

EVALUATION REPORT

**AID HUMAN RIGHTS PROGRAMS
IN THE ASIA NEAR EAST BUREAU OF
THE AGENCY FOR INTERNATIONAL DEVELOPMENT**

**IQC Contract PDC No. 0085-I-00-6098-00
Work Order No. 13**

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EXECUTIVE SUMMARY

- A. Program Evaluation. This evaluation covers a cross-section of AID/ANE Human Rights activities in Nepal, the Philippines, Thailand, Indonesia, Morocco, Egypt and Jordan. Most of the ongoing projects and the majority of completed projects since the program's inception in FY 1979 were reviewed. Total obligation for ANE Human Rights activities to date is \$5.6 million. The funding level was \$800,000 for FY 1987.
- B. Purpose of the Activities Involved. Funded by grants mainly to The Asia Foundation for countries in Asia, and to AMIDEAST for the Near East countries, this program implements Section 116(e) of the Foreign Assistance Act (the FAA). AID's Policy Determination No. 12 of 1984 (PD-12) contains implementing guidelines.
- C. Purpose of the Evaluation and Methodology. The Statement of Work asks for an evaluation of project and program effectiveness and program management, particularly in terms of PD-12 guidance. Recommendations were to be made accordingly.

There have been no prior formal AID evaluations of any part of the program, although The Asia Foundation (TAF) evaluates each project in the program annually and evaluated its total program in 1983; and America-Mideast Education and Training Services, Inc. (AMIDEAST) activities have never been evaluated.

The evaluation teams were briefed by AID, TAF and AMIDEAST staff in Washington. Overseas, the PVOs and USAIDs made available project documentation. At the end of each country visit, a debriefing session was held with the USAID Director or Deputy and a memorandum of preliminary findings delivered. Final agency comments were received on January 4, 1988, and the final version of the report delivered to AID/ANE on January 8.

D. Project Effectiveness

Findings. Of the 26 activities reviewed, 19 have successfully achieved their project purposes and the remaining seven have partially or mostly achieved their objectives. Most project activities were well designed, met or exceeded their intended outputs and, in most cases, inputs were adequately delivered by AID or the grantee.

In Asia, Nepal is the only country where USAID directly manages a human rights project. Project activities are well managed and are on schedule, except for the delayed procurement of an off-set press for the Ministry of Law and Justice. The Nepal Womens Legal Services subproject, co-funded with the Ford Foundation, has exceeded expected outputs; legal assistance and a legal literacy campaign has positively affected thousands of poor Nepalese women.

In the other three Asian countries TAF has successfully managed projects that include small research activities, support for seminars and conferences, institutional support for human rights organizations, human rights training materials, legal literacy and legal assistance. The only exceptions are in research and human rights training areas in Indonesia where internal problems

among local institutions prevented development of hoped-for research and training centers. TAF staffs in each country are small but well-versed in local languages and culture, and knowledgeable of human rights activities.

In the Near East, most project activities implemented by AMIDEAST are oriented towards institutional support (training law faculties and the judiciary, study tours, books, seminars and conferences, research support and technical assistance by American experts). Training law faculty at the International Institute of Human Rights in Strasbourg was the most effective component of this project and participants (especially in Morocco) generated several follow-on human rights activities. A series of seminars on Humanitarian Law and Human Rights sponsored by The Red Crescent Society in Morocco and conferences on Women, Leadership and Democracy, conducted by the Professional and Business Women's Club in Jordan, were well organized and rated by participants as very useful. Other conferences, such as the one at Zagazig University, Egypt, were less successful and its organization and content was poor. Nevertheless, the opportunity to discuss human rights issues was still a positive output of this effort. Books and documents in English are not widely used in Arabic countries. Research projects in the Middle East are rated low, on a par with similar projects in Asia. The evaluation team perceived a need for projects that would assist national legislatures in the countries visited.

Conclusions. It is too early to measure impact in the Near East projects. In Asia, the short-term impact of completed projects is apparent mainly in terms of specific beneficiaries and participants, not in terms of human rights movements or government actions. Project impact is easier to discern in legal assistance projects than in longer-range institutional development projects, such as those aimed at strengthening legal systems. In the long run, the positive impact of individual human rights projects will occur only if there is eventual support of completed projects by local groups properly financed. This is occurring in Asia.

Project design is basic to project success -- the few instances of ineffective projects resulted from over design and underfunding.

Human rights projects generally will not be self-sustainable, but should seek connections with other funding sources.

Recommendations:

- That AMIDEAST develop training opportunities in Arabic and provide simultaneous translation facilities.
- That AID/ANE consider funding activities for legislatures as specified in PD-12.

E. Program Effectiveness

Findings. A cross-sectional analysis of the ANE human rights program shows a collection of separate project activities that conform to one or more of the seven themes contained in PD-12. Based on interviews with AID/W, mission staff, grantee, subgrantee staff and project beneficiaries, these project activities are in fact achieving their objectives.

In terms of immediate impact, projects which provide legal services, either through representation in court or legal advice and counseling, rank first. If judged in terms of persons reached, legal literacy or outreach programs, particularly those which provided human rights and legal information through TV, radio, pamphlets and comic books, are the most effective. Projects that address women's rights were also judged as extremely effective. However, without baseline data and sophisticated sampling techniques, it was not possible to assess the actual impact of projects. As yet, there is no evidence of human rights program effectiveness at the national level. By themselves the projects are too small to have national impact and there is insufficient networking among the projects to make a country program truly national.

Conclusions. It is important to recognize the inherent difficulties in assessing the impact of the AID human rights program in Asia and the Near East. These limitations result mainly from: 1) unclear definition of progress indicators; and 2) lack of baseline data. As the program matures it would be advisable to develop impact indicators at the project level. Collection of baseline data, however, may not be justified for projects that are modest in terms of funding, beneficiaries, outreach, etc. Impact measurement for projects that strengthen legal systems may not be possible for a generation but observable changes in the quality of justice and court decisions may occur sooner.

Over the past nine years the program has established its bona fides in most countries where it has been active, and the evaluators consider the program ready for careful expansion and upgrading. Like many AID programs, human rights efforts cannot produce significant results in the short run. Unlike many AID successes, success in the human rights field may be difficult to measure with precision, but this should not discourage efforts to expand the program.

Recommendations:

- That the ANE Bureau expand its human rights efforts where warranted by individual country situations.
- That ANE consider support for longer-term projects and more cohesive activities within individual countries.
- That ANE give priority in the following order to projects that:
 1. Support access to justice and human rights organizations.
 2. Strengthen legal systems.
 3. Encourage discussions and awareness of human rights.
 4. Encourage research in conjunction with American universities.

F. Program Management

Findings and Conclusions. Up to 1985 the human rights program was administered according to procedures developed independently by the former Asia and Near East Bureaus. After the two bureaus merged, 116(e) funds were obligated through a Private Voluntary Organization (PVO) Regional Project (398-0251). This method of obligation constituted an interim process to be followed until

a common set of procedures could be developed for the new ANE Bureau. There is a need to develop guidelines regarding obligation of funds, life of project, funding, selection and approval of proposals, communication between AID/W/USAIDs and grantees, and monitoring and evaluation.

Mission management has been characterized historically and across countries by minor involvement. Nepal is the only exception. Program planning, design and implementation has been carried out mainly by intermediary grantees. This management approach makes sense given the magnitude of the program and the ever decreasing mission staffs.

TAF administers most of the human rights activities in Asia. TAF management, in the countries visited, was professional, required a minimum of oversight, exercised close monitoring and provided USAIDs with periodic reports and end of project evaluations.

AMIDEAST administration of human rights activities in the Near East requires some adjustments to respond to the evolution of its program. The overcentralized management structure of AMIDEAST was appropriate for starting up the program, but as different country activities are developing AMIDEAST/Washington would benefit from AMIDEAST field views and experience. A reporting system which includes field inputs and provides program indicators to AID/W is also needed.

Notwithstanding these technical conclusions regarding its management style, AMIDEAST deserves great credit for successfully initiating and managing human rights programs in countries in the politically unsettled Near East.

The evaluation team found that in the Philippines indigenous PVOs are active and proficient in human rights areas and might participate directly with AID as intermediary organizations.

Recommendations:

- That ANE design a separate bureau project for human rights and renew efforts to put the project on a three-year funding basis.
- That ANE in annual guidelines to Missions continue to allow flexibility in the application of PD-12 themes.
- That ANE clarify USAID's monitoring role and lines of communications between grantees, USAIDs and AID/W.
- That AMIDEAST revise its program management structure to allow more involvement of field staff in project design and implementation.
- That AID/ANE and AMIDEAST improve the management information system for the LET project.
- That AID/ANE discuss with AMIDEAST the possible provision of supplemental financial information.
- That AID explore the use of indigenous Filipino PVOs as another program management option.

G. Lessons Learned. The most important lessons learned are:

- Projects strengthening legal systems directly affect the durability and independence of the systems created for the enforcement of human rights.
- The long-range effectiveness of several unconnected human rights projects is dubious; projects should be designed to be mutually supporting and inter-dependent, leading to a true integrated effect.
- Section 116(e) programs, small as they are, afford USAID Directors the opportunity to include human rights issues in the policy dialogue through the country team.
- Program designers and implementers should remain sensitive to the oral and written language requirements of participants in human rights projects.
- Human rights changes in the various countries are more likely to result from political events, but the possibility of longer-run influence by AID's human rights efforts should not be discounted, even though national sensitivities will prevent AID from funding human rights projects that address the totality of problems revealed in the Department of State Human Rights Reports.

INTRODUCTION

A. The Evaluation

This evaluation of human rights projects and programs financed by the Asia and Near East Bureau (ANE) of the Agency for International Development (AID) under the authority of Section 116(e) of the Foreign Assistance Act of 1961, as amended (the FAA), was carried out during September-November 1987 by Development Associates, Inc., under Contract No. PDC-0085-I-00-6098-00, Work Order No. 13.

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

- to determine the effects, to date, of HR projects implemented in the ANE Region;
- to assess the level of accomplishment of project objectives and to identify the factors that strengthen or inhibit the accomplishment of these objectives;
- to identify successful strategies and mechanisms within specific projects;
- to identify problem areas in specific types of project intervention;
- to identify specific lessons learned at the program and project levels that can be useful in future programming; and
- to advise project management on most efficient alternatives to administer the program.

Divided into two groups, the evaluation team examined programs (1) in Morocco, Egypt and Jordan and (2) in Nepal, Thailand, the Philippines and Indonesia. Some 26 project activities were evaluated, either by a review of program documentation and site visit or by documentation review only.

B. Background

The promotion of human rights has long been a principal objective of foreign policy and an inherent goal of the U.S. foreign assistance program. Since the establishment of AID there have been essentially three trends related to the human rights area. These trends were concretized in AID legislation and AID policy directives: (a) Title IX of the FAA, enacted in 1966, stressed support of democratic initiatives, popular participation in government, strengthening legislative capacity and local governments and civic education; (b) Basic Human Needs Approach, enacted in 1973, which focused on AID assistance to the poor majority and fostered the principle of growth with equity in development programs; and (c) a resurgence of democratic institution building in 1982 under the Reagan Administration which moved emphasis from former President Carter's encouragement of the enhancement of individual human rights to strengthening democratic institutions as the best guarantor of individual human rights.

Under the Carter Administration, Section 116(e) of the FAA was added in 1978. It authorized "and encouraged" the President to spend not less than \$750,000 "for studies to identify, and for openly carrying out, programs and activities which will encourage or promote increased adherence to civil and political rights, as set forth in the Universal Declaration of Human Rights, in countries eligible for assistance under this chapter." The annual worldwide funding level has been increased to \$3 million. This paragraph appears in the same section of the FAA that requires the Department of State to prepare annual Human Rights reports for the Congress.

In 1984, under the Reagan Administration, AID issued its implementing Policy Directive No. 12 (PD 12) which gives guidance on the specific types of activities AID should encourage under Section 116(e). They are:

- research and discussion of civil and political rights;
- increased awareness of civil and political rights;
- adherence to the rule of law through a legal framework conducive to civil and political rights;
- promotion of free and democratic electoral systems;
- development of democratic principles and institutions that promote human rights;
- development of human rights organizations; and
- increased access of women and ethnic groups to the judicial system and to the political processes.

Section 116(e) human rights activities began in 1978 within AID's former Asia Bureau and in 1983 in the former Near East Bureau. Through FY 1986, \$5.6 million has been obligated, \$4.5 million in the Asia sub-region and the rest in the Near East sub-region. The program is administered from AID/W and funds are obligated through the regional program or directly allocated to AID field missions. In Asia, HR projects have been implemented mainly by The Asia Foundation (TAF) through a series of grant agreements. America-Mideast Education and Training Services, Inc. (AMIDEAST) has most of the program direction responsibility in the Near East sub-region under a cooperative grant agreement with AID/W (LET - Legal Education and Training Project). Nepal was the only country visited where USAID has direct project funding and managerial responsibility.

C. Methodology

As noted, the evaluation team was divided into two groups:

Team Leader: Gordon B. Ramsey, retired AID Mission Director, Development Associates

Near East: Abdo I. Baaklini, PhD, Director, International Development Program, State University of New York at Albany

Edna A. Boorady, retired AID Mission Director and attorney,
Development Associates

Travis Horel, AID Coordinator for Human Rights and Democratic
Initiatives, AID/W-PPC

Far East: Mr. Ramsey

Anamaria Viveros-Long, Social Science Analyst, AID Bureau for
Asia and Near East and Project Officer for ANE Human Rights
Projects

Eliodoro G. Robles, PhD, research and education specialist,
Development Associates

Stanley J. Siegel, retired AID Mission Director and attorney,
Development Associates

Development Associates prepared a two-day pre-departure session for the team. Mr. Malcolm Young of the Development Associates staff led discussions on methodology for evaluating projects and programs. Representatives of The Asia Foundation and AMIDEAST briefed the team on the programs and projects for which they were responsible. The sessions gave the team members an opportunity to agree on a common matrix upon which to record findings and conclusions about individual projects. After the formal sessions, team members were able to review Bureau files as well as AMIDEAST and TAF program documentation. Dr. Robles interviewed TAF officials in San Francisco. There were no briefings by Department of State officials concerned with human rights or human rights reporting, which in retrospect would have been valuable.

Neither group prepared or used written questionnaires for use in the field. The variety of projects, both in number and purpose, precluded development of common questionnaires. Secondly, the Statement of Work contains an ample number of specific questions to be answered about the projects and programs, which in themselves provided a general guideline for field interviews. Based on the teams' experience, this allowed for greater flexibility. The projects selected for review in the scope of work represent different types of activities implemented throughout the history of the program. Only projects that supported the development of democratic electorate systems were excluded from this evaluation.

A project matrix form was developed for recording data and information. It proved its value by requiring team members to record facts, findings and conclusions about each project or subactivity as the work progressed. This not only provided a basis for the memorandum of preliminary findings left with each Mission, but also served as an orderly way to recover information for the final report.

While cables had been sent ahead to each USAID in the Asia sub-region announcing the purpose of the evaluation and requesting documentation and logistic support, responses varied. In Nepal, for example, where the USAID was the project manager, the Mission made all the appointments and handled all administrative matters. But in Thailand, the Philippines and Indonesia, where

The Asia Foundation was the manager, USAID involvement was more limited. Some left scheduling primarily up to TAF while others worked closely with TAF in arranging trips and appointments. The USAID involvement was relative to the degree of direct responsibility it had for monitoring HR projects.

Only in Nepal did the Asia team meet with any ranking government officials. In the other three Asian countries, interviews were held with TAF officials, USAID officers, Embassy human rights officers, staff of local implementing organizations and some beneficiaries. Because many of the projects in the Asian countries had been completed in 1980 or 1981, it was difficult in all cases to find direct beneficiaries. TAF documentation in the form of grant agreements, implementation reports and evaluations were particularly helpful, especially as USAID documents tended to be less detailed and few staff had had direct contact with the projects (except in Nepal). The team found TAF project evaluations candid, objectively written and containing forthright recommendations. This was particularly so for the TAF in-house evaluation of a major portion of its HR program, dated November 18, 1983.*

Because of the number of projects, not all could be visited, particularly in outlying areas, but some projects were visited in each country, usually accompanied by TAF personnel.

At the conclusion of each country visit, the team briefed the Mission Director or Deputy on its preliminary findings and left a memorandum of the visit. Only in Indonesia did the team brief the Ambassador.

In the Near East, most of the initial arrangements and scheduling were made by AMIDEAST in Washington. The local AMIDEAST representative and the USAIDs assisted the review team in making changes in scheduling after arrival in country.

In Morocco, Egypt and Jordan, interviews with the AMIDEAST field representatives sought to assess their understanding of the objects and goals of the regional LET program, the extent to which the projects fit within the overall profile of AMIDEAST in country, their role in formulating and implementing LET activities, and the relationships with USAID officials in the field and with the AMIDEAST LET coordinator in Washington.

In Egypt, the team also interviewed the Ford Foundation representative and was briefed on the Foundation's human rights activities in Egypt and other Middle East countries. Discussions included information regarding the degree of cooperation and sharing of information between the Foundation and AMIDEAST LET-sponsored activities and the Foundation's projected activities and strategy in the human rights area.

Finally, the team interviewed in each Near East country a number of individuals who had either participated in programs sponsored by LET or who had cooperated

*TAF in-house evaluation of Grant AID/Asia-G-1420 "Expanded Program for Furthering Human Rights in Asian Countries."

with AMIDEAST in the context of the regional LET project. In selecting those to be interviewed, a conscious attempt was made to ensure that the sample represented the various LET activities and cooperating institutions. Several government officials were interviewed in Egypt and Jordan.

Those interviewed who participated in LET-sponsored activities were asked to evaluate their experience as related to human rights concerns and to suggest ways in which the program could be improved. They were also asked to provide measurable indicators, if possible, on the human rights impact of those activities on their work and the institutions to which they belonged.

Given the time constraints under which the team could work in the field, most of the interviews took place at the offices of the AMIDEAST field representative. It was also deemed advisable within the cultural context of the countries visited, to avoid raising unnecessary political sensitivities. Nevertheless, ten cooperative organizations were visited to evaluate institutional capabilities and performance.

D. The Report

The report is divided into two sub-regional parts with three chapters each, Project Effectiveness, Program Effectiveness, Program Management, and a third part, Lessons Learned. There are seven annexes, containing the list of persons interviewed, bibliography, statement of work, country human rights context statements, a list of projects and subactivities with funding, individual on-going project analyses, and a basic program identification data sheet. The Executive Summary precedes this introduction.

The team views Chapter II in each Part, Program Effectiveness, as the most meaningful analytical chapter. Given the number of projects and subactivities (many of which are projects in themselves), a mere detailing of the team's findings about each does not provide a program perspective. In planning the report, the team first concluded that it would use the seven themes set out in PD 12, but found those to be too diffuse to provide a framework for analysis.

Those seven themes were reduced to three: Strengthening Existing Legal Systems, Increasing Access to Justice and Support of Human Rights Organizations, and Promoting Discussion and Awareness of Civil and Political Rights. All the projects examined have been classified under one or more of the above themes and the analysis of program effectiveness has been done accordingly.

E. Acknowledgements

Because so many persons in the seven countries assisted the team in this endeavor, it is impossible to single out individuals for special mention. The team can only extend its thanks and appreciation to the USAID staffs, the representatives and staff of TAF and AMIDEAST and to the vast number of project implementers, participants and beneficiaries for sharing their insights and experiences. The only tangible acknowledgement the team can make is to list the names of persons contacted in the Annex.

PART I - ASIA

CHAPTER I

PROJECT EFFECTIVENESS

Introduction

In this chapter the team summarizes the results of its documentation reviews and fieldwork interview findings in relation to the set of questions posed in Article III, C. of the contract Statement of Work. The overall conclusion is that there was a high degree of effectiveness of the human rights program at the project level. The project designs were, with few exceptions, realistic in relation to the modest amounts of money made available. Targets for project accomplishments were commensurate with the available resources and project objectives were achieved in the vast majority of the cases.

Although the Section 116(e) projects do not directly address some major human rights problems such as those focused on by Amnesty International and infringement of specific individual rights reported in annual State Department Human Rights reports to Congress, they do address areas of concern spelled out in AID's PD-12 in specific situations and for specific groups. Section 116 (e) activities were chosen for funding as valid efforts to address human rights issues commensurate with the human rights context and host government sensitivities in each country at the time.

The results of the project analysis are presented in tabular form (Table I-A); narrative comments flow from that tabular presentation. Table I-A lists the projects selected for review as the fieldwork proceeded. The selected project list does not include all Section 116(e) projects in Asia, but does represent a major sampling of the types of projects financed by AID. The Statement of Work questions are listed horizontally across the top of the table, and the list of projects are numbered consecutively to allow for reference in the narrative comments.

TABLE I-A
SCOPE OF WORK EVALUATION QUESTIONS ON PROJECT EFFECTIVENESS

COUNTRY, PROJECT (START/END DATES)	EVALUATION QUESTIONS															
	Addresses Real HR Problems (by design)	Other Problems That Could Have Been Addressed	Achieving Objective (stated purposes)	Inputs on Time	Outputs as Expected	Planned vs. Actual Costs	Cost Effective (Re accomplishments)	Cost per Beneficiary	MIS Effective	Intended Effects (Beneficiaries)	Unintended Effects	Institutional Impact	Sustainability (Prospects)	HR Changes in Project Area	HR Changes Because of Project	HR Changes Because of Other Factors
NEPAL																
1. Supreme Court of Nepal (SCN) (1983-1988)	Yes*/	*/	Yes	Yes	Yes	*/	Yes	*/	Yes	N.O.	None	Positive	High	*/	*/	*/
2. Ministry of Law and Justice (MLJ) (1983-1988)	Yes*/	*/	Yes	Yes/no*	Yes	*/	Yes	*/	Yes	N.O.	None	Positive	High	*/	*/	*/
3. Women's Legal Services Project (1985-1988)	Yes	*/	Yes	Yes	Exceeded	*/	Yes	*/	Yes	Positive	None	Positive	High	Yes	Yes	None
THAILAND																
4. Awareness and Women's Leadership Role in Southern Thailand (1986-1987)	Yes	*/	Yes	Yes	Yes	*/	Yes	*/	Yes	Positive	*/	Positive	Med.	Yes	Yes	None
5. Rural Legal Literacy Program (1984-1985)	Yes	*/	Yes	Yes	Yes	*/	Yes	*	Yes	Positive	*/	Positive	Low	Yes	Yes	None
6. Seminar on Legal Aid Services (1980)	Yes	*/	Mostly	Yes	Yes/No*	*/	Yes	*/	Yes	N.O.	None	NA	NA	No	No	None
7. Social Research Institute (UCL) (1980-1981)	Yes	*/	Yes	Yes	Yes	*/	Yes	*/	Yes	N.O.	None	Positive	High	Yes	Yes	None
8. Legal Aid and Legal Literacy - Thai Women Lawyer's Association (1980-1981)	Yes	*/	Yes	Yes/No*	Yes	*/	Yes	*/	Yes	N.O.	None	Positive	High	Yes	Yes*	None

* / See Narrative discussion of this question.

Notes: (a) For detailed analyses of individual ongoing projects, see Annex F.

(b) Detailed analyses of completed projects are available in the ANE/TR/HR project officer's files. Their inclusion in this report would have made this report too voluminous to handle.

N.O. = not observed.

TABLE I-A (page 2)

COUNTRY, PROJECT (START/END DATES)	Addresses Real HR Problems (by design) Other HR Problems That Could Have Been Addressed Achieving Objective (stated purposes) Inputs on Time Outputs as Expected Planned vs. Actual Costs Cost Effective (Re accomplishments) Cost per Beneficiary MIS Effective Intended Effects (Beneficiaries) Unintended Effects Institutional Effects Sustainability (Prospects) HR Changes In Project Area HR Changes Because of Project HR Changes Because of Other Factors																
	Yes	*/	Yes/No*/	Yes	Yes/No*/	*/	Yes	*/	Yes	*/	Yes	*/	Yes	*/	Yes	*/	Yes
PHILIPPINES																	
9. Legal Aid and Human Rights Institute in Mindanoo (Lahrim) (1983-1988)	Yes	*/	Yes/No*/	Yes	Yes/No*/	*/	Yes	*/	Yes	Positive	None	Positive	High	Yes	Yes	None	
10. Regional Law Libraries (1983-1986)	Yes*/	*/	Yes	Yes	Yes	*/	Yes	*/	Yes	N.O.	None	Positive	High	*/	*/	None	
11. Legal Education and Information (WILOCI) (1983-1986)	Yes	See*/	Yes	Yes	Yes	See*/	Yes	*/	Yes	N.O.	None	Positive	Low	Yes	Yes	None	
12. Popularizing the Law (POPLAW) (1983-1986)	Yes	See*/	Yes	Yes	Yes	See*/	Yes	See*/	No*/	Positive	None	Positive	Med.	Yes	Yes	None	
13. Community Cooperation for Social Justice (Free LAVA) (1983-1986)	Yes	See*/	Yes	Yes	Ex-ceed-ed	See*/	Yes	See*/	Yes	Positive	None	Positive	High	Yes	Yes	None	
14. Land Tenure for Cultural Minorities (PAFID) (1983-1986)	Yes	See*/	Yes	Yes	Yes	See*/	Yes	See*/	Yes but slow	N.O.	None	Positive	High	Yes	Yes	None	
15. Women and the Law Seminar (1980)	Yes	See*/	Yes	Yes	Yes	See*/	Yes	See*/	Yes	N.O.	Yes*/	NA	NA	Yes	Yes	None	
16. U.P. Seminar on Clinical Approach to Legal Education (1980)	Yes	See*/	Yes	Yes	Yes	See*/	Yes	See*/	Yes	N.O.	None	Positive	NA	NA	NA	NA	

*/See Narrative discussion of this question.

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TABLE I-A (page 3)

COUNTRY, PROJECT (START/END DATES)	Addresses Real HR Problems (by design) Other HR Problems That Could Have Been Addressed Achieving Objective (stated purpose) Inputs on Time Outputs as Expected Planned vs. Actual Costs Cost Effective (Re accomplishments) Cost per Beneficiary MIS Effective Intended Effects (Beneficiaries) Unintended Effects Institutional Impact Sustainability (Prospects) HR Changes in Project Area HR Changes Because of Project HR Changes Because of Other Factors															
<u>INDONESIA</u>																
17. Indonesian Legal Services (1979-1981)	Yes	See*/	Yes/No*/	Yes	Yes No*/	See*/	Partial	See*/	Yes	N.O.	None	Some	Med.	Yes*/	Yes*/	*/
18. Indonesian Legal Infrastructure (1982-1984)	Yes*/	See*/	Yes/No*/	No*/	Yes/No*/	See*/	Partial	See*/	Yes	N.O.	None	Some	Low	Yes*/	Yes*/	*/
<u>REGIONAL</u>																
19. Asia-Pacific Mediation and Conciliation Conference (APOM) (1986-1988)	Yes*/	See*/	Yes	Yes	Yes	See*/	Yes	See*/	Yes	Positive	Yes*/	Positive	Med.*/	NA	NA	None

*/See Narrative discussion of this question.

Comments on Statement of Work Questions

Does the Project Address Real Human Rights Problems?

The team decided in its orientation and team-building sessions prior to initiating the field work that "real human rights problems" would be interpreted as those problems described in the seven themes of AID Policy Directive-12.

We found that all 19 of the Asia projects do address one or more of the themes specified in AID PD-12, albeit in five projects (Nos. 1,2,10,18,19) there are large components wherein the relationship to immediate human rights issues is indirect. These projects or project components are basically for the purpose of developing networks for cooperation and promoting alternative dispute resolution methods (No. 19), and documentary infrastructure (compilation, printing and distribution of laws, regulations and other legal materials including pertinent research). This documentary infrastructure is necessary for citizens and law practitioners in the countries reviewed (1) to acquire a knowledge of what legal provisions exist dealing with human rights, and (2) to understand through the results of specific studies how legal provisions have been applied, what changes in laws should be made and what new laws or regulations need to be promulgated to implement, expand or revise current provisions. The effects of these activities on the human rights situation are long-term, to be realized when the documentation infrastructure produced supports changes in laws and regulations and/or legal services for individuals.

