature and judiciary. In Nepal, TAF was working with these institutions before the revolution, and its expertise, experience and contacts repeatedly proved invaluable under the Program. Under the DIS project, TAF has received the lion's share of funding for parliamentary and judicial support. Because a large proportion of TAF's non-USAID budget is from congressional appropriations sources, some missions may find it difficult to meet the Agency's 25% cost-sharing contribution for grants. In Nepal, the requirement was waived.
International Federation for Electoral Systems (IFES)	USAID mission funds were centrally obligated to IFES, initially for production of a pre-election analysis and for a team of observers to monitor the 1991 elections. With part of the remaining balance, IFES hosted the Chief Election Commissioner of Nepal on a study tour to the US.
The Soros Foundation	This organization works primarily as a link between newly-democratizing Eastern European countries and the US. However, as the result of extensive groundwork by the Embassy in Nepal, USAID was able to fund a very successful observation tour for a group of six Parliamentarians to Albania and Bulgaria, despite difficulties in communication between Nepal and Eastern Europe.
American Universities	Pilot projects to strengthen local governments in three districts will be implemented under USAID's DIS Project by Clark Atlanta University. Support will take the form of extensive training and T/A, in close cooperation with one or more local NGOs. Proposals of a high standard were also received from Texas Southern University, Mississippi Consortium for International Development and Southern University.
Institutional Reform of the Informal Sector (IRIS)	Work to strengthen the informal sector through research, publicity and development of advocacy groups began under the Democracy Program (through a central USAID buy-in) and has continued under USAID's Economic Liberalization Project, where it has proven very valuable.
American-Asian Free Labor Institute (AAFLI)	AAFLI provides support under the Economic Liberalization Project in the area of labor organizations, focussing on development of a democratic constitution, workers' rights and conflict resolution.

The Mission successfully approached other organizations, including the National Endowment for Democracy (NED), the National Democratic Institute for International Affairs (NDI) and

the International Republican Institute (IRI). We were unable to draw on these organizations as a resource as activities in Nepal have yet to begin. Both the NDI and IRI have expressed recent interest to begin programs in Nepal.

International/ Foreign Organizations

International/Foreign Organizations: The Nepal Mission lacked information on international or foreign organizations involved in democracy support, but has come across these organizations in Nepal.

Table 8
Other Foreign Organizations

INSTITUTION	FEATURES
Friedrich Naumann Foundation	This German group was established in Nepal before the declaration of democracy, and has worked in the area of human rights, the constitution and legal research and reform.
NAMFREL	This Philippines-based organization was brought to Nepal by TAF to train local groups in election monitoring and observation.
EROPA	TAF arranged for the Chief Election Commissioner to meet this regional organization while he was visiting the Philippines.
The International Human Rights Law Group	Representatives of this organization also participated in election observation.

Other Donors/Third Countries

Shortly after the declaration of democracy and the initiation of the Mission's Democracy Program, coordination commenced with other donors already involved in or beginning democracy support. Regular, formalized coordination takes every one or two months, depending on the amount of activity and planning. The US Mission is represented by the USAID Democracy Officer and Program Manager, and Embassy Political Officer. Other donors represented are: the Danish, British and German Embassies, TAF, UNDP, the Swiss Development Corporation, Helvetas (a Swiss NGO), the European Communities and the Canadian Cooperation Office. The donors coordinate their plans, report on progress of their activities and discuss common problems. The donors

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represented in the group (which has grown rapidly with the onset of development support to local government) meet in smaller groups and have regular one-to-one liaison, particularly where two donors are involved in support to the same institution. (For example: the Danish Embassy is supporting both the Parliament and the Supreme Court, so they coordinate closely with USAID regarding detailed project activities. Several donors involved in pilot projects to support local government have exchanged information on plans and experiences.)

