

QUARTERLY REPORT
February 1, 1991 - April 30, 1991
Submitted to the Agency for International Development
Office of Democratic Initiatives
Cooperative Agreement No. LAC-0770-A-00-0034-00
(revised)

I. OVERVIEW:

During the third quarter of the regional legislative development project, The Consortium for Legislative Development focused its efforts on following-up on the needs assessments that were begun in the first and second quarters. Also, the Consortium devoted a great amount of effort to following-up on bilateral USAID mission buy-in requests. The balance of the Consortium's efforts were devoted to implementing the ATLECA activities that had been identified at the January ATELCA Executive Committee Meeting.

A CFD/FIU/UA needs assessment team returned to Panama on 19-23 February, completing the field research for the needs assessment. With UA/SUNY(CLD) input, the needs assessment was completed and submitted in English and Spanish as a working draft to the USAID Mission and the Panama Legislative Assembly. On March 25-26, a CFD/FIU team returned to Panama and reviewed this draft with the Panama Legislative Assembly and shortly thereafter submitted a finalized version to the Legislative Assembly and USAID mission.

In furtherance of the CLD's efforts in Costa Rica, the CFD travelled to San José on February 27-March 1 to revise the needs assessment document with the Legislative Assembly. Subsequently, a March 19-21, 1991 visit by Allan Rosenbaum of FIU, Abdo Baaklini of UA/SUNY(CLD) and Caleb McCarry of CFD to San José generated a request by the Legislative Assembly and USAID/Costa Rica that the needs assessment document be expanded into a more comprehensive Master Plan for development assistance to the Legislative Assembly. A Consortium team gathered at the University at Albany, State University of New York from April 2 to 13, 1991 to write this Master Plan, which was completed at Florida International University on April 14 and 15 and delivered to Costa Rica on April 16, 1991. The president of the legislative Assembly, accompanied by key leaders of all political parties, presented the plan to the international donor community at a ceremony in the "*Salón de los Ex-Presidentes*" at the Legislative Assembly on April 25, 1991.

In a March visit to Port Au Prince, FIU continued to pursue the CLD's efforts to develop a legislative support project in Haiti. The trip successfully gained the support of the Haitian parliament for a U.S.-funded effort and achieved consensus with the American mission as a whole on an approach to working with the parliament.

