Citizen Participation and Governance Project
El Salvador

April 10, 2000 – March 31, 2005

Final Report

Implemented by Creative Associates International, Inc.

Prepared for:

United States Agency for International Development (USAID)
El Salvador
Cooperative Agreement No. 519-A-00-00-00041-00

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Glossary

ACOGIPRI	Cooperative Association of the Independent Pro-Integral Rehabilitation Group, Ltd.
ADECRECER	Association for the Development of the Communities Bordering the Cerrón Grande Dam
ANDAR	National Association for the Defense, Development and Distribution of Water in Rural Areas
APES	Salvadoran Journalists Association
APSAL	Action for Health in El Salvador
ARENA	Nationalist Republican Alliance
ASDI	Salvadoran Association for Integral Development
ASDI/UCA	Salvadoran Association for Integral Development and the Central American University José Simeón Cañas
CARE	CARE International
CCC	Citizen Auditing Commissions
CDL	Local development councils
CDU	United Democratic Center
CEL	Hydroelectric authority
CEMUJER	Institute for Women's Studies "Norma Virginia Guirola de Herrera"
CNDS	National Council for Sustainable Development
CPG	Citizen Participation and Governance Project
CREA	Creative Associates International, Inc. – field office in El Salvador
CSO	Civil Society Organization
DO	Departmental Offices
DUI	Single-identity Document
FESPAD	Foundation for Studies on the Application of Law
FMLN	Farabundo Martí National Liberation
FOVIAL	Road Maintenance Fund
FUMA	Maquilishuat Foundation
FUNDAMUNI	Foundation for Support to Municipalities in El Salvador
FUNDAUNGO	Foundation Dr. Guillermo Manuel Ungo
FUNDE	National Foundation for Development
GMIES	Independent Monitoring Group of El Salvador
GOES	Government of El Salvador
IACAC	Inter-American Convention against Corruption
IDB	Inter-American Development Bank
ISDEMU	Salvadoran Institute for Women's Development
IUDOP-UCA	Public Opinion Institute of the Jose Simeon Cañas Central American University
LIP	Legislative Intern Program
LSU	Legislative Support Unit
MC	Modernization Commission
MIRE	Independent Pro-Electoral Reform Movement
NGO	Non-governmental organization
OAS	Organization of American States
OEF	Women's Entrepreneurial Organization

OUTSOURCE	Salvadoran management consulting firm
PCN	National Conciliation Party
PDC	Christian Democratic Party
RNPN	National Registry of Natural Persons
RTI	Research Triangle Institute
SalvaNATURA	Ecological Foundation of El Salvador
SWOT	Strengths, Weaknesses, Opportunities and Threats Analysis
TSE	Supreme Electoral Tribunal
USAID	United States Agency for International Development
UT	University of Texas in Austin (as a subcontractor and implementing partner)
YEK INEME	Association of Well-being Yek Ineme

I. Executive Summary

The Citizen Participation and Governance Project was implemented in El Salvador from April 2000 – March 2005 by Creative Associates International, Inc., in support of USAID/El Salvador's objective of promoting "more inclusive and effective democratic processes." This project sought to address both the demand side of the public policy process— support to civil society organizations and coalitions in order to articulate and promote policies that better their lives—as well as the supply side—transparency initiatives with state institutions, including citizen participation initiatives and processes within the Legislative Assembly.

The initial cooperative agreement with USAID was to conclude after two and a half years, by September 2002, but when USAID/El Salvador's overall mission strategy was extended following the 2001 earthquakes, the CREA project was also extended for a total of five years. The total cooperative agreement awarded was $7,933,474.

CIVIL SOCIETY ADVOCACY

Advocacy campaigns are not exclusively judged on the success or failure in achieving policy change, but also in how the issue was advanced within public opinion, the relationships created with decision-makers, the alliances constructed with other organizations, new skills acquired in the organization during the campaign and the level to which ordinary citizens became engaged in the issue. Recognizing this reality, USAID established indicators for the civil society component of the Citizen Participation and Governance Project that measure the number of significant submissions by CSO coalitions or CSOs to legislature and other Salvadoran government authorities, improved advocacy skills of CSOs and the number of CSO coalitions supported by the project. Along those same lines, the success of advocacy projects may be measured at different levels of change, from the macro level (national level policy change), meso level (sub-national policy change) to the micro level (organizational or community change).

