

XD ARD-304-A
74002

**EVALUATION OF THE
EL SALVADOR COMMISSION
FOR HUMAN RIGHTS**

Presented to:

USAID/El Salvador

Submitted by:

Checchi and Company Consulting, Inc.
1730 Rhode Island Avenue N.W.
Washington, D.C. 20036

December 3, 1990

TABLE OF CONTENTS

	Page
Executive Summary of Findings and Recommendations	i
Section One: Background Description of the CDH	1
A. History and Overall Objectives	1
B. Activities of the CDH	3
- Promotion	
- Investigation	
- Statistics	
- External Relations	
C. Other Human Rights Entities	7
Section Two: Evaluation Findings	10
A. General Findings	10
B. The Strategy and Objectives of CDH	12
C. The Impact of the CDH	13
- Promotion Department: Training and Publications	
- Regional Offices: Investigation	
- Statistics Office	
- Department of External Relations	
D. The CDH Bulletin	19
E. The Management Structure of CDH	20
F. The Relationship of the CDH with Other Entities	21
G. Training and Technical Assistance to the CDH	22
H. The CDH Service to Citizens	23
I. Specific CDH Achievements	23
J. The Management of CDH Resources	24
K. Other Areas for Improvement	25
Section Three: Recommendations for Action	26
A. The Strategy and Objectives of the CDH	26
B. The Impact of the CDH	27
- Promotion Department: Training and Publications	
- Regional Offices: Investigation	
- Statistics Office	
- Department of External Relations	
C. The CDH Bulletin	30
D. The Management Structure of the CDH	31

TABLE OF CONENTS (cont.)

	Page
E. The Relationship of the CDH with Other Entities	32
F. Training and Technical Assistance to the CDH	33
G. The CDH Service to Citizens	34
H. The Management of CDH Resources	34
I. Other Areas for Improvement	35
Section Four: Lessons Learned	36
A. Critical Causal Relationships	36
B. Significant Techniques and Approaches	37
Attachment One: Evaluation Terms of Reference	
Attachment Two: Persons Interviewed	

EXECUTIVE SUMMARY OF FINDINGS AND RECOMMENDATIONS

At the most general level the evaluation concludes that the Human Rights Commission of El Salvador (CDH) is moderately effective in achieving its goals of defending and promoting human rights through activities in investigation of human rights abuse cases, training activities, dissemination of human rights information and representation of El Salvador among international human rights organizations.

The CDH achieves its greatest impact through its case investigation efforts.

- Investigations cover a broad range of potential human rights violations over a wide geographic area.
- The periodic visits CDH Delegates make to persons detained in military detention centers, jails and penitentiaries deters human rights violations while detained.
- A greater volume of verified case information is gathered by CDH Delegates than any other human rights entity.

The CDH could achieve higher impact through greater and more effective use of the human rights statistics and case investigation information it gathers and maintains.

The CDH could have a greater impact in all areas by implementing the following recommendations.

In the planning its activities the CDH lacks clear direction because it has not defined its objectives well. Overall performance could be improved by taking the following actions:

- Upper management must precisely identify what its objectives are and it must identify concrete targets for achieving those objectives;
- USAID must make an on-going effort to assist upper management in keeping its attention on reaching the targets and objectives, using the 1991 Action Plan currently being elaborated as an example; and
- The CDH should publish its objectives and targets so that other entities know what CDH is about.

Although the CDH performs best in the area of investigations, it could increase the impact of these activities by taking the following actions:

- **Redistribute vehicles, providing more to the regional offices dedicated to Delegates in order to increase their mobility;**
- **Purchase investigative equipment, such as camaras, tape recorders, etc. for the CDH Delegates;**
- **Utilize the results of case investigations to a greater extent in CDH courses, publications and for external distribution;**
- **Identify ways to better coordinate CDH investigations with the Attorney General's Office;**
- **Employ, on a periodic contract basis, a Legal Advisor in such areas as military regulations, investigation techniques and forensic medicine to train and backstop Delegates in their investigation activities.**

In the area of training, the CDH must improve its performance and impact through taking the following action:

- **Continue implementing the activities presently being carried out by the Training Specialist contracted by USAID to provide technical assistance to CDH, including:**
 - **Develop new topics of greater relevance to both the objectives of CDH and to its audiences;**
 - **Design teaching methods better suited to educate the kinds of audiences the CDH has;**
 - **Identify specific audiences for courses based on, among other variables, patterns of abuse determined by case investigations;**
 - **Train the promoters in the new methods;**
- **Redistribute promoters from the central office to the regional offices, including the San Salvador Regional Office; and**

- After the completion of the current training technical assistance contract, employ, on a periodic contract basis, a Training Advisor to provide course topic and teaching methods performance monitoring and modification to backstop the promoters;

In the area of publications the CDH must increase its impact by taking the following actions related to the Bulletin and to other publications:

- Publish an annual Report on Human Rights in El Salvador and distribute to the national and international human rights community as well as other interested parties;
- Implement the recommendations regarding the CDH Bulletin made by the recently contracted Publications Specialist including the following:
 - Publish two bulletins rather than one - a National Bulletin and an International Bulletin - while reviewing the need for an International Bulletin given the recommendation for an Annual Human Rights Report;
 - Include case investigation information in the bulletins;
 - Improve the bulletins as regards such items of presentation as photographs and composition;
 - Present statistics in a more effective fashion; and
 - Devise reader feedback mechanisms to evaluate and modify bulletins.

Whereas the CDH collects much valuable human rights statistics and information, particularly through its case investigation function, the CDH could achieve greater impact in fulfilling its objectives if it took the following actions:

- Improve the management of human rights information through short-term technical assistance by an information systems specialist;
- Obtain the hardware necessary to implement a new information system including a network of personal computers linking the regional offices with the central office; and

- Provide periodic reports on cases being investigated to the Attorney General's Office and establish contacts and meetings between the CDH and the Attorney General's Office in order to improve the quality of information on case investigations provided by the CDH.

Regarding the external relations area, the CDH should either improve its performance as government spokesman on human rights matters regarding responses to requests for information:

- Develop procedures for making a thorough search of CDH case investigation information in responding to requests for case status information; and
- Insure that official requests for case information be answered by the Chief of the External Relations Office.

The CDH could significantly improve its performance through redesign of its organizational structure in the following way:

- Create a new Department of Operations which will include Regional Offices, External Relations and a merger of the current Statistics Office and the Computer Center;
- Create a separate San Salvador Regional Office and invest it with the same functions - training and investigations - as the other regional offices;
- Change the Department of Promotion to the Department of Public Information and invest it with the functions of publications, public relations campaigns, press releases and related activities; and
- Create the positions of Legal Advisor and Training Advisor referred to above.

The impact of CDH efforts could, finally, be increased by locating the San Salvador Regional Office in rental property in a more central area than is presently the case, allowing for greater access to the public and for greater coordination with other governmental human rights entities.

Section One

Background Description of The Governmental Human Rights Commission

A. History and Overall Objectives

The Human Rights Commission of the Government of El Salvador (CDH) was formed originally in January of 1983 by the Maga a administration along with two other commissions: The Commission of Peace and the Commission on Policy. Its structure consisted of a commission of seven members, an Executive Secretary and a staff of two or three persons. Within the year the other two commissions disappeared.

The CDH commission members represented the church, labor, universities, the military, the professions, industry and commerce and women. It met once a week but failed to reach effective decisions. In the beginning the actual operation of the CDH was directed by the Executive Secretary.

In 1984 when Napoleon Duarte was elected President the commission's members submitted their resignations, as was the proper procedure with a new administration. The Duarte administration, however, failed to name a new commission. The CDH continued working, as it had been, under the direction of the Executive Secretary. Since that time a new commission has never been named.

In 1984 the CDH expanded to include Regional Offices, designed to be located in the more conflicted areas. The primary purpose of these offices was to provide a place in the conflicted areas where people could make denouncements of human rights abuses and could initiate investigations. Another principal task of the Regional Offices at that time was to help administer the national amnesty offered to insurgent forces either being detained or still in the field. Amnesty could be requested of the Commission for Amnesty which would then send the list of names of those granted amnesty to the CDH. The CDH would then prepare amnesty documents, including safe passages (salvo conductos) for those granted amnesty.

In 1985 the CDH created a Department of Promotion and began giving courses in human rights to the military and security forces. At about the same time the Department of Promotion began collecting and publishing statistics on human rights abuses. These were seen as collateral activities designed to educate the people about human rights in general and the human rights situation in El Salvador.

By 1988 the CDH was composed of a Department of Promotion, a Department of Regional Offices, the Legal Department, a Department of Public Relations, and External Relations Department. These departments undertook four basic functions which remain today as its principal areas of activity:

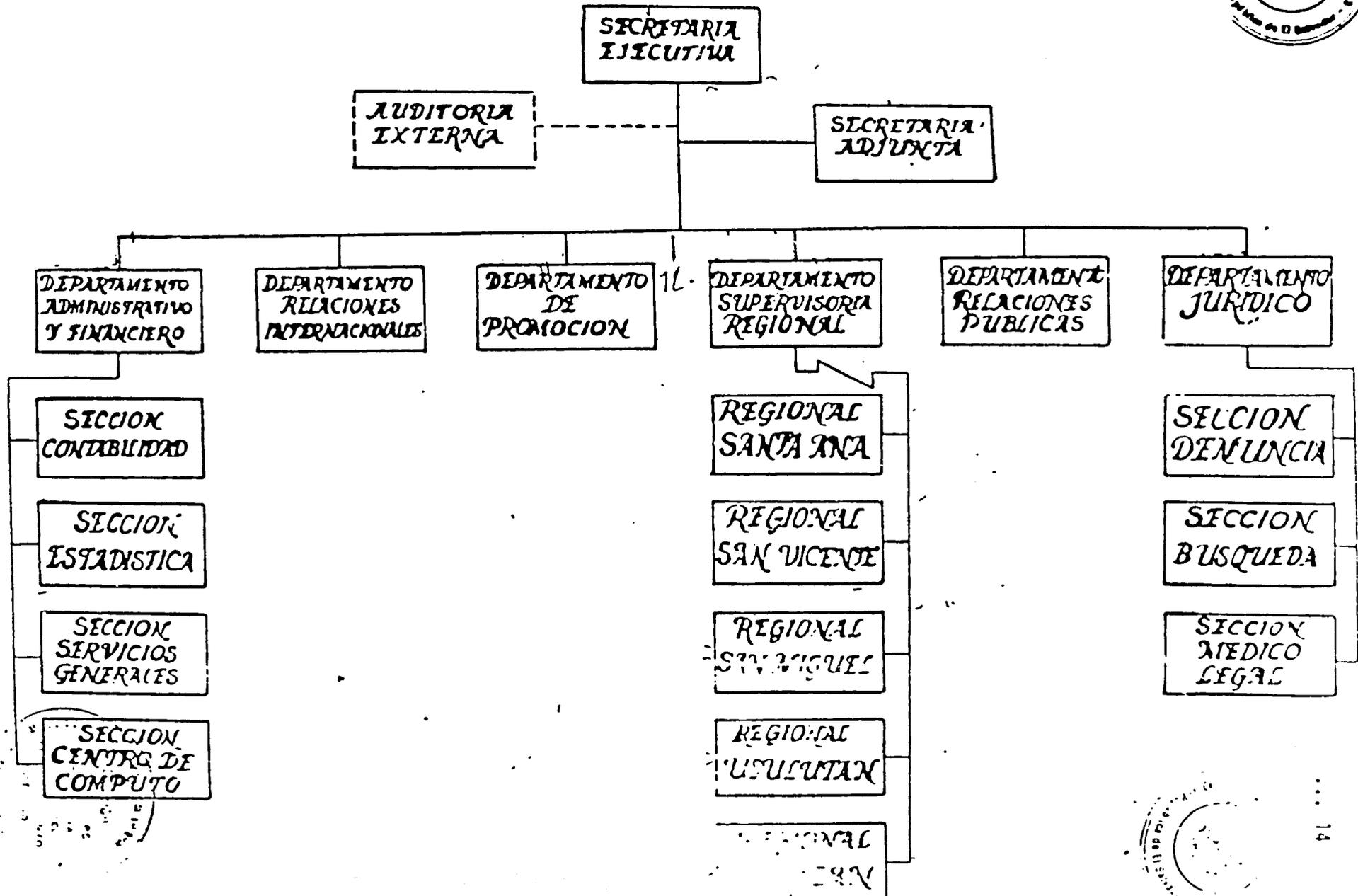
- Investigation of human rights abuse cases;
- Training in human rights, principally to the military and security forces;
- Publications covering a variety of human rights topics as well as the preparation of the bi-monthly Bulletin; and
- Serving as official spokesman for the Government of El Salvador answering requests for information and representing the Government at official human rights forums.