The remaining 14 projects on the list address themselves to more immediate human rights concerns, i.e., providing legal services, providing legal literacy training and assistance in legal education, and promoting awareness and discussion of human rights issues.

A good example of the type of projects addressing these more immediate problems is the Women's Legal Services Project (WLSP) in Nepal (No. 3), funded jointly by the Ford Foundation and USAID. The targeted beneficiaries of this project are poor and indigent women. Ford funding provides legal counsel and services to these women; USAID supports widespread legal literacy training through workshops and specially developed picture illustrations of women's legal rights. The project has established, besides its headquarters center in Kathmandu, three regional centers with staff to continue legal literacy training, counseling and representation for the beneficiaries outside the capital. Over 2,500 women have been counseled, close to 1,500 women have been assisted in filing suits in the courts and petitions to the Royal Palace, and approximately 1,300 women have participated in legal literacy workshops. About 70% of court cases have been concluded in favor of WLSP-assisted women. This project is a good example of donor collaboration.

Projects in Thailand (Legal Aid and Legal Literacy - No. 8), the Philippines (Legal Aid and Human Rights Institute in Mindanao - No. 9), and Indonesia (Indonesian Legal Services - No. 17) also have emphasized the more immediate human rights problems.

Could Other Human Rights Problems Have Been Addressed with Available Resources?

The answer to this question when applied to each project must be that there were other possible human rights problems that could have been addressed. However, the selection of projects was made in the context of limited funds, the host government attitude toward human rights activities at the time and its sensitivity to the

subject, and existing human rights groups whom AID and/or TAF could support. The team finds the selection of projects appropriate to the context and, given the relatively small amounts of available funds, possibly the only types of projects that could have been implemented.

Is the Project Achieving Its Objectives?

This question is interpreted to mean: Did the project achieve or is it achieving the stated objectives or purposes in the grant agreements? Using this interpretation of the question, we found almost all of the projects did achieve their stated purposes. There were no projects that failed to achieve the majority of their stated purposes, including the two cited below. Those projects that fell short in achieving some of their purposes were in Indonesia and the Philippines. The Legal Aid and Human Rights Institute in Mindanao (LAHRIM) project (No. 9) had as one of its purposes to do research on specific human rights issues and disseminate the results. Such research has not been done.

The Indonesia Legal Aid Services and Legal Infrastructure projects (Nos. 17 and 18), really one project in two phases with numerous sub-activities, all with stated purposes, fell short of successfully achieving two specific objectives: (1) establish two national research centers and four training centers to study specific human rights problems and improve legal education on human rights; (2) prepare and distribute to 27 provinces copies of 5,000 microfiche prints of 60,000 national laws and regulations. The training centers were never established because of a lack of cooperation between an umbrella coordinating institution set up in Jakarta, the Indonesian Legal Aid Assistance Program (PPBHI), and many outlying universities; a lingering resentment toward PPBHI from some provincial universities who did not wish to turn to the University of Indonesia (PPBHI) for assistance, and the amount of funds necessary to establish these centers was not sufficient.

The number of microfiche prints was reduced to 1,300 from 5,000 because of insufficient funding, and distribution of these prints needed to await the preparation of an index (without which the collections could not be used effectively). These 1,300 prints had not been distributed at the time of this review, September/October 1987, three years after the targeted date for distribution of 1984. The microfiche readers, however, have been distributed to all provinces except for East Timor and Kalimantan.

The lack of achievement of these few specific objectives was rare in the whole program, clearly the exception, not the rule.

Were Inputs Delivered in a Timely and Efficient Manner?

Overall, as Table I-A shows, funding and other inputs were provided to TAF and from TAF to the implementing organization on a timely basis. There were three projects whose performance was significantly affected by untimely delivery of inputs (Nos. 2, 8 and 18).

The Nepal Ministry of Law and Justice project (No. 2) experienced considerable delay in procurement of a printing press to allow it to continue printing specific laws and regulations for which there is more demand than available copies (e.g., the constitution), and to print revisions to regulations and laws as these are promulgated.

AID's approval of the Legal Aid and Legal Literacy project (No. 8) was long delayed. TAF, from other funding sources, met the first year costs. Once AID approved the grant to fund this project, inputs were made on a timely basis.

With regard to the project in Indonesia (No. 18), AID/W's reassessment in 1981-82 of its policy on human rights and the types of projects it should support coupled with a change in GOI policy which resulted in withdrawal of financial support to activities where GOI officials (university law faculties) were giving legal assistance to individual claimants against the government, resulted in a serious blow to the project. The immediate results were: (1) a one-year hiatus in AID funding of a second phase to the human rights activities initiated in 1979; and (2) a much more closed environment and suspicious atmosphere created by the GOI policy change. During that funding hiatus, the projects might have been dropped altogether if TAF had not provided funds to cover minimum operations of the projects to keep them alive. According to TAF, project momentum was lost and their effectiveness and impact diminished immediately and in later years.

Again, the team found that these three instances were the exception, not the rule during implementation of the projects. As Table I-A shows, all 16 of the remaining projects on the review list received inputs on a timely basis.

Were Outputs Produced as Expected?

Expected outputs were generally accomplished. Most projects were small and projected outputs realistically. The success rate on accomplishing expected outputs was very high. In the Indonesia case, some elements in the project design (establishment of research and training centers) were overly optimistic both in terms of expected outputs and funding availabilities. These unrealistic plans were further complicated by changes in U.S. and GOI policy in the 1981-82 period discussed above under the question dealing with achieving objectives. The Indonesia projects, in spite of the problems described above, did produce a remarkable number of significant outputs.

On the other hand, two projects, Community Cooperation for Social Justice (No. 13) in the Philippines and the Women's Legal Services Project (WLSP) (No. 3) in Nepal exceeded their original expectations. The Philippine project, in addition to assisting far more individuals than anticipated, has been effective in influencing reforms in the Cebu jail and affecting changes in the operations of the national government Pardon Board. A member of the Pardon Board now reviews potential pardon cases in Cebu where many witnesses are readily available rather than using the previous practice of calling prisoners to Manila for a hearing with all the security and logistic arrangements that process entailed.

The WLSP in Nepal reached more women than anticipated for legal literacy training, represented -- successfully -- more women in the courts than expected; the women assisted and trained through the project have become much more active and effective than expected in spreading the knowledge they gained and in counseling and referring other women in their villages to the WLSP centers for assistance.

How do actual project costs compare with planned costs?

Except for Nepal bilateral (government to government) projects, all projects in the Asia human rights program were implemented through grants to TAF to support its programs. TAF proposals requested funds to support planned programs which were by and large carried out within the amounts granted. There were follow-on grants, but these were generally for additional activities, not to cover shortfalls in previous grants.

In the Nepal bilateral projects, additional funds were made available to the original projects to cover additional activities, but not to meet shortfalls in original plans.

Can we assess cost per beneficiary and cost effectiveness?

In the Asia program, where many legal service projects claimed up to 2,000 inquiries, or where legal literacy programs may have reached thousands via radio or television, the team had no way to verify these numbers. At any rate, the cost per beneficiary in those kinds of projects would be miniscule, indeed. An in-depth study to determine cost effectiveness in small projects like these would exceed the cost of most of the projects.

The team was able to assess cost effectiveness only in terms of individual project accomplishments, not by comparison with other possible uses of those funds. We have judged that the accomplishments and outputs of the individual projects were realized within the amounts of funds granted. Indeed, we were impressed by the number of significant accomplishments achieved with such relatively small funding inputs from AID sources. The indigenous implementing organizations contributed significant time, effort and facilities toward these accomplishments, although not all in-kind contributions could be monetized.

Does the project have a monitoring/evaluation system that informs management decisions? If so, does it work effectively?

The TAF-managed projects in Thailand, the Philippines and Indonesia did operational reporting and periodic internal evaluations that were complete, candid and effectively used in guiding implementation of the projects. In Nepal, there were periodic progress reports and a mid-term evaluation of the WLSF.

In the TAF managed projects, the sub-grantees generally provided TAF with sufficient and usually timely progress and financial reports. In two of the projects reviewed, i.e., Popularizing the Law (No. 12) and Land Tenure for Cultural Minorities (No. 14) in the Philippines, the reporting to TAF was consistently late, and in the case of Popularizing the Law (No. 12), incomplete and unsatisfactory. In these two cases, however, TAF was able to follow project progress effectively through monitoring the activities by site visits and discussions with project personnel.

Are there any observable (intended/unintended positive/negative) effects on targeted beneficiaries? Any institutional impacts?

The targeted beneficiaries were taken to mean the ultimate beneficiaries of project efforts, the people whose human rights are affected. As the table shows, we were able to observe the intended effects of seven projects (Nos. 3,4,5,9,12, 13 and 19) on some individual beneficiaries targeted by those projects. We interviewed specific beneficiaries in these seven projects and arrived at the judgment that there were positive effects on these individuals. Some examples of the kinds of intended effects are:

- The Women's Legal Services Project (No. 3) directly assisted and affected the lives of four to five thousand women in Nepal - some in court cases and out-of-court settlements in property, abandonment, child support and other marriage and family-related cases; and a large number through exposure to and basic training in women's legal rights.
- In Thailand, the Awareness and Women's Leadership Role in Southern Thailand project (No. 4) and the Rural Legal Literacy Program (No. 5) had direct, positive effects on the targeted beneficiaries of these activities, i.e., 75 Buddhist and 75 Muslim women; the Muslim village leaders (men) who were exposed to women's legal rights in Thai law received some training on how to counsel other women on their rights when they returned to their home villages. Through the Rural Legal Literacy Program (No. 5), 300 village leaders in one Thai province received training on legal rights in Thailand and this training is assisting them in their counseling, advising and mediating duties back in their villages.
- The Popularizing the Law project in the Philippines (No. 12) produced information and instructional materials (posters, primers, transparencies for overhead projectors, slides, teaching kits and teacher and student guides) for teaching human rights themes in elementary and secondary schools, and 30 introductory training sessions for 2,600 teachers were held using these materials. Those teachers interviewed who participated in the training sessions reported enthusiasm for the training and also that they are using the materials on human rights in their class instruction.

For the remaining 12 projects, we have indicated "N.O." on Table I-A, "not observed," either because the projects were long ago completed and the ultimate beneficiaries were not available for observation (Nos. 6,7,8,11,14,15,16,17), or that the effect on ultimate beneficiaries was not expected from some projects because their main purposes were to develop legal infrastructure to underpin future efforts in the human rights field (Nos. 1,2,10,18).

This latter group of projects, designed to strengthen legal systems, involved the preparation and printing of laws, regulations, supreme court decisions, interpretations of laws and regulations, and the provision of legal books and materials to law libraries. The effect on ultimate beneficiaries of the legal infrastructure provided through these projects is indirect and long-term in nature.

On the other hand, the institutional impact was positive for most projects undertaken, particularly those providing legal infrastructure since the project accomplishments tended to strengthen the capacity of the institutions assisted -- the Supreme Court and Ministry of Law and Justice in Nepal, regional law libraries in the Philippines and the National Documentation Center and Law Faculties in Indonesian Universities.

There were few unintended effects of Section 116(e) funded projects. We observed four projects that produced unintended effects (Nos. 4,5,15 and 19). The Southern Thailand Women's Leadership Role project (No. 4) had the unintended effect of educating the male Muslim village leaders who accompanied the Muslim women and sat through the three weekend workshops on women's rights issues, and who are now using the experience gained and materials produced in the workshops to counsel villagers. Legal literacy materials developed in the Thailand Rural Legal Literacy program (No. 5) have had wide distribution and use by other organizations outside the project. The stimulation of follow-on activities and use of materials developed in Women and the Law seminar in the Philippines (No. 15) went far beyond expected effects of one seminar, particularly the publication of the book, Women and The Law, in 1983.

And though one of the objectives of the first conference financed under No. 19 was to explore the possibility of setting up a clearinghouse for gathering and disseminating information on mediation and conciliation to the conferees, an outgrowth of the conference went far beyond that objective. The Asia Pacific Organization for Mediation (APOM) was established with a Secretariat in Manila. APOM had at the time of our review, 50 individual and 8 institutional members. APOM has prepared and distributed three newsletters to its members and compiled a list of individuals in the Asia region and in the U.S. who are engaged in dispute resolution activities.

What are the prospects for sustainability?

We know of no human rights groups that are financially self-sustaining. By their very nature, human rights organizations are non-profit organizations that depend upon outside material support to function.

Except for the Supreme Court and Ministry of Law and Justice in Nepal, we have applied this question to the projects reviewed in terms of the implementing organization's (1) institutional base (viable in itself or has close ties to a viable organization), (2) dedication, commitment and competence of its leaders and staff, (3) clarity of its human rights objectives and goals, and (4) acceptability to the community and the host government.

When we have found that all or most of the above characteristics fit the implementing agent, we have indicated in our analysis that they have "high" prospects for continuing -- always with the caveat that outside support will always be necessary, as indicated above.

APOM (No. 19) has lost some of its original membership which is a source of financial support through modest amounts of annual dues (\$50 per year). The Ford Foundation has shown new interest in APOM because of its strong interest in supporting the development of alternate legal systems. At any rate, we project that APOM will need constant support from outside sources not only to further develop its capabilities but for its continued existence when current Section 116(e) and Ford Foundation financial support is exhausted.

With respect to the projects involving the Nepal Supreme Court and Ministry of Law and Justice, the institutions will obviously continue, but the criteria used for sustainability were whether there appears to be the possibility that these government organizations will continue to publish future legal documentation after project funding is expended. Regarding project No. 2 in Nepal, the printing press being provided to the Ministry of Law and Justice will be used in the future. The Ministry has provided a building for the press, trained technicians in its use and will support this printing function through its own operational budget.

The Chief Justice of the Nepal Supreme Court believes it is important to the Nepal judicial system to continue to print and make available to the legal community, the lower courts and the public precedent setting decisions of the Nepali Supreme Court.

USAID/Kathmandu believes that both the Ministry of Law and Justice and the Supreme Court of Nepal will continue publishing legal documentation in the future even without further assistance from AID.

Are there changes in the human rights situation in the project area? Can these changes be attributed to the project or to other factors (specify)?

We have answered these questions on Table I-A by considering changes in the human rights situation with reference to the geographic coverage of the project (i.e., beneficiaries targeted by the project) in terms of project purposes, e.g., increased awareness of human rights, increase in legal literacy, improvement in human rights activities of assisted institutions, etc. Generally speaking, there have been no changes that are significant to the country as a whole. But in those projects that targeted groups of individuals for the purpose of increasing their legal literacy and understanding of human rights issues, assisting institutions in improving their capabilities in the human rights area, and providing actual legal aid to specific individuals, there were noticeable changes which, granted, were limited in terms of geographic spread.

As a result of those projects whose purpose was to provide infrastructure for human rights development (such as research, library collections, printing and dissemination of Supreme Court decisions, laws and regulations) changes could only be expected to occur over the long run through use of these materials in courts and through legislative activity. Therefore, the team observed none of these kinds of changes during our review of projects.

The only human rights change in project areas attributable to other than project activities was the change in 1982-83 in the Indonesian government's attitude toward legal aid by government-supported organizations to individual claimants of human rights. When the GOI withdrew any such support from legal aid activities, fewer individuals were able to pursue their human rights grievances because they hadn't the financial means to do so.

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PART I - ASIA

CHAPTER II

PROGRAM EFFECTIVENESS

Introduction

As noted in the Introduction to this report, the team has condensed the seven themes in AID's Policy Determination No. 12, which provides guidance for Section 116(e) human rights programs, into three categories that provide a more useful analytical framework: Strengthening Existing Legal Systems, Increasing Access to Justice and Support of Human Rights Organizations, and Promoting Discussion and Awareness of Civil and Political Rights.

This framework is used to determine the distribution of projects and activities across the three categories, to examine the overall impact of the program on human rights, and to draw therefrom pertinent recommendations.

The Far East human rights program, managed by The Asia Foundation (TAF) except in Nepal, was funded by AID in response to proposals from TAF. Nepal is a USAID-funded and managed program. In its 1983 in-house evaluation, TAF noted that, at AID's request, it submitted to AID in 1978 a proposal for a three-year expanded Human Rights Program. The program consisted of some thirty projects in five Asian countries. While these may indeed constitute a "program" of human rights activities, there are separate projects and sub-activities in each country, some similar or bearing the same title, but each designed for the specific country situation. The common thread is that all the projects were developed on the basis of TAF's long involvement in programs on the law and social justice.

The following table shows the evaluation teams findings with regard to the distribution of project activities in the four countries according to three basic themes derived from PD-12. The table reflects an almost even distribution of project activities among the three themes, with country variations arising from differences in total numbers of project activities, and from differing country human rights situations. Thus, in Nepal and Indonesia, government tolerance for legal services organizations is less than in Thailand and the Phillipines (see Annex D).

TABLE I-B

PROGRAM EMPHASIS BY POLICY
DETERMINATION NO. 12 THEMES

A. Strengthening Existing Legal Systems

Nepal

1. Supreme Court of Nepal (printing of SC decisions)
2. Ministry of Law and Justice (publication of laws and regulations)

The Philippines

1. Regional Law Libraries
2. Seminar on Clinical Approach to Legal Education

Indonesia

1. Legal Documentation Center
2. Institute of Criminology
3. National Training Center for Clinical Legal Education
4. National Training Center for Criminal Procedure
5. Regional Training Centers
6. National Research Centers

B. Increasing Access to Justice and Support of Human Rights Organizations

Nepal

1. Women's Legal Services Project

Thailand

1. Legal Dissemination and Leadership Role Awareness Program for Women in Southern Thailand
2. Rural Legal Literacy Program
3. Social Research Institute (Assistance to the Union of Civil Liberties (UCL))
4. Thai Women Lawyers Association (Legal aid services)

The Philippines

1. Legal Aid and Human Rights Institute in Mindanao (LAHRIM)
2. Legal Education and Information (WILOCI)
3. Popularizing the Law (POPLAW)
4. Community Cooperation for Social Justice (Free LAVA)
5. Land Tenure for Cultural Minorities (PAFID)

Indonesia

1. Institute for Legal Aid
2. Legal Literacy Materials

TABLE I-B (Cont'd)

PROGRAM EMPHASIS BY POLICY
DETERMINATION NO. 12 THEMES

C. Promoting Discussion and Awareness of Civil and Political Rights

Nepal

1. Women's Legal Services Project

Thailand

1. Seminar on Legal Aid Services
2. Legal Dissemination and Leadership Role Awareness Program for Women in Southern Thailand
3. Rural Legal Literacy Program
4. Social Research Institute (UCL)
5. Legal Aid and Legal Literacy (Thai Women Lawyer's Ass'n.)

The Philippines

1. Women and the Law Seminar
2. Legal Aid and Human Rights Institute in Mindanao (LAHRIM)
3. Legal Education and Information (WILOCI)
4. Popularizing the Law (POPLAW)
5. Community Cooperation for Social Justice (Free LAVA)

Indonesia

1. Indonesia Legal Services - Institute for Legal Aid (LBH)
2. Documentation and Information Services (BAHANA, INFORMASI)

A. Strengthening Existing Legal Systems

This theme is a combination of three PD-12 themes, (1) encouraging adherence to the rule of law through a legal framework conducive to civil and political rights, (2) development of democratic principles and institutions that promote human rights, and (3) encouraging research on civil and political rights. The first includes legal systems and the second legislatures and the press. PD-12 notes that a strong legal system should include such essential elements as the rule of law, due process and an educated and independent judiciary. Research is encouraged to expand the philosophical understanding of human rights. As noted in Table I-B above, the project activities consist of books, library equipment, research assistance in specific legal areas, and equipment for printing decisions and laws. To the extent that laws and court decisions are published for use by the legal profession and the public, judges' knowledge will be enhanced, courts strengthened, and citizens' awareness of their legal and human rights will be increased; whether and to what extent they will act on this knowledge is unknown. Measurement of the actual program impact in this area may not be possible for a generation, but observable changes in the quality of justice and court decisions may occur sooner.

Included in this category of projects are those which made research and legal training their principal activity, particularly in Indonesia. As noted in Chapter I, these projects fell somewhat short of intended objectives. In human rights terms, their impact will be longer-term; but they were even less effective because of their orientation toward the establishment of national research and training centers with less emphasis on the quality of research. These were the only projects in the Far East that the team felt were overdesigned and underfunded. They also reflected a lack of pre-design investigation that would have reflected the fact that legal research for its own sake is not a highly developed art in the countries visited and that there is no "publish or perish" syndrome that pushes law faculties to write law review articles, much less books. TAF itself was disappointed as a result of its evaluation of the research projects. Though ranking low in this evaluation, research into human rights subjects can most certainly have an impact - if it is done professionally.

The team notes that there are no projects designed to strengthen legislative bodies which, when they do not originate laws, provide forums for discussing executive proposals and human rights policies.

B. Increasing Access to Justice and Support of Human Rights Organizations

Two themes from PD-12 are combined here -- encouraging the increased access of women and ethnic groups to the judicial system and to political processes and encouraging the support and development of human rights organizations.

Legal assistance projects formed a more significant part of the original grants to TAF than the later ones. AID policy on human rights activities shifted in 1981-82 from legal aid and service activities to institutional strengthening. As a consequence, the team evaluated many projects in this group which had not been funded by AID for some years. But others, such as the one aimed at increasing legal and leadership role awareness of women in southern Thailand, are current or just ending. The impact of this project, of course, will be

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limited to the 150 women who participated in the workshops plus those whom they are able to counsel or advise. Even if continued, the numbers affected will be small in programmatic terms, but this does not lessen the importance of such projects. It does, however, highlight the necessity for AID to examine future program proposals in terms of their eventual country-wide impact, either singly or as part of a mosaic of projects.

Projects in this category have the most immediate but narrowest impact on human rights problems. This became apparent through interviews with those implementing the activities -- lawyers, law students, social workers -- and persons who had been directly assisted or advised by a legal aid organization and those who participated in legal literacy programs. For those assisted, not only were their immediate human rights problems solved or alleviated, some became volunteers with the organization that helped them. For those receiving information about the law and their rights, the effect is less dramatic but no less important -- they form a core of knowledgeable citizens who will be more aware of the necessity for safeguarding those rights.

In Indonesia, where legal assistance activities are carefully scrutinized, there are nevertheless several active groups, many having developed since AID's grant to TAF for the parent coordination group, Indonesian Legal Aid Assistance Program (PPBHI).

Throughout the area, projects involving legal assistance -- and thus access to the legal system -- fulfilled the concomitant PD-12 mandate to encourage the support and development of human rights organizations. The numbers are proliferating in the Philippines and are large in Thailand; the situation is static in Nepal, but the Women's Legal Services Program in that country is a model of strong and committed local leadership.

C. Promoting Discussion and Awareness of Civil and Political Rights

This final theme, according to PD-12 guidance, includes studies, seminars and educational programs on the full range of human rights, and includes dissemination of publications which address the establishment of principles of civil and political rights and the legal and institutional mechanisms through which they are protected and promoted.

This category is one which, on a time-scale chart, would logically come first. When a significant level of awareness of human rights exists within a populace, it should then be ready for more direct participation. An examination of the projects listed in the table under Category C reveals that more direct participation does occur, and to a significant degree. For example, most seminars are listed in this category. They were held as early as 1979-1980, and paved the way for later substantive projects. Even though seminars were often only two or three days in length, and by their nature not sustainable, their value as catalysts in the HR program area was important. An excellent example is the Asian Pacific organization for Mediation (APOM), the only project examined that is truly multi-country. It was the direct outgrowth of an early conference on mediation funded by an AID grant to TAF.

Another example in this category is the POPLAW project in the Philippines that has produced curriculum materials for use in teaching human rights in the school system. Insertion of these materials into the official curriculum in

elementary and secondary schools, if implemented by the Philippine Department of Education, could have a profound impact over time on the students as they grow to adulthood and assume social and political responsibilities.

Legal services projects listed in category C are also listed in B because of simultaneous work by legal assistance organizations in encouraging discussion and awareness of human rights. It is often a concomitant of legal assistance activities in these countries.

A unique aspect of the Far East program is its continued viability after AID financial assistance ceased. Many of the older projects, completed in 1981-1984, are still in existence, funded in part by TAF (Free LAVA in the Philippines), by foreign organizations (UCL in Thailand), or by local sources (LBH in Indonesia, Thai Women Lawyers Association). Others will be funded by the government (in Nepal). Research projects by nature are one-time projects. An exception is the Institute of Criminology at the University of Indonesia, now a functional part of the law school; it received an early grant to produce a casebook on criminal law procedure.

The Statement of Work asks about the program's overall country impact. The short answer is that it is either too early to tell or is not discernible. There are no "before" and "after" statistics reflecting the status of human rights in each country. Nor did any of the programs address in any major way easily counted groups such as political prisoners or women voters. Instead, the projects were oriented toward small groups of largely unrelated people. Except for the radio and TV spots, the beneficiaries numbered in the hundreds or few thousands in countries of 17 million to 177 million inhabitants. Secondly, and at the risk of repetition, the "program" in each country consisted of individual projects of a disparate nature, with different objectives and often scattered geographically. Projects lacked the size and cohesiveness to have a national impact.

Conclusions (based on the questions in the Statement of Work):

- Is the Human Rights Program in the Far East achieving its stated objectives as described in Policy Determination No. 12?

Based on a review of project and program documentation, evaluations by TAF, interviews with persons ranging from USAID staffs to participants and beneficiaries of individual projects, the evaluators conclude firmly that the program in the Far East is achieving PD-12 objectives. With respect to strengthening legal systems, however, there have been no projects designed to upgrade the efficiency of legislative bodies, an omission the team feels could be corrected, despite the sensitivity of such efforts.

- Is there any other available evidence which documents the ways in which the HR Program is achieving its objectives (e.g., enactments of laws that protect civil and political rights, improvements in the administration of justice)?

The evaluators could find no other evidence that the program is achieving its objectives. While there is evidence of a better atmosphere for human rights in the Philippines, that is due to the Aquino presidency, not to

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the program. The passage of a new criminal procedure law in Indonesia in 1981 was initiated in 1979, although one HR project supported the preparation of a casebook on the new law. Similarly, the several projects aimed at strengthening the judicial system in the four countries visited have not yet had a demonstrable impact, a result that may require some years to perceive.

- What have been the major program successes?

If judged in terms of immediate impact, projects which provide legal services, either representation in court or advice and counseling, rank first. If judged in terms of persons reached, legal literacy or outreach programs, particularly those which provided human rights and legal information through TV, radio, pamphlets and comic books, receive the highest marks. But without baseline measures and sophisticated sampling techniques, it is not possible to assess the actual impact of those projects. The POPLAW project in the Philippines, which is introducing the study of human rights into the elementary and high school curricula, seems an ideal situation in which to do research on the effects of such instruction.

The lack of data on the impact of those projects designed to increase awareness and discussion of human rights issues likewise makes definitive conclusions on their effectiveness of limited value, though empirically the conclusion is that for the limited audiences in seminars and workshops the effect was positive. The impact of the Women and the Law Seminar in the Philippines and the regional Conference on Mediation are examples of successful efforts at increasing awareness and discussion of human rights issues.

As noted in Chapter I, projects to establish research and training centers were the least effective.

- What specific features of project design, management or implementation contributed to or inhibited program effectiveness and impact?

The evaluators found that in the vast majority of the projects the TAF proposals and project design were superior, as was the management (see Chapter III) and implementation. The high level of attention to detail and follow-on monitoring were clearly key factors. In those projects which the team found to be less effective, mainly those involving research and training in Indonesia, project design was somewhat overambitious and did not properly take into account the relatively low status legal research and writing occupies in the countries visited. Neither did the designers properly foresee the institutional biases and jealousies that prevented the development of the intended research and training centers. An analysis of the capacity of the universities to organize and sustain research centers and to develop cooperative relations might have shaped the design in such a way as to overcome the problems encountered in implementation.