IR 2.1. More politically active advocacy organizations: This result was measure by the number of significant submissions by CSO coalitions or CSOs to the legislature and other Salvadoran government authorities. Significant submissions are defined as draft laws, position papers, proposals or relevant studies that are presented to Salvadoran governmental authorities at the municipal or national level and to any branch of government. Each CSO project supported by CREA presented at least one significant submission, although several projects presented more than one. Over the course of the project, a total of 60 significant submissions were presented by counterpart organizations to government officials. This total includes the submissions presented by CSO counterparts under the advocacy and the transparency components.

Lower Level Result 3: Greater Number of CSO Coalitions Supported: From its inception, the Project emphasized the benefits of working within broad alliances and coalitions to give greater potential to advocacy initiatives. A positive bias towards existing or forming coalitions was built into the selection criteria for sub-grantee projects. At the same time there was recognition of the fact that alliances and coalitions that are induced by funding sources tend not to prosper in the long term. Of the 22 projects accepted under the civil society component, 11 were

either existing coalitions at the time of the acceptance of their project or formed coalitions or significant alliances with other CSOs during their projects. The following are the coalitions supported during the Project:

- Women's Coalition – a coalition of 5 women's organizations
- ANDAR – a coalition of 150 rural water systems
- Special Commission for the Integral Evaluation of the Attorney General's Office – an alliance of FESPAD, Lawyer's Federation, and FUNDAUNGO.
- ADECRECER- Grande – a coalition of eight rural communities in Chalatenango
- APSAL – a coalition of six health organizations
- FUNDE – created an alliance with 43 NGOs and facilitated the formation of an organization of 28 municipal citizen's committees
- ASDI- created an alliance with local community groups in La Union
- ASDI-UCA – created an alliance with FUNDE and CARE
- MIRE- created affiliates in Santa Ana and San Miguel
- ACOGIPRI – created an alliance with 7 other organizations promoting the rights of handicapped persons

Impact on National Policies and Legislation: Changes in national-level policies are clearly the most difficult to achieve, whether it is changes in the policies of a ministry of government, a new law or changes in the policies of the judicial system. Advocating and achieving policy change nationally requires more resources, more time and a greater political and technical capacity than advocacy on a municipal level. Decisions involve many more actors and interests than municipal decisions and therefore are much more complicated. During the course of the Project, two of the national-level proposals were adopted by the respective decision-makers, one a series of measures to modernize and create greater transparency in the Attorney General's office and the other a group of legal reforms passed in the Legislative Assembly that improves the ability of single parents to claim child support from the non-custodial parent.

- The Special Commission for the Integral Evaluation of the Attorney General's Office (*Fiscalía General de la República)* presented an assessment and 40 recommendations for legal, organizational and human resource changes within the institution to the Attorney General in October 2001. The Attorney General accepted the recommendations and analysis in their entirety, and set up an internal working group to provide follow-up to the recommendations.

- The Women's Entrepreneurial Organization (known as OEF, for its Spanish initials) originally proposed reforms to the form in which child support is established, enforced and collected in the Child and Adolescent (protection) Code sponsored in the Legislative Assembly by El Salvador's First Lady. When it became clear in 2003 that the new code didn't have enough votes to pass, OEF changed its strategy and worked with the Legislative Assembly's Commission on the Family to include its original proposals as reforms in the Family Code, the Family (Judicial) Process Law and the Penal Code. The reforms to the various codes were approved unanimously by the full Legislative Assembly on November 25, 2003, and signed into law by the President on December 9 of the same year.

Impact on Municipal Policies: Advocacy in the municipal arena en El Salvador has a greater possibility for success than that on a national level. This is reflected in the fact that all of the five counterpart projects that sought changes to municipal ordinances were highly successful. In each case, the ordinances were created within a participatory process facilitated by the organization with local citizens, municipal council members, and local representatives of national government entities. These processes assure that the policies are rooted in local interests and needs, and that a group is formed in the municipality which has a vested interest in the approval and implementation of the ordinance. Many of the citizens involved in these processes are interacting with their local governments for the first time.

Impact on Organizations: CREA created a skills index for advocacy and one for institutional strengthening from beginning of the project that would measure the initial skills level and strength of counterparts.