Groups of donors have occasionally co-sponsored activities. This is particularly valuable in exposing leaders to various models of democracy and in demonstrating that donors are committed to democracy in general rather than in propagation of their own system. For example, a USAID-funded, USIA-implemented Voluntary Visitors Program trip was organized for the Minister of Local Development and four colleagues to visit Germany, the US and the U.K. Scheduled before the drafting of local government legislation, around a USAID-funded, USIA-implemented Voluntary Visitors Program, the group was also hosted in Germany and the U.K. In a similar fashion, during a tour of Eastern Europe, funded by USAID and conducted by the SOROS Foundation, a delegation of Parliamentarians were invited and hosted by the governments of Germany and Denmark. The Danish Embassy, which is a major supporter of democracy in Nepal, funded an assessment of certain local democracy NGOs, with input at the design stage from interested donors, including the US, Germany, the UK, Canada and TAF.

Third countries in Asia have also been tapped as a resource, directly by USAID (for the Indian Parliament to host a delegation from the Nepali Parliament) and, on a regular basis, by TAF, which uses its contacts in many Asian countries to organize observation tours. TAF organized a program whereby a group of visiting Mongolian parliamentarians met and exchanged views with Nepali parliamentarians and high-level bureaucrats.

Local NGOs

Following the declaration of democracy, the small number of NGOs involved in legal research/reform were quick to show initiative, sharing ideas and proposals with the Mission and

facilitating speedy democracy support. Since then, there has been a proliferation of NGOs working in democracy support, in such areas as support to Parliament, political research, and civic education. Activities are sometimes duplicative and uncoordinated, except where the main democracy donors are involved. Many NGOs are intent on following a donor-led agenda, although donors continually stress a need for NGO initiative in the field of democracy support.

Donors tend to gravitate toward the same NGOs, and have learned that the longer-established NGOs perform better. However, it has been the policy of the US Mission to nurture promising new groups, and even to create them by planting an idea among various individuals. For example, in response to a USAID request for proposals, individuals from various established NGOs with skills in political science, economics, computers, statistics, and journalism, formed a polling NGO, which received training and produced an economic and political poll using funds from the Mission Democracy Program.

It is important to remember the contribution to citizen mobilization and democracy made by all NGOs, including technical NGOs and user groups. It is important to encourage them to act as advocacy organizations as well as to perform service delivery, and to support the development of links among NGOs and with local and central government. With encouragement and training, NGOs constitute one of the most valuable resources under a democracy program. In designing and implementing activities, it is difficult to find expatriate personnel with commensurate ability to understand and overcome cultural and language barriers.

IV.
FUTURE DIRECTIONS

IV. FUTURE DIRECTIONS

The program is working towards long-term national and local level institution-building, with emphasis on a link to the economic development process.

Support Which Has Ceased

Support for elections has now ceased for several reasons: the current phase of democratization in which no elections are scheduled for some time; elections already held were determined free and fair and the Election Commission continues to show itself competent; and extensive support in this area has been extended by other donors.

Support Under Consideration

The coordination committee explicitly ruled out direct support to political parties because of extreme political sensitivity during Nepal's transition phase. However, there remain severe weaknesses in party organization and inter-party relations, and there may be opportunities to provide assistance in the form of training, perhaps through an organization such as NED, NDI or IRI.

It has also been suggested that the US mission pursue efforts to control corruption through the channel of the democracy support program. Topics such as public accountability, transparency in government operations, and governance may eventually be folded into ongoing activities.

Support Not Currently Contemplated

Extensive support for administrative reform is being implemented by other donors, so that support to the executive is not a priority under the US democracy program. The Royal Nepal Army is not a direct participant in the political process in Nepal, although the evolution of civil-military relations, and the army's loyalty to the King are of critical importance. To date, the military has not been a central element of the Nepal Democracy Program, but may be in the future.

APPENDICES

This section lists the activities funded by the US Mission during the period covered by this report. Other missions may find the list useful as a source of ideas. Activities are grouped into three categories corresponding to the democracy support program emphases: Parliament, judiciary and local government, with an appendix on general support activities.