The objectives of the CDH are somewhat illusive. The Commission does not have a clearly stated mandate and, in fact, its responsibilities have changed over time. The 1990 Action Plan for CDH, prepared for USAID/El Salvador prior to its funding for that year, is probably the clearest statement of CDH's objectives.

- (1) Amplify and increase human rights education at the national level, directing its efforts at sensitizing and educating the different sectors of the society about the importance of respecting the individual guarantees contained in the Constitution and the laws of the Republic;
- (2) Drive forward the effort of disseminating at the international level the progress, advances, and improvements attained by the Government of El Salvador with reference to human rights;
- (3) Serve as the official spokesman of the Government of the Republic on human rights matters, writing reports, statistical studies, bulletins, etc...and by undertaking on-going investigations of all claims of suspected human rights violations sent to the CDH by humanitarian governmental or non-governmental organizations; and
- (4) Achieve a dynamic policy vis a vis foreign countries and international organizations on human rights issues...with the fundamental objective of modifying the perception the worldwide public opinion has about human rights events in El Salvador.

The organization chart for the CDH contained in the 1990 Action Plan is attached on the following page. It should be noted that in the course of 1990 that organizational structure has been changed considerably on two occasions. Currently the Legal Department and the Department of Public Relations do not exist and the Administrative and Financial Department has been separated into two departments. This is indicative of the fluid management structure CDH has had over the years.

ESTRUCTURA ORGANIZATIVA
COMISION DE DERECHOS HUMANOS DE EL SALVADOR



24



B. Activities of the CDH

- Training

The principal form of training offered by the CDH consist of a battery of courses designed to inform the audience about human rights. There are essentially nine themes or modules which cluster around three subjects:

What is the CDH
What are Human Rights and
Normal Operating Procedures for
Making Arrests

These courses are given to the following groups.

Military and security forces
(officers and troops)
Governmental officials
Schools and universities
Political parties
Labor unions
Private sector entities

In reality most training activity is focused on the military and security forces where different units are programmed to receive the various themes in groups of as large as thirty persons.

Courses are given by promoters who, for the most part, work out of the regional offices. (The one exception to this rule is in the San Salvador area where courses are given by promoters who answer to the Director of Promotion rather than the San Salvador Regional Office Chief.) Courses are planned in advance, generally by the month.. An example of such a program of courses is given in the following page where training activities for the month of October for the San Vicente Regional Office is shown. The promoters generally work in the morning hours and use the afternoon hours for course planning and administrative tasks.

The didactic methods used in the courses are lecture-based, with the trainer presenting material either with flipcharts or writing on a blackboard. The students listen and some take notes. Although there is some question taking, generally the methods are not very participatory.

The facilities where courses are held are, typically, space on the military or security force compound. Some training room space is more conducive to learning than others, varying from, on the one hand, fully enclosed, well ventilated rooms with desks and a platform possibly with a lectern to, on the other, an open space in the motor pool area with scattered tables and much noise and distraction as people pass through the space.

COMISION DE DERECHOS HUMANOS DE EL SALVADOR (C.D.H.)
 ORGANIZACION DE CHARLAS Y SEMINARIOS DE DERECHOS HUMANOS,
 REGIONAL SAN VICENTE.-

MES: OCTUBRE 1990.



LUNES 1	MARTES 2	MIERCOLES 3	JUEVES 4	VIERNES 5
	Tercer Ciclo Dr. Sarbelio Navarrete, San Vicente. 09:00 a 11:00 a.m. 30 alumnos de 7º Grado			9º.15 de Septiembre de la Guardia Nacional. 8:00 a 10:00 am. 60 Agentes.
LUNES 8 Tercer Ciclo Dr. Sarbelio Navarrete, San Vicente. 9:00 a 11:00 a.m. 0 alumnos de 7º grado	MARTES 9 G.N. de San Sebastián, Depto. San Vicente. 09:00 a 11:00 a.m. 25 Agentes.	MIERCOLES 10 Batallón 15 de Septiembre de la Guardia Nacional. 8:00 a 10:00 am. 60 Agentes.	JUEVES 11 D.M.I.F.A., Zacatecoluca, Depto. La Paz. 09:00 a 11:00 A.M. 30 clases.	VIERNES 12
LUNES 15 G.N. San Isidro, Depto. de Cabañas. 9:00 a 11:00 a.m. 5 Agentes	MARTES 16 Escuela Pbro. Francisco-Morroquin/Ctón San Isidro Verapaz Dpto. San Vicente. 50 Alumnos de 7º, 8º y 9º- grados. De 09:00 a 11:00 a.m.	MIERCOLES 17 G.N. San Sebastián, Depto. de San Vicente. 09:00 a 11:00 a.m. 25 Agentes	JUEVES 18 D.M.I.F.A., Zacatecoluca, Depto. La Paz. 09:00 a 11:00 A.M. 20 Administrativos.	VIERNES 19
LUNES 22 G.N. San Sebastián, Depto. de San Vicente. 9:00 a 11:00 a.m. 5 Agentes.	MARTES 23	MIERCOLES 24 D.M.I.F.A., Zacatecoluca, Depto. La Paz. 09:00 a 11:00 a.m. 50 elementos de tropa.	JUEVES 25	VIERNES 26
LUNES 29 G.N. Sensuntepeque, Depto. de Cabañas. 9:00 a 11:00 a.m. 5 Agentes.	MARTES 30	MIERCOLES 31		

46

The military and security force students can be classified into three groups: military soldiers who have limited schooling and are probably illiterate, security force soldiers who probably have high school education, and officers. The methods and themes taught in CDH classes do not vary according to the type of student.

- Investigation of Human Rights Abuse Cases

The CDH investigates the circumstances and status of possible human rights violations. The nature of these violations vary greatly but CDH categorizes them in the following ways: politically motivated murder and injury, civilian disappearance by unknown persons, civilian arrest by military or security forces, civilian abduction by the FMLN, and other cases.

Cases are identified and initiated by CDH in basically three ways: people come to the CDH regional offices or the central office and "denounce" or make an official complaint of a human rights abuse; cases of abuse are discovered by CDH delegates, mainly in the course of visiting detention centers, jails and hospitals; and cases which are publicized in the press or are learned of by CDH delegates. Initiation of a case consists in taking down all relevant facts of the case as initially understood, visiting detention facilities, jails, hospitals, Justices of the Peace, and other probable sources of information, taking testimony from witnesses or interested persons, interviewing detained persons, and verifying the whereabouts of persons.

The objective of investigations is not to determine or ascribe guilt but rather to learn about and verify the factual circumstances of the case - exactly what happened - and to determine the status of the case. The information is given to the person or persons making the complaint. Part of the investigation may include finding family members or friends of detained persons, in which case they would receive the information. In certain cases where either the military or the civilian judiciary system has initiated an action against a person involved in a case the CDH is following the information will be passed to the military or civil authorities, probably the Human Rights Office either of the military or the Attorney General's Office.

Cases are investigated by CDH Delegates who work out of CDH Regional Offices. These are people trained in the law, either having graduated from law school or who are currently law school students. Some have training in forensic science. For the most part Regional Office Chiefs have the same training. Some delegates have worked previously in the Attorney General's Office or other part of the judiciary system. Some have had additional training at the Inter-American Institute for Human Rights.

Delegates cover all investigations until some action is taken, either by the military or civil authorities. It was unclear during this evaluation what the criteria for ending an investigation might be. In some cases delegates continue to take testimony and investigate facts after apparent action has been taken by authorities. The delegates have a considerable amount of discretion to open and continue cases.

A major portion of time spent by delegates is in visiting penitentiaries, jails, military detention facilities, hospitals and other locations where detained or injured persons might be. The visits are made on a regular basis for the purposes of learning who might have entered the facility, whether detention center or hospital, since the last visit and who might be a potential victim of human rights abuse. These visits are made almost on a weekly basis. Only the International Committee of the Red Cross makes similar visits. An example of the programming of delegates visits for the San Vicente Regional Office for the month of October is given on the following page. (The names after each "Group" are towns and villages in the region.)

The CDH is often requested by military or security forces to officially receive into its custody released detainees. These may or may not be persons whose cases CDH has been investigating.

- Statistics

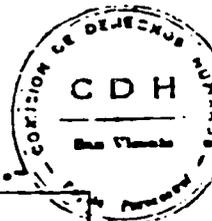
The CDH collects and publishes statistics on human rights violations in El Salvador. These statistics are reported in the CDH Bulletin every two months. The statistics comprise the following:

Statistics on CDH Activities

- Denouncements: Requests for help, information or protection;
- Investigation visits;
- Civilians released from detention to CDH delegates; and
- Persons attending CDH training activities.

Human Rights Abuse Statistics

- Persons detained: Persons freed, consigned or remitted;
- Victims in combat: Deaths and injuries;
- Victims outside of combat: Deaths and injuries;
- Victims of FMLN bombs or mines: Deaths and injuries;
- Civilian population abducted by the FMLN; and
- Damage to economic infrastructure caused by the FMLN.



CALENDARIZACION DE VISITAS A LAS DISTINTAS CIUDADES Y POBLACIONES DE LA REGION PARACENTRAL DEL MES DE OCTUBRE DE 1990.

LUNES 1 CIUDAD Y GRUPO D	MARTES 2 GRUPO A	MIERCOLES 3 GRUPO B	JUEVES 4 GRUPO E	VIERNES 5 CIUDAD Y GRUPO C
LUNES 8 CIUDAD Y GRUPO F	MARTES 9 GRUPO D	MIERCOLES 10 GRUPO A	JUEVES 11 GRUPO B	VIERNES 12 ASUETO
LUNES 15 CIUDAD Y GRUPO A	MARTES 16 GRUPO C	MIERCOLES 17 GRUPO D	JUEVES 18 GRUPO B	VIERNES 19 CIUDAD Y GRUPO E
LUNES 22 CIUDAD Y GRUPO D	MARTES 23 GRUPO A	MIERCOLES 24 GRUPO B	JUEVES 25 GRUPO F	VIERNES 26 CIUDAD Y GRUPO G
LUNES 29 CIUDAD Y GRUPO A	MARTES 30 GRUPO E	MIERCOLES 31 GRUPO D		

GRUPO A: PRESA 15 DE SEPTIEMBRE, SAN ILDEFONSO, DOLORES, SENSUNTEPEQUE, SAN ISIDRO, ILOBASCO.