- **CSO Advocacy Skills:** Most organizations approximated, met or exceeded their target scores. The most consistent advances across the board were in planning and systematizing the experience, primarily because these elements were a required part of every project and thus unavoidable. Other clear advances were seen in lobbying, media, alliances and work with constituencies, although these tended to vary among groups, as did the expectations. Skills in coalition work, research, monitoring and education were not always incorporated into the individual projects and so could not be consistently measured across the board.

- **CSO Institutional Strengthening:** Most organizations either met or came close to meeting the target goals set out for them. Across the board, organizations consistently advanced in financial matters and external relationships. Advances in fundraising, strategic vision, and leadership in the first-cycle projects and in sustainability for second-cycle projects were more difficult to attain, although clear advances were achieved in each organization, primarily in gender training, strategic planning and sustainability planning. A greater emphasis was placed on these longer-term organizational issues in the second half of the project, and specifically in the course on organizational sustainability. Among the counterpart organizations interviewed, the training and technical assistance in finances and administrative issues were the most frequently mentioned.

- **Citizen Empowerment:** Most of the projects included significant components of education, consultation and social mobilization. Using participatory methodologies, the counterpart organizations brought people to the table to express their opinions about possible solutions. In most projects, the proposals were consulted with the citizens directly affected by the problem in order to assure that the proposal was well grounded in real needs and that solutions were viable. Proposals were frequently added to or changed as a result of the consultation process.

LEGISLATIVE ASSEMBLY

The Program for Public Participation in the Legislative Process (Participation Program), administered by the University of Texas in Austin (UT) under subcontract with CREA, sought to implement the citizen participation components of the Modernization Plan of the Legislative Assembly of El Salvador. Staff was primarily located within the institution, and a major goal of this component was to achieve the institutional of citizen participation mechanisms (including staff who could implement them) within the Legislative Assembly. The primary areas of work are seen in the following chart:

The Legislative Support Unit (LSU)	Constituent Services Office
• Civic Education Program • Public Participation Program • Program for Technical Support to the Departmental Offices (DO) • Legislative Intern Program (LIP)	• Personal Attention • Computerized Service • Telephone Service

The Legislative Support Unit, the Legislative Intern Program, and the Constituent Services Office have always had legal backing through agreements with the Governing Board. They have not yet been formally incorporated, however, into the Internal Regulations of the Assembly, which would mean a higher level of legal support. At this point, the final document of the legislative proposal for the Internal Regulations has been completed by the special sub-commission of the Political Commission created to study this issue.

During 2004, around 85% of all LSU activities were financed with funds from the general budget of the Legislative Assembly. However, 100% of the expenses related to the consultative events were covered with funds from UT. Steps have been taken to incorporate these expenses into the budget of the Legislative Operations Department and the LSU. The 2005 Assembly budget contains a specific budget item that covers an average of 24 consultative events per year.

Civic Education Program

The Civic Education Program is a functional and sustainable program established by the Assembly to do outreach to citizens and to educate the public about legislative work in an institutional, systematic, and methodological way. The Program provides Assembly representatives the opportunity to visit remote areas of their own departments and give talks to students about the kind of work they do. Through these visits, they also participate in the daily lives of their constituents and exercise their responsibility to work with other Assembly representatives to improve the lives of Salvadorans. This impact alone probably justifies the effort put into the Program.

- Coordinated and sustainable work with the Ministry of Education.
- Presentations explaining the work and role of the Legislative Assembly have an impact on Social Science content in schools.
- Complementary exercises promote a culture of civic participation.
- 70% of the Assembly representatives participated in the various activities, according to Civic Education Program records.

- Students are motivated to improve their grades in order to participate in the Program's "Assembly Member for a Day" activity.
- Salvadoran and foreign university students have benefited from information contained in the presentations on the Legislative Assembly. These include: students from the University of California in San Francisco and from the University of Texas in Austin, and United States Peace Corps volunteers.
- Between 2000 and 2005, more than 1,550 primary and secondary teachers received training, and 62,129 students attended presentations on the role of the Legislative Assembly. Another 13,246 students from various schools visited the Assembly. Thus, a total of 76,879 students were reached during the five-year period.
- Objectivity and institutional emphasis of the presentations minimizes the risk of politicizing the process.