- Have there been any anticipated or unanticipated effects of the program at the national level?

There is no evidence as yet of the program effect at the national level. The projects are too small in themselves to have a national impact and there

is an insufficient networking between and among the projects -- partly the result of geographical dispersion -- to make the programs truly national. But the existence of the Section 116(e) authorization backed by AID support of the projects undoubtedly has an effect on the governments involved, enhanced when the projects are, as in Nepal, part of the bilateral government-to-government AID program.

- Is there any evidence that human rights activities have been sustained or replicated after AID funding ended?

Many projects were sustained after AID funding ceased, testimony to the viability of the institutions involved and the competence of the participants. Because no human rights projects are going to be financially self-sustaining and few are government-financed, an outside source of revenue is a requisite. Projects connected with universities or bar associations have a better chance of being sustained financially. But some activities have found foreign support. Some projects by their nature are not sustainable -- seminars and workshops -- but they are replicable. Such projects are often precursors to more substantive activities.

- What is the overall impact of human rights activities in each country?

The overall impact of HR activities in each country is negligible, based on the ratio of direct beneficiaries to total population. No one has yet measured the impact of information programs which reach TV and radio audiences, nor of comic books and pamphlets that have been distributed by the thousands. The potential for long-range and long-lasting overall impact is greatest in those activities designed to strengthen legal institutions or make human rights activities part of school curricula.

- Is the program consistent with AID's women in development policies?

Judging by titles alone -- seminar on Women and the Law, Thai Women Lawyer Association, Legal Dissemination and Leadership Role Program for Women in Southern Thailand, Women's Legal Services (Nepal) -- the program is consistent with the agency's women in development policies. But beyond that, the evaluators found women well represented on the staffs of legal services organizations, outreach programs, and in university-sponsored projects. In projects dealing with judicial administration, males predominated but women were by no means excluded. Many of the most vigorous and effective project directors were women - in Nepal, Thailand and the Philippines particularly. In Indonesia, Muslim women run an extremely effective counseling and assistance project which will be receiving an AID grant during FY 88-89.

Recommendations:

- That AID/ANE seek a larger share of Section 116(e) funds to expand its human rights efforts where warranted by country situations to support proposals for projects of three to five-year duration, that consist of fewer sub-activities and will begin to develop networks of human rights organizations in each country. The time is ripe for AID to plan for a second generation of human rights activities at a more sophisticated level than those of prior years.

- That when considering targets of opportunity covered by PD-12 themes, AID/ANE give priority emphasis to human rights efforts in Asian countries, as warranted by specific country situations, in the following order:
 1. Development and support of human rights organizations that can become capable of delivering quality legal assistance and legal literacy education to increased numbers of persons.
 2. Support of institutions that strengthen legal systems, including judicial and legislative bodies.
 3. Development and support of both local and regional institutions that encourage discussion and awareness of human rights.
 4. Research, particularly on developing and teaching civil and political rights, in conjunction with U.S. institutions.
- Other themes, such as strengthening electoral processes, must be considered for Section 116(e) funding independent of this evaluation.

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PART I - ASIA

CHAPTER III

PROGRAM MANAGEMENT

Introduction

This chapter examines aspects of the management of projects and programs funded under Section 116(e) of the FAA. Keeping in mind that the projects are supported by AID grants mainly to the two PVOs, AMIDEAST and The Asia Foundation, there is little AID/W or USAID involvement in the day-to-day operations of the projects. The exception, as noted in preceding chapters, is Nepal, where human rights projects are funded and managed by USAID.

Because the management styles of AMIDEAST and TAF are markedly different, program management at the field level will be examined by sub-region.

The analysis is based on the questions posed in the Statement of Work.

1. Is agency, bureau and mission guidance appropriate for HR activity identification, design and implementation? In Nepal, the three human rights projects were identified, designed and implemented bilaterally by the USAID and the Nepalese government entities managing them. Internal Mission guidance was general but served adequately in discussions with the government in developing the three projects implemented with Section 116(e) funds.

The identification, design and implementation of HR activities in Thailand, the Philippines and Indonesia has been TAF's primary responsibility. TAF, with early encouragement from the Carter administration, identified and designed the projects and submitted them to AID/W in grant proposals. While the overall program was presented to AID by TAF headquarters in San Francisco, it was the product of TAF's separate country offices.

AID/W guidance to Missions was developed by PPC based on the wording and interpretation of Section 116(e). This early 1980s guidance evolved eventually into the 1984 Policy Determination (PD-12).

The bureaus generally requested USAID comments on the various proposals. USAID interest beyond that was marginal, as it usually is with respect to centrally-funded or regional projects.

PD-12 is given scant attention in the field. The evaluators found that USAIDs had little knowledge of that document or of the authorizing legislation. Because PD-12 was not issued until 1984, it played no part in TAF's original proposals.

TAF managers all pointed out the hiatus in funding in 1981-82 caused by a policy shift in AID/W with the advent of the new administration. The shift was from emphasis on legal services projects to projects which strengthened institutions or systems involved with judicial administration. The result was a change in many projects, although in some there was only a change of title.

Conclusions:

- AID's Policy Determination No. 12 is a rather diffuse statement, but that very quality gives wide latitude to bureaus for approving project proposals from PVOs. Given the sensitivity to the subject in most countries, and the difficulty of designing project or program interventions that are not viewed by host governments as interference in their internal affairs, we believe a more pointed and restrictive policy directive could be counter productive.
- There is little guidance from Missions to PVOs in the identification or design of HR projects; there is a modicum of guidance in implementation, particularly if the funds are made available through the Mission.
- Given the magnitude of the program and assuming continued use of intermediary grantees to manage human rights projects, guidance in the past has been adequate.
- Bureau and PPC guidance will increase as the ANE human rights officer (who is also the women in development officer) and the PPC Coordinator for Human Rights, both of whom were on the evaluation field trips, exercise more influence in the AID/W review process for approval of new projects and grantee proposals.

Recommendations:

- That guidance to Missions continue to allow flexibility in the application of PD-12 themes as the basis for proposed human rights activities; and rely on Mission judgment regarding potential success of new activities within the human rights context of each country.
 - That ANE inform country Missions what criteria and considerations (including management) will be used by the bureau in its review and approval of proposed project activities.
2. AID/W versus Mission administration. Except for Nepal, Missions do not administer or backstop HR projects in the Far East. They monitor lightly, meaning that they receive reports from TAF on project activities, offer advice when requested and generally maintain an arm's length relationship. Most Missions seem to prefer that role, feeling that TAF management is professional, requires a minimum of oversight, and runs a tight ship. In the Philippines the evaluators were of the opinion that the Mission was overly technical in interpreting AID regulations concerning the financing of projects, but in general felt that Mission oversight was commensurate with TAF capability and the size of the projects compared to the AID portfolios.

The ANE Bureau officer responsible for HR programs took the occasion on her trip with the evaluation team to remind Mission project officers to forward TAF reports and evaluations to her with Mission observations. Too often it was unclear who the mission person or persons were who had direct responsibility for HR project monitoring.

Conclusions:

- The very success of TAF over the nine years in administering and implementing its projects has led to an unusually low degree of monitoring of HR projects by the Missions, which results in an insufficient flow of information to Washington for planning purposes.
- Lines of communication between TAF and Missions, TAF and AID/W and Missions and AID/W are unclear and lead to confusion about progress and status of projects.

Recommendations:

- That AID/ANE clarify the role of Missions in monitoring HR projects as well as lines of communications between TAF and the Missions, TAF and ANE and Missions and ANE.
 - That ANE outline the specific kinds of information it requires from Missions to enable the bureau to track program progress and make plans for future projects and programs.
3. Regional HR project versus other types of projects. At the present time, HR activities in the Far East are funded through an umbrella PVO project.

The team believes the bureau should consider the development of a separate regional human rights project along with some simple and clear procedures for obligating and committing Section 116(e) funds. These procedures should be designed to overcome the major constraints observed in the management of Section 116(e) activities in ANE to date. These observed constraints are:

- a. Lack of clear procedures for obligating funds under the umbrella PVO project, and delineation of life of project funding.
- b. Lack of bureau criteria for the selection and approval of human rights proposals. There is a need to develop specific ANE criteria that represents an amalgam of review and approval criteria previously used by the former Asia and Near East bureaus prior to their merger into ANE.
- c. Lack of clear guidelines for implementation and monitoring human rights activities. Management of the human rights program, after almost 10 years of implementation, could be improved if a set of specific but flexible guidelines were developed that would improve the communication of relevant information between grantees, USAIDs and AID/Washington.

- d. Lack of identifiable program performance indicators and evaluation factors. The state-of-the-art on evaluating human rights activities is in an incipient stage. There are, however, some activities such as legal services, legal literacy, legal education where progress indicators could be identified early on so that program effectiveness and impact can be assessed more systematically in the future. At the same time, it should be recognized that indicators of program effectiveness and impact on human rights conditions for activities designed to promote discussion and increase awareness of human rights or to strengthen legal systems are much more difficult to formulate and measure, particularly their cost effectiveness.

The development of a regional human rights project should spell out the process of obligation, grantee selection, lines of communication, reporting and evaluation requirements. The processes delineated in the new regional human rights project should, however, contain sufficient flexibility to accommodate different implementation modalities.

Conclusion: A separate ANE regional human rights project which would clarify the management procedures and approval and evaluation criteria for Section 116(e) human rights activities would ameliorate observed constraints in implementation of ANE human rights programs.

Recommendation: That AID/ANE design a separate bureau HR project through which funds will be obligated for HR activities.

4. Cost comparisons. Institutional development projects (printing of laws, regulations and codes by the Ministry of Law and Justice in Nepal, establishing regional law libraries in the Philippines, microfiche facilities in Indonesia) will inherently cost more than legal services because the former are capital-intensive and often use imported equipment. Legal service projects are usually staffed by volunteers or relatively low paid young lawyers working in modest quarters. The team found no significant differences for similar projects in the various countries.
5. Administrative versus program costs.

Precise data or even averaging data are not available to make a statistical comparison between the ratios of administration versus program costs of TAF - managed grants and other AID recipient organizations (PVOs/NGOs). AID's Office of Procurement has never made comprehensive studies between recipient grantees, but rather treats every grant proposal on a case-by-case basis in relation to the grantee institution's overhead or indirect rates.

In each case, the grantee organization establishes its own overhead rate in terms of its distribution of overhead costs among the projects making up its program portfolio. Generally speaking, the larger its project portfolio, the larger spread of indirect costs and hence a lower indirect cost for any individual project. U.S. agencies are prohibited by OMB Circular A-122 from unilaterally or arbitrarily establishing indirect cost rates for grantees.

AID technical officers who review PVO proposals also treat each proposal on a case-by-case basis and state that they have no set rate in mind.

Experience in reviewing PVO grantee proposals seems to indicate that if a proposal states an overhead rate based on total direct costs of 50% or above, the technical reviewer will consider that a high price for administrative costs.

A review of available financial records shows that TAF overhead rates, as a percentage of total direct costs, are in the low twenty percentile range, with but few periods over the past eight years when it climbed into the thirty percent range and one short period (1981) up to 45.8%.

The conclusion is that TAF overhead rates are reasonable for the highly professional job of managing and reporting on activities financed by AID.

6. Effectiveness of government-to-government assistance versus assistance through PVOs. In only one country, Nepal, was assistance made available on a government-to-government basis, so there is little basis for comparison.

In Nepal, there are three projects - assistance to the Supreme Court, the Ministry of Law and Justice and the Nepal Women's Organization, a government organization. The program has been administered by individual USAID project officers since its inception, but has not required the full time of any one of the officers assigned. An FSN is the current project officer. He worked closely with the team during its trip. He displayed a detailed knowledge of the three projects, and their personnel and provided all the information requested by the team. He was clearly current with the status of each project and was providing an appropriate level of management.

The Supreme Court and Ministry of Law and Justice projects did not require a day-to-day manager. It was a matter of providing the funds for printing and publication costs and ensuring that the results were distributed. The NWO-sponsored project had a highly competent and charismatic director for day-to-day management, making the USAID's task that much lighter.

In the other countries in the Far East, the team found the TAF management extremely effective, and far more intensive than USAIDs could have afforded in terms of their total resources and program responsibilities.

Conclusion: In the one instance of USAID program management, it was totally effective; the team also found TAF management in other countries highly competent and effective. Given the cost of maintaining a USAID staff and the program demands placed on USAIDs in the Far East, management of human rights activities should remain in the hands of intermediary institutions.

Recommendation: That AID/ANE continue to make grants to intermediary PVOs for the design, implementation, and management of human rights activities where the situation permits.

The team is greatly impressed with the quality of TAF management of the Far East program over the past eight years, a judgement that is supported by the high marks given TAF by the three USAIDs. But over the years AID has been encouraging the development of indigenous PVOs and has registered literally hundreds of them as qualified grantees. The team was struck particularly by the number and diversity of Filipino PVOs. There would seem to be no reason

why selected local PVOs could not design, develop and implement human rights activities in an efficient manner, particularly some organizations that have been sub-grantees to TAF.

In this same vein, the team has noted the generally low professional quality of legal research in the countries visited. Many U.S. law schools, with their burgeoning enrollments and generally large faculties, would seem to be ideal candidates to establish close ties with law schools in the Far East. This would seem particularly appropriate in areas of human rights - connected legal research. Such ties could be encouraged through Section 116(e) matching grants to U.S. law schools or "partnership" grants to a U.S. and Asian law school for a common research project.

Recommendations:

- That in addition to TAF, AID/ANE seek out local PVOs qualified to manage and implement human rights projects in the Far East and encourage those organizations to submit proposals, particularly in the Philippines.
 - That AID/ANE explore with U.S. law schools their receptivity to doing joint research in human rights fields with Asian law schools on a matching or "partnership" grant basis under Section 116(e).
7. Is there any difference between regional and specific country projects in monitoring and implementing project activities?

There were no regional projects in Nepal; in the other three countries TAF managed both regional and country projects with the same high degree of skill and attention to detail.

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PART II - NEAR EAST

CHAPTER I

PROJECT EFFECTIVENESS

Introduction

Table II-A on the following pages summarizes the evaluation team's conclusions relating to the project effectiveness of AMIDEAST's Legal Education and Training Project (LET), carried out on a regional basis in Egypt, Jordan, Morocco and Tunisia. (Tunisia was not included in the evaluation).

The America-Mideast Educational and Training Services, Inc., (AMIDEAST), a PVO, designed and developed the LET project as a human rights project within the context of Sec. 116 (e) of the FAA, and is implementing it with funds made available under a Cooperative Grant Agreement with AID signed September 28, 1983. Project implementation began in January 1985, with the exception of two consultant visits, one each in Jordan and Egypt which took place in early 1984. The specific objective of the project was to focus on strengthening legal systems by providing wider education and training opportunities to legal and related professionals, including lawyers, magistrates, Judges, prosecutors, administrators and law professors. The stated assumption was that by enhancing training and education of such personnel in the human rights area, the project will contribute to improving the national human rights environment, and to a more consistent implementation of the civil and human rights standards. Relevant legal education and training was considered to have a positive, tangible and indirect influence on human rights practices.

TABLE II-A
SCOPE OF WORK EVALUATION QUESTIONS ON PROJECT EFFECTIVENESS

COUNTRIES, PROJECT COMPONENTS (START/END DATES)	Addresses Real HR Problems (by design)	Other HR Problems That Could Have Been Addressed	Achieving Objective (stated purposes)	Inputs on Time	Outputs as Expected	Planned vs. Actual Costs	Cost Effective (Re accomplishments)	Cost per Beneficiary	MIS Effective	Intended Effects (Beneficiaries)	Unintended Effects	Institutional Effects	Sustainability (Prospects)	HR Changes in Project Area	HR Changes Because of Project	HR Changes Because of Other Factors
MOROCCO, JORDAN, EGYPT COMBINED (1983 - 1988) 1. Participant Training - Faculty Development - Judiciary - Study - Observation visits (Egypt only) 2. Support for Seminars and Conferences 3. Research Support 4. Collection of texts and documents 5. Lecture series	yes	*/	yes	yes	yes	same	yes	*/	no	yes	no	yes	no	no*/	yes*/	*/
	yes	*/	yes	yes	yes	same	yes	*/	no	yes	no	yes	yes	no*/	yes*/	*/
	yes	*/	y/n	yes	y/n	same	no	*/	no	un- known	no	un- known	no	no*/	un- known	*/
	yes	*/	yes	yes	y/n	same	y/n	*/	no	un- known	no	un- known	y/n	no*/	un- known	*/
	yes	*/	y/n	yes	y/n	same	y/n	*/	no	y/n	no	un- known	y/n	no*/	no	*/
	yes	*/	yes	yes	yes	same	un- known	*/	no	un- known	no	un- known	y/n	no*/	no	*/

*/See narrative.

Note: For detailed analyses these sub-activities as they are applied to each country, see Annex F.

Sub-project Activities

The regional LET project is broken down into five sub-project activities, each undertaken in the three countries reviewed. The five sub-project components are: (1) participant training for university faculty and the judiciary; (2) support for studies, seminars and conferences; (3) support for research activities dealing with human rights topics; (4) collections of textbooks and documents on human rights subjects as library supplements for law faculties; and (5) lecture series and some technical assistance by distinguished American academics.

Does the Project Address Real Human Rights Problems?

All five of these sub-activities are interrelated and contributing individually to the strengthening of the faculties of law and the judiciary. Consequently, it is the team's judgment that all are addressing real human rights problems as expressed in the PD-12 themes.

Could Other Human Rights Problems Have Been Addressed with Available Resources

It is possible that other human rights problems could have been addressed in place of those chosen. However, the LET project was designed by AMIDEAST after having made visits to the area to assess the human rights environment in the countries selected, the governmental sensitivities and attitudes toward foreigners working in the countries on human rights matters, and the receptivity to outside assistance on the part of the faculties of law and members of the judiciary that would benefit from such assistance through AMIDEAST. Within the country human rights contexts, the five components of the regional LET project were decided upon as addressing PD-12 themes and likely to produce positive results.

Is the Project Achieving Its Objectives?

All of the sub-projects have been effective in achieving their objectives, although not all equally. A brief discussion of the five components follows.

1. Participant training for faculty development and the judiciary. This sub-project activity was carried out on an institutional basis and was the most effective and successful activity in achieving its objectives. The project has financed a variety of short term training programs in the various subject matter areas of human rights for law faculties and deans in the three countries. Thirty-four law faculty members from twelve universities participated in short term training programs at the following institutions: annual seminar at the International Institute of Human Rights, in Strasbourg, France, the annual symposium at the Center for Study of Human Rights at Columbia University, annual seminar on "American Law and Legal Institutions" at Salzburg, Austria, The International Law Institute, Georgetown University, and the Southwestern Legal Foundation's "Academy of American and International Law" in Texas.

Of the institutions, the most successful program was at the International Institute at Strasbourg, France. Its program consists of a one month intensive training session followed by one to two weeks of practical training. It generated considerable enthusiasm and commitment from a very large number of the participants, as well as stimulated a wide range of activities in the human

rights arena. In Morocco, the President of the Tribunal in Rabat developed a series of ten human rights lectures at the INEJ, the Moroccan institute for training judges. The first was attended by a group of approximately one hundred new magistrates and twelve professors from the faculty of law plus other jurists. A woman law professor was invited back to Strasbourg the following summer to teach a course there and has become internationally active in the human rights area.

There are two short term training courses which appear to be least effective for the participants. Training at the Center for the Study of Human Rights at Columbia is less relevant because it is designed for scholars already doing research on human rights topics who wish to share their experience with other scholars. The course in International Law at the Academy of American and International Law in Texas did not appear to provide any specific human rights training.

Two study observation visits in the United States were undertaken by ten Egyptian judges and four faculty in 1985 and 1986. The basic purpose was to demonstrate how civil rights safeguards are structurally incorporated into the American legal and judicial systems and how human rights are incorporated in the American educational systems. In principle, study and observation visits could be helpful in gaining a better understanding of the value placed on human rights and liberties in the United States and how they are handled in the American legal, judicial and educational systems. However, the results of the visits did not measure up to project expectations. Two judges returned to Egypt prior to completion of the visit, two retired shortly after the visit and most of the second group of judges did not speak English well enough to benefit. Moreover, based on interviews and reports, too much activity was compressed in the short visits, and a considerable amount of time was spent going to the various places included in the itineraries which stretched across the country. If continued, such visits should be more structured and there should be better planning in terms of language capability of participants, content, and locale for the visits.

2. Support for conferences and seminars. Technical assistance was provided by the LET project to help develop the Zagazig University in Cairo as a regional center, with a strong research component and a focus on human rights attracting Arab scholars from the region. Financial support for two conferences was provided to the Center, and both were well attended. However, reports indicate that the administration of the conference was not good and the quality of the papers presented was not high. The Center has been undergoing considerable difficulties because of a shortage of funds and perhaps is unable to attract the amount of funds needed to assure its sustainability. Based on discussions with various participants, there was a decidedly mixed view of the Center and the conferences. Over 215 persons attended the conferences, and an exchange of views and ideas did take place. The results were positive from that standpoint.

Project funds were provided to the International Institute for the Higher Study of Criminal Sciences at Siracusa, Italy, to plan and organize two regional conferences. These two conferences were well attended, organized and managed. Participants appeared to be more comfortable in discussing human rights issues on neutral ground and exchanging views that otherwise might be sensitive if raised in one of the Middle Eastern countries. The participants interviewed were satisfied and positive about their experiences.

In Morocco the team was impressed with the innovative approach to the introduction of human rights in a series of seminars sponsored by the Red Crescent Society and financed in part by the project. The seminars are focused on humanitarian law and human rights. Three of a series of six seminars have been given and each seminar is directed at a different target group: Mid-level government officials, youth, provincial Red Cross Directors, medical personnel, the press, and the military. These have been very popular, have generated interest and enthusiasm by participants, and have been oversubscribed. This sub-project activity has been successful in strengthening human rights knowledge, understanding, and sensitivity.

3. Research support. There are two major constraints to the effectiveness of this sub-project. First, law libraries in the Middle East are not organized to facilitate research, and second, law faculties in the Middle East have not had a tradition of "publish or perish". The quality of four papers which were intended as research under the project were judged by the team to be academically poor. Admittedly, there are limited materials available in Arabic on the subject of human rights, and courses in human rights which might have stimulated more experienced researchers among the law faculty and students at the various institutions have not been given. The four papers could be better described as articles on human rights subjects rather than research in the academic sense.

The LET summary of sub-project activities lists seven activities as research, four of which were described above. The three others, all of which are in Jordan, are too new to be evaluated.

Research activities could become more productive and effective as more faculty and students learn English, as more materials in Arabic or French become available and as more guidance is given with respect to the quality of research desired. The LET sub-project title should be changed perhaps to "Studies, Articles, and Research Activities." Well written materials in Arabic will be of value in human rights even if not of top academic quality.

4. Collection of textbooks and documents. While in principle the supplementary library collection on human rights subject matters for law schools and judicial training institutes is a meaningful and relevant activity, its effectiveness has been marginal thus far. As more faculty and students acquire English language facility, potential for success is increased. The collection of seventy-five books and documents relevant to human rights was intended for law faculty and judicial training institutes for research and for developing human rights teaching materials. However, since most of the collection is in English, not Arabic, and the fact that there is very limited English language capability in the three countries amongst the law faculty and the judiciary, the book project did not meet expectations. Arabic language texts and to a lesser extent French, are needed if the project is to make a meaningful contribution.

In Jordan, the team learned that AMIDEAST had found an effective use by two law professors for two of the three book collections sent. One set at Yarmouk University is being used by a professor of political science who is writing an Arabic textbook on human rights, and the second set, at Mu'tah, is being used by a law professor who is integrating the material into his course on human rights. The third set is at the University of Jordan for eventual use by the

institute for training judges, when established. Although minimal in terms of use, the potential impact could be important. Two sets were sent to Morocco and two to Egypt, but based on interviews, the evaluation team found that these are not in use at present because of the language problem. This activity is ranked as marginally effective.

5. Lectures by U.S. academics and technical assistance. There were two visits by American lecturers to Morocco and two to Jordan. These activities have generally been rated very high by those who attended them but in terms of attendance the numbers were relatively small in both countries. This activity is achieving its objective by bringing U.S. scholars to participating countries, extending a unique educational experience in the human rights areas to the host legal institutions.

Two consultants were provided to give technical assistance, one to Jordan to assist the Ministry of Justice in planning for the institute for training judges, and one to Zagazig University in Cairo to help the Center for International, Legal and Economic Studies become a regional human rights center.

In Jordan, most judges and lawyers were trained outside the country and Jordanian law is not well known or understood. Hence the administration of justice is uneven under the current system. The institute for judges may soon become a reality since cabinet approval has been given and the matter is now before the legislature.

Inputs. Since the LET project is an AMIDEAST project financed under an AID Grant to AMIDEAST, the input is in all cases AID money and therefore all sub-project activities in Table A indicate that inputs were timely. Funds were made available on a yearly basis for the following year but this has not been an effective way to plan and administer this type of project. A much longer time is needed to develop contacts, establish credibility and plan for carrying out human rights activities.

Outputs. Most were produced as expected, except for research and the collection of textbooks and documents. In Jordan, Morocco and Egypt, anticipated advanced research into common human rights issues and national methods of human rights evaluation did not occur. The collection of human rights materials was to be an important addition to the libraries of the faculty of law at the selected universities and the training institutes for judges, providing improved access to international human rights and international law reference resources. Because of the language problem, the improved access will not occur until the constraint is reduced.

Costs. Since AMIDEAST's LET project is financed under a grant by AID to AMIDEAST, the planned cost and actual cost are the same. AID grant funds were not restricted as to sub-activities.

The team's view of cost effectiveness for the various sub-project activities is indicated on Table A.

In view of the nature of this project, the team does not believe it can establish costs per beneficiary. However it is logical to assume that the legal systems will improve and that the entire citizenry will benefit at a negligible per capita cost. Answers to this question were therefore excluded from Table A.

Monitoring/evaluation systems. There is no effective system to communicate management decisions made by AMIDEAST, or indeed by AID as the grantor, for any of the sub-project activities. AID receives trip reports prepared by the AMIDEAST Project Coordinator, periodic financial status reports, and a brief quarterly update of activities. A self assessment is undertaken annually by AMIDEAST and is shared with AID.

Intended effects on beneficiaries. The participant training sub-project activity for faculty development has generated a stream of differing types of activities in the human rights areas as can be seen from the discussion above on the participant training sub-project activities.

Institutional impact. Although the LET project cannot take exclusive credit for the ongoing effort to establish a judicial training institute in Jordan, project efforts to enhance the concept and the technical assistance provided advanced the possibility considerably. The Director of the Federal Judicial Center made two visits to Jordan for this purpose and the Dean of the Law Faculty at the University of Jordan attended a training course at the Center. The team found that the support LET has provided and the expectation that future support may be available has had a positive impact on the likely establishment of the institute.

Sustainability. As the various sub-project activities are those which are common to academic institutions and in some cases to personal professional enhancement, the team does believe that some of the sub-project activities could be continued in the human rights field if resources permit. It is unlikely that any of the three countries would continue the participant training program for faculty development or the judiciary at the level provided by the project for specialized training in human rights. Attendance at conferences and seminars out of country would very likely be subject to the same governmental policy. The cost of such attendance would be quite high if paid for from personal funds; given that the subject matter is not likely to be an income producer, the likelihood of such attendance is very slim. Library additions of human rights material and research support for such purposes could be continued, preferably in kind for teaching. Visiting lecturers could be handled through the USIS International Visitors program.

Human rights changes. No changes were observed in the project area, but there is potential for human rights changes as a result of the project, namely, the introduction of human rights in international law courses at a variety of law schools in the three countries. More information is appearing on human rights in the media such as newspaper articles and a radio program which includes human rights as a topic from time to time in Morocco. Publicity about various project supported activities appear often in newspapers in Morocco and in Egypt. Certainly the level of consciousness has been raised noticeably in Morocco but less so in Jordan. Given the size of Egypt and the inability to

visit many areas of the country, the team was not in a position to judge this factor. Human rights is, nevertheless, a topic of continuing concern among Egyptians and their constant and continuing discussion of human rights is observable.