**Appendix A
Support to Parliament**

Parliamentary Service Intern Fellowships	Six fellowships are awarded annually to Tribhuvan University graduates; survey by Tribhuvan University of research resources in Kathmandu; establishment of a research unit of consultants to respond to the needs of Members of Parliament with approximately eight consultancies available each year.
Training of Parliament Secretariat Research Staff	A Library of Congress Legislative Systems Consultant implemented the final phase of a computerized legislative information system; U.S.-based training course (six to nine months) for core group of Secretariat research staff in methodology and issue briefing; contribution of books and audio-visual materials.
Staff Training Workshops	In-country training workshops for Secretariat staff in key administrative areas.
Parliamentary Procedure Workshops	Four annual workshops for MPs and selected staff on topics of parliamentary practices and procedures; policy analysis and review; budget analysis; committee and public hearing function and procedure; presentation, augmentation and compromise in passing bills and budgets; role, resources and limitations of the Secretariat; provision of effective constituency services; development of a Speaker's Forum with correlative seminars; one-week multi-country consultation meeting in New Zealand with parliamentary committee chairs and staff from Asian countries.
Legislative Exchange Project	IN CY 94 two groups of eight MPs each were sent to the U.S. for observation tours, visits to US Congress and Executive Branch departments and a number of state legislatures (Phases 1 and 3). Congressional Staff, Library of Congress staff and state representatives came to Nepal to conduct workshops and presentations with MPs on parliamentary topics (committee system, caucus building, the role of the opposition, etc.) (Phases 2 and 4).
Observation tours	Members of Parliament will visit other Asian parliaments; TAF will arrange study and exchange programs to Eastern Europe, CIS and Central Asian emerging democracies.
Legal Workshop	Two-week workshop by U.S. legal advisor for the Ministry of Law, Justice and Parliamentary Affairs in legislative drafting; attendance of a one-semester course by a Ministry staff in legislative drafting at the Public Law Center in New Orleans or the Legislative Drafting Program and Columbia University Law School.
Civic Education	Creative methods of civic education and public awareness regarding the legislature and its members.

Appendix B.
Support to the Judiciary

New Civil Code	Twelve-district survey by Supreme Court on problems related to the procedural code and enforcement of judgments with consultant to help draft model civil and criminal procedural codes; evaluation of progress of court procedure. Law Library Establishment of a central reference library with conversion of opinions into a database for future software research systems; publication and dissemination of a Supreme Court Digest and publication of historical legal documents of statutory value.
Scholarships	Two or three judicial officers sent annually to attend law school in India, Sri Lanka or New Zealand/Australia; attendance by the Chief Justice of the Supreme Court at the biannual LAWASIA Chief Justices' Conference on court management and problem solving.
Court System Assessment	A local attorney to develop a rating system complementary to USAID/Nepal's Program Performance Information System (PRISM) indicators to assess: the technical rating of district court judgments; the backlog of Supreme Court cases; publication and dissemination of Supreme Court and Appellate Court judgments; and alternative dispute resolution at the village level. The assessment will be repeated annually over the life of the DIS Project.
Case Management Improvement	Supreme Court judges and staff to judicial education programs on case management and administration in the U.S. or Asia; consultants help the Supreme Court devise a system for docketing cases, maintaining and transferring case files, monitoring case loads and avoiding backlogs.
Support for Publications	Support to legal NGOs and Tribhuvan University to consolidate Nepal's legal documentation system, including publication of research tools for an accessible system; "Nepal Digest" of judicial questions, statutes, rules and the Constitution; full texts of cases in the "Nepal Digest" Nepal Citator Service, and "Index of Unpublished Supreme Court Opinions."
Dissemination of Opinions	Technical assistance to the Supreme Court to publish a limited number of important decisions and to distribute its decisions to lower courts, lawyers and the public; benchbooks for judges on civil and criminal procedure and rules of evidence; provision of additional computer hardware and software to publish Supreme Court opinions.
Community Mediation	Survey existing legislation regarding community mediation to determine what amendments or replacement of existing laws are needed; promotion of community mediation by Nepal Bar Association; study tour to observe Sri Lanka, Bangladesh and Philippines mediation systems for four people; establishment of pilot mediation projects in two or three locations, including training of prospective community mediators.