GRUPO B: SAN LUIS TALPA, COMALAPA, LA HERRADURA, ZACATECOLUCA, TECOLUCA.

GRUPO C: SAN CAYETANO ISTEPEQUE, TEPETITAN, VERAPAZ, GUADALUPE, SANTA MARIA OSTUMA, SAN PEDRO NONUALCO.

GRUPO D: COJUTEPEQUE, SANTO DOMINGO, SAN SEBASTIAN, SAN LORENZO, SUCHITOTO, SAN JOSE GUAYABAL Y ORATORIO DE CONCEPCION.

GRUPO E: SANTA CLARA, SAN ESTEBAN CATARINA, APASTEPEQUE.

GRUPO F: SAN MIGUEL TEPEZONTES, SAN JUAN TEPEZONTES, SAN EMIGDIO, PARAISO DE OSORIO, SANTA CRUZ ANALQUITO, SAN RAMON.

GRUPO G: SAN ANTONIO MASAHUAT, SAN PEDRO MASAHUAT, EL ROSARIO, SANTIAGO NONUALCO, SAN RAFAEL OBRAJUELO, SAN JUAN NONUALCO.

These statistics are gathered from the press (televised, print, military press office and other news sources). They are extracted from news accounts, recorded and cross referenced with information available in the regional offices. This information is then recorded and updated. The specific numbers, once they have been classified, are recorded as statistics while the prominent facts of the events which produced those statistics are recorded as cases. Summary data on cases are entered into the computer files while the statistics are entered into different computer files. The more extensive case information is filed manually.

The statistics gathering and filing activities are done by the Statistics Office of the current Administrative Department. The information which is filed in computers is entered and maintained by the Centro de Computos of the Finance Department. The principal user of the statistics is the Department of Promotion for its Bulletin. The secondary user of the statistics is the Department of External Relations for responding to requests for information either on specific cases or on human rights in El Salvador.

- External Relations

There are basically two forms of external relations which the CDH carries out. The CDH has been named the official spokesman for the Government of El Salvador on human rights matters. In this capacity it receives requests for information from international organizations, foreign governments and non-governmental human rights advocacy entities. These requests are for information on specific cases, typically those that have received international notoriety. Occasionally they are requests for general information on human rights in El Salvador. As the governmental spokesman, the CDH also represents El Salvador at meetings and other forums of international human rights organizations, including the UN Human Rights Committee in Geneva and the OAS Inter-American Commission of Human Rights.

As its second External Relations activity, the CDH also provides logistical and liaison services for official representations of human rights groups and organizations coming to El Salvador.

- Public Relations

According to the organization chart in the 1990 Action Plan which is provided above, the CDH has a number of activities which fall under the Department of Public Relations. Although the CDH does undertake these activities, the department as such has disappeared and some of these activities have been taken over by the Department of Promotion.

The principal activity under this rubric is the CDH Bulletin. The Bulletin devotes most of its pages to information on what the CDH is doing, courses given, conferences and meetings held or attended and other information about CDH. Some coverage is given to issues of human rights interest such as laws passed or treaties signed. Some space is given to statistics, which have been described above. Finally, a surprising amount of space (as much as third) is given to reprinting newspaper articles of human rights abuses or other issues.

The Bulletin is printed in both the Spanish and English languages since it is intended to serve both national and international audiences.

Each issue of the Bulletin begins with an editorial which typically takes a very biased political position. The editorials are generally pro-military or governmental on any given human rights issue and anti-FMLN.

Other public relations activities include a public information campaign which has been planned for some time now and which appears to be ready for implementation. The campaign is designed to educate the general population on various dimensions of human rights. It will have, as its central message, "The best defense of human rights is compliance with civil duties". It appears as if the campaign will be run directly out of the Office of the Executive Secretary.

A final public relations activity is that of press releases and press conferences. These are carried out by the current Department of Promotion.

C. Other Human Rights Entities

There is a great variety of organizations with interests in human rights which are active in El Salvador. Some are national and some are international. Most of these entities are identified and briefly described below. The description is focused on the role taken on by each organization so as to provide a clearer idea of how the CDH fits into the overall complex of human rights advocacy in El Salvador.

- Other National Governmental Organizations

The Human Rights Division of the Attorney General's Office, a division set up to intervene with public institutions that could have violated human rights, especially the armed forces, paramilitary groups, and/or groups with a political identification. It also protects minors against physical and sexual abuse.

The Human Rights Unit of the Military (Estado Mayor) whose purpose is to inform and educate the military and security forces about human rights and what they can and cannot do.

The Special Investigations Unit, established under AID's Judicial Reform Project as a highly trained investigative unit reporting to civilian authorities with the mandate and capability for investigating high visibility crimes, usually identified as human rights cases.

- National Non-Governmental Organizations

The Commission on Human Rights in El Salvador ("non-governmental") established in 1978, the non-governmental CDH takes denunciations of human rights abuses, publishes detailed information on specific cases, makes its own public denunciation in the press of possible abuses particularly those carried out by the military and security forces.

The Lawyers Committee on Human Rights provides legal counsel for victims of human rights abuses or for those detained by the military or security forces. (The Lawyers Committee based in the United States.)

The Archbishopric of El Salvador, through Tutela Legal, investigates cases of human rights abuse, particularly by the military and security forces, and publishes human rights abuse statistics nationwide.

The Lutheran Synod in El Salvador investigates cases of human rights abuse.

- International Organizations

The United Nations Commission for Human Rights and its Special Representative which takes the role of periodically analyzing the human rights situation in El Salvador and making reports which are used by the Commission to frame the agendas of its meetings.

The Inter-American Commission for Human Rights of the OAS which receives denunciations of human rights abuse cases, requests information on their status from the Government of El Salvador, and makes resolutions regarding the compliance of the Government of El Salvador with the human rights treaties it has signed. It also makes periodic reports on the human rights situation in El Salvador.

The Inter-American Institute for Human Rights, based in Costa Rica, offers training courses and a variety of other training activities including seminars on human rights.

The International Committee of the Red Cross has a strong local presence dedicated to the humanitarian goals of alleviating the suffering of persons wounded in combat and in retrieving the bodies of those killed when necessary having free access, through formal agreements, to all contested areas and detention facilities.

Amnesty International, although it does not have an on-going presence in El Salvador, makes requests for information on specific cases, makes denunciation of human rights abuses and undertakes reports on the human rights situation in El Salvador.

Americas Watch, through its on-going presence in El Salvador, reports on a variety of dimensions to the human rights situation in El Salvador as well as investigates and reports on specific cases of human rights abuse.

U.S. Department of State, through its Embassy in El Salvador, gathers data and investigative information of specific cases, keeps track of the general state of compliance with human rights norms by the government, the military and security forces and the FMLN and reports on the overall situation on a monthly basis.

U.S. Department of State, through the Agency for International Development (A.I.D.), attempts to create the administrative and technical conditions for compliance with human rights norms by the government of El Salvador and the military and security forces by providing assistance to their judiciary systems.

Section Two

EVALUATION FINDINGS

A. General Findings

The Terms of Reference for this evaluation ask a number of specific evaluation questions. At a more general level, however, it is possible to make certain overall evaluation findings which create a context within which the evaluation questions fit. These general findings are presented in Sub-section A. In the following sub-sections the specific evaluation questions are addressed.

(1) In the overall human rights context in El Salvador the CDH plays an important and moderately effective role among the various entities committed to the protection of human rights.

- The CDH has direct access to the President and his ministers providing a channel for information and sensitization to the President. As part of the Ministry of the Presidency, the CDH is also a potential source of influence on the President regarding human rights.

- The CDH has direct access to the armed forces, both military and security, again providing a channel for sensitizing and educating them, at all levels, on human rights. This access also allows the CDH the opportunity to gather information on human rights abuse cases. No other human rights organization has this official access to and credibility with the armed forces.

- The CDH has direct access to detainees as well as to official documents relevant to detainee cases being, by law, one of two organizations (along with the International Committee of the Red Cross) which can visit detainees and review detainee documents.

- The CDH covers events over a nationwide area having regional offices in six locations, each staffed with investigative and promotional (training) staff. The regional offices allow the CDH to investigate cases nationwide. All other investigative entities are situated in San Salvador with no regional offices.

(2) The evaluation finds that at a general level CDH could be having a greater impact than it is; that there is underutilized potential, almost as if CDH were an "under-achiever".

- In some of its functional areas of activity the CDH has the capacity for doing more and for better utilizing what it does do.

- There is a certain "laziness" in its policy management, allowing problems in faulty organizational direction and poor administrative structure to further diminish effectiveness.

- There is a notable lack of any sense of "mission" throughout much of the mid-level staff and some upper level officials.

(3) Regarding the case investigation function of the CDH, the evaluation finds its coverage to be widespread but relatively shallow.

- The CDH takes on the investigation of the circumstances and status of many cases of potential human rights abuses nationwide, following virtually hundreds of cases at any given time.

- The gravity of cases followed varies from serious cases of massacre and torture to simple cases of military detention for suspicion of terrorism and reported missing persons.

- The extent to which the CDH follows cases ends when the case is taken on for resolution, either within the military or within the judicial system under current regulations and laws.

- The CDH does not push for the resolution of cases, either by the military or the courts, nor does it advocate any particular resolution.

(4) The evaluation finds that the CDH collects and maintains a large quantity of valuable information on human rights abuse cases but that the effective use of the data is seriously limited.

- The information collected by the CDH in verifying the circumstances of human rights abuses is valuable, particularly for such descriptive information as identification, location, detention, determination of injuries, description of persons, etc.

- Its usefulness in the form of human rights statistics is limited by the form in which it is published and distributed in the CDH Bulletin.

- Its value in informing the public regarding specific cases is limited by the small amount of information which is provided on request by letter.

- Its value is limited by the way in which it is managed, i.e. viewed as a "product", the way in which it is processed, stored, and distributed based on demand.

(5) The CDH has been able to maintain a moderate level of credibility nationally, allowing it to function effectively, while on a very low profile, among the various human rights organizations.

- Other human rights organizations in El Salvador use CDH statistics to help them get a better focus on the human rights situation.

- Some organizations, including the Non-Governmental Human Rights Commission, refer cases to the CDH for investigation albeit on a very limited scale.

- Many organizations will privately express credibility in the CDH and say that they can work with the CDH and gather information on an informal level.

(6) On the international level, the CDH achieves a relatively low level of credibility among human rights organizations primarily because of its association with the Government of El Salvador and, secondarily, because of the ways in which it relates to and works with those entities.

- It is used by some organizations as a source of information and yet the information it provides is scanty and late.

- The national statistics it presents through its Bulletin focus on FMLN abuses and activities and appear to verify its perceived position as "apologizer" for the Government of El Salvador.

B. The Strategy and Objectives of the CDH

Is the CDH strategy appropriate and effective and are its goals and objectives relevant and being met? Are its operating procedures relevant and effective for strategy implementation and goal achievement?

The CDH has the objective of promoting, protecting, and defending human rights in El Salvador, as has been described in Section One above. This objective is carried out by:

- (a) providing courses, seminars, conferences and talks on human rights in order to inform and educate particular audiences including the security forces;
- (b) investigating the facts surrounding cases of abuses of human rights, monitoring the status of cases and recording important data relevant to the cases;
- (c) responding to national and international organizations as well as individuals requesting information regarding specific human rights cases or the general human rights situation in El Salvador; and
- (d) collecting, updating, providing (upon request) and publishing data descriptive of the human rights situation in El Salvador nationwide.