The team did not observe any human rights changes because of other factors.

Conclusions and recommendations on project effectiveness are included in those on Program Effectiveness, Chapter II.

PART II - NEAR EAST

CHAPTER II
PROGRAM EFFECTIVENESS

Introduction

In responding to the questions concerning program effectiveness raised in Sec. V B of the Statement of Work which are based on the stated objectives of PD-12, it is important to note that the human rights program for the Near East was agreed upon in a Cooperative Grant Agreement in 1983, predating the promulgation of PD-12 by one year.

The human rights policy guidelines included several themes, one of which was strengthening legal systems. The agreement with AMIDEAST focused exclusively on strengthening legal systems in the four selected countries. The human rights sub-specialities envisioned were due process, the rule of law, constitutional law, civil and political rights, legal and administrative procedures, maintenance of an independent judiciary, and legal training methods. Project activities were to fall into three categories, provision of institutional planning and other technical assistance, arrangement of short term special training and identification, and recruitment of American experts to conduct seminars and provide consultative assistance.

A delay in start up to January 1985 was built into the program to ensure that a careful process of sub-project identification was undertaken, particularly in view of the sensitive nature of human rights in the Middle East and U.S. policies in the area.

The specific sub-project activities were planned as an integrated set of complementary activities which could be relatively easily adaptable to each of the program countries. Although this was not intended as an exclusive concentration it was considered to be the most effective approach initially.

An analysis of program effectiveness in relation to the three major themes of PD-12 follows.

A. Strengthening Existing Legal Systems

The Near East human rights program is assisting the strengthening of the legal systems in Egypt, Jordan and Morocco through LET. The strongest impact of the program is in Morocco, based on the range of activities and the multiplier effect they have generated. The initiation of the program itself constituted a first step in contributing, modestly in terms of resources, and cautiously in terms of approach, to the strengthening of legal systems with respect to human rights in the three countries over the last three years.

It has provided training for law faculty and the judiciary in the three countries with special emphasis on various areas of human rights, supported conferences, seminars and lectures, both as part of its institutional strengthening and educational and training efforts, provided textbooks and documents in support of teaching and research, and some support for undertaking research.

The participant training sub-project for law faculty and the judiciary was conceived as a professional educational training program addressed primarily to law faculties of universities but also to the judiciary, to encourage development of institutional capabilities in the area of human rights. This sub-project activity has been effective in achieving LET objectives. Law faculty, including deans of law schools at various institutions in Egypt, Jordan and Morocco, have attended a variety of short term training programs, conferences and seminars in human rights.

The judiciary in the three countries has also benefitted: in Egypt, particularly through the short term training programs and study-observation visits; in Jordan, through the assistance provided to the planning efforts for a judicial training institute; and in Morocco, through the assistance provided to the DNEJ, the training institute for judges. The modest efforts in this area thus far have demonstrated that there is potential and need for continued assistance.

The team believes that the proposed Jordanian institute for training judges could play a significant role in the strengthening of the administration of justice by providing for a more uniform system of applying the law.

In Morocco, funds were made available to the Judicial Training Institute for textbooks and documents in Arabic and French to supplement the collection of textbooks provided by the project in human rights subject matter areas. In view of the requirement in Morocco that all judges must attend the institute before assignment, the full impact of the introduction of human rights subject matter will not be felt for two or three years, but the team believes it will be significant in the near term.

Despite the program's support for conferences and seminars, reports indicate that the administration of two conferences at Zagazig University in Cairo, Egypt, was disappointing and that the papers presented were not of the quality expected. The conference did draw attention to the Center, and the 215 participants had an opportunity to establish regional and international contacts and benefit from the exchange of ideas and views and enhanced knowledge in the various human rights subspecialities. Such experience can strengthen the institutions to which participants are attached.

None of the various research projects produced the output expected, namely, advanced research into common human rights issues and national methods of human rights evaluation. There are glimmers of hope, such as a grant to a law professor to write a textbook on human rights in Arabic, the first of its kind.

Although the collection of books and documents planned for law faculty libraries, the INEJ in Morocco, and the yet to be established institute in Jordan, was intended to be an important contribution to research and teaching, the book program has been only partially successful in achieving this objective. Only two of the seven sets have been used effectively, both in Jordan. The team attributes this underutilization in large part to the lack of English language capability amongst a very large segment of the legal/judiciary community in the three countries. From a program standpoint Arabic, and to a lesser extent French, materials are necessary if books and documents are provided; where possible English texts should be translated into Arabic. The team recognizes the paucity of suitable texts in Arabic and French.

In addition to the foregoing activities there were two visits by U.S. lecturers to Morocco and two to Jordan. Such visits were useful, but reached a limited audience. Both of these visits were structured to include human rights issues. Such visits could also be useful to establish institutional relationships, and should be borne in mind by AMIDEAST when scheduling lecturers from academic institutions with human rights programs.

B. Promoting Discussion and Awareness of Civil and Political Rights

The LET program did achieve this objective. The evidence on the basis of interviews in the field with a large number of participants from the three countries indicated an increased awareness and discussion of human rights themes, including civil and political rights, resulting from the short-term training programs. The training program at the International Human Rights Institute, Strasbourg, was the most stimulating course, judged by the number of participants who afterwards generated a variety of activities dealing with human rights.

Seminars and conferences have also contributed significantly to increasing awareness and discussion of human rights. The large attendance at the regional conferences on human rights conducted in Siracusa, Sicily and two at Zagazig University in Cairo supported by the project, the dialogue which ensued and the contacts established with others interested in aspects of human rights certainly increased awareness and discussion of various selected aspects of human rights. Media coverage of the events may well have resulted in a multiplier effect on the public at large. Two outreach activities, the series of six Red Crescent seminars in Morocco, and the conference on "Women, Leadership and Democracy" by the Jordan Business and Professional Women's Organization, will expand discussion and awareness of human rights beyond the academics to the grass roots of society, including those living outside the capital city.

Although not every lecture given by the American experts necessarily included human rights topics, such visits generally do include specific discussion of human rights during their visits and thus bring the American perspective on various aspects of human rights to the attention of the audiences to whom they are directed, increasing awareness and hopefully stimulating discussion of human rights thereafter. Media coverage of the visits also contributed to increased awareness of human rights.

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C. Increasing Access to Justice and Support of Human Rights Organizations

There was one activity which directly addressed this theme, an outreach type of activity undertaken by the Jordan Federation of Business and Professional Women. Its conference on "Women, Leadership and Democracy" held in 1985 was attended by fifty-one female and five male participants. The club is highly respected, reaching broad sectors of Jordanians, men and women, and recently was instrumental in changing the civil service and labor laws to reflect working women's concerns in Jordan. This is the only activity under this theme.

Conclusions

- The major program success was in the participant training program, particularly in Morocco. A commendable job was performed in identifying appropriate participants, selecting collaborating institutions and in follow up after completion of the program. In reviewing the various training programs to which participants were sent, the human rights program at Strasbourg has been clearly most successful.
- The two outreach or legal literacy activities, one in Morocco and one in Jordan, were both very successful. The series of seminars conducted by the Red Crescent Society in Morocco entitled Humanitarian Law and Human Rights, now oversubscribed, are directed to several different target audiences. The conference on Women, Leadership and Democracy conducted by the Jordan Professional and Business Women's Club was also successful, considering the number of participants and the sensitive subject matter -- popular participation in government.
- Comparing the two activities, strengthening legal systems and the outreach programs, greater effectiveness was achieved in the strengthening of legal systems, but the level of effort and resources was vastly different and hence the comparison may not be a valid one. The two outreach activities are sustainable beyond project financing because the human rights component was added on to an ongoing successful activity.
- A major impediment in the human rights program for the Near East is the lack of a sufficient number of persons with English language capability in the legal/judiciary community in the three countries. This limits the number of qualified people who could benefit from training under the program, as well as teaching, writing and doing research in this field. The lack of materials, textbooks and documents in Arabic further limits the potential audience for increased knowledge and awareness in this subject.
- Team comment in Chapter I on the sustainability of each of the sub-project activities is equally valid at the program level.

- Overall, the human rights activities in the three countries have had a positive impact on the human rights environment. The LET project was able to cast the U.S. Government in a positive light with regard to its concern with human rights issues, at least insofar as those who participated in the LET activities. In the team's view, the provision of AID funds for the Near East Human Rights program has represented a sound and effective use of Agency resources.
- Given the very modest resources provided, \$685,000 over a four year period for four countries in the Middle East and the sensitivity of the subject matter in the Middle East, the results of the program effort by AMIDEAST are impressive and significant.

B. Recommendations

- That AID/ANE request AMIDEAST to undertake an in-depth program review of the LET project to be led by a member of its executive staff and include its field office directors.

Comment: AMIDEAST field office directors have a responsibility for ongoing sub-project identification, face-to-face exchange of experiences, ideas and views about the LET project potential, problems, limitations and possibilities. Field office participation should also form the basis for future guidance and direction to the program.

- That AMIDEAST anchor the LET program academically within the United States as the basic thrust of the program is to strengthen legal systems with emphasis on enhancing the capability of local education and training facilities.

Comment: University-anchored programs can help develop the needed expertise to solve problems such as selection of participants and to develop competent leadership to teach, develop curricula, and write in the area of human rights. Short term training programs as presently carried out under the LET project can only raise consciousness, they cannot develop leadership.

- That LET develop academic leadership in the area of human rights by sending qualified recent university graduates who intend to teach law to receive graduate education in the United States concentrating in human rights.

Comment:

It is unrealistic to expect quality research in the area of human rights from existing law school faculty members, because few of them are research oriented.

- That AMIDEAST develop centers of excellence in the area of human rights in selected countries in which the project is being carried out.

Comment:

The present LET project activities intentionally emphasize the involvement of a large number of participants and institutions. Given the limited resources available, it is unlikely that this approach will do more than skim the surface of the academic institutions. It may be advisable to concentrate the limited resources on one or more centers of excellence in the hope that those few centers of excellence will serve as a resource for out-of-country as well as in-country training and research in human rights.

- That AMIDEAST develop training opportunities in Arabic and provide simultaneous translation for conferences and seminars where non-Arabic speakers or lecturers are used.

Comment:

The team learned, for example, that the Ford Foundation is making a grant to the International Human Rights Institute in Strasbourg, France, to give their human rights course in Arabic. In all three countries, deans of law faculties and others urged that the LET Project include an English language course.

- That AID/ANE consider expansion of the LET activities to other beneficiaries in addition to the legal system, such as political and other social scientists, likely to be research oriented.
- That AID/ANE consider funding activities in support of legislatures as specified in PD-12 guidelines.

Comment:

In the Middle Eastern countries visited, legislators are assuming a more assertive role in some policy areas. Increasingly they are acting as ombudsmen for their constituencies. Flagrant human rights abuses are often raised in the legislative debate or pursued by individual legislators with the responsible authorities. While the activities under the LET project as presently designed do not appear appropriate for legislatures, AID may want to explore the possibility of working with legislatures, within PD-12 human rights guidelines, outside the LET project.

PART II - NEAR EAST

CHAPTER III

PROGRAM MANAGEMENT

Introduction

This chapter examines the various aspects of AID and AMIDEAST management of the LET project in the three countries visited. The analysis is based on the major questions in the Statement of Work concerning program management. The team recommends a combination of appropriate programmatic adjustments and a new managerial structure to focus the project, increase its impact, and insure its sustainability. Nevertheless, the team commends AMIDEAST for its perseverance and accomplishments as it initiated and managed these human rights projects in several Near East countries during a period of political instability and anti-American incidents.

1. Is Agency, bureau and mission guidance appropriate for the activity identification, design and implementation? The Near East Program developed as a collaborative initiative between AID and AMIDEAST and was based on an Operational Program Grant Proposal submitted to AID in July 1983. The proposal request was for \$150,000 to carry out AMIDEAST's Legal Education and Training Program in four selected Near East countries, Egypt, Morocco, Jordan and Tunisia, of which \$50,000 was principally for field surveys to assess potential and to identify suitable sub-project activities. The Cooperative Grant Agreement with AMIDEAST was signed in September 1983, and AID accepted fully the program description, the stated purpose, and the specific objectives of the human rights program proposed.

The Agreement spelled out the respective responsibilities of AID and AMIDEAST with respect to identification, design and implementation of the human rights program as follows: AMIDEAST was to form a Project Advisory Committee of U.S. experts on the Near East to provide guidance and input to sub-project design and implementation. An AID representative was to be invited to sit on the committee as an observer. The committee was to suggest names of experts to undertake the field surveys, to help establish criteria for evaluating sub-projects, and to identify exemplary U.S. training institutions. Upon completion of the survey the committee was to meet again to review and comment on the proposed sub-projects. During the project implementation phase the committee was to serve on an ad hoc basis as a resource for project design and review. The Agreement also requires that AMIDEAST obtain AID approval before any activity is initiated or funds are committed, and that project activities also have the approval of the relevant Embassies and USAID offices before AID/W would give its consent.

In view of the collaborative style under which the program was initiated with AMIDEAST, and the agreed procedure for identification, design and implementation of the program, we conclude that the guidance provided in the Agreement was considered to be needed, and that it was deemed adequate and useful by both parties.

2. AID/W versus Mission administration: Except for one new AID grant in Jordan, there are no other AID human rights projects or programs in the Near East other than the activities undertaken by AMIDEAST, and therefore the team is not able to comment on the effectiveness of different modes of administration.
3. Regional HR project versus other types of projects: The discussion, conclusion and recommendation of this topic earlier under Part I (Asia), Chapter III is applicable here; i.e., a separate bureau HR project should be designed to authorize and obligate funds for HR activities.
4. Cost Comparisons: The team has been unable to obtain the necessary financial data to do a cost comparison analysis across types of project and countries. AMIDEAST's computerized financial system is programmed to provide detailed financial information regarding administrative costs but project or program costs are shown in lump sum and not disaggregated.
5. Administrative versus Program costs: As stated above, the team has been unable to obtain the necessary financial data to enable the team to confidently establish the amount committed or spent for separate sub-activities. The summary data provided by AMIDEAST appears to indicate that the program services direct costs and indirect administrative costs amount to approximately 50% of total grant obligations. The team did not attempt to seek financial data from USAIDs relating to other organizations for cost comparison. The difficult task would be to identify which other organizations would have been comparable.
6. Effectiveness of government-to-government assistance versus assistance through PVOs: As the AMIDEAST human rights program was the main AID-funded human rights activity in the countries visited, the team has no basis for comparing its effectiveness with that of a bilateral human rights program with the host country. The one exception, an AID grant to a PVO in Jordan, is too new to effectively compare with AMIDEAST.
7. Is there any difference between regional and specific country projects in monitoring and implementing project activities? With respect to the AMIDEAST regional program, it is the team's observation that there is little or no difference between the monitoring and implementing of sub-project activities of this regional program and that of a specific country project. The reason for this is that the entire program was planned and implemented from AMIDEAST headquarters in Washington, which continues to oversee each country program.
8. Is the Near East human rights program consistent with AID's WID policies? The only grant to a woman's organization was the modest support (\$600) provided to the Federation of Business and Professional Women's Club in Jordan for a conference on "Women, Leadership and Democracy". The conference was attended by fifty-one women and five males. The objective of the project was to contribute to the development of leadership skills among women, and it was successful. In Morocco, many women participated in the Red Cross seminars which received project funding. But overall it is the team's impression that women were under-represented in program activities. This is attributable in part to the program thrust -- dealing with legal institutions and the judiciary, the modest number of project activities, limited funding, and the traditions in the area.

Conclusions

- From a managerial and cost effectiveness standpoint (economies of scale), the LET project design provided for an integrated set of activities in the four countries which would complement each other and which would be relatively easily adaptable to each of the four countries. The development of a set of disparate activities for each country was believed to be more costly and would require increased project staff. The design concept was sound, and especially so for the initiation of human rights activities in the Near East. However, based on project experience to date, the tilt should be toward country-specific activities, where that appears to be more effective.
- The centralized program and management structure of the LET project has resulted in AMIDEAST/Washington decisions about funding allocations, program activities and priorities without the benefit of adequate AMIDEAST field views, knowledge and experience. If the project is to benefit from AMIDEAST's network of four field offices in the project countries and their very able and experienced staff, the AMIDEAST/Washington-field structure should be reviewed.
- A reporting system for the project is needed which includes field inputs. There is no existing system whereby the field Directors routinely report to AMIDEAST/Washington the pace or progress of LET activities. The reports of the Project Coordinator are not cleared with the field nor are they based on field reports; hence AMIDEAST/Washington does not have the benefit of views of their field offices about the project.

Recommendations

- That AMIDEAST review the program management structure for this program, particularly Washington-AMIDEAST field office distribution of responsibilities.

Comment:

The AMIDEAST field offices are not routinely informed about LET program activities or funding allocations for in-country programs. They are thus unable to take advantage of opportunities that exist or maintain meaningful and credible contacts with organizations or persons who have expressed interest in human rights activities. Program activities seem to gain momentum when the Project Coordinator makes field visits and then slows down until the next visit. The allocation of time given to the field for LET activities appears to have been unrealistically short.

- That AID/ANE renew efforts to obtain funding for a three year program so that there would be adequate resources for better planning of activities.

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Comment:

There has been sufficient experience to demonstrate that there are opportunities and potential for a long range program in the field of human rights; given the limited resources available, it is important that it be done at this time. Funding for the program has been on a year to year basis since inception, with funding assured only as each year begins and then only for that year as extensions of the PACD date have been simultaneous with the funding allocations.

- That AID/ANE and AMIDEAST develop a reporting system for the project to provide a documented basis for project status monitoring and evaluation, including expenditures by country and activity.

Comment:

Trip reports and memoranda by the Project Coordinator are helpful but they do not substitute for a standardized progress reporting system on a continuing basis. Field input should form an important part of such reports together with AMIDEAST/Washington input.

- That AMIDEAST review the criteria for selecting beneficiaries in the various LET project activities and, as appropriate, develop new or revised criteria based on experience to date.

PART III

LESSONS LEARNED

Introduction

Because the report includes specific recommendations in chapters II and III of each Part and grouped them together in the Executive Summary, they are not repeated here. This chapter is for broader "Lessons Learned" - points which may be useful to both AID/ANE and other geographical bureaus in their administration of Section 116(e) human rights activities.

Like family planning, the subject of human rights activity supported by AID has the potential for becoming both politicized and emotionalized. Unlike family planning however, Section 116(e) efforts in the ANE Bureau have successfully avoided both. This could be due to the small amount of money involved (\$800,000 for FY 1987, for example), and to the use of intermediary institutions that are primarily responsible for administering the country programs. It may also be due to the policy of the ANE Bureau not to give the program the kind of publicity and high profile that would force reactions from host governments - or their critics, both at home and abroad. The team applauds this approach, even while recommending larger country programs and expansion into assistance for national legislative bodies. Over the past eight years the program has established its bona fides in most countries in which it has been active, and the team considers the program ready for careful expansion and upgrading.

Lessons Learned

1. The success of Section 116(e) human rights programs is measured by their impact on participants and beneficiaries, not by the amount of publicity they garner.
2. The use of intermediary institutions to administer country human rights programs is an efficient and practical method for AID.
3. Indigenous PVOs have proliferated around the world and have attained levels of competency which should make them good candidates for becoming intermediaries for Section 116(e) projects. This may not be true in every country served, but is a good possibility in the Philippines.
4. Like many AID programs, human rights efforts cannot produce significant results in the short run. Unlike many AID successes, success in the human rights field may be difficult to measure with precision, but this should not discourage efforts to expand the program.
5. While the team has made recommendations concerning priorities for ANE Section 116(e) projects, program priorities must give way to specific country needs and concerns.
6. Projects strengthening legal systems, while seemingly tangentially related to human rights, directly affect the durability and independence of the system created for the enforcement and delineation of human rights.

7. The long-range effectiveness of several unconnected human rights projects is dubious; projects should be designed to be mutually supporting and inter-dependent, leading to a true networking effect.
8. Support and strengthening of ongoing institutions has proven to be more effective than creating new institutions that will look to their founders for a majority of continuing financial support.
9. Section 116(e) programs afford country teams the opportunity to include human rights issues in the policy dialogue.
10. To ensure that project materials are appropriately utilized, program designers and implementers should remain sensitive to the oral and written language requirements of direct participants and beneficiaries in human rights projects.
11. Small research projects that are not confined to specific human rights issues and are not overseen by a competent professionally-staffed advisory board or committee generally will not impact on human rights issues.
12. Bar associations in most countries should be looked to for greater material and technical support in human rights projects.
13. Human rights changes in the various countries are more likely to be affected in the short-run by political events, but the possibility of longer-run influence by AID's human rights efforts should not be discounted, even-though national sensitivities will prevent AID from funding human rights projects that address the totality of problems revealed in the Department of State Human Rights Reports.
14. Conferences and seminars, whether in the human rights or other areas, require considerable lead time for planning, writing of papers, preparation of critiques and revisions, and drafting of useful agendas.
15. Because AID/W and Mission human rights project officers are often assigned project management responsibilities as a part time function added to their major project duties, and many are without previous training or experience in human rights activities, they could benefit from periodic training sessions (which could include appropriate State Department personnel as well).

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ANNEX A

LIST OF PERSONS INTERVIEWED

ASIA SUB-REGION

NEPAL

USAID

David Calder, Health and Population Officer
George E. Lewis, Program Officer
William Stacy Rhodes, Deputy Director
Tri. R. Tuladhar, Program Specialist, Project Officer

U.S. EMBASSY

DCM Lewis R. Macfarlane

WOMEN'S LEGAL SERVICES PROJECT (Kathmandu, Pokhara)

Mrs. Shushila Thapa, President, Nepal Women's Organization
Ms. Silu Singh, Executive Director, Women's Legal Service Project
Mr. Baidya Nath Upadhyaya, Attorney, Women's Legal Services Project
Mr. Mahendra Prasadi, Administrative Officer, Women's Legal Services Project
Dr. Shanta Thapalia, Evaluation Team Member, Women's Legal Services Project

20 Women Participants in Legal Literacy Workshop (Kathmandu Center)

10 Women Clients in Legal Aid Services (Kathmandu Center)

16 Women Participants in Legal Literacy Workshops (Pokhara Center)

11 Women Clients Legal Aid Services (Pokhara Center)

MINISTRY OF LAW AND JUSTICE, SUPREME COURT

Mr. Iswor Bahadur Shrestha, Secretary, Ministry of Law and Justice

Mr. Tirtha Man Shakya, Joint Secretary, Ministry of Law and Justice

Mr. Surya Nath Upadhyaya, Executive Director, Water and Energy
Commission, Ministry of Water Resources

Mr. Riddhimananda Bajracharya, Registrar, Supreme Court of Nepal

Rt. Honorable Dhanendra Bahadur Singh, Chief Justice, Supreme Court of Nepal

Mr. Rishi Raj Joshi, Project Chief, Supreme Court of Nepal

OTHERS

Mr. Kusum Shrestha, Sr. Advocate, Nepal Law Firm

Mr. Laxman Aryal, President, Nepal Bar Association

Ms. Vijaya L. Shrestha, Consultant, Wincock International

Ms. Bina Pradhan, Executive Director, Center for Women and Development

Mr. Ramesh Sharma, Sub-editor Gorkhapatra

Mr. Kedar Man Singh, AFP, BBC and Far East Economic Review Correspondent

Ms. Elizabeth Hawley, Reuters, Time/Life Correspondent

THAILAND

USAID

John R. Eriksson, Mission Director

Timothy C. Hammann, Office of Project Development and Support

Lawan Ratanaruang, Human Rights Officer

U.S. EMBASSY

Ms. Deborah Malac, Human Rights Officer

THE ASIA FOUNDATION

Allen C. Choate, Representative

James R. Klein, Assistant Representative

Catharin E. Dalpino, Assistant Representative

Saneh Rathchinda, Senior Program Officer

THAI WOMEN LAWYER'S ASSOCIATION

Khunying Raem P. Boonyaprasop, (First President)

UNION OF CIVIL LIBERTIES

Arya Gothom, Vice Chairman, Executive Committee
Peter Ninkoff, Legal Advisor

CHULALONGKORN UNIVERSITY, Faculty of Law

Vitit Muntarhorn, Assoc. Professor of Law, Project Coordinator
3 Village Leaders and 6 villagers who participated in the rural legal literacy program

THAMMASAT UNIVERSITY, Faculty of Law

Malee Pruekpongswalee, Lecturer in Labor Law
Bunlue Khingchantra, Law Center, Faculty of Law

PRINCE OF SONGKLA UNIVERSITY, Haadyai

Udsanee Wannitikal, Project Director
Saovanee Yamsaeng, Project Assistant
Butsabong Chaijaleuervattana, Secretary
Thawee Dhanatrakul, Dean, Faculty of Management Sciences
Participants in Legal Literacy Program (13 Muslim women and 2 male village headmen)

MINISTRY OF EDUCATION

Dr. Saiyut Champatong, Director General, Department of Teacher Education

PHILIPPINES

USAID

Frederick Schieck, Director
John Blackton, Deputy Director
Bryan George, Chief, Project Office

Dominic D'Antonio, Deputy Chief, Program Office
Brian Miller, Regional Legal Advisor
Susan Gunn, PVO Consultant
Cho Roco, Senior Program Specialist
Jim Brady, Rural Development Officer

U.S. EMBASSY

Robert Sorenson, Political Officer-Human Rights

THE ASIA FOUNDATION

Edith Coliver, Representative
Stephen Golub, Assistant Representative
Ariel Young, Assistant Representative

FORD FOUNDATION

John Humphreys, Representative
Frances J. Seymour, Assistant Program Officer

INTEGRATED BAR OF THE PHILIPPINES (MANILA)

Judge Francisco D. Villanueva

COMMUNITY COOPERATION FOR SOCIAL JUSTICE PROJECT (FREE LAVA)

Atty. Winefreda Geonzon, Executive Director, Free LAVA

Dr. Gregory Bacolod, Regional Director, Board of Pardon and Parole and
Vice-Chairman of Cebu Detention Rehabilitation Council (CEDREC)

Atty. Bernadito Florido, Past President of IBP/Cebu, member of Board of
Directors/Free LAVA; member of the People's Economic Council/Cebu

Atty. Esperanza Valenzona, Board Member of Free LAVA, Director of Cebu "Share a
Child" Program

Atty. Nina Valenzona, Assistant Director, Free LAVA

Major Inot, Recently-appointed Warden of Bagong Buhay Rehabilitation Center (BBRC City Jail)

Atty. Amay Ong Vano, Representative from the Mayor's Office, Cebu City

U.P. POPLAW PROJECT

Dean Bartolome Carale, Faculty of Law, University of the Philippines

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WOMEN LAWYERS PROJECT, WILOCI

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Myrna S. Feliciano, Associate Professor of Law and Director Legal Resources Center

LEGAL AID AND HUMAN RIGHTS INSTITUTE FOR MINDANAO (LAHRIM)

Attorney Lualhati Hilario, Project Director, LAHRIM

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Attorney Pepito A. Manriquez, Deputy Director for Public Service

Attorney Nestor M. Ledesma, Deputy Director for Research & Development

Attorney Edgardo M. Caboverde, Deputy Director for Special Projects

Mr. Genaro Batingal, Regional XI, Office of the Department of Local Government

Mr. Ricardo Sardenia, Spokesperson

Mr. Antonio M. Ajero, Network News Bureau Director

Attorney Gladys Tionggo, President, Davao Women Lawyers Association (DALLAS)

Three Clients (2 males, 1 female) of Legal AID Institute

ASIA PACIFIC ORGANIZATION FOR MEDIATION (APOM)

Gaudioso C. Sosmena, Jr. Director, Department of Local Government
Professor Alfredo F. Tadiar, Legal Consultant
Judge Cecilio Pe, Associate Justice, Court of Appeals

OTHER

Sionel Jose (Novelist)

INDONESIA

USAID

David N. Merrill, Director
William Carter, Supervisory FFP Officer
David R. Nelson, FFP Officer
Victor Pandjaitan, FSN, Project Officer
William S. Cole, PSC (Evaluator of Indonesia HR Program in 1983)

U.S. EMBASSY

Ambassador Paul Wolfowitz
Mark Eaton, Political Officer
Gina Abercrombie-Winstanley, Political Officer-Human Rights

THE ASIA FOUNDATION

Gordon Hein, Representative
Cinnamon Dornsife, Associate Representative
James Agee, Assistant Representative
Russell Betts, formerly with TAF when legal assistance projects were initiated

LEGAL AID SERVICES AND LEGAL INFRASTRUCTURE PROJECTS

Professor Mardjono Reksodiputro, Dean of the Faculty of Law, U. of Indonesia
(Project Director), Jakarta

Sharon Basah, Director, Legal Biro Baatuan Hukan BBH Aid Bureau,
Padjadjaran University, Bandung

Mrs. Komariah Sapardjaja, Staff, Legal Aid Bureau, Padjadjaran University,
Bandung

Professor Dr. Sri Soemantri, Dean, Faculty of Law, Padjadjaran University, Bandung

Mrs. Sunaryati Hartono, Professor of Law, Department of Law and Development,
Padjadjaran University, Bandung

Mr. R.A. Kosusih Wirahadiningrat-Staff, BBH (Legal Aid Bureau), Bandung

Mr. Abdurrachman, Head, Land Law Study Center, Lambang Mangkurat U., Banjarmasin

Attorney Ms. Yurliani, Head Legal Aid Bureau, Lambung Mangkurat

U., Banjarmasin (Project Director for ongoing Legal Outreach Project)

Attorney Mr. Werhan Asmin, Faculty of Law, Lambung Mangkuratua, Bangarmasin

One Client of Legal AID Bureau, Lambung Mangkurat L., Banjarmasin

Mr. Gregory Churchill, Consultant, Indonesia Legal infrastructure Project, Jakarta

Dr. Umransyah Alie, Asst. Dean, Lambung Mangkurata U., Banjarmasin

Attorney Mr. Riduan Syahrani, Member Legal Aid Bureau, Lambung Mangkurata U.,
Banjarmasin

OTHER

Dr. Selo Soemardjan, Social Scientist, Vice President's Office

Mr. David Winder, Representative, Ford Foundation

Mrs. Nani Yamin, Director, Institute of Consultation and Legal

Aid for Women and Family. (Project Director for ongoing PVO Legal Services and
Counseling Project)

Members of Project staff, social worker, lawyer, psychologist and support staff.