Appendix C
General Support

Comprehensive Democratic Institutions Strengthening Project	This grant provides financial assistance to continue comprehensive Democratic Pluralism Initiative (DPI) activities to assist Nepal in consolidating an open, just and democratic society.
Local Government Strengthening Component	Clark Atlanta University to promote effective local revenue generation and local government accountability; local democracy and governance strengthened and autonomy enhanced by raising local revenues, by introducing systems for planning, implementation and service delivery, and by gaining the trust and respect of voters through transparent equitable procedures, formal accountability systems and responsiveness.
Political Opinion Poll Training, Phase II	Training of seven core members of the Nepal Opinion Survey Center (NOSC) in proposal writing, project design and interviewer recruitment. The political opinion survey will be implemented in the three districts selected for the Local Government Strengthening Project. The results will provide baseline data for use by the Local Government Strengthening Component.
DISP Assessment	Two US experts to travel to Nepal to provide advice to the Mission, grantees and contractors on the future course of the DIS Project.
Kamaiya Case Study	Legal and Environmental Analysis for Development and Research Services (LEADERS, Inc.) to survey the history and extent of bonded labor in Western Nepal, analyze the constitutional and legal prohibitions against bonded labor, report on civil and human rights violations occurring, prescribe enforcement of existing laws and implementation of supplementary legislation, and provide legal, social and economic rehabilitation to bonded laborers.
Combatting Violence Against Women	The Women's Legal Services Project (WLSP) to conduct its program to combat violence against women by providing paralegal training to NGOs which work with women, and to women activists. Trainees to learn the legal rights of Nepalese women, laws related to the status of women, avenues for redress within the legal system, civic education on the constitutional rights of women, enforcement of those rights, women's participation in democracy and development, and participation of women in national and local governance. Free legal counseling and representation to be provided to female victims of violence.
Civil and Human Rights	Nepal Law Society to implement this project through the International Commission of Jurists. Project activities to include observation of civil and human rights violations in Nepal; education of citizens in their fundamental human and civil rights, as guaranteed by the Constitution of Nepal; investigation of cases and reports of human and civil rights abuses and violations; lobbying of the Government of Nepal for enforcement of existing laws and enactment of more comprehensive legislation; and prosecution of violations of human and civil rights.

Survey of Public Opinion Concerning Constitution	LEADERS, Inc. carried out a survey of public opinion about major constitutional issues, to make recommendations to ensure the new Constitution reflects the popular will. The survey looked into various aspects of democracy: protection of human rights, independence of the judiciary, restoration of a multi-party parliamentary system, establishment of a cabinet system with a constitutional head of state, constitutional authority in relation to different branches of government, forms and authority of a representative legislature, separation of powers between the branches of government, use of referenda and voters' initiatives as institutions of direct democracy, and the location of power to amend, abrogate, and introduce the Constitution.
Comprehensive Democratic Pluralism Initiative Project	This project provided financial assistance to TAF to carry out comprehensive DPI activities and assist Nepal in establishing an open, just and democratic society. The main objective of this project was to assist Nepal in consolidating gains made during the movement for the restoration of democracy and establishing a more open, just and democratic society. This umbrella project was composed of a number of activities grouped under the four general headings of Constitutionalism, Representative Government, Administration of Justice and Human Rights, and Development of a Free Press, and several emerging activities.
Quarterly Forums and Fellowships for Reporting on Rural Development Issues	This activity enabled the National Press Institute (NPI) to hire a full-time program officer, hold quarterly forums and provide rural reporting fellowships. This is a first step in decentralizing the press and informing the nation's elite who live in Kathmandu about concerns in the rest of the country.
Institutional Support	TAF will continue the rural reporting fellowship program for 10 journalists, and increase coverage of rural issue in the existing press. A community-based newspaper will be established in Tansen.
Institutional Support: Women's Center for Women and Development (CWD)	A 10-month professional development training program to train 25 women per year in mass communications. Each trainee to spend two months as an intern with a national media organization. Five eminent Asian women journalists to be guest speakers during the training.
Regional Conference on Press	TAF to fund a three-day regional conference on "Pluralism and the Press," organized by Nepal Press Institute (NPI) and the Asian Mass Communication Research and Information Center (AMIC). Twenty journalists, four from each of the five SAARC countries, will present papers on the state of press coverage of pluralism issues in South Asian countries.
Journalism Workshop	Through the Academic Specialist Program, USIS has brought working journalists and a journalism professor to Kathmandu to conduct a series of workshops on general reporting, business and economic reporting and investigative reporting (FY 93 and FY 94).