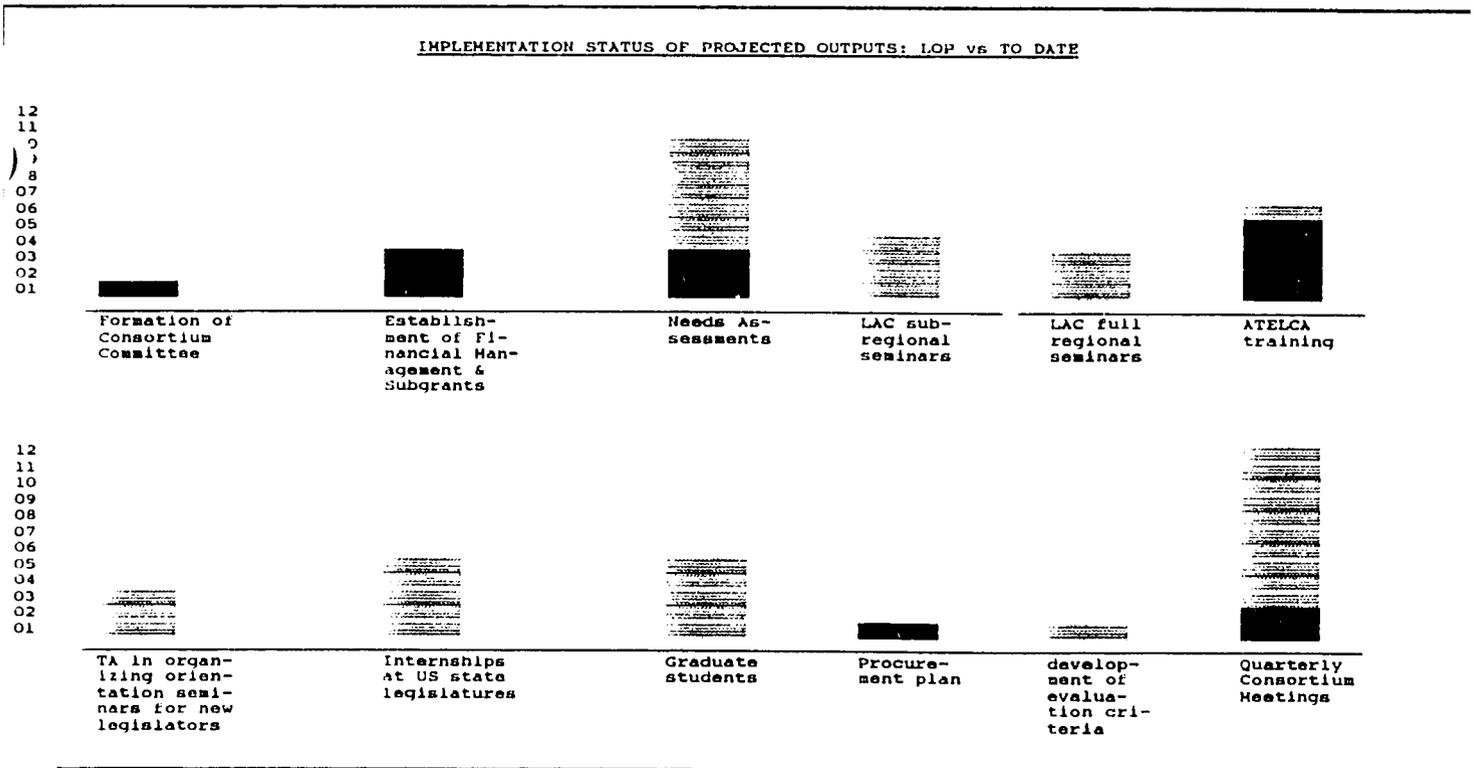
Three ATELCA programs were implemented during the third quarter of the project. These included ATELCA permanent committee meetings in Panama City on March 21-24, 1991 and in San Salvador, El Salvador on April 4-7, 1991 and an ATELCA Executive Committee meeting

to the invitation extended by the Secretary of the U.S. Senate, J. Walter Stewart, at the 3rd ATELCA General Assembly meeting El Salvador. This visit included working meetings at the Maryland state legislature arranged by FIU.

The Center also continued to pursue an authorization for line-item flexibility with the LAC contracts offices. During the 3rd quarter, The Center for Democracy prepared a draft Commodity Procurement Plan stipulated as a major output in the regional cooperative agreement. This Plan was reviewed by UA/SUNY(CLD) and FIU and was forwarded by LAC/DI to a procurement specialist for review.

II. PROGRESS:

Below is a bar-graph chart that shows the progress achieved during the second quarter of the legislative development project in implementing the cooperative agreement's scope of work. The black bars denote completed outputs and the gray bars denote the Life-of-Project outputs stipulated in the cooperative agreement.



Project Implementation Details:

During the third quarter of the project, several important outputs/activities were undertaken in compliance with the requirements of the cooperative agreement. Details of their implementation are developed below.

1. Completion of the Panama Needs Assessment

A CFD/FIU/UA needs assessment team returned to Panama on 19-23 February completed the field research for the needs assessment. With UA/SUNY(CLD) input, the needs assessment was completed and submitted in English and Spanish as a working draft to the USAID Mission and the Panama Legislative Assembly.

The Consortium's team effort identify the following primary areas that could benefit from legislative development support:

- 1) Technical Assistance in information systems design and development, including administrative management and technical support needs;
- 2) Commodities assistance to complement legislative information systems with modern information management tools; and,
- 3) Short and medium-term training initiatives for Assembly members and their staff.