Three Clients of Institute of Consultation and Legal Aid

NEAR EAST SUB-REGION

MOROCCO

USAID

Charles Johnson, Mission Director
 Janet Ballantyne, Deputy Director
 Robert Meighan, Legal Adviser
 Randal Thompson, Project Officer

U.S. EMBASSY

Arnie Schifferdecker, Political Officer
 Richard Hoover, Political Officer

AMIDEAST

Mrs. Sue Buret, Director

MOROCCAN OFFICIALS

Fatima Hassar, Member of the Central Committee, Red Crescent Society, Amman
 Abdelaziz Benjalloun, Dean, Faculty of Law, Rabat
 Abdelkader El Kadiri, Professor, Faculty of Law, Rabat
 Mohamed Moatissime, Professor "Titulaire de Chaire", Faculty of Law, Rabat
 Khadija El Madmad, Professor, Faculty of Law, Casablanca
 Ahmed Zekri, Professor, Faculty of Law, Fez
 Abdelaziz Nouydi, Professor, Faculty of Law, Fez
 Driss Mouline, Assistant Director, Insitut National des Etudes Judiciares (INEJ)
 Mohamed Lididi, President, Tribunal de Premiere Instance

JORDAN

USAID

Lewis Reade, Mission Director
 Douglas Robertson, Legal Advisor

U.S. EMBASSY

Donna Tarpee, Political Officer

AMIDEAST

Janine El-Tal, Director

JORDANIAN OFFICIALS

His Excellency Riyad Shakaa, Minister of Justice

Judge Fouad Khoury, Court of Cassation

Judge Adeeb Halasah, Court of Cassation

Dr. Mohammed Hammouri, Dean, Faculty of Law, University of Jordan

Dr. No'man Khatib, Professor, Department of Law, Mu'tah University, Karak, Jordan

Dr. Ahmed Dhaher, Professor, Department of Political Science, Yarmouk University,
Irbid, Jordan

Yassin Sarayrah, Professor, Department of Public Administration, Yarmouk
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Mrs. Hind Abdel Jaber, President, Business and Professional Women's Club, Amman

Mrs. Buthaina Jardana, Director

Mrs. Naila Rashdan, Chairman of Legal Committee

Mrs. Rihab Qaddoumi, Resident Lawyer

Mr. Hani Dahleh, Chairman, Jordan Human Rights Association

EGYPT

USAID

Michael Williams, Legal Adviser

Karent Turner, Legal Adviser

Janna Laudato, Evaluation Officer

U.S. EMBASSY

Marc Seivers, Political Officer

Dr. Nabil Khoury, USIS PAO

AMIDEAST

David Mize, Director

EGYPTIAN OFFICIALS

Dr. Farouk Rateb, Undersecretary of State (Retired), Ministry of Justice

Mr. Sayed Omar, Conseil d'Etat and Adviser in the Ministry of Planning and
International Cooperation

Dr. Nabil Hilmy, Director, Center for International Legal and Economic Studies,
Zagazig University, Cairo

Judge Abdel Raheim Amer, Supreme Court, Cairo

Judge Nabil Omeran, Appellate Court for Southern Districts of Cairo

Dr. Mahmoud Zanaty, Dean, Faculty of Law, Assuit University

Dr. Hassan Hosni, Professor, Faculty of Law, Sadat Academy

Abdel Azim Wazir, Professor, Faculty of Law, Mansoura University

Said El Dakkak, Professor and Vice Dean Faculty of Law, Alexandria
University, Alexandria

Mr. Mohamed El Awa, Lawyer, Cairo

Dr. Judy Barcelou, Program Officer, Ford Foundation (Regional)

UNITED STATES

WASHINGTON, D.C.

William Fuller, Dep. Asst. Administrator, ANE

Orin D. Parker, President, AMIDEAST

James McCloud, Vice President for Financial and Admin, AMIDEAST

Michael Miklaucic, Project Coordinator, AMIDEAST

Marcus Franda, TAF Washington Representative

SAN FRANCISCO

Haydn Williams, President, The Asia Foundation

Elizabeth White, Area Director, Regional and Law, TAF

ANNEX B

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ANNEX C
STATEMENT OF WORK

Article I - Title

Evaluation of the Asia Near East Human Rights Program - 398-0249

Article II - Objective

The major objectives for this evaluation are: 1) to determine the effects, to date, of HR projects implemented in the ANE Region; 2) to assess the level of accomplishment of project objectives and to identify the factors that strengthen or inhibit the accomplishment of these objectives; 3) to identify successful strategies and mechanisms within specific projects; 4) to identify problem areas in specific types of project interventions; 5) to identify specific lessons learned at the program and project levels that can be useful in future programming and; 6) to advise project management on most efficient alternatives to administer the program.

Article III - Statement of Work

A. BACKGROUND

The A.I.D. Human Rights (HR) Program was established in 1978 by Section 116(e) of the Foreign Assistance Act (FAA). Section 116(e) legislation mandates that the Agency fund "programs and activities which will encourage or promote increased adherence to civil and political rights." The legislation also established an annual funding target of \$1.5 million for A.I.D. to implement this program worldwide. The annual funding level was increased in 1984 to \$3.0 million.

A.I.D. Policy Determination Number 12 (PD 12) issued in 1984, provides guidance on the specific types of activities that the Agency should encourage under the Human Rights Program. These activities are:

1. Research and discussion of civil and political rights;
2. The awareness of civil and political rights;
3. Adherence to the rule of law through a legal framework conducive to civil and political rights;
4. Free and democratic electoral systems;
5. Development of democratic principles and institutions that promote human rights;
6. Development of human rights organizations and
7. Increased access of women and ethnic groups to the judicial system and to the political processes.

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Human Rights activities started in 1978 in the former Asia Bureau and in 1983 in the former Near East Bureau. Through FY 1986, \$5.6 million have been obligated, \$4.5 million in the Asia Region and the rest in the Near East Region. The program is administered from AID/W and funds are obligated through the regional program or directly allocated to A.I.D. field missions. Projects range from \$10,000 to \$1,000,000. In Asia, HR projects have been implemented mainly by The Asia Foundation (TAF). America-Mideast Education and Training Services (AMIDEAST) has had the major implementing role in the Near East Region.

Since 1978 a total of 15 projects in 16 ANE countries have been funded (see attachment A). Examples of the types of activities funded are: training of lawyers and magistrates; educational programs on legal rights and curriculum development; support for educational institutions involved in human rights and legal education; support for nongovernmental organizations involved in human rights advocacy; studies and research; provision of legal services to the poor and to women; technical assistance in the area of administration of justice and electoral systems; development of manuals; guidelines and publications; support for seminars and conferences on human rights, legal systems and the administration of justice.

B. Evaluation Design

The complexity and diversity of the ANE Bureau's Human Rights Program make it necessary to limit the focus and number of projects that can be included in this evaluation. A.I.D.'s human rights strategy and the individual country human rights context provide the basic parameters for assessing progress to date and potential impact of HR project interventions.

A proxy assessment of the human rights country context will have to be determined for those countries selected for the evaluation. Using the Human Rights Reports from the Department of State and other relevant documents, a human rights country context will be developed for the period of 1978 through 1986. Legal, procedural, and practice changes in the enforcement of human rights will be noted, as well as the situation for HR advocacy groups. Special attention will be given to the human rights situation of women, ethnic minorities, and the poor. In developing a HR country context, consideration will be given also to reports of detention without charges, cruel and inhuman punishment, torture cases, disappearances, investigations by international organizations, and sanctions by the United States, other countries, and the international community.

The human rights projects implemented to date in the ANE region focus mainly on strengthening legal systems and on outreach activities. Projects that strengthen the legal system provide assistance to indigenous human rights

* See page 4.

organizations and to governmental institutions that foster or protect civil and political rights. This kind of support also includes support for human rights international organizations, seminars and publications. Outreach type projects provide human rights education to the population at large or assist specific groups (the poor, women, minorities) in improving their access to legal services.

The development of democratic electoral systems is another area of assistance of the A.I.D. Human Rights Program. This evaluation will not include this type of project because there are very few projects in the ANE region that have received this type of assistance.

The countries and projects selected represent different contexts, different program strategies and different modes of implementation (bilateral vs PVOs; regional vs. country specific; centrally administered vs. mission oversight). See below for a distribution of characteristics of the projects selected.

The projects and subprojects to be included in this evaluation are:

<u>Country)</u>	<u>Project No.</u>	<u>Project Title/Activities</u>	<u>Obligated</u>
1. Indonesia 84-86	497-0336	Indonesia Legal AID Inst. (Legal Education)	\$100,000
2. Indonesia 84-86	497-0336	Indonesia Society of Human Rights (Legal Education)	\$ 20,000
3. Indonesia 84-86	497-0336	Legal Services for Women (train female law students to provide legal education to poor women)	\$ 20,000
4. Indonesia 82-84	398-0251	Strengthening Indonesia Legal System (institutional development for private/public legal institutions and legal aid for the poor	\$191,000
5. Indonesia 80-81	498-0251	Indonesian Legal Services II (legal aid for the poor	\$244,000
6. Indonesia 79-80	498-0251	Indonesia Legal Services I	\$250,000

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7. Nepal 83-86	367-0150	Strengthening the Legal System (3 components:	
		1. Microfilm System for the Supreme Court	\$ 94,000
		2. Women's Legal Services	\$106,000
		3. Judicial Administration (printing and distribution of legal statutes library support, legal research)	\$430,000
8. Philippines 82-86	398-0251	Philippines Legal Resources (institutional support for U. of Philippines Women Lawyers Circle and Integrated Bar of Philippines)	\$250,000
9. Philippines 84-86	398-0251	Human Rights Institute for Mindanao (public service, research and development, publications, library support and special projects)	\$181,000
10. Philippines	(unknown)	Legal Outreach Project funded by OFFPVC	(unknown)
11. Philippines 79-84	398-0251	The Asia Foundation Regional Grant (1420) (Women's Legal AID Seminar, U. of Mindanao Citizens Referral Center and U. of Philippines Law Center Clinical Education Seminar)	\$ 27,000
12. Thailand 86-87	398-0251	TAF Legal Dissemination and Leadership Role Awareness Program for Women in Southern Thailand	\$ 30,085
13. Thailand 84-?	493-0296	TAF Rural Legal Literacy Programs	\$ 32,000
14. Thailand 79-84	398-0251	TAF Regional Grant (1420) (Seminar on Legal Aid Services - Social Research Institute; Thai Women Lawyer's Association; Legal Literacy Outreach)	\$ 58,000

NE Regional

15. Egypt Morocco Jordan 83-86	398-0054	Legal Education and Training (short term training for judges, lawyers, human rights curriculum development, seminars, conferences and publications)	\$693,000
16. Asia Regional 85-88	398-0251	TAF Regional Grant (5034) (law asia publications, observer program, mediation and conciliation conference, legal literary program and library support)	\$262,448

C. Evaluation Questions

The evaluation team will answer the following questions:

I. Project Effectiveness and Impact

1. Are the projects reviewed in each country addressing real human rights problems? Are there other human rights problems that could have been addressed with available resources?
2. Based on project documents and interviews with mission, grantee staff, host country institutions and beneficiaries, is the project achieving its objectives?
3. Can we identify contextual and project related factors that strengthen or inhibit the achievement of project objectives?
4. Were inputs delivered in a timely and efficient manner? Were outputs produced as expected?
5. How do actual project costs compare with planned costs? Can we assess cost per beneficiary and cost effectiveness?
6. Does the project have a monitoring/evaluation system that informs management decisions? If so, does it work effectively?
7. Are there any observable (intended/unintended, positive/negative) effects on targetted beneficiaries? Any institutional impacts?

8. What are the prospects for sustainability?
9. Are there any changes in the human rights situation in the project area? Can these changes be attributed to the project or to other factors (specify)?

II. Program Effectiveness Impact

1. Based on progress reports, previous evaluations, interviews with AID/W and mission staff, and project analysis, is the Human Rights Program achieving its stated objectives as described in Policy Determination No. 12?
2. Based on interviews with grantee staff and implementing host country organization staff, is the Human Rights Program achieving its stated objectives?
3. Based on interviews with beneficiaries of projects that strengthen legal systems and outreach projects, is the program achieving its stated objectives?
4. Is there any other available evidence which documents the ways in which the Human Rights Program is achieving its objectives (e.g., enactments of laws that protect civil and political rights, improvements in the administration of justice)?
5. What have been the major program successes? Which area or subarea of program activity (strengthening legal system or outreach) show evidence of greatest effectiveness? Which, if any of these areas are deficient in terms of achieving program objectives? What should be done?
6. What specific features of project design, management or implementation contributed to or inhibited program effectiveness and impact?
7. Have there been any effects, anticipated or unanticipated, of the program at the national level?
8. Is there any evidence the human rights activities have been sustained and or replicated after A.I.D. funding was terminated? What factors have been important in either contributing or preventing this from occurring? Can outreach projects become sustainable after project completion?
9. Overall what impact have the human rights activities had in each country visited?

III. Program Management

1. To what extent is agency, bureau and mission guidance in identification, design and implementation of human right activities useful? If guidance is not adequate what should be done to improve such guidance?
2. Have different modes of administration of the Human Rights Program (AID/W vs missions) been effective in monitoring and backstopping project activities? What are AID/W and mission's views regarding program monitoring responsibilities? What are the team's views?
3. Does it make sense to develop a Human Rights project for the region (as the LA Bureau) rather than obligate funds through other umbrella projects (such as the regional PVO project 398-0251)?
4. How do costs compare across types of projects, (institutional development vs legal services, across countries)?
5. In each country how does the ratio of funds expended for administrative costs vs funds expended for program costs compare with other A.I.D. recipient organizations?
6. How effective have been different types of assistance (direct assistance to governments vs indirect assistance through American and/or indigenous PVOs) in monitoring and implementing project activities?
7. Is there any difference between regional and specific country projects in monitoring and implementing project activities?
8. Is the program consistent with A.I.D.'s women in development policies? What are the gender breakdowns of local staff, trainees and beneficiaries?

IV. Program Implications

1. Has the provision of A.I.D. funds for human rights activities represented a sound and effective use of agency resources?
2. What lessons learned can the team identify to improve future programming decisions?

V. Recommendations

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

D. Evaluation Procedures and Team Composition

The evaluation will include two to three team members for each region with the following combination of skills: legal, human rights, training and institutional analysis expertise, research/evaluation skills, writing skills, familiarity with A.I.D. and countries/region. The A.I.D. Human Rights Officer will work closely with the evaluation team in its preparatory phase and will accompany the team in its field work.

The evaluation tasks will include the following:

- I. Preparation Work - Review HR legislation and A.I.D. policy determination, review selection of projects, confirm mission concurrence, review human rights situation of countries selected, review project documents, refinement of evaluation questions, development of appropriate data collection techniques and division of labor among team members, and interview grantee representatives and relevant A.I.D. officers in U.S.A. The specific field strategy needs to be outlined during the preparatory phase of this study.

II. Field Work - Three to four weeks in each region gathering information. The Asian countries identified are Nepal, Philippines, Indonesia and Thailand. The countries in Near East are Egypt, Jordan and Morocco. In each country visited the evaluation team will contact the A.I.D. Mission Human Rights Officer, the grantee country office and the host country organization(s) related to the project(s). The team should try to contact as many direct beneficiaries as feasible. The team will meet with mission staff prior to departure from each country and will present a 2-3 page outline of their major findings and recommendations. The team will take into consideration any suggestions/comments made by mission or grantee staff on this outline.

ARTICLE IV - Reports

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

- Basic Project Identification Data Sheet;
- Evaluation Summary;
- Body of the Report (maximum 40 pages);
- Appendices, as Appropriate

ANNEX D

COUNTRY HUMAN RIGHTS CONTEXT

Introduction

This evaluation was focused on human rights projects, not on the general state of human rights in each of the seven countries visited. But because the scope of work required that country human rights "context" statements be included in the annex to the report, the team turned to the very helpful series of Human Rights Reports Congress requires from the Department of State. The reports began in 1979 and are updated annually. In addition, these context statements also reflect observations by the various team members gleaned from their interviews and site visits.

The reports are presented in the following order:

Near East sub-region - Morocco, Jordan, and Egypt

Far East sub-region - Nepal, Thailand, the Philippines, and Indonesia.

ANNEX D

COUNTRY HUMAN RIGHTS CONTEXT

MOROCCO

Morocco is a monarchy with high concentration of power in the person of the King, who is both the political and spiritual leader of the Moroccans, who overwhelmingly belong to the Sunni Moslim faith. He is assisted by a cabinet headed by a Prime Minister, whom he appoints with the approval of the Parliament. The legislative power is vested in a Parliament which was elected in 1984. Eight political parties are represented in the Parliament.

Human Rights conditions in Morocco are affected by several variables.

1. The autocratic nature of the regime, which in spite of the constitution, puts the King at the center of all decision making. Moroccans are not allowed to criticize the monarchy, Islam or the Sahara War.
2. The heavy handedness of the security forces which on a routine basis assert their authority by intimidating motorists and other members of the general public. Particularly targeted are persons accused of leftist tendencies, those who showed support for the attempted coups against the King in the 1970s and those who participated or supported the riots of 1982 and 1984. Several international Human Rights organizations have persistently charged that political prisoners in Morocco are tortured and abused. Indeed, the Moroccan Government does not recognize a separate category for political prisoners. Instead, all prisoners are considered common criminals.
3. The Moroccan judiciary is composed of relatively young members, most of whom during the last decade graduated from the National Institute of Judicial Studies in Rabat. The Moroccan judiciary has yet to assert its independence and integrity when it comes to political trials. One positive development in recent years is the increasing number of women judges, over 200 of a total of several thousands, a notable and progressive trend in a male-dominated Muslim society.
4. The recent and continuous deterioration of the economy and the increased indebtedness of the country is placing heavy restrictions on developmental efforts. Economic conditions plus the continuous war in the Sahara have increased the security consciousness of the regime. Given the memory of the 1982 and 1984 food riots, citizens' freedom of expression are likely to suffer.

For all of the above reasons, Moroccan human rights conditions are less than perfect. The two Moroccan human rights organizations, the Moroccan Association of Human Rights, which is associated with the left, and the Moroccan League for the Defense of Human Rights, a nationalist group associated with the Istiklal Political Party, are by and large dormant and not free to operate. When they occasionally raise their voices and issue a statement on behalf of political prisoners, they have to do it clandestinely.

Indeed, few members of these two organizations are publicly known. In recent years they stopped issuing their annual reports.

Moroccans consistently make a distinction between human rights as a topic for study and human rights as public policy. Discussion of the former is considered legitimate, the latter is prohibited. Activists have to use the former approach, in the hope of affecting the latter by insinuation.

As is the case in Jordan and Egypt, activists in all political parties or, in the case of Jordan, pseudo-parties, are eager to establish contacts with their U.S. counterparts. Legislatures in these countries may be the most promising groups to directly contribute to the improvement of human rights conditions, since politicians, unlike the judiciary and academia, are more activist and interested in the public policy side of human rights.

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COUNTRY HUMAN RIGHTS CONTEXT

JORDAN

Jordan is a hereditary monarchy, where the King exercises a wide range of power despite the existence of a constitution theoretically limiting those powers. The executive power is exercised by a cabinet under a Prime Minister selected by the King with a vote of confidence by Parliament. The existing Parliament was elected in 1967, and since then its term has been periodically extended by the King, who also has the right to suspend, dissolve or resurrect it. After the 1967 Israeli occupation of the West Bank, the term of the Parliament was periodically extended. In 1974, when the PLO was declared the only legal representative of the Palestinian people, the King suspended the Parliament and in its place selected a consultative assembly. In 1984, the Parliament was reinstated by the King. Since then there have been several by-elections to fill vacant seats from the East Bank. Vacant West Bank seats are filled by appointment, since election is not possible under Israeli occupation. There is also a Senate appointed by the King.

In 1986 a new electoral law was passed and there were widespread expectations that the King would soon announce a date for a new election. Registration was under way but in October 1987, the King declared the postponement of election date and extended the present Parliament for up to two years. The declared reason for this postponement was to enable the authorities to complete voter registration. In Jordan some speculate that the real reason is the fear that significant elements of the Muslim fundamentalists may win parliamentary seats in a free election atmosphere. Others speculate that the King had no intention of elections, but used the threat of holding elections to send a message to the PLO that he is ready to withdraw his recognition of the organization as the sole legitimate representative of the Palestinian people after the PLO leadership broke negotiation with the King regarding the stalled Middle East peace conference.

Although the Jordanian constitution guarantees all accepted human rights norms, since 1967 the kingdom has been ruled under emergency laws. Political parties are illegal, freedom of assembly and association is highly restricted and requires a government permit that is difficult to obtain. While the judiciary is constitutionally independent, its power in reality is limited by the state of emergency. Thus, the student protests at Yarmouk University were violently subdued by the military. At least three students died, scores injured and many arrested. Under the state of emergency, the judiciary has no competence to deal with these cases, since those "crimes" were classified as national security crimes and therefore outside the jurisdiction of the regular courts.

The courts are also limited by tribal laws, which are administered by tribal chiefs according to archaic norms that specifically discriminate against women in a wide variety of family matters. Crimes of honor committed by members of the tribe against women who are accused of unacceptable social or personal behavior are often tolerated and left unpunished.

Arbitrary arrests are illegal; but under the state of emergency are tolerated, especially if undertaken by the internal intelligence forces. A number of such cases are reported every year. Targeted for this treatment are Palestinians who belong to the Popular Front for the Liberation of Palestine (PLFP) and some Muslim fundamentalists. Those who cross the border with the West Bank are also targeted for such treatment.

Perhaps the most visible human rights restriction is the limitation of the freedom of the press, either through direct censorship or self-censorship. It has been generally known that journalists who did not properly exercise self-censorship found themselves either without a job or the cessation of their daily column.

Aggravating the human rights conditions in Jordan is the recent economic stagnation, both in Jordan and in the region, which increased unemployment and reduced remittances from Jordanians working in Gulf countries. The development plan for the West Bank that the King announced last year has exacerbated his relationship with Palestinians and therefore increased the security precautions, which invariably means more restrictions on human rights. As an example, the Jordanian authorities have recently closed down the Writers' Association on the pretext that it violated its original charter as a Jordanian association. The authorities charge that it is actually controlled by outside radical elements in sympathy with the PLO and the communists, since the association maintained contact with South Yemen, East European countries and the Soviet Union. The Association was allowed to resume its activities only after it rid itself of the "undesired" elements.

King Hussein's October 10 speech to the Jordanian Parliament, though announcing a postponement of election for up to two years, did promise to inject new spirit in rejuvenating the budding democratic institutions of that country. He promised to make the Parliament an integral part of the public policy process. Indeed, USAID/Jordan has already begun exploring ways of helping to strengthen that institution to enable it to participate constructively in the public policy process. Appropriate programs addressing the needs of the Parliament may directly contribute to improving the human rights conditions in Jordan.

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COUNTRY HUMAN RIGHTS CONTEXT

EGYPT

Egypt is a republic with a presidential system of government. After the assassination of former President Sadat in 1981, Hosni Mubarak, Sadat's Vice President assumed power after he was confirmed by the People's Assembly, the popularly-elected lower house of the legislature. There is an upper house which is partly elected and partly appointed. This spring, anticipating an adverse ruling by the Constitutional Court regarding the constitutionality of the electoral laws under which the People's Assembly was elected, President Mubarak dissolved the Assembly, changed the electoral laws to conform with the constitution and called for new elections. The elections that took place in May 1987 were by all standards openly contested by a number of opposition parties from the right and the left. The government party, the National Democratic Party, won over 70% of the seats, but a coalition of opposition parties, including the fundamentalist Muslim Brotherhood Party, entered the Assembly in force and are now very vocal in their criticism of the government.

President Mubarak was overwhelmingly nominated by the People's Assembly to run for a second term. He was the single candidate and won over 95% of the votes in the plebiscite that took place on October 5, 1987. There is a Prime Minister and a cabinet composed of over 33 cabinet members appointed by the President.

There is a generally shared perception that Egypt under Mubarak is enjoying freedoms it has not enjoyed under his two predecessors, Sadat and Nasser. Political parties are allowed, and indeed many of them fielded candidates in the recent elections. The press is relatively free and openly criticizes government policies. Many of the political parties have their own newspapers that express these party's programs. The Egyptian judiciary is traditionally autonomous and has managed to maintain its autonomy even under oppressive conditions. It remains proud of this tradition.

Human rights conditions in Egypt at present are affected by several variables.

1. The state of emergency declared since Sadat's assassination has been periodically extended. While this state of emergency is not affecting the majority of Egyptians, Muslim fundamentalists, leftists and opposition parties are openly critical of it. The fundamentalists and leftists charge that their constitutional rights and protections have been violated because of the state of emergency. They charge that they have been tortured in prisons while being interrogated. Opposition parties charge that the state of emergency was used by the government to influence the recent elections and therefore the vote in favor of the government party is not a true reflection of the peoples' preferences. Even the Judges' Association openly criticized the continuation of the state of emergency and its recent extension by President Mubarak.