Findings

(1) These objectives do not adequately direct or orient the activities which the CDH carries out. The reasons for this inadequacy include the following.

- The CDH objectives, particularly "to promote, defend, and protect human rights", are expressed in inoperable terms. There are not clear, direct causal linkages between objectives and methods. There are intervening objectives more directly related to human rights which, if employed by CDH, would prove more manageable.

- The words "inform" and "educate" are often used in the CDH statement of objectives with imprecise definition or distinction. Education implies changing behavior while informing is more passive. If this distinction is desired by the CDH it is an important one and should be explicit.

- It is unclear in the CDH statement of objectives whether actually reducing abuses of human rights is a part of the Commission's mission. Even in verbal discussions there is not a clear commitment to this objective.

- There is no coherence or relationship between the CDH's various activities. The various parts seem to act on their own purposes.

(2) The CDH does not plan a strategy of actions to be taken in order to arrive at some desired objective or future. It lacks not only a sense of its objectives but also a plan for where it wants to go and how it will get there.

- The Action Plan for 1990 is not a roadmap for the future but rather a statement of what the CDH does and the additional resources it requires to keep doing those things.

- Course themes are developed without a clear sense of how they contribute to CDH objectives.

- Certain data are collected and filed without a clear plan for using the information.

C. The Impact of the CDH

What is the Impact of CDH Activities and what is the effectiveness of the methodologies and techniques used by the CDH to implement activities?

The impact of CDH on the human rights situation in El Salvador is difficult to determine for the obvious reasons, among others, that the issue itself is so complex, that there is such a large number of actors, and that motivations for action are varied and unclear.

However, it can be said that the CDH is positively affecting the awareness among the military and security forces of human rights, particularly at the enlisted man's level. Through its courses and investigation activities on a nationwide basis via its regional offices, the CDH brings to the military and

security forces a constant attention to human rights violations. No other entity provides this much constant, accessible and credible awareness of human rights to El Salvador's soldiers.

Moreover, certain findings can be drawn regarding the effect of specific CDH activities described in Section One above.

C.1. Training and Publications Activities carried out by the Department of Promotion

Findings

At this time the Promotion Department is receiving technical expert assistance in both the training and publications activities. A long term specialist is assisting the CDH redesign the courses offered while an evaluation of the CDH Bulletin has just been completed. Each of these efforts has identified problem areas and proposed recommendations for their resolution. The findings of this evaluation are generally consistent with those studies without entering into as precise a level of detail.

(1) Although the overall objective of the courses and seminars offered by the CDH to, principally, the armed forces - that of sensitizing and educating them on human rights - is laudable, the objective is not being achieved to any acceptable level.

- The course themes are not well related to the overall objectives of the CDH. Courses in "What is the CDH?" and "The History of the CDH" are not going to provide a Salvadoran soldier with any useful information when confronting a potential human right abuse situation.

- The course topics are taught at a level of theoretic abstraction far above the level of comprehension of typical Salvadoran soldiers or National Guardsman. Themes covering "What Are Human Rights?", "The History of Human Rights" and "The Constitutional Evolution of Human Rights" present very complex and theoretic material to young troops.

- Teaching methods used in the CDH courses are not well suited to either inform, i.e. transmit information, or to educate, i.e. affect values and behavior. The didactic methods are lectures and visual presentation of ideas on blackboard and flipchart when the ideas are difficult to understand or of no apparent interest to the soldiers and while many of them cannot read or take notes.

(2) The principal publication of the CDH, the Bulletin, is not effective in promoting an awareness of human rights or the situation in El Salvador.

- Its presentation is ineffective in that it is too long and its graphic design is inappropriate.

- Its statistics are too voluminous and are slanted to present a political position.

- There is much material that is not needed in a bulletin of this nature, i.e. footnotes to articles, newspaper clippings, etc...

- It tries to address too many audiences, international as well as national.

C.2. Case Investigation and Verification Activities carried out by The Regional Offices

Findings

(1) The CDH is most efficient in its case investigation and verification activities, i.e. it is more productive with relatively less resources in the investigation area than in other activities it undertakes.

- The CDH Delegates who work out of Regional Offices take a high degree of initiative in gathering data and following up on the status of cases.

- Delegates provide "every day" awareness of human rights to the military and security forces through their regular rounds of visits to detained persons.

- CDH Delegates are well trained and have the proper education for their responsibilities, all having studied or being graduates of law school.

- The system for gathering, verifying, and documenting investigative information is adequate for the job, although not as thorough as U.S. police work.

- There is, as result, a great deal of information gathered on a great many cases involving potential abuse of human rights nationwide.

(2) The results of the casework investigation are somewhat underutilized.

- The CDH publications do not report on cases which are being followed either in the aggregate or individual basis and, moreover, they are not used to report on the kinds of human rights abuses encountered nationally or regionally through the use of cases as examples.

- The current status of cases, as per CDH investigation, is not thoroughly reported in responses to letter requests for case information.

- The human rights community, both national and international, seems relatively unaware of the extent to which the CDH investigates and verifies case information and therefore do not draw on the information.

(3) CDH Delegates do not have sufficient resources, particularly physical, devoted to case investigation activities in CDH.

- Regional offices currently have only one vehicle each, with two more to be added soon among the six offices, to cover wide geographic areas for both promotional as well as investigative functions.

- Delegates work with very limited data gathering equipment useful to investigation such as tape recorders, camaras, etc.

- Although some delegates have had basic knowlde of forensic medicine in their law studies, they lack training in forensic investigation relevant to human rights abuses.

(4) Delegates make regular visits to military detention center, penal detention facilities, hospitals and related military or security forces detachments throughout their regions.

- The CDH is the only organization other than the Red Cross which makes these visits and they make them more frequently.

- The visits are generally on a weekly basis and done with sufficient frequency and regularity that facilities personnel are familiar with the Delegates.

- These visits not only investigate the status of cases for which help has been requested but also serve to identify persons detained for reasons of the polical conflict for whom help has not been requested. Delegates take these persons on as cases to investigate as well.

- By making regular visits the detained person is afforded a certain level of protection since it is known that the CDH is covering the case.

- In a more general sense, this regular, widespread coverage of potential human rights abuses serves as a deterrent to violations.

(4) CDH Delegates take a remarkably high level of "advocacy" in their work, i.e. advocacy of the rights of a detained, missing, maltreated, wounded or killed person on whose behalf they actively seek out information on cases and try very hard to get all the facts they can related to the status and circumstances of a case.

C.3. Statistics Collection and Maintenance Activities carried out by the Statistics Office, Administrative Department

Findings

(1) CDH gathers a great deal of detailed information on a variety of human rights abuse cases over a nationwide area. More than half the CDH professional staff (approximately 56 percent) are engaged full-time in the collection, maintenance and reporting of information.

(2) There is a strong tendency to over-categorize human rights abuse cases putting them into too many "pigeonholes" in order to facilitate the administration of the data. The very nature of human rights abuse cases makes them exceedingly varied and in forcing them into a classification structure tends to reduce important content from cases.

(2) The information which the CDH gathers, stores, and distributes regarding human rights abuse cases is poorly managed.

- There is no clear purpose for which information is gathered and how it is to be used, creating the following problems:

- Inconsistency in what information is collected without changing over time;
- Lack of administrative rationality in information storage, either in the computer or in files;
- Unclear or unestablished procedures for searching stored information;
- Uncertainty as to who in CDH is to have access to information; and
- Vagueness in which information is confidential and for what uses.

- Although the information relates to actual or potential human rights abuses there is not a clear idea of how it is to be used.

- Some staff who use the information for responses to external requests don't know all the information that the CDH has or where it is stored.

- There is duplication of effort in the collection of certain information, e.g. human rights information is gathered from the newspapers by the central office (Statistics Office) as well as by the regional offices.

- There is excessive reporting on information which has been gathered either vertically upwards from delegates to chiefs or horizontally from chief to chief.

C.4. Relations with International Organizations carried out by the Department of External Relations

Findings

(1) There is a wide gap between the level of expectations expressed in letters requesting information from the CDH and the level of information provided, both in quality and quantity, by the Department of External Relations.

- Letters typically attach great importance to the information requested while CDH responses are, typically, perfunctory, having the quality of form letters.

- For all the ascribed importance given to the requested information by the requestor, the information that is sometimes provided by the CDH is short and probably meaningless, e.g. "consigned to the court of first instance".

- Often responses are very late, being sent by as much as four or more months after the request was sent, particularly for those which come indirectly through the Ministry of External Relations.

(2) There is only limited research undertaken, throughout the body of information held by the CDH, on cases for which information is requested.

- Most often a search of the information stored in the computer files is all that is done, overlooking the case information stored in the Statistics Office files and the Regional Offices.

- The information which is available in the computer is summary data, containing such items as names, places, dates, and disposition and, moreover, it is not up-to-date. From this already summarized information only selected data are extracted to respond to letters.

(3) Letters from individuals are not responded to while letters from human rights organizations and governmental entities are responded to.

- There does not seem to be a clear policy-based reason for this practice other than it would be much more work to respond to individuals and that those requests are less important.

- Regarding workload, one Department professional responds to an average of 19 letters per day many of which ask about the same cases.

(4) Letter requests for information tend to be concentrated on cases which have received large press coverage, particularly overseas, and which deal with military abuse of human rights.

- In some of these particular cases there really isn't much information available.

(5) The CDH loses a good deal of credibility within the human rights community because of its responses to their requests for information, given the problems noted above.

D. The CDH Bulletin

Do CDH publications have a formulated strategy and an ideological balance, are they focused and effective and is the presentation appropriate to accomplish stated objectives?

As has been noted above, all of these evaluation questions have been addressed in the concurrent study of CDH publications. That study makes very specific findings and detailed recommendations for action regarding policy, content, presentation and physical resources for CDH publications. Its conclusions and those of this evaluation are consistent. Reference is made to that study for a detailed description of findings and recommendations while here are presented general findings related to the evaluation questions.

Findings

(1) There does not appear to be a publications strategy for the CDH.

- There are no clear objectives which the publications are designed to serve.

- The audiences of the publications are ill-defined while the Bulletin seems to try to respond to all possible audiences.

(2) There is a definite ideological position presented in the Bulletin.

- Statistics focus on FMLN abuses to a much greater extent than on those of the military or security forces.

- Data irrelevant to human rights abuses but related to FMLN attacks on the Salvadoran economy are given considerable exposure.

- The editorial statements often take specific ideological positions.

(3) The presentation of the Bulletin, the principal publication of the CDH, is inappropriate.

- It is too long.

- It contains material, such as lengthy footnotes and newspaper articles, which do not adequately inform.

- The photographs presented are of poor quality and do not focus on whatever message the CDH may wish to be promoting.

E. The CDH Management Structure

Evaluate the managerial and financial structure/capability of CDH and the degree to which they are appropriate in their role. Are the assignment of tasks appropriate and what are the levels of morale and efficiency?

The organizational structure of CDH has evolved over time in a spontaneous manner. It is not clear that the reasons for changes in structure have always been based on changes or additions to CDH objectives or, rather, are simply ad hoc adjustments. Like its goals and objectives, the structure of the CDH is more informal than formal with staff responding to the various directors based on the particular issues more than to prescribed structural authority. Moreover, the "official" structure is quite fluid. The organigram currently used officially has not existed in fact in more than a year, for example, even though it is still referred to in CDH documents. The real structure has changed twice in the last year and even now it is difficult to graphically depict the CDH's organization. For that reason the management structure which has been evaluated and which will be commented on here is the informal structure which obtains as of this writing.