On March 25-26, a CFD/FIU team returned to Panama and reviewed this draft with the Panama Legislative Assembly, and shortly thereafter submitted a final version to the Legislative Assembly and USAID mission. *A copy of the needs assessment document can be found at Attachment A.* At this time, the USAID mission asked that the Consortium prepare a project plan for implementing a bilateral project to be administered through a buy-in. The Consortium team discussed the development of this plan with the Secretary General, Sub Secretary General and Chief Legal Counsel of the Assembly, establishing general technical assistance, training and commodities priorities.

2. Completion of the Costa Rica Needs Assessment & Master Plan

In furtherance of the CLD's efforts in Costa Rica, the CFD travelled to San José on February 27-March 1 to review the draft needs assessment document with the Legislative Assembly. Subsequently, during a March 19-21, 1991 visit to San José, Allan Rosenbaum of FIU, Abdo Baaklini of UA/SUNY(CLD) and Caleb McCarry of CFD worked with the *ad hoc* Committee for the Modernization of the Legislative Assembly on prioritizing and refining the recommendations section of the document. A copy of this document in Spanish *is appended to this report as Attachment B.* The president of the Legislative Assembly requested that the

Consortium distribute this document among the various interested donor agencies. The revised document sets out several key areas for developing assistance to the Legislative Assembly, including:

- 1) A commitment to seek approval by the plenary to institutionalize the legislative development process by authorizing the creation of a permanent committee on the modernization of the Legislative Assembly to replace the *ad hoc* committee whose writ expires on May 1, 1991;
- 2) Seeking to augment an internal fund to construct critically needed office space;
- 3) Procurement of both sophisticated technical and operational equipment basic to effective and timely functioning of the legislature; and
- 4) technical assistance and professional development including legislative training and exchange programs for members and their staffs.

The Assembly also agreed (with a strong USAID/Costa Rica endorsement) that the Consortium would take this document and expand it into a more comprehensive and structured master plan for the development and modernization of the Legislative Assembly.

In order to accomplish the task of developing the Master Plan document, the Consortium gathered a team at the University at Albany, State University of New York from April 2 to 13, 1991. The team was led by Professor Abdo Baaklini of UA/SUNY(CLD), and included representatives from all three institutions, including Gerald Reed from FIU, Dr. Charles S. Dawson from UA/SUNY(CLD), Dr. Eduardo Pereira of the Federal Senate of Brazil (a UA/SUNY consultant), and Caleb McCarry of the CFD. The conceptual framework and program elements were developed in Albany by the team. Corrections to the Master Plan was completed at Florida International University and the document was delivered to Costa Rica on April 16, 1991 and reviewed with the Legislative Assembly's *ad hoc* modernization committee. *A copy of the Master Plan document can be found at Attachment C.*

On April 25, 1991, the president of the legislative Assembly, Lic. Juan José Trejos Fonseca, accompanied by key leaders of all political parties, including his designated successor, Dr. Miguel Angel Rodriguez, presented the plan to the international donor community at a ceremony in the "*Salón de los Ex-Presidentes*" in the Legislative Assembly. This was an extremely important political event which signaled solid, multipartisan political support in the Assembly for the Master Plan's development and modernization effort and which also assured the support and active participation of the next president of the Legislative Assembly, Dr. Rodriguez.

3. Pursuit of the Haiti Buy-in

In March a FIU team visited Port Au Prince to pursue the CLD's efforts to develop a legislative

support project in Haiti. The trip successfully gained the support of the Haitian parliament for a U.S.-funded effort and achieved consensus with the American mission as a whole on an approach to working with the parliament. FIU agreed to prepare background document in English and French on the Consortium and its component institutions. FIU also agreed to develop a project plan for USAID/Haiti to fund for delivering legislative assistance to both chambers of the Haitian parliament.