2. Increase in political violence by fundamentalists against Egyptian internal security forces, Israeli diplomats and American personnel. In 1987, for example, assassination attempts were made against the Chief of International Security in Egypt, the U.S. Chief Security Officer and his assistant and others. Palestinian, Libyan and Syrian sympathizers are heavily watched and harassed. A large number of the fundamentalists are in jails being tried or are awaiting trials.
3. The riots of the police recruits in Cairo in 1986. While the government has undertaken steps to meet some of the economic demands of the recruits, the reverberations of those riots are still felt. Over a hundred individuals were killed during the riots, several are still being held in prisons and the search continues for the political motivation of those who rioted and those behind them.
4. Opposition parties charge that over 95 seats in the May election of the People's Assembly were won by the opposition parties, but due to an intentional malfunctioning of the computers at the Ministry of Interior (the Ministry responsible to conduct the elections and tally the ballots), the victory went to the government party, the NDP. They also call for the release from jails of all political prisoners. The opposition also charges that the constitution should be amended to allow for direct election of the President and more than one candidate. The present constitution authorizes the People's Assembly to select the President who would then submit to a popular referendum, where the public is asked whether they approve or disapprove of his candidacy, without an alternate candidate.
5. Egypt enjoys religious tolerance. The recent tension between the Muslim fundamentalists and the Christian Coptic church, has subsided. The Copts also enjoy good relationship with the government. Although conversion from one religion to the other is not prohibited, the government discourages conversion from Islam to Christianity. Those converted are harassed and sometimes persecuted. The case of the Bahai, considered an apostate religion by the Muslims is still being tried under a 1960 decree law, which prohibited them from publicly exercising their rites. Those rites involving pilgrimage to Haifa in Israel were declared a threat to public order, seditious and against the national interest.

In his October 12, 1987 speech to the People's Assembly, President Mubarak put heavy emphasis on the importance of the rule of law, the importance of the judiciary and the vital role of the political opposition. He expressed a strong sentiment and directed the Assembly to assume its constitutional role as the place where public policy should be debated and decided.

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COUNTRY HUMAN RIGHTS CONTEXT

NEPAL

The modern state of Nepal, the world's only Hindu Kingdom, came into existence with the revolution of 1951. This revolution was a unique event wherein the Nepali people and the King jointly successfully revolted against the then autocratic, familial and tyrannical Rana rule. Prior to 1951, the rulers of Nepal had kept the country's borders closed to the outside world.

Immediately after the 1951 revolution the then King, Tribhuvan Bir Bikram Shah Deva proclaimed that the country should be governed in accordance with a constitution to be framed by a constituent assembly elected by the people. However, instead of establishing a constituent assembly through public election, the late King Mahendra (father of the present King) himself promulgated the first constitution of the Kingdom of Nepal which embraced a multi-party parliamentary system of government. Accordingly, in 1959 direct elections, on the basis of universal adult franchise, were held, and the majority party (Nepali Congress) formed a government. In 1960, King Mahendra determined that the parliamentary system was alien to the "genius and tradition of the Nepalese people" and through a royal proclamation of December 16, 1960 dissolved the elected legislature and government. King Mahendra then in 1962 promulgated the present constitution of Nepal and introduced the Panchayat (councils) system of government. These Panchayats were created at three levels (village/town, district and national) and their members appointed by the King.

Following student demonstrations in May 1979, the present ruler, King Birendra, announced a national referendum to allow voters to choose between the Panchayat system with relevant reforms, or a return to a form of multi-party parliament. The Panchayat system won by a margin of 54 to 46 percent. This led to the royal declaration of the third amendment to the Constitution in December 1980 which further liberalized the Constitution in notable ways. It stipulated in essence that: (a) of the 140 members of the national legislature (Rastriya Panchayat) 112 would be elected throughout the 75 districts of Nepal; (b) 28 members of the Rastriya Panchayat would be named by the King; and (c) that the Prime Minister be chosen by the Rastriya Panchayat with the cabinet responsible to it as well as to the King.

Nepal currently has an estimated population of approximately 17.5 million, spread over a land area of 54,362 square miles including the highest of the Himalaya mountains. Literacy in Nepal is extremely low by any standards and is a real hindrance to the general population's knowledge and understanding of human rights. It is estimated that the literacy rate is around 26% overall, with men (34%) leading women (12%) by a substantial margin, a reflection of traditional attitudes toward the status and role of women in the society.

It is one of the poorest nations in the world, with limited communications and extremely difficult development problems. Over 90% of its traditional and rural population is engaged in subsistence agriculture. Economic development and the broadening of political participation have been government objectives only since 1951.

Respect for human rights as generally accepted in the Universal Declaration on Human Rights has varied, at least since the situation began to be observed and reported on annually by the Department of State in 1979.

The Nepali Constitution specifies that the King is the sole source of authority for all government institutions, and although there are some traditional and constitutional constraints on the King's powers, he rules with the advice of the Panchayat and day-to-day management of the Prime Minister, cabinet and bureaucracy. In spite of Nepal's endorsement of the Universal Declaration of Human Rights, some of which are spelled out in Part III of the Constitution, all such provisions are subject to restrictions imposed by the partyless Panchayat and ultimately, of course, by the King. Political parties, unions and/or associations formed for political purposes are formally banned. Social services organizations must be registered with the government and operate under the guidance of a government appointed council. The press is relatively free but may not criticize the King or members of the Royal Family.

What legal rights women have, as a result of national legislation, are mostly irrelevant to the vast majority of Nepali women. Lack of education, formidable communications obstacles, communal and tribal customs which dictate a secondary role for women all combine to make it practically impossible for women to achieve equal status with men though such is granted under Nepalese law. As a result, women's rights are conferred, or denied, on the basis of community and ethnic tradition. Women in the Kathmandu Valley, closer to the central government and better educated than women in other areas of Nepal, can and are exercising more legal rights.

Even though legal rights are severely limited by restrictive provisions in the law, many organizations in Nepal are working for the promotion of basic rights. Though outlawed, de facto political parties operate, but without signposts or flags. Independent class organizations (labor, youth) are functioning within the legal framework of the Panchayat system. Student groups have been a catalytic force in influencing political changes. The Nepal Bar Association and Nepal Law Society (duly incorporated and registered under Nepalese law) work toward human rights recognition and implementation.

The increasing pressure of public opinion has compelled the government to adopt a acquiescent attitude toward the activities of political and human rights organizations despite oppressive and restrictive legal provisions and the singular character of the political system.

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ANNEX D

COUNTRY HUMAN RIGHTS CONTEXT

THAILAND

Thailand is the second largest country in South East Asia with an estimated population of 52,699,000 (mid-1986). Major ethnic groups are Thai (75%) and Chinese (14%). Ninety-five percent of the population is Buddhist, and 4% is Muslim most of whom are located in the south bordering Malaysia. Literacy rates for both males and females are relatively high (92% and 84% respectively). Family planning programs have been quite successful in recent years. Population growth rates have decreased from 2.8% in 1970 to 1.8% in 1986.

The Thai economy is undergoing a rapid transition. With a per capita GNP of US\$860 (1984) and an annual per capita real GNP growth rate of 4.2% during 1965 to 1984, Thailand is approaching a middle-income status. Despite national development goals to redress income disparities between urban and rural areas, the national income received by the low 20% of the population was only 5.6% (in 1976). Thai society is still predominantly rural and standard of living improvements have been mainly concentrated in Bangkok.

The Royal Kingdom of Thailand, formerly Siam, dates back to the 13th century. A revolution in 1932 transformed the Thai system of government from an absolute to a constitutional monarchy. The King is formally the head of state. He has little direct power but he is an important popular symbol of national identity and unity. The Office of the Prime Minister (position usually held by a retired general) is the center of the political power. The Prime Minister heads and selects the cabinet. The cabinet must resign if a censure motion is passed by the Parliament. The legislature (composed of 347 member-elected lower house and a 243 member-appointed Senate) is a weak body. Parliament has less power than the military and the bureaucracy. The military has played a dominant role in Thai politics. The 301 members of the lower house are popularly elected. In 1979 only 50% of the population participated. The last election in July 1986 allowed a relatively open competition among political parties (except for the communist party that is outlawed). Both adult men and women have the right to vote, 61% of all eligible voters participated in the July election. Despite this apparent openness, the majority of the populace remains uninformed and purchase of votes is a common practice denounced by several Thai human rights groups.

The legal system blends principles of traditional Thai law and western law. Law dealing with family and inheritance matters is rooted in traditional laws and customs, while criminal, civil and commercial codes are adapted from the British and European legal systems. In the far south where Muslims constitute the majority of the population, Koranic laws are also applied. The Supreme Court is the highest court of appeals and its judges are appointed by the King. The court has jurisdiction over election disputes.

The Constitution of 1978 guarantees Thai citizens rights including freedom from political killing, torture and cruel punishment, arbitrary arrest, detention or

exile, denial of fair public trial and arbitrary interference with privacy, family, home or correspondence. National and international human rights groups have denounced some killings, torture and police abuse against communist and Muslim insurgents specially in rural areas. The Thai government, in turn, has also denounced killings and abuses committed on civilian and police officers.

Civil liberties such as freedom of speech, of peaceful assembly, of religion and of movement are generally well respected in Thailand since the repeal of martial law in 1979. Freedom of the press exists but there are specific prohibitions against insulting or defaming the King, Queen, Heir Apparent or Regent, advocating a communist system of government or publishing materials which threaten national security. There are also some exceptions with regard to freedom of movement of Vietnamese nationals. Since 1983 there have been government protections for Thai women and children under the age of 14 designed to prevent the export of children and women for purposes of sale or prostitution.

In general, women have equal rights under the law. Women, however, are generally underrepresented in national politics and in high government positions. In rural areas sex stereotypes with respect to occupational and social roles become obstacles for a full integration of women into society. A major issue emerging in 1987 is the question of child labor. Thai law prohibits the employment of children under the age of 12, but laws are poorly enforced.

According to the State Department's 1986 Human Rights Report on Thailand, Thailand has furnished asylum to 670,000 refugees from Laos, Cambodia and Vietnam since 1975 and has acted in the spirit of international agreements regarding the basic rights of refugees. Their policy permits UN-Coordinated assistance to be provided to refugees at first asylum camps. The UN concurs with the Thai practice of voluntary repatriation.

The human rights situation has improved since the period of martial law (1976-1979) when individual liberties were seriously curtailed. Since the enactment of the 1978 Constitution the rights of individuals are protected by law. There are still specific groups in the population (mainly workers, farmers, women, political prisoners and children) that suffer from failures to enforce the law. In recent years the emergence of a number of human rights organizations is a positive indication towards improving the situation of disadvantage groups. A major concern for Thai human rights activists today is the general lack of awareness that Thai citizens have about their own rights.

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ANNEX D

COUNTRY HUMAN RIGHTS CONTEXT

REPUBLIC OF THE PHILIPPINES

The Philippines consists of some 7,000 islands with a total land area of 115,579 square miles. Its population is estimated at 57.5 million. The original people of the Philippines were of Indo-Malay stock, but over several centuries they have become a blend of many physical features and socio-cultural characteristics (combining oriental and occidental influences). Regional and original language loyalties are very strong among Filipinos.

Historically, the Philippines had been a colony of Spain for about 350 years prior to the Spanish-American War of 1898. In 1902 the U.S. Government established a civil government to rule the Philippines and granted the country commonwealth status in 1935 with the understanding that after 10 years it would become fully independent. On July 4, 1946 it became an independent nation and a member of the United Nations.

Since independence, the Philippines has had a succession of elected presidents, the longest serving of which was Ferdinand Marcos - 1966 to 1986. During the last fourteen years of the Marcos regime, he ruled virtually as a dictator under a decree of martial law. In February of 1986 he was overthrown by an uprising of the Filipino people who chose the current president, Corazon Aquino, to bring the country back to a republican system of government.

Under the new constitution adopted on October 15, 1986 and ratified by a vote of the people in February 1987, the three branches of government are authorized and in place. The Philippine democratic system is closely patterned on that of the United States. Administratively, the executive branch is the responsibility of the president, and the legislative branch is comprised of elected senators and representatives. The judiciary is headed by a Supreme Court and has a series of lower courts at the city and provincial levels. The country's legal system is derived from Spanish judicial practices and Anglo-Saxon/American common law.

The natural resources of the country are abundant in most areas - agriculture and forests, fish, and minerals. Economic growth is still too slow to accommodate the fast growing population and most wealth remains in the hands of the few. During the Marcos regime, investments were skewed toward an urban-based, government protected capital intensive, import-dependent industrial sector.

Within recent months, political wranglings and disgruntled elements in the armed forces of the Philippines, not to mention the New Peoples' Army (NPA) of the communist movement, have threatened to destabilize the Aquino administration. These threats have not ceased, but the Aquino government has so far shown that it is capable of preserving and maintaining political stability, although the killing of three American servicemen in October 1987 has raised some doubts.

Notwithstanding the negative implications of the abortive coup on August 28, 1987, against the Aquino government and two political assassinations, the Philippine case provides a brighter perspective on human rights than many other countries in Asia. Overall, there has been a marked improvement in conditions. Since the Aquino

government took over, there have been fewer political killings and politically motivated disappearances and fewer incidences of torture, inhuman treatment, arbitrary arrests or detentions. Basic freedom and respect for political rights continue to be widely observed. Over 600 political detainees were released in 1986.

On May 5, 1987, President Aquino signed into law on Executive Order which created a Commission on Human Rights (CHR) as provided in the 1986 constitution. This order expanded the jurisdiction and powers of the government human rights body in contrast with those held by the former Presidential Committee on Human Rights, an interim body.

With this transition from a presidential committee to an independent constitutional commission, the CHR is no longer merely an advisory and consultative body. It now has visitorial powers over jails and other detention facilities and the power to monitor the Philippine Government's compliance with international treaty obligations on human rights. The most significant expansion of its power lies in the Commission's mandate to "investigate on its own or on complaint by any party all forms of human rights violations involving civil and political rights." But the new commission has no prosecutorial power, cases must be referred to the Ministry of Justice. Under the former presidential commission, investigations were limited to human rights violations committed by government officials and their agents. This had been a thorn in the military's side, often cited by it as a one-sided view on human rights. Several weeks after the Executive Order was issued, the military filed a petition with the Commission against the New Peoples' Army chief, the first human rights complaint against the NPA rebels filed with the CHR.

Article XIII of the new constitution provides for social justice and human rights in some 19 sections dealing with social, economic and cultural inequities, labor, agrarian and natural resources reform, urban land reform and housing, health, women, and the role and rights of peoples' organizations.

Two other important features deserve mention. Since the overthrow of the Marcos regime, awareness of human rights has intensified among practically all groups and segments of Philippine society.

The second is the growth of private human rights organizations in the country. Aside from the many religious groups active in the human rights field, there are now more than 100 human rights organizations throughout the country. The most prominent include the Free Legal Assistance Volunteers Association (FLAG); the Movement of Attorneys for Brotherhood, Integrity and Nationalism, Inc. (MABINI); the Free Legal Aid and Human Rights Institute in Mindanao (LAHRIM); the Workers College Center for Community Services; the Task Force Detainees of the Philippines (TFDP); the Structural Alternative Legal Assistance for Grassroots (SALAG); the Sentro ng Batas Pang-Tao (BATAG); and the Panlalawigang Alyansa ng mga Nagtataguyod sa Karapatan ng Tao-Nueva Ecija (a provincial human rights association in the province of Tao-Nueva Ecija).

The establishment of the Constitutional Commission on Human Rights and the existence of the above human rights advocacy organizations appears a good sign for the future advancement of human rights in the Philippines.

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ANNEX D

COUNTRY HUMAN RIGHTS CONTEXT

INDONESIA

Indonesia threw over centuries of Dutch rule when the Japanese occupation during World War II ended in 1945. Nationalism was at its height and the nation's first constitution was proclaimed in the same year that Soekarno became the first president. Ruling an uneasy coalition of communists, capitalists and a variety of Islamic groups, he lost power after an abortive coup attempt in 1965 and was succeeded by General Soeharto, who assumed the Presidency in 1968 and has been reelected for a series of five-year terms since that time.

With over 171 million persons, Indonesia is the fifth most populous country in the world. Its inhabitants are spread across more than 3,000 islands (of a total of some 13,600), but concentrated on the five major islands. Over 68% of the total population live on Java, which is dominated by Jakarta with its over 6 million people.

Petroleum, mining, manufacturing, and plantations are the major income-producing sectors of the economy, with petroleum leading. But the dip in POL prices beginning in 1982, along with other commodity price declines, has seriously slowed the country's economic growth and caused deep cuts in the government's budget.

External assistance is important to Indonesia's growth. In 1986 the World Bank, the Asian Development Bank and the International Finance Corporation made \$1.6 billion available to the government. U.S. economic assistance totalled \$65.9 million, \$28.8 million in loans and \$37.1 million in grants. U.S. military assistance, mainly credit financing, amounted to \$21 million.

At the local level, Indonesia consists of 27 provinces, each governed by a governor appointed by the central government.

The government at all levels is heavily permeated by the military. The armed forces have always played a dominant role in the governance of the country, even as more and more trained technocrats joined the bureaucracy.

Elections for Parliament are held every five years. Four hundred members of Parliament are elected and 100 are appointed from the military. The President is elected by the People's Consultative Assembly (MPR), which consists of Parliament plus an equal number of members appointed by the President and regional governments. The MPR meets after the general election to promulgate a political program for the next five years and to elect the President and Vice President.

Parliament does not generally draft legislation, but considers bills presented to it by the executive departments and agencies. Parliament works more often on the basis of consensus, not on majority votes.

By law, there are only three recognized political parties, one made up of four former Muslim political parties and one of former Christian and nationalist party members. The third, GOLKAR, is a longstanding government-sponsored organization of functional groups which serves the role of a political party. It has won each of the last three national elections with over 60% of the vote.

The Communist Party (PKI), the former Socialist Party (PSI), and a formerly powerful Muslim party, MASJUMI, are specifically barred.

While there are the traditional three branches of government, they are not independent. The Parliament does not wield independent authority vis-a-vis the executive, and all judges are employees of the Ministry of Justice. Power is centralized in the central government executive.

The legal systems of Indonesia are multiple, adopted to the traditions, mores and customs of those using the various systems. The codified law, enacted by the Parliament, holds sway in the urban centers and portions of the rural areas; but the codes give way in many instances to adat, the customary or tribal law, or to Islamic law in matters of family and land.

Undergirding the entire legal structure is the 1945 Constitution and political philosophy embodied in the Preamble, the Pancasila, or five principles:

- o belief in one supreme God;
- o just and civilized humanity;
- o unity of Indonesia;
- o the people's sovereignty guided by the wisdom of unanimity in deliberations; and
- o social justice for all the peoples of Indonesia.

Yet it has only been since 1978 that an effort has been made to disseminate these principles to the rural areas. A state organization began instructing the one-and-a-half million civil servants and the armed forces in 14-day courses; the courses have reached over 14 million people since 1978.

The history of human rights in Indonesia is complex and varied. The unsuccessful attempt by the Indonesian Community Party in 1965 to overthrow Sukarno led to the detention of over 30,000 persons, often on meager evidence. Only in 1979 were the last 2,000 detainees released. The elections of 1978/1979 resulted in the detention of four prominent Muslim leaders and others; they were released at the same time as the PKI detainees. But security authorities still retain broad power of detention and habeas corpus proceedings are unknown. However, the Parliament passed a new and improved criminal procedure code in 1981, replacing the outdated Dutch code.

Uprisings in East Timor caused international concern in the late 1970s and early 1980s, with the government initially resisting entry to international organizations. It did relent to the extent of allowing two international humanitarian organizations help alleviate conditions. But to this day, the government bars Amnesty International.

In sharp contrast is its generous acceptance and treatment of thousands of Indochinese refugees, who are given temporary assistance but not permanent residence.

Since the early 1980s the government has been more lenient toward legal assistance groups, and for a time provided funds for one of the more active groups (LBH). It stopped funding in 1984 when the group began representing political detainees. Nevertheless, the efforts of LBH inspired the formation of about 60 other similar organizations around the country. So long as those organizations confine their activities to non-controversial matters (non-security crimes, domestic cases, land disputes), they are not bothered by the authorities, but they know the limitations on their activities.

Freedom of speech and press is circumscribed. Governmental concern about public statements or publications critical of the government is a major factor inhibiting the exercise of free speech and press according to the Department of State 1986 Report on Human Rights in Indonesia. The largely privately-owned press practices self-censorship, but uneven application of laws and regulations make publishing in general a risky business. A large Jakarta daily was closed in 1986 for printing a government working paper proposing economic changes. Issues of the Asian Wall Street Journal were banned in 1986 as was the October 5, 1987 edition of Time, both because of government's unhappiness with reports on the Soeharto family's business dealings.

Even though judges in Indonesia are under the Supreme Court rather than under the executive branch, the judiciary is still not independent. Worse, according to the Department of State Human Rights Report for 1986, corruption is a problem in the legal system. In both the criminal and civil systems, bribes are used to buy defendants' way out of prosecution or to influence court decisions (there are no jury trials).

Finally, the criminal justice system is slow and needs additional police, prosecutors and judges to cope with the increase in crime in recent years. Lawyers' status is not high in Indonesia, and there are only about 1,500 practicing lawyers in this country of over 170 million. The areas for human rights improvements are numerous.

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ANNEX E

FUNDING AND DURATION OF PROJECT ACTIVITIES REVIEWED

The two tables (A & B) which follow present the funding and duration of the sub-projects reviewed during this evaluation of the ANE Human Rights program. Of the twenty project activities reviewed, seven were ongoing and 13 completed at the time of this evaluation.

With regard to AID funding, both Tables A & B reflect commitments in grant agreements, not expenditures by grantees and sub-grantees. Expenditure data by sub-project was not available to the team on any consistent basis.

On TAF grants, some expenditure data was available in the field and some was provided by TAF headquarters in San Francisco, but the mixture of data on sub-grants was most often lumped together and reported as overall expenditures against the umbrella AID grants to TAF, not by the smaller sub-projects which were reviewed individually by the evaluation team.

In Table A, the AID funding column reflects the total program grant commitment cost per sub-project including allocations for implementation entities (program costs) plus TAF and AMIDEAST program services costs (travel to and from project sites, procurement and shipping, conference and seminar arrangements and costs, monitoring, internal evaluations, etc.) and indirect costs (overhead, fringe benefits, G & A).

The Other Funding costs column in Table A shows the estimated in-kind contributions where they have been monetized and stated in grant agreements and related documents, and contributions by the Ford Foundation as reflected in the sub-project documents reviewed.

Table B breaks down the AID funding reflected in Table A into direct and indirect costs for each sub-project. The program services (project management) and overhead/G & A/fringe benefits indirect costs are not accounted for on a

sub-project basis by the intermediate grantees, TAF and AMIDEAST. These costs are reported to AID by overall grant agreement, not by the implementing sub-projects. Therefore the funding breakdowns of the program services portion of direct costs and the indirect costs have been arrived at by allocating them as a percentage of those costs authorized in the overall grants to TAF and AMIDEAST. This method of cost allocation will not correspond precisely to actual expenditures for these purposes by TAF and AMIDEAST, but they should be close enough to show an approximate relationship of these costs to the overall costs per project and sub-project.

Table B shows no indirect or program services costs for managing the bilateral program at the mission level in Nepal since these costs are nowhere broken out. As in all bilateral projects managed at the mission level, indirect costs are included in the USAID's Operational Expense budget on a mission-wide basis, not allocated on an individual project or sub-project basis.

With regard to the TAF-managed and AMIDEAST-managed projects, there are distinct differences in the types of project or sub-project design and therefore in the type of management provided. AMIDEAST manages a single regional project with sub-project activities implemented in the four countries included in the regional project. AMIDEAST practices a much more hands-on type of management, primarily by the project coordinator and staff in Washington headquarters. AMIDEAST makes the arrangements for participant programs, pays travel, per diem, subsistence and other costs for participant training programs. It also procures and ships equipment, books and materials to recipient organizations in the cooperating countries. It contracts for consultant services and pays travel and per diem costs for these visiting consultants. It reviews proposals and awards study and research grants to individuals. In effect, AMIDEAST manages the day-to-day implementation of the sub-projects down to minute details. Hence the program services costs are a significant part of overall direct costs (31%) as shown in Table B.

TAF, on the other hand, passes the day-to-day detailed implementation management to the sub-grantees and the costs of sub-project day-to-day management is included in the sub-grants. The direct costs for TAF program services are therefore for monitoring and evaluation tasks related to the sub-grantee organizations which are managing the detailed implementation of their activities. Hence the TAF program

services portion of direct program costs (7%) are considerably less than those of AMIDEAST, reflecting the difference in project design and resulting management styles.

Indirect costs (overhead/G&A/fringes) shows a different comparative relationship between the two intermediary organizations. TAF indirect costs amount to approximately 23% of total sub-project costs as compared to 18% for AMIDEAST.

In sum, the cost to AID for program services direct costs and indirect administrative costs appears quite reasonable for the services provided by the intermediary grantees.

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ANNEX E - TABLE A

LIST OF PROJECTS REVIEWED DURING SEPTEMBER-NOVEMBER 1987
EVALUATION OF AINE HUMAN RIGHTS PROGRAMS
(COMMITMENTS IN U.S. DOLLARS)

AID PROJECT TITLE/NO.	GRANT NO.	FUNDING (U.S. Dollars)		START DATE	END DATE
		AID*	OTHER		
<u>ASIA SUB-REGION</u>					
<u>NEPAL</u>					
1. Supreme Court of Nepal 367-0150	Letter Agreement	204,000	(In kind)	6/24/83	7/14/88
2. Ministry of Law and Justice 367-0150	Letter Agreement	320,000 (150,000-offset Printing Press)	80,000	6/24/83	7/14/88
3. Nepal Women's Organization; Women's Legal Services Project. 367-0150	Letter Agreement	106,000	143,000 (Ford Found.)	5/8/85	7/15/88
TOTAL NEPAL:		630,000	223,000+		
<u>THAILAND</u>					
4. Legal Dissemination and Leadership Roles Awareness Program for Women in Southern Thailand, 398-0251	TAF-G-6101	30,073	17,199 (Prince Songkla University)	9/5/86	10/30/87
5. Rural Legal Literacy Programs: Chulalongkorn and Thammasat Universities 493-0296	TAF-G-4052	32,000	7,555 (Chula.U.) 4,000 (Thammasat U.) 899 (Thai gov. 899 (Villagers)	10/1/84	10/1/85
6. Seminar on Legal Aid Services, 398-0251	TAF-G-1420	2,500	1,000 (Chula. U.)	8/80	12/80
7. Chulalongkorn University; Social Research Institute; Union of Civil Liberties 398-0251	TAF-G-1420	40,834	15,600 (CUSRI) 16,600 (Lawyer's & (Volunteers)	9/80	9/82
8. Legal Aid and Legal Literacy; Thai Women Lawyer's Association (TWLA) 398-0251	TAF-G-1402	31,651	20,000 (TWLA)	9/80	11/81
TOTAL THAILAND:		137,058	83,732		
<u>PHILIPPINES</u>					
9. Legal Aid and Human Rights Institute in Mindanao; Integrated Bar of the Philippines (IBP) 398-0251	TAF-G-4211	180,565	154,300 (IBP)	10/1/84	6/15/88
10. Regional Law Libraries; IBP 398-0251	TAF-G-1152	117,938	22,500 (IBP)	1/83	6/86
11. Legal Education and Information: Women Lawyers Circle (WILOCI) 398-0251	TAF-G-1152	41,625	62,350 (WILOCI)	1/1/83	6/30/86
12. Popularizing the Law (POPPLAN); U.P. Law Center (UPLC) 492-0251	TAF-G-1152	90,525	73,700 (UPLC)	1/1/83	8/31/86
13. Community Cooperation for Social Justice (Free LAVA) 492-0345	TAF-G-1353	25,958	241,505 (In Kind: Community, Volunteers)	10/1/83	7/31/86
14. Land Tenure for Culture Minorities (PAFID) 492-0345	TAF-G-1353	43,263	123,574 (PAFID)	10/1/83	3/31/86
15. Women and the Law Seminar 398-0251	TAF-G-1353	51,115	5,000 (In Kind)	6/80	12/83

ANNEX E - TABLE A (CONT'D)

LIST OF PROJECTS REVIEWED DURING SEPTEMBER-NOVEMBER 1987
EVALUATION OF ANE HUMAN RIGHTS PROGRAMS
(COMMITMENTS IN U.S. DOLLARS)

AID PROJECT TITLE/NO.	GRANT NO.	FUNDING (U.S. Dollars)		START DATE	END DATE
		AID*	OTHER		
16. U. P. Seminar on Clinical Approach to Legal Education U.P. Law Center (UPLC) 398-0251	TAF-G-1420	11,725	1,620 (UPLC)	4/80	4/80
TOTAL PHILIPPINES:		362,714	684,549		
<u>INDONESIA</u>					
17. Indonesian Legal Services 498-0251	TAF-G-79-15	494,000	98,800	8/31/79	12/87
(Legal Documentation Center) (PDH)		(175,797)	(PDH - \$18,400)		
(Institute of Criminology) (LKUI)		(205,496)	(Ford Found. - \$10,500)		
(Institute of Legal Aid) (LBI)		(112,707)	(LKUI - \$44,400)		
			(LBI - \$18,000)		
			(Ford Found. - \$7,500)		
18. Indonesian Legal Infrastructure Program 398-0251	TAF-G-79-15	191,00	65,90+	4.28/82	6/30/84
(Skills Training)		(92,968)	(TAF other - \$40,900)		
(Research)		(36,762)	(Ford Found. - \$20,000)		
(Documentation and Information Services)		(61,270)	(TAF other - \$5,000)		
			(In Kind)		
TOTAL INDONESIA		3685,000	164,700+		
<u>Regional</u>					
19. Asia-Pacific Mediation and Conciliation Conference and Asia-Pacific Organization for Mediation 498-0251	TAF-G-5034	52,096	25,000 (Ford Found.)	8/85	1/88
Total Regional:		52,096	25,000		
TOTAL ASIA COMMITMENTS:		\$2,066,868	\$1,180,981		
<u>NEAR EAST SUB-REGION</u>					
<u>NEAR EAST</u>					
20. Legal Education and Training Project Covering Morocco, Tunisia, Egypt and Jordan (AMIDEAST) 398-0054	AMIDEAST NEB-0054-A-00 3066-00	885,291	---	9/30/83	9/30/88
TOTAL NEAR EAST COMMITMENTS:		3885,291	---		
GRAND TOTAL:		\$2,952,159	\$1,180,981		

* Total AID costs. See Table B for breakdown of program and administrative (overhead) costs.