Findings

(1) Authority at the CDH, particularly within the functional areas of promotion and investigation, flows in an informal way from the director level making lines of responsibility and direction for staff difficult to understand.

- Promoters in the regional offices are directly responsible to the regional office chiefs but ultimately responsible to the Director of the Regional Office Department. However, there are situations in which they are responsible to the Director of the Promotion Department, in which circumstances the directors must work out who has authority.

- In responding to international correspondence there are some cases where responses are drafted directly by the Executive Secretary rather than the Director of External Relations.

(2) There are organizational anomalies which also make authority more difficult to identify.

- Promoters in the San Salvador Regional Office answer directly to the Director of Promotion rather than the regional office chief as is true for the other offices.

- The Director of External Relations is also the Director of Regional Offices.

(3) Working relationships at the mid-level are made difficult because groups that need to work very closely together answer to different department directors.

- The Statistics Office and the Centro de Computos work very closely together yet they fall under the authority of different departments.

- The Statistics Office and the regional offices also work very closely together yet they fall under the authority of different departments.

F. The Relationship of the CDH with Other Entities

What is the relationship of CDH activities to other local and international entities and how well does CDH communicate and work with these entities?

(1) CDH has no operational relationship, on either an on-going or ad hoc basis, with any local non-governmental entity in the human rights field.

- The evaluation finds that the local Americas Watch office does utilize CDH statistics reported in the Bulletin in order to get as clear and as real an idea as possible, when compared with other published human rights statistics, of the extent and characteristics of human rights abuses nationwide. That office is not aware of how thoroughly the CDH statistics are verified. If Americas Watch knew more, on an informal technical level, of how CDH investigates cases it might make greater public use of the CDH data and give CDH greater national credibility.

(2) The CDH does have operational relationships with certain governmental human rights entities.

- The CDH has an on-going relationship with the Military Human Rights Office in assisting with the programming of CDH courses in military facilities. This cooperation is quite valuable to the CDH in that it provides the access to military facilities for training purposes that would otherwise be very difficult.

- The CDH has an operational relationship with the Attorney General's Office insofar as it provides case investigation information and it also presents cases for prosecution.

(3) The CDH has operational relationships with various international organizations including the Inter-American Commission on Human Rights, The United Nations Special Representative on Human Rights, the U.S. State Department through its embassy in San Salvador, Amnesty International and other foreign governmental and international non-governmental entities.

- The principal relationship is one of receiving requests for information on human rights abuse cases and responding to them. Most such requests come through the Ministry of External Relations and their responses take the form, therefore, of official Government of El Salvador responses. As has been discussed above, the CDH does not carry out this communication function very well.

- The CDH also assists the UN and Inter-American Commission official visits with logistical support including arrangement of interviews, provision of transportation, etc. Some of these officials are quite satisfied with these services and appear to value them.

G. Training and Technical Assistance to the CDH

Is the current mix of training and technical assistance to CDH adequate?

(1) The technical assistance provided recently to the CDH for improving the Bulletin was certainly needed and was very well carried out.

- The consultant brought a considerable amount of expertise as well as practical experience in advising institutions such as the CDH. This evaluation finds that the recommendations are well designed to improve the quality of the CDH publications.

(2) The longer-term technical assistance currently being provided to improve the courses offered by CDH is also necessary.

- The redesign of the CDH program of courses and methods for teaching need not only to be identified by the consultant with CDH staff but also will require the long-term assistance in implementation, including monitoring of new themes and methods and their possible reformulation after to feedback.

(3) There is another area where the CDH can use technical assistance. CDH needs help improving the management of its information. The problems in CDH information management have been described above. They are not resolvable through CDH staff who have their own daily operational responsibilities, are not adequately trained to improve information systems and are too familiar with and invested in their own present system to be able to design improvements.

H. The CDH Service to Citizens

Is CDH service to citizens adequate, acceptable, effective and efficient?

(1) In general it can be said that CDH service to citizens is very limited, although there is one way in which it is quite open and accessible to citizens and serves them well.

- Services provided by the External Relations Department are clearly not services to ordinary citizens.

- Training services are provided by and large to the military and security forces with limited training activities given in schools and other forums. These are special audiences and not the general citizenry.

- The information which the CDH provides to the community through the Bulletin is limited to a distribution list which focuses on those entities interested in human rights rather than the general citizenry.

- Public information activities, to date, have been limited at the CDH to press notices and denunciations of FMLN abuses and these have been relatively infrequent. (It has been noted, however, that this type of public service activity is currently increasing and is planned to increase even more through a public information campaign.)

- The main way in which the CDH serves the general public is through its regional offices providing the public with a place where they can make formal complaints regarding abuses and where trained staff help them investigate the circumstances and status of their cases. In this way the CDH is quite effective, as has been noted, in serving hundreds of people a month.

I. Specific CDH Achievements

What specific achievements can be cited and is the project on track in meeting project objectives?

Certain achievements of the CDH have already been described, particularly relating to the statistics and regional office activities. In a more quantitative sense the following "hard" results can be reported. However, the numbers associated with training and external relations results should be viewed in relation to the descriptions given above on the quality of those services.

Regarding the question as to whether the project is on track relative to its objectives, this is difficult to ascertain for the reasons given under sub-section B above.

(1) In calendar 1989 a total of approximately 24,000 persons, primarily military and security forces attended approximately 800 training events.

- This represents an increase in persons trained of 15 percent, up from 20,900 in 1988, and an increase in training events of 100 percent, up from approximately 400 in 1988.

(2) In calendar 1989 the CDH regional office delegates achieved the following specific results:

- A total of 1,188 persons solicited help from the CDH regarding possible human rights abuses;

- A total 1,343 persons detained by the military were interviewed in jail;

- Delegates made a total of 7,081 visits to military jails, penitentiaries and hospitals regarding human rights violations; and

- A total of 1,198 detained persons were released from detention to CDH delegates, representing 26 percent of all detainees released in that year.

(3) In calendar 1989 CDH responded to a total of 5,050 letter requests for information.

(4) There have been approximately 40 cases for which investigations were undertaken by CDH in the last year and a half which have been presented to the Attorney General's Office for prosecution.

J. The Management of CDH Resources

Has CDH managed its resources in a cost effective manner and produced a reasonable return?

(1) For the most part the CDH has not managed its resources well. Due primarily to a lack of necessary attention paid to the objectives and purposes of the CDH, i.e. an on-going awareness of what it is that the CDH is supposed to do and what purposes it is to serve, the CDH has been ineffective in the management of its resources. This is most obvious in the CDH's utilization of human resources.

- The resources expended on responding to requests for information to the Department of External Relations are excessive given their results.

- The number of promoters assigned to the current central office under the current Department of Promotion is excessive not only when compared with their results, which are low primarily because of poor course design, but also when their level of utilization is considered, i.e. during the afternoons and for large amounts of time during the day they are inactive.

- There is duplication of effort in the management of statistics, as has been noted earlier, in the recording and up-dating of certain information between the Statistics Office and the Regional Office staff.

(2) Material resources are similarly managed in an ineffective way.

- The number of vehicles assigned to regional offices is inadequate, particularly given the functions carried out in these offices and the geographic area which they cover.

- There are budget allocations for supplying delegates with equipment for information gathering during investigations which have not been purchased.

K. Other Areas for Improvement

Are there other obvious areas where improvement could be made or where problems have been observed?

(1) The location of the CDH's central office (and current San Salvador Office) do not serve even the loosely understood objectives of the CDH. The central and San Salvador regional offices are housed together in a high income residential neighborhood far from the center of San Salvador.

- If the CDH wishes to make itself available to the public in order to denounce human rights violations and to pursue their investigation, its current location certainly does not make it very accessible to the people of modest incomes who would use those services.

- Where it is presently located the CDH does not have easy access to related government offices or human rights organizations which are located, for the most part, in the center of San Salvador (the Estado Mayor being a principal exception).

Section Three

RECOMMENDATIONS FOR ACTION

A. The Strategy and Objectives of the CDH

Is the CDH strategy appropriate and effective and are its goals and objectives relevant and being met? Are its operating procedures relevant and effective for strategy implementation and goal achievement?

Recommendations

(1) It is fundamental that the CDH Executive Director and his top management staff focus attention on the goals and objectives of the CDH in concrete terms. It is recommended that the CDH take the opportunity presented currently by the elaboration of the 1991 Action Plan for USAID/El Salvador to achieve this needed policy focus. Specifically, CDH should take the following steps.

- The Executive Director should meet with his department directors in order to define the goals and objectives of the CDH for 1991. This planning exercise will require more than one meeting.

- Having defined CDH goals and objectives, the Executive Secretary and his directors should meet with USAID/El Salvador ODI/CDH project staff in order to make those objectives concrete.

What will the CDH do to achieve those objectives and what activities will it carry out?

What time frames will be required?

What resources will be required?

What are some concrete outcomes or outputs which will make the realization of those objectives manifest? (Give specific measures or targets where possible.)

- All these project definition parameters should then be expressed in the 1991 Action Plan for the CDH.

(2) The CDH should publish its objectives and purposes so that the other actors in the very complicated arena of human rights in El Salvador might better know what to expect from the CDH, how to use its services and how it related with other actors. In this way its usefulness is increased.

(3) Finally, its objectives and purposes as well as its strategies for the future should be made clear to its staff. In this way all those working in CDH, whether in regional offices or in San Salvador know how their various actions fit together and contribute to the larger goal.

B. The Impact of the CDH

What is the Impact of CDH Activities and what is the effectiveness of the methodologies and techniques used by the CDH to implement activities?

B.1. Training and Publications Activities carried out by the Department of Promotion

Recommendations

As has been noted, there is currently a training specialist working with the CDH to improve the courses and seminars. There has also been a recent study of CDH publications, particularly the Bulletin, identifying problems and recommending solutions. This evaluation concurs in the recommended courses of action adopted by the training and publications specialists and will, therefore, state the recommendations already offered. (The recommendations regarding the Bulletin and CDH publications are given below under sub-section C.)

Regarding CDH training activities, the following recommendations can be made.

(1) Develop new topics of greater relevance to both the objectives of the CDH and the needs of the audiences involved, particularly the military and security forces.

(2) Design teaching methods better suited to educate CDH audiences and having the following attributes.

- Less passive lecture format and more participatory methods. These young audiences need to be stimulated, not put to sleep.
- Less methods requiring reading and writing by students. Many if not most students are illiterate.
- More experiential techniques to give the students a better comprehension of the material.
- More audio/visual tools such as videos or parts of popular movies which depict human rights abuses.
- More CDH case investigation examples, maintaining confidentiality, should be used to bring human rights events into a Salvadoran context.

(3) Program the courses, seminars and talks with greater CDH initiative.

- Target the audiences CDH wants to reach and then arrange for and plan the activity best suited to the audience.

- Plan the timing of training activities so as to build, progressively over time, the material given to each audience.
- Develop course administrative methods which properly program courses given to large units within the military and security forces.
- Using information from Delegate investigations in each Regional Office, identify patterns of abuse to detainees by military facility so as to target audiences for courses.

(4) Train the trainers. Just as the topics and methods need to be redesigned, so do the trainers - the promoters - need to be retrained. They also need to be motivated or "energized" a bit as well since the current, standardized, lecture-based methods have created a certain rotteness in the trainers' approach.