4. ATELCA Activities

Three ATELCA programs were implemented during the third quarter of the project. These included the ATELCA permanent committee meetings that had been authorized by the executive committee in San José in February. These were held in Panama City on March 21-24, 1991 and in San Salvador, El Salvador on April 4-7, 1991. A second ATELCA Executive Committee meeting was held in conjunction with a study visit to Washington, D.C. on April 10-14, 1991 which was implemented in response to the invitation extended by the Secretary of the U.S. Senate, J. Walter Stewart, at the 3rd General Assembly meeting in El Salvador. This visit included working meetings at the Maryland state legislature arranged by FIU. Below are brief descriptions of the content of these events.

a) Panama Committee Meetings

On March 21-24, 1991, the Oversight, Legislative Techniques & Technology Committee and the By-Law Review Committee of ATELCA met in Panama City, Panama.

The Committees incorporated professional legislative staff from five Central American countries -- Costa Rica, Guatemala, Honduras, Panama, and El Salvador. In order to reinforce the communication between the members of the executive committee, the chief clerks of the various national legislatures also attended. (The Nicaraguan delegation was forced to cancel its attendance due to urgent business in the Nicaraguan Assembly.) The participants were hosted by the National Legislative Assembly of Panama, which provided significant in-kind and direct cost support for the program.

Participants included: Olmedo Castro Rojas, Maria del Rocío Cerdas, and Mayra Solano Carvajal of Costa Rica, Hernan Soberanis and Roberto Alfaro of Guatemala, Adilia Zelaya and Daniel Flores of Honduras, Mario Donald Salazar and Francisco Morán Casteneda of El Salvador. The Consortium was represented by Caleb McCarry, Abdo Baaklini, Gerald Reed, and Skye Raiser.

Participants visited the Panamanian Legislative Assembly, and held exchanges/discussions with the Departments of Administration, Congressional Records, Personnel and International Relations. They also visited the library, computer center and plenary chamber. In order to foster better understanding of the role and work of ATELCA, the participating staffers met with the President, Vice-President, and the Second Vice-

President of the Legislative Assembly. Meeting with the political leadership is an ATELCA tradition honored at each ATELCA event dating back to ATELCA's founding in 1989 at Antigua Guatemala.

The meetings were held in two of the Legislative Assembly's committee hearing rooms on the 22nd and 23rd. Recommendations reached by the Permanent Committee meetings include the following:

- i) the exchange of legislative information through meetings and visits to ATELCA member and other foreign parliaments;
- ii) laws, decrees, and resolutions passed by ATELCA member parliaments should be exchanged;
- iii) a Central American Glossary listing the legislative technology in use in the various parliaments should be compiled;
- iv) a special committee charged with the publication of an information bulletin should be formed.

b) El Salvador Committee Meetings

ATELCA Committee Meetings were also held from April 4-7, 1991 at the Legislative Assembly of El Salvador. As in Panama, the participants were hosted by the Legislative Assembly of El Salvador, which provided significant in-kind and direct cost support for the program.

The International Relations and Membership Committees met on this occasion. The meetings were marked by a genuine spirit of cooperation and productive exchange of ideas and experiences. The participating ATELCA members included: I. Perera Rojas and Marta Rivera Chacón of Costa Rica, César Hernández and Humberto McKay of Guatemala, Juan Orlando Hernandez and Ana Cristina Cruz of Honduras, Maria Castillo and Estela Koyner of Panama and Alejandro Arturo Solano and Jose Oscar Armando Pineda Navas of El Salvador. Mary Beth Wilkas of The Center for Democracy provided logistical support on behalf of the Consortium.

The Membership Committee focused on the scope of its own responsibilities and then worked to refine affiliation criteria and classification for general ATELCA membership found in the Association's bylaws. The Committee proposed amendments to Article 3 which classifies ATELCA members, Article 4 which mandates the upkeep of current membership file, and Article 12 which outlines the duties of the Membership Committee.