Documentary Production Training	AMIC to train four Nepal Forum for Environmental Journalists (NEFEJ) members as broadcast program producers, two in radio and two in television. The AMIC to provide a consultant for two on-site trainings of one month each.
Research on the Future of the Nepalese Economy	TAF provided grant assistance to the Center for Economics and Administration (CEDA) for a series of public fora on economic issues confronting Nepal as part of a discussion about an "economic constitution" for Nepal. The process focused on the macro and micro economic issues of the country, to better understand how political leaders, professionals and the general public perceive these issues.
Survey of Public Opinion on Local Government and Decentralization	CART, funded by USAID, undertook a survey in seven districts, representing the three geographic divisions (mountain, hills and Terai) and five development regions. The survey covered the form and function of local government, its relationship to central administration, fiscal and development planning authority, the election process, accountability, and decentralization. Participants and respondents came from a wide selection of professions, social classes, ethnic groups and political parties. The final report was issued to all concerned government agencies and Parliament.
Developing Strategy for Institutional Reform	IRIS interviewed Nepalese organizations and individuals interested in participating in IRIS activities; provided them with institutional reform materials and concepts; assisted Nepalese groups in reviewing the existing institutional structure, the nature of the informal sector, and potential areas of institutional, legal, and policy reform; and worked with the Nepalese to identify areas of research and advocacy to advance institutional reform and institutional development in Nepal. As a result of their visits, a number of research activities and workshops have been carried out, and a TV program on business issues was pilot tested.
Role of NGOs in Nepalese Democracy	Service Extension and Action Research for Communities in the Hills (SEARCH) undertook a national conference and established a bi-monthly NGO bulletin, both activities with the objective of defining and promoting a legitimate and more influential role for NGOs in Nepal's long-term development.
Community Education Materials	World Education, Inc. (WEI) assisted the national literacy campaign to develop special materials to educate newly-literate Nepalese concerning structures and procedures of a democratic system and equip them for active participation in the political process.
Strengthening the Capacity to Hold Free and Fair Elections	TAF supported the Election Commission to produce a Voter Education Film by Royal Nepal Film Corporation. The film was shown in cinema halls, on Nepal Television, and on videos at remote agricultural and health posts
Training Election Observers	Two members of the Election Commission observed elections in a different Asian country.