(5) Once the current Training Specialist has completed her contract, it is recommended that a part-time, periodically contracted expert in training be hired to serve as an Advisor to the Director of Regional Offices and who would provide technical advise in the following areas:

- Periodic modification of course curriculum, methods or other issues related specific training activities;
- Periodic review of training results through evaluations or feedback analysis;
- Periodic review of and modification where necessary of course themes presented.

B.2. Case Investigation and Verification Activities carried out by The Regional Offices

Recommendations

(1) The CDH must decide at a policy level how important investigative casework really is among its overall objectives. It is strongly recommended here that the CDH adopt the investigation function as a high and visible priority among its objectives since case investigation is what the CDH does best and focusing priority on it among CDH objectives would provide greater stimulation to Delegates to do an even better job, thus increasing the impact of this service.

(2) Publicize the results in reducing human rights abuses in El Salvador which the CDH has achieved through case investigation. The credibility of the CDH among national and, particularly, international human rights organizations would be increased if there was a greater knowledge and utilization of the results of its casework.

(3) The CDH should provide Delegates with more material support in carrying out their activities in the form of vehicles, tape recorders, cameras and other data gathering tools, thus allowing Delegates to be even more effective in carrying out investigations and to cover more geographic area.

(4) It is recommended that a part-time, periodically contracted advisor be hired by the CDH to report to the Executive Secretary regarding case investigation activities. This person would be a lawyer and have expertise in such areas as the El Salvador judicial system, military regulations related to human rights, international humanitarian law and investigation techniques. This part-time advisor service might be substituted or complemented by an expert from the Special Investigative Unit.

B.3. Statistics Collection and Maintenance Activities carried out by the Statistics Office, Administrative Department

Recommendations

(1) The CDH must make conscious policy decisions regarding what information it wants to collect and how it is to be used. This policy decision should be linked to the CDH decision on its overall objectives.

(2) Having the above mentioned policy decision, the CDH must develop administrative procedures for its management including:

- How it is to be collected and by whom;
- How it is to be stored;
- What is to be stored in computers;
- How it is to be updated; and
- What should be reported and how.

(3) It is recommended that the CDH take share its case investigation information with the Attorney General's Office to a greater extent than is now the case, thus significantly increasing the value of this information in the reduction of human rights abuses through increasing the material available to prosecute cases.

- The CDH should establish contacts with the Attorney General's Office on a regular basis.
- Information available and needed should be identified and mechanisms for sharing information should be worked out jointly.
- Whatever higher level authority which might assist in facilitating the sharing and use of CDH investigative data should be sought.

B.4. Relations with International Organizations carried out by the Department of External Relations

Recommendations

(1) The CDH must improve the quality of its responses to official requests for information on potential human rights violations and in this way help increase the credibility of the CDH internationally

- The Director of External Relations should draft the letter responses personally, insuring that they truly get high level attention and care in their preparation and that they be answered in a timely fashion;
- Procedures must be developed to carry out more thorough searches of CDH information in order to provide as clear a status report as possible; and
- The CDH must make every effort to insure that translations are accurate.

C. The Publications of the CDH

C. Do CDH publication have a formulated strategy and an ideological balance, are they focused and effective and is the presentation appropriate to accomplish stated objectives?

Recommendations

Reference is made to the "Report of Technical Assistance for the Improvement of the Publications of the Bulletins of the Human Rights Commission of El Salvador" for specific recommendations. In summary those recommendations are as follows:

- (1) That the CDH take a more active role in the diffusion of information about human rights in El Salvador;
- (2) That instead of one Bulletin there be two - an International Bulletin and a National Bulletin;
- (3) That the bulletins present cases investigated by the CDH;
- (4) That the bulletins be improved as regards such items of presentation as photographs and composition;
- (5) That statistics be presented differently; and
- (6) That there be reader feedback mechanisms.
- (7) A recommendation not made in the referenced study but which is made in this evaluation is that CDH should publish an Annual Report on Human Rights in El Salvador.

- The Annual Report would be for the international audience of human rights advocacy groups and other interested entities.
- The Annual Report would be published in English.
- The purpose of the Annual Report would be to present advances in the protection of human rights that have been accomplished in El Salvador.

D. The Management Structure of the CDH

Evaluate the managerial and financial structure/capability of CDH and the degree to which they are appropriate in their role. Are the appropriate assignment of tasks and what are the levels of morale and efficiency?

Recommendations

A partial restructuring of the CDH is strongly recommended in order to clarify lines of authority and to bring related functions into the same departments. These changes are reflected in a proposed organization chart shown on the following page.

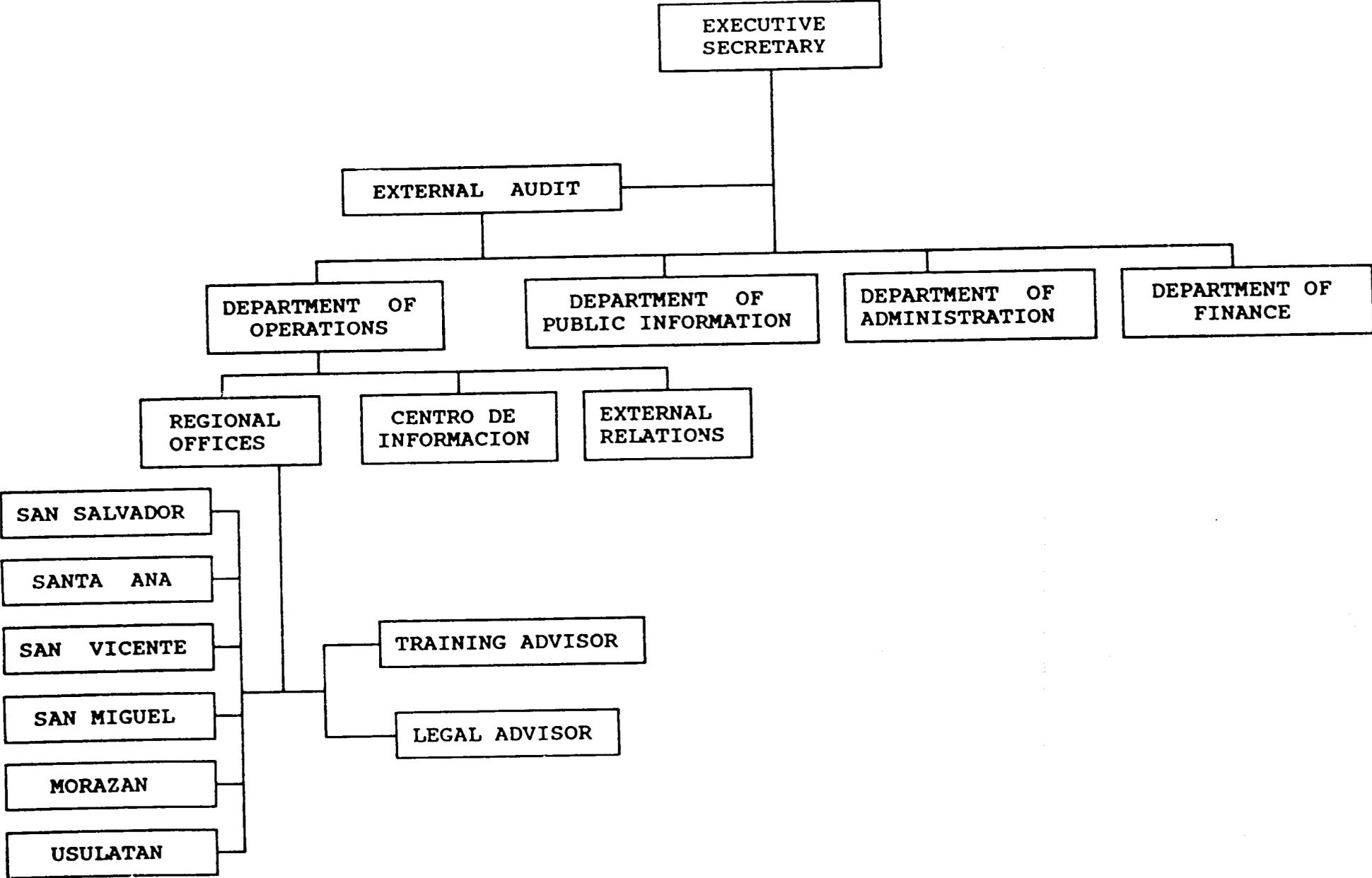
(1) The San Salvador Regional Office should function in the same way as other regional offices, having the following implications:

- Promoters should be assigned directly to the office;
- The promoters should be responsible administratively and technically to the office chief;
- Programming of courses and other promotor activities should be done by the office chief as in other regional offices; and
- The San Salvador Regional Office will form the sixth regional dependency of the current Director of Regional Offices.

(2) The current Department of Promotion should be modified in name and function in the following ways:

- Its name should be changed to Department of Public Information;
- Its fundamental objective should be the projection of information which describes and promotes human rights and related issues in order to educate the general public and effect their behavior regarding human rights;
- Its should be responsible for managing such activities as
 - The CDH Bulletin,
 - Public information campaigns,

PROPOSED ORGANIZATION CHART FOR CDH



m/e

- Press releases and press conferences,
 - and similar events such as the CDH booth in the upcoming Feria Internacional de Centroamerica
 - It should be directed by the current Director of the Department of Promotion.
- (3) The current Statistics Office and the Centro de Computos should be merged into one Centro de Informacion having basically the same responsibilities and functions as currently.
- (4) The current Departments of Regional Offices and External Relations and the newly recommended Centro de Informacion should all be merged into a new Department of Operations.
- In this way the statistics storage and maintenance function is housed closer, organizationally, to the units which collect (regional offices) and utilize (external relations) statistics.
 - The Centro de Informacion will still provide, through its computer facility, internal data processing for administrative and financial reporting purposes.
 - The translation staff will still serve the External Relations function and it will be closer to the data base it requires to undertake more thorough case information searches.
- (5) It is recommended that the new Department of Operations be directed by the current Director of Regional Offices/External Relations.
- (6) It is recommended that the new Department of Operations Director also direct, on an interim basis, the Regional Offices and External Relations units until a decision is made regarding the importance of the external relations function referred to above.
- (7) It is recommended that the current Chief of the Statistics Office be Director of the Centro de Informacion.
- (8) It is recommended that two part-time advisors be hired to provide periodic technical expertise in training and case investigations. (These recommendations have been described above.)
- (9) It is recommended that the rest of the CDH structure remain unchanged.

E. The Relationship of the CDH with Other Entities

What is the relationship of CDH activities to other local and international entities and how well do they communicate and work with these entities?

(1) The CDH should make a special effort to provide Americas Watch with whatever specific human rights abuse data its might require. The short-term purpose would be to make its statistics more widely available while the long-term objective would be to increase CDH credibility among national human rights entities.

- While Americas Watch now receives the Bulletin, a letter should be sent asking if there are any specific pieces of information which would be useful to Americas Watch but are not presented in the Bulletin.

- Most importantly, the letter should include a description of how case information is gathered verified by CDH. (Americas Watch thinks that Tutela Legal is the only entity which gathers as well as verifies its data.)

(2) Recommendations regarding improvement in the way the CDH communicates with international human rights organizations as well as regarding the choice of whether the CDH really wants to be the government spokesman at all have been made above in sub-section B.

F. Training and Technical Assistance to the CDH

Is the current mix of training and technical assistance to CDH adequate?

(1) It is recommended that the CDH be given technical assistance to improve its information system. This evaluation is concluding, for various reasons described above, that the information the CDH collects and maintains can be of real value to itself, in its reporting of case situation status, and to the human rights community as well either as raw statistics or for case status inquiries. However, to achieve this benefit the CDH seriously needs a new information system.