The deliberations of the International Relations Committee centered around two articles of the bylaws including Article 23 which outlines the functions and responsibilities of the technical department of each assembly and Article 13 which promotes international assistance between

ATELCA members for domestic legislative restructuring initiatives.

c) The Washington DC Meeting of the ATELCA Executive Committee

The Executive Committee spent four days in Washington from April 10-14, 1991. This visit was made in response to the invitation that J. Walter Stewart, secretary of the U.S. Senate, made to the Executive Committee during the 3rd ATELCA General Assembly meeting in San Salvador during the second quarter of this project. The purpose of this visit was for the chief clerks of the member countries to participate in the schedule of meetings that Mr. Stewart prepared for them. The clerks also met in Executive Committee to discuss the recommendations made by the four standing committees which had met in Panama and El Salvador.

Participants include: Olmedo Castro Rojas of Costa Rica, Adilia Zelaya of Honduras, Mario Donald Salazar of El Salvador, Ruben Arosemena Valdez of Panama, Carlos Siles Levy of Nicaragua, and José Luis Mijangos of Guatemala.

The Secretary of the Senate developed a comprehensive and intensive review of all technical aspects of the passage and recording of laws in the United States Congress. While on Capitol Hill, the ATELCA Executive Committee met with a range of congressional officials, including: Joe Stewart, Secretary of the U.S. Senate, Donald K. Anderson, Clerk of the United States House of Representatives, Jeri Thompson, Assistant Secretary of the U.S. Senate, Bob Dean, Assistant Sergeant at Arms of the U.S. Senate, Jim King, Director of Personnel, Committee on Rules and Administration. In addition to these meetings the members of the Executive Committee were briefed on Congress's computerized management information system. They also attended a seminar on the U.S. legislative process and its development. Finally, the Committee was taken to Annapolis for an extensive tour of the Maryland State House where they were provided with information regarding state legislative procedures and supporting computer systems.

The ATELCA Executive Committee held a meeting in the Hart Senate Office Building at the end of its visit to Washington. This was a preparatory meeting for the IV General Assembly scheduled to be held in Tegucigalpa, Honduras from May 23-27, 1991. The major issues discussed included:

- i) The establishment of *Personería Jurídica* for ATELCA and its chapters;
- ii) the establishment of an ATELCA bank account in Panama with each country's legislature to provide an annual contribution of \$2,500.
- iii) a review of the ATELCA Committee meetings in Panama and San Salvador;
- iv) The agenda for the 4th General Assembly meeting.

An important discussion ensued at this meeting in which the ATELCA Executive Committee discussed the need to develop plans to seek independent funding to finance the Association's operation and program activities. The Center for Democracy, on behalf of the Consortium, indicated that funding would be made available from the regional project to sponsor ATELCA

activities and that the Consortium had was committed to encouraging ATELCA to develop as an independent, self sufficient organization.

5. Administrative Matters

The Center also continued, during the third quarter of the project, to pursue an authorization for line-item flexibility with the LAC contracts office. The USAID/Costa Rica mission made an inquiry on this matter with the chief of procurement at AID in Washington. The LAC Contracts Office, in turn, contacted the Center to indicate that the original stipulation had been too restrictive and that their office would review this request shortly.

During the 3rd quarter, The Center for Democracy prepared a draft Commodity Procurement Plan that is stipulated as a major output in the regional cooperative agreement. This Plan was reviewed by UA/SUNY(CLD) and FIU and was forwarded by LAC/DI to a procurement specialist for review.

The Procurement Plan is a guide for the procurement of commodities which have been identified as critical needs through the Needs Assessments performed to date. This plan provides a listing and brief description of proposed commodities and technical assistance which would be procured under the terms of the Cooperative Agreement between USAID and the Consortium. Recipients of the proposed procurement would be the individual legislatures involved in needs assessment studies, regional legislative organizations such as the Asociación de Técnicos Legislativos Centroamericanos (ATELCA), and the member institutions of the Consortium.