ANNEX E - TABLE B

ANE HUMAN RIGHTS ACTIVITIES
 COST BREAKDOWN BETWEEN DIRECT (PROGRAM) AND INDIRECT (ADMINISTRATIVE)
 (COMMITMENTS IN U.S. DOLLARS)

<u>COUNTRY/PROJECTS</u>	<u>DIRECT COSTS</u>		<u>INDIRECT COSTS</u>	<u>TOTAL COSTS</u>
	<u>PROGRAM</u>	<u>PROGRAM SERVICES</u>	<u>OVERHEAD/G & A/FRINGES</u>	
<u>BILATERAL (GOV'T-TO-GOV'T) PROJECTS</u>				
<u>NEPAL</u>				
1. Supreme Court of Nepal	204,000	NA (Bilateral)	NA (Bilateral)	204,000
2. Ministry of Law and Justice	320,000	NA (Bilateral)	NA (Bilateral)	320,000
3. Women's Legal Services Project	106,000	NA (Bilateral)	NA (Bilateral)	106,000
TOTAL BILATERAL:	630,000	NA	NA	630,000
<u>TAP-MANAGED PROJECTS</u>				
<u>THAILAND</u>				
4. Legal Dissemination and Leadership Roles Awareness Program for Women in Southern Thailand	20,158	4,696	5,219	30,073
5. Rural Legal Literacy	20,423	5,700	5,877	32,000
6. Seminar on Legal Aid Services	2,500	---	---	2,500
7. Chulalongkora University; Social Research Institute; Union of Civil Liberties	30,360	3,643	6,831	40,834
8. Legal Aid and Legal Literacy; (Thai Women Lawyer's Association)	23,541	2,813	5,297	31,651
<u>PHILIPPINES</u>				
9. Legal Aid and Human Rights Institute in Mindanao; Integrated Bar of the Philippines (IBP)	132,400	15,000	33,165	180,565
10. Regional Law Libraries (IBP)	85,000	9,350	23,588	117,938
11. Legal Education and Information; Women Lawyers Circle (WILOCI)	30,000	3,300	8,325	41,625
12. Popularizing the Law (POP LAW)	65,000	7,150	18,375	90,525
13. Community Cooperation for Social Justice (Free LAVA)	19,090	2,100	4,768	25,958
14. Land Tenure for Cultural Minorities (PAFID)	31,817	3,500	7,946	43,263
15. Women and the Law	36,840	4,052	10,223	51,115
16. U. P. Seminar on Clinical Approach to Legal Education	9,450	930	2,345	11,725
<u>INDONESIA</u>				
17. Indonesian Legal Services	330,454	19,034	144,512	494,000
18. Indonesian Legal Infrastructure	130,900	11,100	49,000	191,000
<u>REGIONAL</u>				
19. Asia-Pacific Mediation and Conciliation Conference; Asia-Pacific Organization for Mediation (APOM)	25,000 (Conf.) 14,000 (APOM)	4,655	8,441	52,096
TOTAL TAP-MANAGED:	1,005,933	97,023 (7%)	333,912 (23%)	1,436,868

ANNEX E - TABLE B (CONT'D)

ANE HUMAN RIGHTS ACTIVITIES
 COST BREAKDOWN BETWEEN DIRECT (PROGRAM) AND INDIRECT (ADMINISTRATIVE)

<u>COUNTRY/PROJECTS</u>	<u>DIRECT COSTS</u>		<u>INDIRECT COSTS</u>	<u>TOTAL COSTS</u>
	<u>PROGRAM</u>	<u>PROGRAM SERVICES</u>	<u>OVERHEAD/G & A/FRINGES</u>	
<u>NEAR EAST</u>				
20. Legal Education and Training Project (Morocco, Tunisia, Egypt, Jordan)	456,901	272,604	155,786	885,291
	<hr/>	<hr/>	<hr/>	<hr/>
	456,901	272,604 (31%)	155,786(18%)	885,291

SUMMARY

BILATERAL:	630,000
TAF-MANAGED:	1,436,868
AMIDEAST-MANAGED:	<u>885,291</u>
GRAND TOTAL	2,952,159

ANNEX F

NEPAL

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

Project 367-0150, Strengthening the Legal System of Nepal

Nepal is the only country in which the Section 116(e) program is managed directly by the USAID without an intermediary and is the country with the most on-going activities. This project has three sub-activities:

- (1) Supreme Court of Nepal (\$204,000). This activity was designed to increase knowledge of and access to the Nepalese legal system through the publication of important Supreme Court decisions, physical improvements to the Court's library, procurement of legal publications, a study tour for the project chief, a functioning microfilm system and a survey of land and murder cases. All inputs have been completed but the microfilm system is not yet operational and the survey report, in Nepali, is being summarized in English. The project director was appointed to a zonal judgeship and left the project. A new project director has been appointed to manage the project.

Conclusion: This project met the majority of its output goals and was well managed by USAID. While not designed to meet specific human rights problems, the strengthening of a country's legal institutions is one of the stated themes of AID's Policy Directive 12. It remains questionable whether much of the Nepalese citizenry will be able to avail itself of the legal information, but the publication of the decisions of a country's highest court means that the information is available to judges and lawyers. There is no indication how the \$50,000 survey is to be used.

Recommendation: That USAID Kathmandu carefully monitor the use of the survey results to ensure that the results are put to use in a manner that is commensurate with its \$50,000 cost.

- (2) Ministry of Law and Justice (\$320,000). This project is aimed at making Nepalese laws, regulations and codes available both to lawyers and laymen in Nepal. Two-thirds of the money was designated for offset press machinery, due in December 1987. The balance is for private printing costs, U.S. reference materials, and research on water rights.

Conclusions: Except for the delivery of the offset press, other inputs were timely and the publication output is exceeding expectations. But to realize the full benefit of the project, follow-on activities should be undertaken.

Recommendations:

- o That the MLJ give wide circulation to the two-volume report on Water Rights, within both the government and private sectors.

- o That USAID encourage the MLJ to include courses dealing with human rights issues and legal literacy processes in its Institute of Judicial Training.
 - o That the MLJ do a feasibility study on the cost and potential audience for legal literacy programs on radio and television.
- (3) Women's Legal Services Project (WLSP) (\$106,000). Addressed to more specific human rights areas than the activities noted above, this activity provides legal counsel for poor Nepalese women and a widespread legal literacy program for women. Legal offices have been established in four cities across the country. Over 900 court cases have been filed and 500 have gone to decision (with 417 ending in favor of the clients); over 2,400 women have received training in two-day workshops and over 200 in week-long sessions. The Ford Foundation funded this activity for two years before AID became involved at a cost of \$100,000 and has contributed an additional \$143,000 since then. The Nepal government was slow in releasing funds initially, but the ensuing delays have been overcome.

Conclusion: Because of the expertise of the project director and the dedication of the limited staff, this activity is meeting all of its goals. Most importantly, the project director, with the permission of the Nepal government, is approaching international donors for contributions to establish an endowment fund to defray continuing operational costs.

Recommendations:

- o That the ANE Bureau continue its support of the Women's Legal Services Project in concert with the Ford Foundation and international donors.
- o That as part of continuing Section 116(e) support, consider support for a new WLSP initiative on rehabilitation of women (and their children) in Nepal prisons.

ANNEX F

THAILAND

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

Project 398-0251, TAF Grant G-6101, Legal Dissemination and Leadership Role Awareness for Women in Southern Thailand (\$30,000)

This is the most current of the projects examined in Thailand. It began in September 1986 and ended September 1987. A self-evaluation seminar was scheduled for October 12, 1987.

The thrust of the project was to acquaint the village women with everyday legal issues, develop their roles as village leaders, and provide them with relevant and usable legal materials for reference purposes. Administered by the Women's Research and Development Center (WRDC) of the Prince of Songkla University in Haad Yai, it was aimed at specific groups of Muslim and Buddhist women (75 each) in villages in the Songkla-Haad Yai area.

Not unexpectedly, the two groups were vastly different - the Buddhist women were persons of some prominence in their villages, were older, and pre-testing revealed that they already had a good grasp of everyday legal concepts. The Muslim women were much younger (16-30), and except for one mid-wife, were not leaders or of prominence in their villages. The Muslim women were accompanied by the village headmen. The Muslim women's knowledge of legal issues was greatly enhanced by the training and the materials, although they said they were seldom if ever asked directly for advice (the exception was the midwife). They did, however, disseminate much information in informal discussions with other women. They were all enthusiastic about their experience.

An unanticipated outcome was that the village headmen participating as observers also acquired the materials and said they used them extensively in giving advice to villagers.

The project, meticulously designed and well managed, raises important questions: To what avail were the Muslim women trained, given their low status in the village hierarchy? Should a similar program be directed at the village men? Should the program be replicated for another group of women, or should the same ones be brought back for training to be trainers? The team did not visit a Buddhist village, but we could hypothesize that these women, as established village leaders, would disseminate their newly acquired legal knowledge more effectively.

Conclusions: Based on the team's on-site visit and review of documentation, this was a well-designed and well-managed activity that addresses a real human rights problem - rural women's lack of knowledge about their own legal rights and their potential leadership role. While the ultimate rate of utilization may differ markedly between the Muslim and Buddhist women, awareness level for all participants was raised significantly. The project is replicable, but would need outside assistance.

Recommendations:

- o That TAF and USAID review the results of the October 1987 evaluation seminar to determine if either or both organizations desire to renew support to the project.
- o That a follow-on project include men and the retraining of the best participants to be trainers in other projects.

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ANNEX F

PHILIPPINES

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

Project 398-0251, TAF Grant G-4211, Legal Aid and Human Rights Institute of Mindanao (LAHRIM) (\$180,565)

This is a three-year grant to TAF (October 1984 - June 15, 1988) for the purpose of assisting the Davao chapter of the Integrated Bar of the Philippines (IBP) to establish a pilot Legal Aid and Human Rights Institute (LAHRIM) in Davao City and in several provinces in Mindanao.

The major objectives of LAHRIM are: (1) to assure that human rights are legally protected and that alleged abuses are investigated and documented in Davao City and in neighboring provinces in Mindanao; (2) to inform the general public and specific groups (e.g., women) of their legal rights through radio programs, seminars, and workshops; and (3) to provide legal aid through direct legal representation and through referrals to other competent legal entities.

Throughout the past two years of political change, LAHRIM has: investigated and reported abuses allegedly committed by the Philippine military, civilians and the NPA, and provided human rights seminars to the military (2,500 members of the armed forces) and civilians (600 from Davao City and several hundred from the rural areas).

The institute has also provided legal assistance, counseling and referrals for over 800 individuals. These services are provided with the assistance of volunteer lawyers in Mindanao and four law students who work as assistants at LAHRIM.

There were also major accomplishments carried out by the Institute in the area of dissemination of information to the general public on basic civil and political rights:

- o Over 100 weekly, hour-long "Katarungan on the Air" radio shows discussed issues and dispensed information on human rights, the judicial system, and governmental operations;
- o Thirty-five attorneys monitored voting and rendered legal and informational assistance during the presidential (2/86) and congressional (5/87) elections and the constitutional (2/87) plebiscite.
- o Five seminars were carried out for approximately 300 individuals, focusing on particular legal concerns of women in Davao City;
- o Six issues of the LAHRIM newsletter, The Advocates, were distributed to lawyers, religious groups, human rights activists and similarly concerned individuals.

Conclusions:

- o LAHRIM has proven itself a strong and viable organization which actively works to promote citizens' awareness of human rights and is fulfilling its goals and objectives. The combination of legal education and referrals through mass media to support legal aid activities appears to be an effective mechanism of implementation.
- o The project staff was not aware of the many education materials already developed in the Philippines, such as Justice Komiks. The TAF project monitor acknowledged this fact and is making legal education materials developed under other TAF grants available to the LAHRIM staff. Appropriate materials and the use of adult education techniques, we feel, may enhance the effectiveness of LAHRIM's legal education activities.
- o It is premature to assess the institutional development objective. There is a question as to the sustainability of the Institute once all grant funds are disbursed. The IBP was performing some human rights activities before the grant was made from TAF. It is unlikely that the Institute can continue with the present level of activities unless it can obtain another TAF grant or find other sources of funding.
- o It is too early to assess the potential for replicability of the methods developed by LAHRIM, but their work had been praised by many Filipino human rights advocates and representatives of other human rights organizations in the region.
- o The research and development division of LAHRIM concentrated its efforts on publishing LAHRIM's newsletter; the result was a long delay in publishing a proposed handbook on constitutional rights. Additionally, what little research that was done was substandard.
- o The Legal Aid division is in need of additional staff to meet its increasing caseload.

Recommendations:

- o That LAHRIM drop any research efforts and place more emphasis on publication of the handbook on constitutional rights and on the preparation of seminar and workshop transcripts.
- o That LAHRIM increase the number of paralegal assistants to provide additional support for its legal education and legal aid functions.
- o That the Asia Foundation make available to LAHRIM legal education materials developed by other TAF-supported activities to enhance LAHRIM's effectiveness in the education area.
- o That TAF and LAHRIM analyze LAHRIM's experience to determine which aspects of the Institute should be replicated.
- o That LAHRIM analyze and evaluate the seminars and workshops, including the responses of participants.

ANNEX F

REGIONAL

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

#398-0251, Asia-Pacific Mediation and Conciliation Conference and Asia-Pacific Organization for Mediation (APOM) TAF Grant 5034 \$39,000.

Purpose: The purpose of the initial conference (held August 11-17, 1985 in Manila) was to bring together government officials, private individuals and academics from throughout the region to discuss mediation as a nonjudicial mode of dispute resolution, and to develop a continuing clearing house for exchange of ideas, information and news.

Findings: The conference was hosted by the Philippine Bureau of Local Government Supervision and The Asia Foundation. The hosts had invited foreign delegates to prepare papers on experiences with mediation in their respective countries which were presented at the conference.

Nineteen foreign delegates from Asia and the U.S. attended the conference, presented their papers and participated in plenary discussions and workshops. Twenty six Filipino local government officials also attended the conference as observers. Besides accomplishing the basic purpose of exchanging ideas on mediation and conciliation, the conference adopted a resolution to form an Asia-Pacific Organization for Mediation (APOM) with an eleven-member executive council.

APOM was established and its Secretariat set up in Manila with Ms. G. Sosmena, Director of the Philippine Bureau of Local government, as its Secretary General, and its executive board is composed of several well-known experts in the alternative dispute resolution field.

APOM at the time of this review, had 50 individual and 8 institutional members, and is registered as a legal entity with the Philippine S.E.C.

APOM, since its formation, has accomplished several things: (1) it prepared and distributed a summary of proceedings from the August 1985 conference; (2) prepared and distributed three newsletters to its members; (3) compiled a list of individuals in Asia and the U.S. who are engaged in dispute resolution activities; and (4) planned and hosted a successful second conference on mediation in Hawaii in June, 1987.

The Ford Foundation, because of its interest in supporting the development of alternate legal systems, has provided APOM with a grant of \$25,000 to support its publications activities.

Conclusions:

1. The concept of bringing together Asian and Western experts on alternative dispute resolution (ADR) methods is a valid one, particularly given the prevalence of traditional ADR methods in the region. West and East share the problem of overcrowded courts and delayed justice. The denial or delay in justice impacts particularly hard on the rural poor, and these would be the primary beneficiaries of rationalizing and adopting ADR systems.
2. The establishment of APOM is a good example of how a functioning organization can grow out of a well planned and managed conference that focuses carefully on a human rights problem that needs continuing attention.
3. If it were not for the recent Ford Foundation grant, APOM would be hardput to maintain itself on the little left of the AID/TAF grant. It must have more assistance from AID or TAF or from other sources of funding if it is to achieve its ultimate objectives.
4. Because APOM is not a government-supported organization, its future is precarious.

Recommendations:

1. AID/W should consider favorably a proposal for additional funding of APOM for at least two more years under Section 116(e) availabilities.
2. TAF and AID should assist APOM in developing an institutional and financial connection with U.S. organization with common goals, such as the American Arbitration Association of New York.

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ANNEX F

MOROCCO

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

I. PROJECT ACTIVITY TITLE: Red Crescent Society-- Series of Seminars on International Humanitarian Law and Human Rights

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: To raise awareness of human rights concerns to a number of key target audiences. Organizing and implementing a series of seminars focusing on various aspects of Human Rights. Six groups were targeted: Red Crescent volunteers, mid-level government officials, youth, military, the media and physicians and public health officials.
2. Expected Outputs: About 30 individuals from the target groups selected attending each of six seminars.

Record proceedings and disseminate relevant Human Right documents to participants and other interested individuals or organizations.

3. Inputs: Provide funding for one speaker from Red Cross headquarters in Geneva to address the conference, and provide financial support for conference cost for relevant documents for participants use, publication of proceedings, and food and local transport.

B. FINDINGS:

Three seminars have already been implemented, with each one hosting approximately 30 participants, directed to the following target groups: Moroccan Red Cross volunteers, Youth and mid-level government officials. Relevant documents were distributed to participants. Two International Red Cross representatives participated as lecturers in each seminar. Human rights and humanitarian rights were fully explored in these seminars, by the Red Cross representatives, and a professor of International Law at Mohammed V University.

C. CONCLUSIONS:

The seminars have been well attended, enthusiastically received, and extensively covered by the media. Issues of human rights were raised, and the consciousness of the relevant audiences were sensitized to international norms and standards governing human rights. This project has expanded the knowledge of Human Rights among a large and diverse group of mid-level officials and others who have attended, and it appears that a multiplier effect has begun as evidenced by large number of requests for an opportunity to participate.

D. RECOMMENDATIONS:

The Red Crescent in Morocco, under its present leadership, enjoys a high degree of respectability and acceptability. Activities undertaken by the Red Crescent are respected and accepted as legitimate. It is important to introduce new concepts and innovations through accepted institutions. In Morocco, this activity appears to be ideal for reaching this goal. The remaining three seminars should be conducted and an assessment made thereafter as to whether further initiatives with the Red Cross are possible.

II. PROJECT ACTIVITY: PARTICIPANT TRAINING

A. PURPOSE/OUTPUT/INPUTS:

1. Purpose: The purpose of this project is to build the institutional capabilities of leading Moroccan universities (King Hassan II University at Casablanca, Sidi Mohammad Ben Abdullah University at Fez, King Mohammad V university in Rabat, Oujda University, and the National Institute of Juridical Studies (INEJ) in the area of Human Rights, so that those faculty trained, upon their return, would be able to teach human rights as well as related subjects, and do research and publish in the field. Those trained might also serve as resources for other organizations and associations interested in the human rights arena. The purpose also is to stimulate further knowledge, understanding and sensitivity to human rights among the academic community.
2. Expected Output: A number of faculty working in those universities and INEJ, would be sent for short term training programs in Europe (Strasbourg-France), International Law Institute-Washington D.C. and other regional conferences such as the Conference on Human and Peoples Right held at Zagaziq University in Egypt or the two conferences held in Syracuse- Italy. Upon return the faculty members will be better prepared to take academic initiatives fostering concern for human rights and teaching and writing in the field. They also will have greater knowledge of human rights and the literature, documentation, and material in this field.
3. Input: The LET project would provide financial support for selected participants, including travel and per diem, tuition and other fees as required.

B. FINDINGS:

A total of fifteen participants from four of the five universities in Morocco have received training in addition to one from INEJ who is also the president of the first tribunal of the city of Rabat.

Six professors from the Law School of Hassan II University, three from Sidi Mohammad University, one from Oujda university and one judge/professor participated in the International Institute for Human Rights in Strasbourg, France between 1985 and 1987.

From the School of Law at Mohammed V University, one professor attended the seminar on American Law and Legal Institutions at Salzburg and another professor attended the Seminar at the International Law Institute in Washington D.C. Two professors from this same university attended the conference on Human and Peoples Rights at Zaqazig University in Egypt.

It is also believed that two participants attended a conference in Italy, but since they were selected directly by AMIDEAST Washington, or by the conference sponsors, the Moroccan AMIDEAST representative has no knowledge of who they are.

C. CONCLUSIONS:

From a series of interviews and discussions with various participants in these seminars and with participants who attended one or more of these activities, we conclude the following:

1. Participants in the Strasbourg Conference were very satisfied with their experience. Upon their return, these participants have become very active in the teaching and writing on Human Rights. Human Rights is being introduced as part of the International Law course taught by returned participants at the three universities in Rabat, Fez and Casablanca. Three lectures have been given at INEJ and a total of six are contemplated for this year. One of the participants has written a series of seven articles in one of Morocco's leading Arabic newspapers. A community of scholars has already been developed which is working to enrich the institutional capability of their respective institutions. The participants interviewed impressed us as being bright, serious and committed. This project activity was carried out on an institutional basis.
2. Participants in the Zaqaziq conference seemed to be divided about their experience. One felt the conference was not as productive as it could have been, given the format that it adopted. The other participant felt the seminar was very useful since it enabled him to meet other professors and concerned individuals from a number of Arab countries. Those contacts led to an invitation for an Algerian conference, and he is contemplating inviting his Algerian counterparts to an informal dialogue to be held in Morocco. We conclude therefore that the Zaqaziq conference from a Moroccan point of view was useful in fostering the development of a network of concerned individuals among Arab scholars. Though one participant did not find it useful, nevertheless he is presently participating in the Red Cross seminar series lecturing on Human Rights, and is planning to introduce a human rights component into his university graduate seminar. Additionally, he already has one of his students working on a thesis related to human rights concerns.

We did interview the participant who attended the ILI Washington Seminar who reported a mixed reaction. He found the seminar in its formal presentation less relevant, since the professor who delivered the lectures did not encourage any form of participation and was unavailable for follow up discussions. He liked some aspects of the observation tours organized by the seminar. He was sensitive that the participants who by and large were senior professors in their universities (he is one of them), were treated by the lecturers as students.

Two of the participants in the Salzburg conference were female professors. One of them is presently writing her dissertation on Refugee Rights: A Comparative Perspective, a topic that she was able to pursue within the Strasbourg conference.

Although the team did not have the opportunity to interview the individual who attended the Salzburg conference, it was understood that the AMIDEAST Morocco representative (based on discussion with the student upon his return) did not think the course was useful in his field.

D. RECOMMENDATIONS:

We recommend that to the extent possible, participants be sent to the Strasbourg conference (high return and low cost of \$2000 per person), and eliminate participation in the Salzburg Conference. Some changes should be introduced to the ILI conference before it can be useful for Moroccan participants. Regional conferences, if well-planned and organized, can be useful for building regional networks in the area of human rights, leading to exchanges of information and research.

III. PROJECT ACTIVITY: PROCUREMENT AND DONATION OF TEXTS AND OTHER MATERIALS

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: This activity is intended to strengthen the libraries of targetted universities and institutes through donations of relevant texts and documents and to stimulate research and teaching and curriculum development in the area of human rights. This activity will also serve to supplement existing material with western views of human rights.
2. Expected Outputs: Better informed faculty with improved lectures and considerably advanced research undertaken by faculty and students.
3. Inputs: Books and documents donated to Mohammed V University (the University in Rabat), and INEJ.

B. FINDINGS:

The relevant books -- predominantly written in English -- were delivered either upon the request of concerned faculty, or after being identified by AMIDEAST in Washington.

C. CONCLUSIONS:

Because of the lack of English language capability, the books were useful to less than 5% of the students as well as few faculty members. Also, many of the books were one of a kind in their field, which was not useful from a research standpoint. This notwithstanding, some research is beginning to develop (a masters dissertation is being written on human rights) utilizing some of this material.

As to curriculum development, human rights is being informally introduced by individual professors within their prescribed courses, principally in the field of international law. A comprehensive introduction of courses to the curriculum is the responsibility of the Ministry of Education and therefore outside the jurisdiction of single faculty member.

D. RECOMMENDATIONS:

Given the level of English proficiency in Morocco, English texts donated are likely to be utilized infrequently. However, since most of the research and publications on human rights are in English, it is important that Moroccans have access to this literature. If this activity is to be continued, we recommend that rather than aiding many universities with incomplete collections, it would be more profitable to have a comprehensive and updated collection within one institution that would be accessible to all scholars and concerned individuals in Morocco. Nevertheless, based upon current utilization we feel that large procurement of texts in English are not justified. If procurement of French or Arabic language texts were possible, it appears the impact would increase significantly and such donations are recommended.

IV. PROJECT ACTIVITY: REGIONAL CONFERENCES:

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: To bring together recognized individuals from different countries in the region to discuss human rights issues for the purpose of enhancing the understanding of these issues and creating transnational networks of individuals concerned with the study of human rights.
2. Expected Outputs: Elevation of human rights consciousness among the participants in these conferences and creation of informal and formal networks contributing to the diffusion of human rights ideals among their respective societies.
3. Inputs: Provided financial support, travel, per diem and other expenses for the participation of two Moroccan law professors to attend the Human and Peoples Rights Conference at Zagaziq University, Cairo.

B. FINDINGS:

Two participants attended the Cairo, Egypt, conference.

C. CONCLUSIONS:

Though the conferences brought together a number of participants from several countries including Morocco, the impact of these conferences on the Moroccan participants appears to be mixed. One rated them as high on style, meager in substance. The other felt it was more useful.

D. RECOMMENDATIONS:

If regional conferences are to be pursued, they should be meticulously planned and the participants carefully selected, with a definite product

contemplated, such as a published volume on human rights. Regional conferences can serve a very useful function to enhance both understanding and the development of networks. AMIDEAST/Rabat carefully selects and monitors participation of Moroccans in regional conferences. Selection of other regional participants should follow the same example.