- First, the CDH must decide whether it wants to put the information it collects to better use and whether it wants to be more liberal in the extent to which it is provided to the outside.

- The recommended technical assistance would be short-term in duration and its nature would be that of diagnosis, system design, reporting and advise on implementation. It would cover a period of between 6 and 8 weeks. It can be undertaken by one person with expertise in business administration or management information systems and experience with public sector entities in Latin America.

- The consultant should design a system for CDH's purposes eliminating duplication of effort, reducing the amount of internal reporting on the processing of information, and identifying hardware needs for the system including modum networking of regional offices and increased storage capacity.

G. The CDH Service to Citizens

Is CDH service to citizens adequate, acceptable, effective and efficient?

Many of the recommendations made in this evaluation address the issue of making the CDH more responsive, whether to the national or international human rights community or to the specific audiences CDH has through its courses. Recommendations regarding the wider use of CDH statistics are partially oriented towards making them more available to the general public. Further recommendations have been made toward strengthening the regional offices and their capacity to investigate cases.

H. The Management of CDH Resources

Has the CDH managed its resources in a cost effective manner and produced a reasonable return?

(1) Although implementation of the recommended management structure will go a long way in increasing the effectiveness of CDH operations, it is also important to reallocate staff among the recommended organizational units and to reassign work loads and responsibilities within units.

- The translator should be given more responsibilities under the Department of Public Information, specifically in the Bulletin and press release activities. (The current translator is competent in copy drafting and editing in Spanish as well as translation to English.)

- The promoters currently in the central office answering to the Director of Promotion should be reassigned to the regional offices, including San Salvador which under the recommended structure will undertake its own training activities like other regional offices.

- Duplication of effort in the handling of statistics will be identified during the technical assistance to improve the information system. Moreover, the merging of the Centro de Computos and the Statistics Office and placing them within the same department as External Relations should also reduce wasted effort or make better use of the effort expended.

(2) Of a total of thirteen vehicles which CDH now owns only six are assigned to regional offices. Although two vehicles are to be added soon (to the regional offices) there is still an excessive number of vehicles assigned to the central office.

- It is recommended that the San Salvador Office and the San Miguel Office each have two vehicles, warranted by the geographic area they cover as well as the concentration of contact entities in the case of San Salvador. (This is taking into account that the two new vehicles are scheduled to go to Santa Ana and San Vicente and the one vehicle presently assigned to the Morazon Office which is shared with San Miguel.)

I. Other Areas for Improvement

Are there other obvious areas where improvement could be made or where problems have been observed?

(1) The CDH has been looking for a new location either for the combined central office/San Salvador Regional Office or for a separated San Salvador Regional Office. The CDH must find a location more in the center of San Salvador. It would not only make it more accessible to the public and allow it, therefore, to be more effective but it would also further increase its credibility. The CDH leaves itself open to the criticism that it doesn't do much to advance human rights in El Salvador by being located in an isolated, distant, rich persons neighborhood.

- The CDH has been making plans to move the central office operation as well as the San Salvador Office to a location downtown. At the present time it appears as if the identified location is inadequate. As a consequence there is an informal plan to locate the San Salvador Office in its own locale downtown and to keep the central operation where it currently is. This arrangement would be desirable for two reasons:

- It is the San Salvador Office which needs to be accessible, much more than the central office and
- It would allow the San Salvador Office to function at the same level of autonomy as the other regional offices.

Section Four

Lessons Learned

A. Critical Causal Relationships

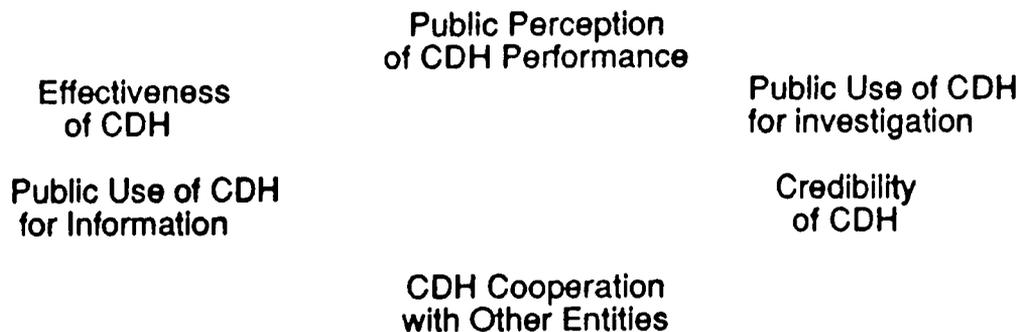
It is clear that the effort expended at the international level to cast a spotlight on human rights in El Salvador with the purpose of diminishing abuses has had an effect among the lowest ranks of the military and security forces. Soldiers are aware that there are moral restrictions on their behavior regarding the use of force, threats and detention. They are aware, at a vague and general level, that there are something called human rights which civilians have and which soldiers run the risk of violating.

However, they are not aware of just what human rights are or the ways that soldiers can violate them. They do not know exactly what the limits to their authorized use of force are. They do not know in practical and real-life terms what human rights a civilian has.

Moreover, soldiers are not well trained in the legal and acceptable procedures for arresting or questioning civilians. Although the Human Rights Office of the Estado Mayor has prepared a manual of Standard Operational Procedures there has not been sufficient training for the soldiers. Procedures have not been printed in such a way as to be useful and understandable to soldiers.

These shortcomings in a soldier's comprehension of human rights are the focus of the recently initiated effort to reform the CDH training program. There is a conscious effort to improve these understandings by soldiers through revised CDH training methods and course themes.

(2) There is a relationship between the credibility of the CDH and its impact through an increased use of its services both nationally and internationally. This relationship has been hypothesized during the evaluation to have a circular nature as that depicted below.



This relationship can produce either positive or negative results, i.e. public perception, CDH use, credibility, cooperation and effectiveness can go up or down in a self-reinforcing way. When any one of the links is weak the rest of the relationship is weakened and other elements go down. Much of the thrust of this evaluation is to strengthen each of these elements.

B. Significant Techniques and Approaches

(1) The principal lesson learned during this evaluation concerning approaches which are more effective than others regarding the CDH is that USAID/EI Salvador must pay closer attention to the CDH. For some years the CDH received relatively little financial or technical support from USAID. The CDH proceeded in a very ad hoc manner, forming and re-forming itself and carrying out activities which had limited effect. Recently, however, USAID has given the CDH more attention. Between 1989 and 1990 USAID financial support increased by 170 percent while, from 1990 to 1991, USAID support will increase another 40 percent. Moreover, in 1990 USAID has provided technical assistance aimed at improving certain functions of the CDH. It is also taking a more active role in the overall structure and direction of the CDH through the funding of this evaluation.

It appears that this focus on reform could have great effects. The conclusions among the three efforts (to improve the Bulletin and training activities as well as the evaluation) are concurrent and consistent. Additional assistance to improve CDH's information system will go even further in the same direction.

What is important is that the will of CDH management to undertake and continue this reform must be strong. USAID must continue the close relationship it has taken on over the last two years with the CDH in order to support management in its efforts.

ATTACHMENT ONE

Evaluation Terms of Reference

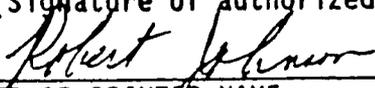
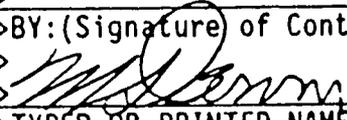
UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

Consulting Services: YES___ NO X

1. Country: El Salvador

2. Indefinite Quantity Contract PDC-0885-I-00-9060-00 Delivery Order No. 17

NEGOTIATED PURSUANT TO THE FOREIGN ASSISTANCE ACT
OF 1961, AS AMENDED, AND EXECUTIVE ORDER 11223

3. CONTRACTOR (Name and Address): Checchi & Co. Consulting, Inc. 1730 Rhode Island Avenue, N.W. Washington, D.C. 20036-3193	>4a. ISSUING OFFICE: > >Office of Procurement, OP/OS/LAC >Overseas Division/LAC >Agency for International Development >Washington, D.C. 20523-1422 >
DUNS NO. 00-335-2764	>4b. ADMINISTRATION OFFICE: > SAME AS 4a. >
5. PROJECT OFFICE: ODI, El Salvador G. M. Lecce	>6. SUBMIT VOUCHERS TO: > >Controller's Office >USAID/El Salvador >American Embassy, El Salvador >
7. EFFECTIVE DATE: August 13, 1990	>8. Estimated Completion Date: >October 12, 1990 >
9. ACCOUNTING AND APPROPRIATION DATA: Amount Obligated: \$23,389 Ceiling Price: \$23,389 Appropriation No.: 72-11X1021	> > >PIO/T No. 519-0177-5-00037 >Budget Plan Code LDSX-90-25519-KG13 > > >
10. The United States of America, represented by the Contracting Officer signing this Order, and the Contractor agree that: (a) this Order is issued pursuant to the Contract or Agreement specified in Block 2 above and (b) the entire Contract between the parties hereto consist of this Delivery Order and the Contract or Agreement specified in Block 2 above.	
11a. NAME OF CONTRACTOR: CHECCHI & CO. CONSULTING, INC.	>11b. UNITED STATES OF AMERICA >AGENCY FOR INTERNATIONAL DEVELOPMENT >
BY: (Signature of authorized individual) 	>BY: (Signature of Contracting Officer) 
TYPED OR PRINTED NAME: <u>ROBERT G. JOHNSON</u>	>TYPED OR PRINTED NAME: > >MORTON DARVIN (WG) >
TITLE: <u>VICE PRESIDENT</u>	>TITLE: >CONTRACTING OFFICER >
DATE: <u>8 AUGUST 1990</u>	>DATE: > AUG 8 1990 >

ARTICLE I - TITLE

Program Development and Support; Category IV; Evaluations and Financial Management Audits

ARTICLE II - BACKGROUND AND OBJECTIVE

A. Background:

During the chaotic, war-torn period in the late 1970s and early 1980s, democratic processes in El Salvador were undergoing major transitions. Some institutions, including human rights organizations, emerged for the first time. An example of such an institution is the Governmental Human Rights Commission (CDH).

The CDH was created in 1983. The general objective of the CDH is to promote and protect human rights in El Salvador. Specific objectives include: (a) the provision of training to the armed forces, police forces and civilians; (b) inform the international public of the human rights situation in El Salvador; (c) inform the Salvadoran public of the situation here and what rights and responsibilities citizens have; (d) be the official government spokesman for human rights in El Salvador; (e) investigate and follow up on cases of possible human rights abuses; and (f) provide the general public information concerning specific instances of capture of family and friends.

The CDH whose work ranges from locating people who have disappeared to visiting people detained in jails, has provided thousands of Salvadorans a safe, effective means of informing their government about illegal abuses of authority by government officials, guerrillas, and others who have taken the law into their own hands. Since 1980, the trend in the number of civilian deaths from political violence has declined dramatically. While no single action or organization can be given total credit for the decline, the work of the CDH is clearly a contributing cause.

CDH has a total staff of about 62 people, of which 20 work in the San Salvador office. Besides this office, there are 5 regional offices throughout the country (San Francisco Gotera, San Miguel, Usulután, San Vicente, Santa Ana). Each regional office has roughly 8-10 people each and at least 1 vehicle. The regional office personnel include a director, trainers, delegates, and administrative staff. The trainers are responsible for giving training to civilians and the military, while the delegates investigate alleged human rights abuses. Currently the CDH receives 2,850,000 colones a year from the Government of El Salvador's extraordinary budget. The current Action Plan year is from January 1, 1990 until December 31, 1990.