Consultancy Services Election Commission	Using USAID grant funds, TAF brought EROPA consultant Dr. Luz Tangtanco to the Election Commission.
Comparative Study of Elections	Institute for Integrated Development Studies (IIDS) undertook research to produce a comparative study of the election process in different regions of Nepal.
Study of May 1991 General Elections	Three American political scientists visited during April-May 1991 to study the general elections. They wrote a political analysis, investigating how the 1991 elections are affecting the political system. They studied the parties' local, district and national organizational structure, the caste and ethnic identities of the party leadership and cadres and the socio-economic groups from which the party obtains support; the parties' electoral strategies and tactics, the interaction between parties in the election campaign; the functioning of governmental institutions; and speculated on election results and "whither the parties", based on their performance in the election.
Support for Parliamentary Elections	<p>International Foundation for Electoral Systems (IFES) sent a three-person Technical Electoral Assessment team in October 1990, to assess the Nepalese election system. The team met with Election Commission officials, political parties, and donors, and produced a comprehensive pre-election analysis report. The report assessed the GON's ability to carry out free, fair and open parliamentary elections, cited strengths and weaknesses in the process, recommended improvements, calculated the investments required to implement each recommendation; and recommended actions for strengthening the overall movement toward democratic processes. Another seven-member team visited during the elections. Voter Education Campaign Project</p> <p>SEARCH implemented a Voter Education Campaign Project in 30 mid-hill districts of Nepal to educate villagers about the significance of their vote, and their power to affirm or negate their representative from among many in the election contest. Group discussions were held in each village, and villagers were shown the mechanics of voting practices with posters, brochures, and demonstrations. Villagers were briefed on democracy, the general election, political parties, candidates for election, election symbols, vote/ballot paper, government, and important points of the new constitution. SEARCH was able to reach as many as one million potential voters.</p>
Preparation of District Political Profiles of Selected Districts	Himalayan Center for Applied Economic Research (HCAER) prepared District Political Profiles of ten selected districts. The Profiles described political and social activities, and provided essential information for politically significant districts as background information for the general elections, with a new tradition of sober, impartial description and analyses of local politics in Nepal. The ten districts selected were politically important, easily accessible, and representative of ecological variation as well as development regions of the country.

District Political Profiles of All Development Districts	HCAER has been expanded into the NGO the Himalayan Institute of Development (HID), with the objective of strengthening democratic processes in Nepal. HID will update the 22 profiles completed in 1991, and produce profiles on the remaining 53 districts.
Assist HCAER in Designing Field Research Strategies and Preparing District Political Profiles	Dr. Fisher assisted HCAER in designing field research strategies and preparing District Political Profiles, in planning field work, selecting field workers, training and coaching field workers, establishing formats and editing Profiles. He provided guidance preparing an executive summary, provided detailed advice on data appendices for each Political Profile (to meet the need for richer data for professional researchers), and spent time advising HCAER on approaches to future updating and periodic publication of Political Profiles.
Observation of Electoral Process	EMG (CHUP in Nepali) observed the electoral process, including a pre-election survey of campaign practices, election day observation, an exit poll, and monitoring of vote counting. The Group was formed by concerned citizens of Nepal to monitor the general elections by developing and implementing sound monitoring indicators, and providing baseline indicators for future elections in the country. They covered an estimated ten percent of polling booths, in 30 percent of constituencies, in 30 districts nationwide. For the purpose of monitoring the election, 30 percent of parliamentary constituencies were selected based on region (five development regions), geographical location (Terai, hills, mountains), candidates' prominence, and location of constituency (border and inner).
Videotaping Key Events of May 1991 General Elections	A cameraman videotaped aspects of the 1991 general elections, the pre-election campaigns, election procedures, outcome of the election, etc., to maintain a record and facilitate later study and analysis of the election to help pave the way towards democracy in Nepal. The coverage included events and interviews of various people from different walks of life, as well as analytical views of experts. About 50 hours of different visuals were shot, and a finished product of about six hours' duration, complete with narration, was made available.
Monitoring Election Procedures	SEARCH carried out a general election observation program in 20 districts in the Himalayan and high hill belts of Nepal. Those districts were the least developed, had low literacy, were remote and therefore vulnerable to election malpractice, and were not covered by other election monitoring groups. SEARCH monitored the election procedures in rural areas of 20 isolated districts, as well as vote counting in the district headquarters. SEARCH sent two-person teams to each district.
U.S. Election Observation	A series of IVPs to send politician, academics and journalists to the U.S. to observe presidential (1992) and congressional (1994) elections. Similar non-IVP projects are sponsored by the American Council of Young Political Leaders.