V. PROJECT ACTIVITY: VISITING LECTURES/TECHNICAL ASSISTANCE

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: To present an American perspective on human rights and related legal and political subjects by internationally respected American thinkers in this field and to stimulate a dialogue with faculty and students in order to reinforce teaching and research in this area.
2. Expected outputs: A better understanding of American views on the subject of human rights by various faculty and students of Moroccan Universities. Also an increased institutional capability for faculty and students to enable continued growth in teaching and research in the field of human rights.
3. Inputs: Provided financial support to enable two American professors to deliver a series of lectures in Moroccan Universities and the INEJ.

B. FINDINGS: Two American professors visited various Moroccan institutions and delivered a series of lectures. Some of the lectures dealt with human rights, some of them were indirectly relevant, and some were not at all. The lectures were well attended and were reported in the press.

C. CONCLUSIONS:

The overall impact of these lectures was a heightened awareness of and concern for human rights issues in general. Furthermore, as a result of these visits, there is a potential for an institutional relationship between Moroccan universities and the institution represented by one of the visiting professors.

D. RECOMMENDATIONS:

Exchange of professionals and technical assistance could serve a useful function of dissemination of information from the US perspective. The cementing of institutional relationships is also recommended. For this to succeed, the participant should be well-versed in the topic of human rights, and the institution to which he/she belongs should also have a demonstrated interest in this area. We can not as yet measure the human rights impacts of these visits.

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ANNEX F

JORDAN

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

I. PROJECT ACTIVITY TITLE: PARTICIPANT TRAINING

A. PURPOSE/ OUTPUT/ INPUT:

1. Purpose: The purpose of this activity is to introduce faculty members from Jordanian universities and the Judiciary to Human Rights issues, so that they in turn can introduce it in their courses or in the case of the judiciary, they may observe it in their work as judges. It is also expected that this training may motivate some of the faculty to undertake research in the human rights area.
2. Output: A number of faculty members from the University of Jordan, the University of Yarmouk and the Mu'tah University as well as some members of the Court of Cassation attended seminars sponsored by the International Institute for Human Rights (Strasbourg, France), Federal Judicial Center (Washington D.C.) and seminar on American Law and Legal Institutions (Salzburg, Austria).
3. Inputs: The program provides the participants with round-trip tickets, tuition fees and per diem.

B. FINDINGS:

The dean of the law school at the University of Jordan attended the Federal Judicial Center in 1985. A professor from Yarmouk University and another professor from Mu'tah University attended the International Institute for Human Rights at Strasbourg in 1986. A judge from the Court of Cassation attended the seminar on American Law and Legal Institutions at Salzburg in 1986. Both the dean of the law school and the judge have been extremely active and instrumental in the creation of the Jordanian Judicial Institute. This institute, which has been under consideration since 1978, has just been approved by the Cabinet. Before it can be established, it needs parliamentary approval.

The professor from Mu'tah University is presently teaching a course on human rights. More than 120 students attended this course during the past two years. Although he began offering this course prior to the seminar, he reported that the training he received has been extremely helpful in enriching his presentation.

The professor from Yarmouk University has incorporated in his present course on political theory certain materials on human rights. He is also engaged in writing a text on human rights in Arabic. His interest in writing the text on human rights was prompted by his participation in the seminar.

Another participant from Jordan University was expected to attend the Strasbourg seminar, but withdrew after arriving in Strasbourg, citing inadequate per diem support. This claim was not corroborated by any of the other participants, who said that the financial support they received under the program was adequate. It is believed that his withdrawal was for personal and family reasons.

C. CONCLUSIONS:

We find that the training at the center in Strasbourg has been extremely relevant for both teaching and research in the area of human rights in Jordan. The training in Salzburg and in Washington, although appreciated from a legal professional perspective, was of little relevance to human rights concerns. Nevertheless, in the case of the dean of the law school at the University of Jordan, the Washington training may have energized him to become actively involved in the Jordan Judicial Institute. (This proposed Institute, when established, will provide a two-year training program for all new would-be judges. It is also expected that the Institute will provide short-term training opportunities for judges currently on the bench). However, the discussion we had with the Minister of Justice left us with the feeling that the American judicial experience may have little relevance to the Jordanian setting.

D. RECOMMENDATIONS:

With the exception of the proposed Judicial Institute, participant training in Jordan is directed towards individuals rather than institutions. Nevertheless, those who benefitted from the training in the two institutions have been actively involved in teaching and researching human rights concerns. We recommend that further opportunities for participants to study in Strasbourg be provided to the two Universities and extended to the University of Jordan. With regards to training directed towards building the Judicial Institute, we have not detected any noticeable impact in enhancing human rights sensitivities in the judicial branch. We recommend that further activities with the Institute wait until the Institute is established and becomes operational. Training at the Federal Judicial Institute and at Salzburg do not appear to have had any relevance to human rights concerns, and therefore do not appear to have met the objectives of the project.

II. PROJECT ACTIVITY TITLE: RESEARCH SUPPORT

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: The purpose of the research is to enhance the better understanding of human rights, to improve the delivery of legal services and the administration of justice and to encourage the development of written material in Arabic addressing the topic of human rights. The cooperating agencies are: The Court of Cassation, the Federation of Business and Professional Women in Jordan, and a professor at the Department of Political Science at Yarmouk University.

2. Outputs: The first research project was expected to provide training material used by the Federal Judicial Center in Washington, which is available on video cassette, and to translate it into Arabic. These video cassettes deal with the administration of justice, habeas corpus, civil rights and jury trials. A handbook written in Arabic was to be prepared to accompany these cassettes. These cassettes were designed to be used for training the judges in the proposed Judicial Institute.

The second expected output of this activity is a study that will identify problem areas in the delivery of the services of the Business and Professional Women's Club, and to suggest possible solutions to these problems. This will enable them to better meet the needs of their clients.

The third research project is expected to lead to a textbook in Arabic to be written by a political science professor at Yarmouk University, providing a better understanding of human rights in the historical, cultural and political perspectives.

3. Inputs: For the first research project, \$2,400 will be provided to prepare an Arabic handbook to accompany the cassettes.

For the second project, \$7,200 will be provided to the Arab Consultant Center to undertake field research on behalf of the Business and Professional Women's Club.

For the third project, a sum of \$1,000 is to be provided to cover research assistance for the human rights text.

B. FINDINGS:

The Arabic text to accompany the video cassettes from the Federal Judicial Institute has been completed. Both the cassettes and the Arabic translation are with the dean of the law school of the University of Jordan. It appears it will be at least several years before the Jordanian Judicial Institute becomes operational. We are not sure when these cassettes can be utilized for the purpose for which they were designed.

A first draft of the survey conducted on behalf of the Business and Professional Women's Club has been completed. The final report is not yet available. As to the third project, thus far only a general outline has been prepared for the upcoming text on human rights. The author indicated that the first draft of the text will be completed by the end of June, 1988. He has requested additional financial support for research assistance. Another \$1,000 has already been allocated for this activity.

C. CONCLUSIONS:

The utility of the financial support for the first research project has yet to be realized, since the Judicial Institute has not yet become a reality. We are not sure how relevant these tapes are to the court system in Jordan.

As to the needs survey conducted by the Business and Professional Women's Club, it appears that it will enable this organization to identify areas of human rights concerns, and proposed delivery services and appropriate seminars and work towards relevant legislation which would address these needs.

With regard to the proposed text, once it is completed it is likely to be adopted in the curriculum of several Arab Universities since no such text written in Arabic exists.

D. RECOMMENDATIONS:

Although helping institutionalize judicial institutions is a worthwhile activity within the scope of A.I.D. human rights concerns, we find the support to provide an Arabic handbook to accompany the video cassettes is premature. There is no certainty as to when the material can be utilized, and if used, how relevant the material will be. Efforts in this direction should be halted for the time being.

The Business and Professional Women's Club is an organization of leading women in Jordan from both the public and private sector. It includes lawyers, doctors, professors, businesswomen and other professionals in Jordanian society. It is highly respected and appears to have the legitimacy and credibility to succeed at reaching broad sectors of Jordanians, enjoying the support of both women and men. It's services reach a wide audience among Jordanian women. Furthermore, this organization recently was instrumental in changing the civil service and the labor laws to reflect working women's concerns in Jordan. They have conducted a series of well-attended seminars addressing various human rights concerns of relevance to women. The research support they have received appears to meet important needs of Jordanian women.

We recommend that cooperation with this organization be continued, including support for certain of their seminar activities.

The textbook project is a worthwhile activity, and the professor undertaking the research appears highly qualified for this task. We recommend continued support and cooperation with him.

III. PROJECT ACTIVITY TITLE: PROCUREMENT AND DONATION OF TEXTS

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: To provide the University of Jordan, Mu'tah University and Yarmouk University with reference books, texts and documents on human rights, international law, criminal law, and civil rights. In order to encourage the study of human rights in these universities, this material will also be used by faculty and students for teaching and research.

2. Outputs: Material will be used by faculty for research purposes, as well as the development of human rights teaching by the faculty.
3. Inputs: About 75 books, texts and documents were made available to three universities. Approximate costs was \$2,250 per collection, including shipping costs.

B. FINDINGS:

The three collections have already been delivered, the first to the University of Jordan, where there seems to be little evidence that it's being used for either research or teaching, since human rights components have yet to be developed. Furthermore, student and faculty English language capability seems to be minimal, and therefore access to English language texts and materials is limited.

The collection delivered to Mu'tah University has been integrated into the curriculum by the professor who teaches the course on human rights. Indeed, the material is also used in English language training courses so that the students will acquire the human rights concepts and terminology while studying English.

At Yarmouk University, the collection has been given to the professor who is writing the human rights text. It has not been integrated within the University library, but is being heavily used by the author. The AMIDEAST/Jordan representative reported that this collection was intended for the Judicial Institute. Since the Institute has yet to be established, it was donated instead to Yarmouk University.

C. CONCLUSIONS:

Contributions of English language material to Jordanian institutions having low-level English proficiency are likely to be utilized by a limited number of individuals. In the case of the University of Jordan, the utilization has been minimal, and the desired impact is yet to be realized. In the two other Universities, although the number of individuals using the material is also limited, nonetheless the impact appears to be more significant. In the case of Mu'tah University, the material is integrated the curriculum, while at Yarmouk University the material is being heavily used for researching and writing the text.

D. RECOMMENDATIONS:

Care should be exercised in the selection of the material. By and large, English texts will always have a limited audience in Arabic-speaking universities. Further text donations should be considered only after concerned individuals identify texts relevant to their work.

IV. PROJECT ACTIVITY TITLE: LECTURES/TECHNICAL CONSULTATION

A. PURPOSE/OUTPUTS/INPUTS:

1. Purpose: To provide Jordanian Universities and the Ministry of Justice with leading American specialists to address the issues of human rights, court administration, judicial training and curriculum development in

order to incorporate such knowledge in their relevant university courses or to contribute to the development of the Jordanian Judicial Institute.

2. Outputs: A heightened awareness of human rights issues at the three universities in Jordan, the Ministry of Justice and the Court of Cassation. Encouragement of the establishment of the proposed Judicial Institute.
3. Inputs: To provide funding of \$4,000 to cover travel, per diem and other costs of a senior professor to deliver a series of lectures in 1986 on constitutional law and civil rights at the University of Jordan, Mu'tah University and the Court of Cassation, as well as the Business and Professional Women's Club. The second lecture's funding of \$3,386 was to support the former director of Education and Training at the Federal Judicial Institute in Washington, D.C., to deliver a series of lectures in 1987, to the Court of Cassation, Mu'tah University, the University of Jordan School of Law, the Ministry of Justice and the American Center.

B. FINDINGS:

Professor Charles Abernathy visited Jordan for eleven days in August, 1986 and delivered a series of lectures on constitutional law and civil law at the University of Jordan Faculty of Law, Mu'tah University, Court of Cassation and the Business and Professional Women's Club. Mr. Kenneth Crawford of the Federal Judicial Center visited Jordan for a week in January 1987, and delivered a series of lectures to the institutions mentioned above.

C. CONCLUSIONS:

It appears that the lectures were well received by those who attended. We were informed that the audience was specialized and limited in number. Human rights concerns constituted only a part of the lecture series. Both with regard to the establishment of the proposed Institute or to the heightening of human rights concerns, the lecturers' contributions appear to have been marginal, and the audience reached limited.

D. RECOMMENDATIONS:

Lectures and consultations may be justified under certain circumstances where there is a significant audience and the issues clearly delineated. In the case of the two participants, the topics covered were of a general rather than a specific nature, not necessarily related to human rights. The experiences they shared appear to be tangentially related to the Jordanian legal and judicial communities. Further activities in these areas do not presently appear to be justified.

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ANNEX F

EGYPT

DETAILED PROJECT ANALYSIS OF ONGOING PROJECTS

I. PROJECT ACTIVITY TITLE: PARTICIPANT TRAINING

A. PURPOSE/EXPECTED OUTPUTS/INPUTS:

1. Purpose: Participant training programs for two distinct groups, university faculty members and the judiciary.

Programs for faculty development were undertaken with Zagazig University, Assuit University and Mansoura University. The purpose of these programs was to promote a broader awareness and understanding of human rights and the rule of law in a legal, historical and political perspective. These programs were also intended to provide opportunities for participants to develop teaching strategies and acquire and develop teaching materials. The long-range objective was to enhance the commitment of the academic community to the dissemination of information on human rights and international value systems implicit in that information.

The training program addressed to the judiciary had similar objectives with emphasis on providing the judiciary with opportunities to discuss their role in protecting individual rights and liberties with scholars and advocates. The purpose also included exposure to innovative methods of enforcing appropriate standards of human rights practises within the criminal justice and judicial system.

2. Expected Outputs: Upon completion of these programs, returning professors will be better prepared to develop academic programs fostering concern for and understanding of human rights through the academic programs in their institutions. Some of them will engage in research, others will develop new courses on human rights, while others will inject human rights concerns within existing class offerings. Some of the returning faculty participants may also participate in the organization of seminars or conferences in the area of human rights.

Returning judiciary members who participated in those programs are expected to show commitment to the implementation of high standards of judicial practise concerning human rights. They will also have a better understanding of the role of the judge or the prosecutor in the preservation of human rights for those who use the judicial system. The judiciary also can be an advocate of better standards of human rights.

3. Inputs: Typically, junior faculty members from cooperating universities will be selected for participation at academic institutions, either in the U.S. or third countries in the general area of human rights. The LET project pays for round-trip transportation, per diem, and fees where applicable.

As to the training programs for the judiciary, judges, counsellors and prosecutors from institutions such as Conseil d'Etat, Court of Appeals, Court of Egypt, and Parquet of Cairo and Alexandria will be selected to participate in academic programs treating the rule of law and the role of human rights in law, with emphasis on the role of the judge in protecting those rights and liberties. The LET project will cover round-trip transportation, perdiem, and relevant other fees.

B. FINDINGS:

Between 1985 and 1987, a total of sixteen Egyptian faculty and judges participated in training programs. Of these, seven were members of various faculties in schools of law: one from Cairo University, two from Mansoura University, three from Assuit University and one from Zagazig University. Two more faculty members from Zagazig University did participate in a special program at the International Institute for Human Rights, Strasbourg, but their names could not be identified either by AMIDEAST/Washington or Cairo. Seven faculty members went to the Strasbourg Conference (the International Institute for Human Rights), one attended the Center for the Study of Human Rights at Columbia University, and another one attended the Academy of American and International Law Program in Richardson, Texas.

Seven judges benefitted from these programs. Four of the judges participated in the International Law Institute, two in the International Institute for Human Rights, Strasbourg, France, and one at the Academy of American and International Law in Richardson, Texas.

C. CONCLUSIONS:

Participant training in Egypt seems to have had a mixed review. The International Institute for Human Rights (Strasbourg) continues to be positively evaluated, though with less enthusiasm than in Jordan or Morocco. One of the Interviews suggested that the seminar was too elementary for the two faculty members who attended from his law school (Assuit). We were unable to assess whether any of the participants who attended are actively participating in either research or teaching of the subject. At the University of Alexandria, the Dean and the Vice Dean of the law school mentioned that the timing of the conference coincides with the final examination period at their college, and therefore their faculty cannot take advantage of the opportunity. Some of those interviewed suggested the seminar could be of more utility if it is conducted in Arabic since the faculty lacks adequate English or French proficiency. At the International Law Institute, the judges who participated felt they got a good review of the American legal system in general, rather than specific orientation to the topic of human rights. Indeed, one of the judges interviewed presented a memo in which he felt that the senior judges should not be asked to undertake this program since it is more relevant to junior judges. By and large, the training program in Egypt is less focused and its impact is more diffused.

D. RECOMMENDATIONS:

For training programs to be successful, it is necessary to undertake a systematic survey of the needs and faculty qualifications of the various law schools in Egypt. Serious thought should be given as to whether the program at the ILI is sufficiently relevant to human rights concerns in view of the relatively high cost of this program.

Training programs for judges seems to be the least effective since it is difficult to detect any direct impact. While the participants seem to have enjoyed their stay in Washington, the program does not appear to justify the cost incurred. The Richardson, Texas program is totally irrelevant to human rights concerns.

II. PROJECT ACTIVITY TITLE: STUDY/OBSERVATION VISITS IN THE U.S.

A. PURPOSE/EXPECTED OUTPUTS/INPUTS:

1. Purpose: This is also a program addressed to both judges and faculty members of schools of law from the various cooperating institutions. The purpose of these programs is to foster a greater concern for human rights and a better understanding of the historical, legal and cultural aspects of these rights among members of the judiciary and the targetted faculty as practised in the United States. For the judiciary, the objective was to provide opportunities to demonstrate some of the specific modalities and institutional provisions which safeguard human rights in the U.S. by encouraging contacts with their American counterparts. For the faculty member, the purpose was to acquaint them with the most recent research, tools and methodology in use in the field of human rights in the U.S. Faculty members will also be exposed to the way in which human rights are treated in American legal education as well as in practice at the federal and state level. These tools/observation visits will also enable them to become better acquainted with some of the current literature in use in teaching of human rights.

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

Returning faculty members are also expected to have increased their understanding of the human rights conditions in the United States and the legal and academic settings in which these rights are defined, discussed, researched and taught. Another expectation is that those faculty members will be expected to familiarize themselves with the existing literature on human rights.

3. Inputs: Senior judges and faculty members, as well as those younger professionals with immediate potential for leadership positions, from the cooperating institutions, are provided with round-trip transportation, per diem and other applicable fees under the LET project.

B. FINDINGS:

Two study tours were organized for the judiciary, one in 1985, the other in 1987. Four judges and two faculty members participated in the first study tour, and five judges and two faculty members participated in the second study tour. Each study tour lasted for three weeks. Two members of the first study tour had to return to Egypt prior to the completion of the program. The judges came from the Constitutional Court, Conseil d'Etat, Ministry of Justice, Court of Cassation and the Judges Club. The professors came from Cairo, Zagazig and Monsoura Universities. Two of the judges who participated in the first study tour have since retired. Two of the faculty members have attended the Columbia University conference on human rights, and spent another week in Washington in program less related to human rights.

C. CONCLUSIONS:

Study tours are the least productive. Participants seem to have been ushered from one place to another in a rather hasty manner, and the purpose of the various encounters they had seems to have emphasized ceremonial rather than substantive concerns. Some of the participants suggested that rather than including many sights, the program, if it is to be continued, should be centered at a University. There, (say, for one week) the participants could be briefed in-depth on the program, and its various components so that their field visits could become more meaningful. The lack of English proficiency on the part of many participants further reduced the utility of these programs.

D. RECOMMENDATIONS:

Such programs are better conducted through the U.S. Information Agency's International Visitor (I-V) program where simultaneous translation could be provided to make the visit both professionally useful and enjoyable. If the LET project is to continue targetting judges as a group, it should be done through the Judicial Institute which trains judges and prosecutors, or through relevant lectures (in Arabic) conducted in Egypt. Courses or seminars conducted through the Judicial Institute are likely to have a multiplier effect, which is not present under the existing tours/observation visits.

III. PROJECT ACTIVITY TITLE: CONFERENCE: "PEOPLES AND HUMAN RIGHTS"

A. PURPOSE/EXPECTED OUTPUTS/INPUTS:

1. Purpose: The purpose of this conference was to encourage research on certain human rights important in Third World Countries, called Third Generation Human Rights. These rights include economic and social rights, the right of people for development, peace, a clean environment, communication and information. Another purpose of this conference was to help develop the Center for International, Legal and Economic Studies

of Zagazig University, to give it a higher profile and promote it as an independent research center for human rights. It was also intended to develop and consolidate a regional network of concerned scholars in the Arab world, with an interest and understanding of human rights.

2. Expected Outputs: Participants from Egypt, other Arab countries, the United States and Europe are expected to come together at the Center for International, Legal and Economic Studies (CILES), with specific papers presented dealing with Third Generation Rights. The Center would have a high visibility and credibility, and a network of concerned scholars will be developed.
3. Inputs: The LET project would provide the CILES with a sum of \$42,000 US dollars to cover travel, accommodations, communications, honoraria, typing, meeting rooms and other administrative costs.

B. FINDINGS:

The conference was held between 25-28 November, 1985 in a Cairo hotel, and not at the CILES. At various points during the conference, over 105 participants from Egypt, eleven from other arab countries, and 18 from Europe and the U.S. participated in the conference. Thirty-two papers were presented, which have been collated into two separate binders.

C. CONCLUSIONS:

The evaluation team was unable to assess whether the CILES has developed into a viable institution, able to attract funding, or to initiate and sustain research in the area of human rights, or in any other area. The CILES seems to be facing a critical financial condition, according to its Director. The quality of research presented is of marginal quality. No attempt was made to revise these papers or to edit them in any meaningful fashion. Instead, they were simply bound together in two sets. The desired network has not materialized. The majority of the participants seem to have come from the Cairo area, and have attended few of the sessions of the conference. As one participant put it, the conference was high on theatrical and low on substance. It hardly seemed to justify the enormous cost expended for such a meager return.

D. RECOMMENDATIONS:

Scholarly conferences, to be successful, should be limited to no more than 10-15 participants, who would prepare their research papers well in advance on topics chosen and coordinated by the conference leader. Those papers should be circulated to the conference participants well ahead of the convening of the conference. At the conference, each paper would be presented and discussed by the conferences. Revisions suggested should be undertaken by each of the authors, and an integrated volume then published. The CILES conference did not have any of the elements needed for success, and therefore failed to achieve it's stated objectives.

IV. PROJECT ACTIVITY TITLE: RESEARCH SUPPORT

A. PURPOSE/EXPECTED OUTPUTS/INPUTS:

1. Purpose: This activity is aimed at encouraging Egyptian scholars to produce quality research in the area of human rights. Through this research, debate and discussions are promoted, and a better understanding of the role of law and universities in the promotion of human rights is achieved.
2. Expected Outputs: Scholarly papers will be written and published for wider circulation. Some reforms in institutions or laws affecting human rights may also be promoted.
3. Inputs: Several hundred Egyptian pounds (\$1 = LE 2.2) is offered to each of the four recipients to write on topics relevant to human rights, or law and administration of justice.

B. FINDINGS:

Four research grants have been given to three professors from Mansoura University, Alexandria University and Assuit University, and one grant to a judge from the Court of Egypt in Cairo. The research papers completed by the three professors were presented at the Columbia University Conference on Human Rights in 1985. The same participants received round-trip tickets, per diem and other costs to attend this conference. The article written by the judge was published in a local legal journal and dealt with the court system in the United States.

C. CONCLUSION:

The research quality of the articles produced is below acceptable standards. None of the articles produced by the three professors is publishable in any referred journal. Although they seem to address topics relevant to human rights, there is no original contribution or discussions of conditions within the Middle East. The approach is general and lacks any specific focus. Though the judge appeared to be sincere and genuinely interested in the topic of human rights, the article he wrote is totally outside the scope of human rights, and contains nothing original.

D. RECOMMENDATIONS:

Though support of research should be a high priority of the LET project, such research should be genuine, original and of relevance to conditions in the Middle East. What has been called research thus far falls very short from any acceptable scholarly work. Efforts should be intensified to identify serious scholars on the subject of human rights concerns, and a panel of experts should be established to evaluate any research proposal prior to its undertaking. At least the same procedures, safeguards and standards undertaken for evaluating dissertation proposals should be followed. Several scholars of Arab origin, working in US universities, could be tapped for such an effort.

V. PROJECT ACTIVITY TITLE: PROCUREMENT AND DONATION OF TEXTS AND DOCUMENTATION

A. PURPOSE/EXPECTED OUTPUTS/INPUTS:

1. Purpose: To provide cooperating academic institutions with essential texts and documents in English on the subject of human rights in order to redress a scarcity of original Arabic sources on this subject. Such materials will be relevant for scholars and students in research and course development.
2. Expected Outputs: Material donated will be used in curriculum development, research and teaching. It will also serve as a core for the building of specialized libraries on human rights.
3. Inputs: Two collection of texts and documents costing \$2,250 per collection (including shipping) will be sent to the cooperating universities.

B. FINDINGS:

Two collections were sent to the library of the school of law at Mansoura and Alexandria Universities. The collection at Alexandria University is displayed on a special shelf at the legal center of the school of law. At Mansoura University, the collection is at the library of the school of law.

C. CONCLUSIONS:

There is little evidence that the collection is accessible or utilizable to students under the present conditions at either University. Some faculty members who are aware of the collections availability may have access to it. Language difficulties also restrict their utility to interested faculties. The locale of the collections, its limited scope and its eclectic nature makes it less relevant to research.

D. RECOMMENDATIONS:

Building a library, in English, that can serve the purpose of research, curriculum development and teaching is a rather expensive proposition. Interviews with concerned institutions suggested other alternatives. First provision of computer-based bibliographies on subjects of relevance to faculty's research and student's dissertations. Second, subscription to relevant and current periodicals on human rights should be encouraged instead of texts of a general nature dealing with human rights. Third, relevant material on human rights, available on microfiche, should be substituted for generic texts on human rights (as is the present mode of donation). This would avoid tremendous purchasing and shipping costs, as well as saving library space.

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ANNEX G

BASIC PROGRAM IDENTIFICATION DATA SHEET

1. Countries: Morocco, Jordan, Egypt, Nepal, Thailand, Philippines, Indonesia
2. Program Title: ANE Human Rights Program
3. Project Numbers: 367-0150, 398-0251, 493-0296, 492-0251, 492-0345, 498-0251 (all grant)
4. Program Dates:
 - a. First Implementing Agreement: August 31, 1979
 - b. Final Obligation: Continuing
 - c. Project Assistance Completion Date (PACD): Essentially open ended for the whole program - extended year by year. Specific sub-activities have varying periods of implementation - see Annex E for dates of individual sub-activities.
5. Program Funding:

a. AID Grants:	\$2,952,159
b. Other Major Donors:	251,400
c. Host Country Entities:	929,581
TOTAL:	\$4,133,140
6. Mode of Implementation:
 - a. Bilateral Letter Agreements in Nepal
 - b. Grant Agreements to PVO's: The Asia Foundation (TAF) for programs in Thailand, Philippines and Indonesia; America-Mideast Education and Training Services, Inc. (AMIDEAST) for programs in Morocco, Jordan and Egypt.
7. Program (Project) Design: AID/W-ANE/TR/HR: USAID/Nepal; The Asia Foundation; America-Mideast Education and Training Services, Inc.
8. Responsible Mission Officials:
 - a. Mission Directors:
William Stacey Rhodes (Acting), Nepal; John R. Eriksson, Thailand; Frederick Schieck, Philippines; David N. Merrill, Indonesia; Charles Johnson, Morocco; Lewis Reade, Jordan; and Marshall Brown, Egypt.
 - b. Project Officers:
Tri R. Tuladhar, Nepal; Lawan Ratanaruang, Thailand; Bryan George, Philippines; Victor Panjaitan, Indonesia; Randall Thompson, Morocco; Douglas Robertson, Jordan; and Michael Williams, Egypt.
9. Previous Evaluations: None by AID

10. Cost of Present Evaluation:

	<u>Persondays</u>	<u>Dollar Costs</u>
a. Direct Hire:		
(1) AID/W TDY	58	13,000
(2) USAID staff	60	8,500
b. Contract:	207	129,041

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