Problem Areas:

The Center encountered the following problem areas during the third quarter:

- 1) The standing problem of the status of the Center's pending line-item flexibility modification to the cooperative agreement is discussed in the section immediately above.
- 2) With the completion of the Master Plan document, the tensions between the Consortium and the USAID/Costa Rica mission subsided significantly. The smooth transition from President Juan José Trejos to President Miguel Ángel Rodríguez alleviated one of the mission's principal concerns. The Center also agreed to pursue a multidonor funding strategy for the Master Plan, which responded to a major initiative and concern of the mission.

III. SCHEDULING

The third quarter of the project has seen a practical modification of the projected work

implementation plan as originally proposed. A combination of guidance from USAID missions and increasingly heavy use of Consortium time and energy in following up on needs assessments already undertaken, especially in Costa Rica, is responsible for these changes. As a result, the Consortium has delayed some planned regional activities, including exploratory visits and needs assessment activities in the Andean and Southern Cone region and two planned subregional conferences. Nonetheless, as explained in our second quarterly report, UA/SUNY(CLD) plans to carry out a Paraguay-Bolivia exploratory/needs assessment trip in May. We should note that the Consortium has been informed that AID/Uruguay-Argentina is not interested in engaging in legislative development activities in either of those countries, which has forced us to drop these projected activities.

With regard to the subregional conferences, although The Center for Democracy has engaged in extensive discussions with the Organization of American States on co-sponsoring a Southern Cone sub-regional conference, it has not been possible to set convenient dates. The Center and the OAS have therefore left this activity temporarily on stand-by. Also, given the extra work load from the missions in following up on the needs assessments, it has not been possible to implement the Caribbean subregional conference originally projected for April. The projected ATELCA activity in Europe has been overtaken by other activities requested by the Association which are described in the relevant section above and in our previous reports.

The Consortium will take up the rescheduling of postponed activities and the reworking of outputs that are not immediately achievable at its next formal Consortium Committee meeting.

IV. STATUS OF BUY-INS:

The following report highlights the status of potential buy-ins as of the close of this reporting period:

1) Panama: The USAID/Panama mission has asked the Consortium to prepare a project plan based on the needs assessment for implementing a \$700,000 USAID/Panama-funded legislative development project. The CLD has agreed to do so and has discussed the scope of this project preliminarily with the Panama Legislative Assembly.

2) Costa Rica: The USAID/Costa Rica mission director has stated that the mission will amend its PATS project to create a \$3 million legislative development project to be implemented as a buy-in to our regional cooperative agreement. To assist in this process, the mission has requested further definition of the project, including its budget, beyond the details provided in the Master Plan.

3) Haiti: As is discussed above, the USAID/Haiti mission has asked FIU to prepare a project plan for a buy-in of unspecified proportions.

4) Nicaragua: There were no further developments in the pending USAID/Nicaragua buy-in effort.

5) Guatemala: At the request of USAID/Guatemala, Dr. Abdo Baaklini of UA/SUNY(CLD) travelled to Guatemala City to discuss possible CLD involvement in the USAID/Guatemala mission's follow-on legislative development activities. There are no further details available at this time on this possible buy-in.

VI. CONSORTIUM ACTIVITIES:

This section is designed to provide information on the activities and administrative development of the Consortium itself. Funding, staff adjustments and other issues that affect the operation of the Consortium are discussed here.

I. Third Consortium Committee Meeting

The Consortium did not hold a formal meeting of the Consortium Committee during this quarter. The rapid pace of program implementation made it difficult to gather the principals and program managers from the three institutions. Several telephone discussions on program implementation matters were held, however, and a decision was made to postpone further formal discussions until the fourth quarterly Consortium Committee meeting. There are no staff or funding adjustments to report for the third quarter.