Assistance to the Constitution Recommendation Commission	USAID/Nepal financed the travel to Nepal of Dr. Rose to provide assistance to the Constitution Recommendation Commission. Dr. Rose, Professor of Political Science, University of California, served as a resource person and provided expert assistance to the Constitution Recommendation Commission in the framing of a new Constitution of Nepal.
Member Education, Library Development, Establishment of Research Service, Strengthening of Printing Capacity	TAF developed a needs assessment both for TAF and the Parliament Secretariat. The Parliament librarian and two other staff received in-depth training at the Pakistan National Assembly in computerized cataloging and legislative library information systems; twelve section officers received computer training; all professional staff received computer literacy training and a mid-level officer attended a two-week training program on legislative reporting at the Thai National Parliament and another at the Sri Lanka National Parliament. TAF's computer consultant assessed the immediate needs for Parliament's pilot computerization project and made recommendations. Three senior Parliament officials visited sister parliaments in Pakistan, India and Thailand where they were introduced to the inner workings of these respective legislatures. This has been followed by an observation tour of SAARC and other Asian countries for four MPs accompanied by one Secretariat official. A further management systems needs assessment has been carried out, and training continued. As part of its activities, TAF has taken on installation of the computer and A-V equipment.
Economic Liberalization	Activities address policy reform and private sector strengthening designed to: privatize state enterprises; develop a tax system that is efficient, transparent and supportive of private sector development; liberalize financial markets and revise those economic laws not in conformity with the new liberalized economy; support a management development academy in an established institution to engage in continuing education business programs; develop a business literacy program to train small businesses in the technical rudiments of private sector management; strengthen chambers of commerce and trade association; assist enterprises harmed by economic liberalization, through training and studies; strengthen in-country MBA programs through provision of Fulbright-Hays visiting professors of business; and expand the Free Market Development Advisors Program.
Strengthening the Parliamentary Process	SCOPE is an organization dedicated to strengthening the democratic process in Nepal by improving the quality of the parliamentary process. This grant is for establishment of a program center from which impartial support is extended to Parliament through orientation programs, policy research, discussions, workshops and seminars, publications, etc., designed to enable Parliamentarians to deal with emerging issues. Special programs have been designed to promote a system of local self-government. Using funds from the Asia Democracy Program, an amendment has been made to the SCOPE grant to provide core funds for SCOPE activities over a two year period. SCOPE will continue its current activities with Parliamentarians, and expand into policy analysis, women's issues and civic awareness.

Feasibility Study of Expansion of Local Government Resource Base	A Nepali expert on local government undertook a study to assess the feasibility of a local NGO working with interested local government to expand their resource bases and improve management capabilities. The result of the study influenced the design of the local government component of the Democracy Project.
International Visitors Program	Advocates Radhe Shyam Adhikari, Anup Raj Sharma, Prakash Osti and Lecturer Sita Maiya Singh Thapa were sent to the United States on an inspection tour of America under the International Visitors Program. The four-member Nepalese team participated in "The American Legal System" program, July 30 - August 24, 1990. They also took part in a two-day seminar on the Nepalese Constitution Making Process in Nepal organized by Columbia University.
Constitutional Research Section: Nepal Law Society (NLS) Institutional Support	TAF provided grant assistance to NLS to establish a Constitutional Law Research Section within the Society. The section was established as a permanent body to function as a research center and watchdog on constitutional issues.
Updating the Law and Strengthening Printing Capacity	USAID/Nepal provided to the Ministry of Law, Justice and Parliamentary Affairs (MOLJPA) with a complete offset printing press system under its earlier project with MOLJPA. TAF is now providing desktop publishing equipment, software and training to expand the printing capability of MOLJPA.
Institutional Development and Arbitration Project	TAF provided grant assistance to FREEDEAL to firmly establish itself as a professional research organization concentrating on socio-legal issues. TAF assisted FREEDEAL in reforming Nepal's arbitration system. The first step was to establish a National Arbitration Council and the second to propose revisions in Nepal's current Arbitration Act. TAF continued to provide institutional support to FREEDEAL through December 1992, including provision of a U.S. trainers' training consultant, for its arbitration project.
The Role of Supreme Court and the Constitution of 2047	TAF assisted the Supreme Court Bar Association (SCBA) in a seminar on the constitution and the judiciary, followed by workshops on Supreme Court decisions under the new constitution.
Seminar on Human Rights Organizations in Asia and the Pacific	TAF supported FOPHUR for participation in an International Seminar on Human Rights Organizations in Asia and the Pacific. FOPHUR's General Secretary, Mr. Prakash Kaffle, attended the conference held in Taipei.
Human Rights Study Tour	A Freedom House/USIA Human Rights Study Tour for South Asia in 1994 will sponsor two Nepali human rights activists and one participant from a Bhutanese refugee camp.
Establishment of a Central Law Library	Support to establish a central law library accessible to members of the legal profession and the general public.