B. Objective:

The purpose or objective of this evaluation is to appraise progress in the implementation of the project, assess the likelihood of achieving project objectives, identify elements constraining its successful execution, and report lessons learned to date.

The evaluation will be used as an independent assessment of the validity of this approach to curbing human rights injustices.

ARTICLE III - STATEMENT OF WORK

The evaluation team will report its findings, present conclusions that are based on the findings, point out examples of note-worthy accomplishments, and recommend improvements based on the overall evaluation exercise. Finally, the team is expected to list and briefly discuss lessons learned that emerge from the analysis.

Specifically the contractor will be required to undertake the following activities:

- A. Assess whether the CDH's strategy is appropriate and effective, whether the goals and objectives are relevant and are being met, and whether the operating procedures are relevant and effective for strategy implementation and goal achievement. If modifications are recommended, detail what these are.
- B. Evaluate the impact of the CDH's activities. Also evaluate the impact and effectiveness of methodologies and techniques used by the CDH to implement activities.
- C. Evaluate the CDH's promotional activities including training and publications. For their publications assess whether they have a formulated strategy and an ideological balance, are focused and effective, and if the presentation is appropriate to accomplish their stated objectives. Also assess the overall impact of the publications.
- D. Evaluate the managerial and financial structure/capability of the CDH and the degree to which they are appropriate in their role. Questions to be addressed include appropriate assignment of tasks, level of morale, and level of efficiency.
- E. Examine the relationship of the CDH activities to other local and international entities who work in El Salvador in the human rights field. Assess the effectiveness of communication between the CDH and these organizations. Recommend any approach to improve formal or informal linkages with these organizations. Also, recommend approaches to improve relationships with GOES entities, specifically those related to criminal case management such as the Attorney General's Office, Public Defender's, the military, and the Supreme Court.
- F. Assess whether the current mix of technical assistance and training to the CDH staff is adequate. Recommend areas where modifications or additions should be made.
- G. Assess whether service to citizens is adequate, accessible, effective, and efficient. Offer recommendations to improve CDH's services to Salvadorans.

- H. What specific achievements can be cited? Was the time frame allotted for these achievements adequate? Quantify impact and accomplishments where possible. Is the project on track in meeting project objectives?
- I. Has the CDH managed its resources in a cost effective manner? Has this investment of resources (A.I.D. funding and counterpart contributions) produced a reasonable return?
- J. The evaluation team should comment on other obvious areas where improvement could be made or where problems have been observed.

Background Information:

- 1. The contractor will review the following documents for background information:
 - a. CDH's 1990 Action Plan
 - b. Information on CDH activities from the ODI files
 - c. CDH monthly bulletins
 - d. CDH Program of Training Events for 1990
 - e. Other relevant information from CDH's files
- 2. The contractor will discuss issues with appropriate CDH, A.I.D., U.S. Embassy, GOES, and other officials as necessary.

ARTICLE IV - REPORTS

A. Draft Report: Seven copies in English and five in Spanish must be delivered to the A.I.D. project manager at least five days prior to the scheduled date of departure from El Salvador. The contractor will present the draft report to designated A.I.D. and CDH officers and make any required changes in the report before departure from country. The body of the report should be approximately forty pages.

B. Final Report: Within three weeks after the departure of the evaluator the contractor will deliver seven copies of the final report, incorporating changes suggested in CDH's and A.I.D.'s review. The final report must contain the following:

- 1. Executive Summary: This should include development of project objectives, the purpose of the evaluation, methodology used, findings, conclusions and recommendations. It will also include comments on development impact and lessons learned. It should be complete enough so that the reader can understand the evaluation without having to read the entire document. The summary should be a self-contained document.
- 2. Project Identification Data Sheet.

42'

3. A paginated Table of Contents.
4. A copy of the scope of work under which the evaluation was carried out. The methodology used will be explicitly outlined, and each scope will contain the requirements to assess how the project or program being evaluated fits into the mission's overall strategy. Any deviation from the scope will be explained.
5. A listing of the evaluator(s); those interviewed including host country personnel, their field of expertise and the role they played; and any field visits.
6. The body of the evaluation should include (a) the economic, political, and social context of the project; (b) evidence/findings of the study concerning the evaluation questions; (c) conclusions based on the study findings stated as actions to be taken to improve project performance.
7. The lessons learned should be clearly presented. These should describe the causal relationship factors that proved critical to project success or failure, including necessary political, policy, economic, social and bureaucratic preconditions within the host country and A.I.D. These should also include a discussion of the techniques or approaches which proved most effective or had to be changed and why. Lessons relating to replicability and sustainability will be discussed.

C. Project Evaluation Summary: The evaluation team will complete the abstract and detailed summary portion of the A.I.D. Evaluation Summary. USAID/EI Salvador will provide the team with appropriate forms and instructions.

ARTICLE V - TECHNICAL DIRECTIONS

Technical direction during the performance of this delivery order will be provided by the A.I.D. Project Officer pursuant to Section F.3 of Contract No. PDC-0085-I-00-9060-00

ARTICLE VI - PERFORMANCE PERIOD

A. The effective date of this delivery order is August 13, 1990 and the estimated completion date is October 12, 1990.

B. Subject to the ceiling price established in this delivery order and with prior written approval of the Project Manager (see block 5 of the Cover Page), Contractor is authorized to extend the estimated completion date, provided that such extension does not cause the elapsed time for completion of the work, including furnishing of all deliverables, to extend beyond 30 calendar days from the original estimated completion date. The contractor shall attach a copy of the Project Manager's approval for any extension of the term of this order to the final voucher submitted for payment.

43

C. It is the contractor's responsibility to ensure that Project Manager-approved adjustments to the original estimated completion date do not result in costs to the Government which exceed the total amount obligated for the performance of the work. Under no circumstances shall such adjustments authorize the Contractor to be paid any sum in excess of the total amount obligated in this order for the performance of the work.

D. Adjustments which will cause the elapsed time for completion of the work to exceed 30 calendar days beyond the original estimated completion date must be approved in advance by the Contracting Officer.

ARTICLE VII - WORK DAYS ORDERED

<u>A. Functional Labor Specialist</u>	<u>Work Days Ordered</u>	<u>Fixed Daily Rate*</u>	<u>Total</u>
Institutional Analyst (Masters)	36	\$509	\$18,324

*Based on a Multiplier of 1.725

B. Subject to the ceiling price established in this delivery order and with prior written approval of the Project Manager, the Contractor is authorized to adjust the number of days actually employed in the performance of the work by each position specified in this order. The Contractor shall attach copy of the Project Manager's approval to the final voucher submitted for payment.

C. It is the contractor's responsibility to ensure that Project Manager-approved adjustments to the work days ordered for each position do not result in costs incurred which exceed the ceiling price of this delivery order. Under no circumstances shall such adjustments authorize the contractor to be paid any sum in excess of the ceiling price.

ARTICLE VIII - CEILING PRICE

For Total Work Days Ordered	\$18,324
For other Direct Costs	<u>5,065</u>
Ceiling Price	\$23,389*

*The contractor will not be paid any sum in excess of the ceiling price.

ARTICLE IX - USE OF GOVERNMENT FACILITIES OR PERSONNEL

A. The Contractor and any employee or consultant of the Contractor is prohibited from using U.S. Government facilities (such as office space or equipment) or U.S. Government clerical or technical personnel in the performance of the services specified in the Contract, unless the use of Government facilities or personnel is specifically authorized in the Contract, or is authorized in advance, in writing, by the Contracting Officer.

-44-

B. If at any time it is determined that the Contractor, or any of its employees or consultants have used U.S. Government facilities or personnel without authorization either in the Contract itself, or in advance, in writing, by the Contracting Officer, then the amount payable under the Contract shall be reduced by an amount equal to the value of the U.S. Government facilities or personnel used by the Contractor, as determined by the Contracting Officer.

C. If the parties fail to agree on an adjustment made pursuant to this clause, it shall be considered a "dispute" and shall be dealt with under the terms of the "Disputes" clause of the Contract.

ARTICLE X - EMERGENCY LOCATOR INFORMATION

The contractor agrees to provide the following information to the Mission Administrative Officer on or before the arrival in the host country of every contract employee or dependent.

A. The individual's full name, home address, and telephone number.

B. The name and number of the contract, and whether the individual is an employee or dependent.

C. The contractor's name, home office address, and telephone number, including any after-hours emergency number(s), and the name of the contractor's home office staff member having administrative responsibility for the contract.

D. The name, address, and telephone number(s) of each individual's next of kin.

E. Any special instructions pertaining to emergency situation such as power of attorney designees or alternate contact persons.

ARTICLE XI - DUTY POST

The duty post for this delivery order will be El Salvador.

ARTICLE XII.- ACCESS TO CLASSIFIED INFORMATION

Access to classified information is not required.

ARTICLE XIII - LOGISTIC SUPPORT

While in the cooperating country, contractor will be provided with office space and equipment and use of the health facilities (if required) by USAID/El Salvador.

ARTICLE XIV - WORK WEEK

The Contractor is authorized a six-day work week with no premium pay.

- 45

ATTACHMENT TWO

PERSONS INTERVIEWED

ATTACHMENT TWO

Persons Interviewed

1. Commission for Human Rights

Benjamin Cestoni, Executive Director
Mauricio Pineda, Director of Regional Offices and External Relations
Eologio de Jesus Guerra, Director for Promotion
Hector Armando Cabezas Solorzano, Director of Administration
Loreta Cruz Estrada, Chief of the Statistics Office
Carlos Garcia, Chief of the Centro de Computos
Jackeline Barea Molina, Translator
Elmer Leonel Lopez Bermudez, Chief, San Vicente Regional Office
Federico Alberto Alfaro Oviedo, Delegate, San Vicente Regional Office
Carlos Eduardo Siliezar, Delegate of the San Salvador Regional Office
Juan Carlos Juarez Cornejo, Chief of the Santa Ana Regional Office
Ana Elizabeth Corleto de Castillo, Delegate, Santa Ana Regional Office
Miguel Angel Araujo Aviles, Promoter, San Salvador Office
Alberto Estopinian Promoter, San Salvador Office
Ricardo Retana, Promoter, San Salvador Office

2. United States Government

USAID/EI Salvador:

Gail Lecce, Director of the Office of Democratic Initiatives (ODI)
Sergio Guzman, CDH Project Officer, ODI
Ana Klenicki, Deputy Director, ODI
Clifton Chadwick, Consultant in CDH Publications, Cambridge
Consulting Corp.
Linda Lanier, Consultant in CDH Training
Oscar Davis, Military Group Liaison
Ray Gagnon, Advisor, Special Investigations Unit
Tom McKee, Program Officer
John Lovaas, Deputy Director, USAID/EI Salvador

U.S. Embassy:

Kevin Johnson, Human Rights Officer
Shanon Del Prado, Human Rights Specialist

3. Non- Governmental National Human Rights Entities

James Goldstone, Americas Watch/EI Salvador
Reinaldo Blanco, Director, Human Rights Commission of El Salvador
(Non-Governmental)

4. International Human Rights Organizations

David Padilla, Deputy Executive Director, Inter-American Commission
for Human Rights (IAHR)
Luiz Jimenez, El Salvador Specialist, (IAHR)
Cindy Arnson, Americas Watch (Washington, DC Office)
Robert White, The International Center, Washington, DC