Installation of Fax Machines	To link the Supreme and Appellate Courts, TAF arranged for installation of 12 fax machines procured by USAID, and for training of court personnel in their use and maintenance. The machines were formally acknowledged in a ceremony in February 1993.
Strengthening the Judicial Services Training Center (JSTC)	Earlier human rights funding is being supplemented by a three-year DPI grant to strengthen the capacity of the JSTC, thereby upgrading the professional skills of judges, government attorneys and other judicial officers. Under this project, an American Judicial Expert has consulted with the Ministry of Law, Justice and Parliamentary Affairs (MOLJPA) on long-term plans for the JSTC. Another Consultancy has focused on training programs for judges. One JSTC Section Officer is now doing an internship in the U.S. and another will commence a U.S. internship shortly. Three Members of the JSTC and MOLJPA took part in an observation tour of various Asian countries. Funds have also been used to upgrade the library and training resources and for publication of material.
Training Project	<p>Potential DPI training activities include training for private sector individuals in the field of entrepreneurial business skills, marketing, new financial instruments, regulatory reform, eco-tourism, etc.</p> <p>As of July 20, 1993, a total of 62 HMG, Parliament Secretariat, NGOs, and other private sector individuals have been sent abroad (India, Pakistan, U.S., the Philippines, Malaysia, Bangkok, Bulgaria, Albania, Germany, and Denmark) for various training programs organized directly by USAID and by USIS. The participants included Members of Parliament and the National Council, Municipality Mayors, University Vice-Chancellor and academicians, Election Commission officials, government officials, NGO representatives, journalists, etc. All 62 participants have returned to Nepal after completing their training program. In addition, a number of in-country training programs were carried out by local NGOs, and these training programs were attended by approximately 350 participants. Additionally, the services of Prof. Laird Anderson were secured to assist in political parliamentary reporting for Nepalese journalists.</p>
Assistance to DPI Team Members	USAID/Nepal made available the services of two Nepalese professionals, a lawyer and a political scientist, to join four expatriate members of the Nepal Democratic Program Strategy Development team to conduct studies of local politics and electoral processes in Nepal. The two Nepalese professionals produced a report entitled, "The Nepal Democracy Strategy" which will assist USAID/Nepal work in the sector for the next three or four years.
Assistance to the Children of Families Affected by the Democracy Movement	During the movement to restore democracy, a significant number of demonstrators and activists were killed, leaving several dozen children orphaned. In response to a proposal by the Nepal Women's Association (NWA) to provide assistance to those children who have lost their parents or have become homeless during the movement, USAID/Nepal provided grant assistance to the orphaned children of affected families in Kathmandu, Lalitpur, Bhaktapur, Kaski, Chitawan, and Dhanusha districts. The project purpose was to support infants and babies (up to five years age) needing nutritional assistance, school-going children (5-18 years) needing financial

assistance, and working children (15-21 years) needing skill improvement to achieve gainful employment. This project helped 49 children from six districts.

**Procurement of Equipment
for Parliament and
Supreme Court**

Procurement consisted of computer equipment for the Parliament Library and Training Unit, and audio-visual equipment for the Members' study room. In addition, twelve fax machines were procured to link the Supreme Court and all Appellate Courts in Nepal.

Conflict Resolution

USIS Project for five South Asia countries to send government, academic or NGO representatives to the U.S. to study methods of conflict resolution and negotiation, both on international and domestic themes. The second phase of this project will reunite participants in Nepal for follow-up workshops on local issues. This is not an IVP.