Public Participation Program

This program promotes and develops consultative forums where the public can express opinions about legislative proposals and offer proposals and observations. The Participation Program financed and provided assistance for **76 consultative events** with an estimated participation of 10,700 people. It has been a positive and efficient contribution to the legislative process, helping the various work commissions to welcome such input. Because the program is directly linked to the law-making process, it has been able to make a significant and far-reaching contribution to legislative work:

- Work commissions have created spaces to gather the input and opinions from various sectors of the population. This information is useful for them as they discuss and analyze legislative proposals.
- High levels of attendance and participation in these consultative processes add to the Assembly's credibility.
- The work commissions now see the need to hold such consultative events and have made this an integral part of their work. In other words, legislators have "internalized" the idea that public consultation is necessary to garner support for any legislative proposals that have potentially serious repercussions for the population.
- The Assembly has consolidated a methodology and institutional procedure for holding various events designed to increase citizen participation in the process of formulating a law.

The Public Participation Program has been an important pillar in the creation of new participation mechanisms in the Assembly during the last few years. It is clear that citizens value the opportunity to inform themselves, listen to other opinions, make contributions, or simply be part of a decision-making process. This is the first such opportunity they have had in many years and they do not want to squander the opportunity.

Departmental Offices (DO)

Opening departmental offices (DO) has created a closer relationship between the population and the Assembly, contributed to decentralizing legislative work, and helped to spread information

about how the Assembly operates. The DOs in Chalatenango and San Miguel have satisfactorily met the objectives of the Modernization Plan. During a period of nearly five years, they have developed programs in all of the work areas and have made contacts with various professional organizations and communities. Thanks to a stable and experienced team of people, the offices are now an established part of the institution and have a great potential for strengthening their activities. Given the positive results in Chalatenango and San Miguel, the Governing Board has authorized opening other DOs in the departments of Santa Ana, San Vicente, and La Paz.

The functioning and success of the DOs depends primarily on the participation and assistance of the Assembly representatives. The representatives receive visits from citizens, follow-up on particular cases, participate in civic education programs in local schools, meet with communities and professional organizations, and organize events with public participation in order to listen to constituents' opinions and gather information that can be incorporated into the process of law-making. DOs build a closer relationship between the Assembly and the people and keep people from having to go to the capital city to resolve local problems. Other impacts include:

- Assembly representatives who have been working with their DOs are convinced that this geographic closeness to the department contributes a great deal toward resolving social problems. The DOs have become a direct link between the people, their representatives, and the Assembly.
- The population has been able to participate more and has greater access to the legislative process through the DOs.
- The DOs gather input for participatory legislation, through forums, workshops, and citizen consultations. Participants' attitude towards legislative work has changed from apathy to interest as they see institutional outreach to diverse sectors of society in the search for alternatives to resolve their problems.
- Assembly members can work more easily with mayors and municipal leaders in the DOs. This local collaboration benefits the population and tends to function fairly well even if several political parties are involved. As Assembly representatives and local officials work with the public to find common ground, they create more inclusive legislation.
- When Assembly representatives participate in the civic education presentations in Chalatenango and San Miguel schools, they help spread information about legislative work to various institutions in the departments.
- The DOs help citizens save time and money as they try to access information from the legislative commissions, the Legislative Index of laws passed, and from hearings with their representatives.

All of these activities must be coordinated in the administration of the DOs. These offices now function in a satisfactory manner and are totally institutionalized within the structure of the Assembly. The Modernization Commission has approved both an Operations and Attributes Manual and an Internal Regulations Manual to help the DOs meet their specific objectives. These documents are the basic foundation for the success of the offices and contain detailed information about the responsibilities of the Assembly representatives and the technical administrators. Both documents were designed with the technical assistance of the Participation Program.

Legislative Intern Program (LIP):   The Legislative Intern Program (LIP) helped improve the information used to support legislative proposals and, therefore, has also improved the quality of discussion in the Assembly. Having stronger information support services for legislative proposals helps to establish a better balance between the Executive and Legislative branches, since even the legislative initiatives that originate in the Executive need technical and research support. Impacts include:

- A new participation mechanism has been established that directly involves Salvadoran universities and increases the credibility of legislative work.
- A methodology and procedure has been created to support legislative commissions by conducting research on issues of legislative interest.
- The availability of better technical research assistance for work commissions as they elaborate, study, and debate legislative proposals generates higher levels of trust.
- 87 studies of legislative interest have been conducted.
- Universities have increased interest in legislative work. This can be seen and measured in the growing number of students applying to participate in the LIP.
- Inter-institutional work has been coordinated and structured to benefit legislative work through the signing of letters of understanding with 13 universities in the country: six in San Miguel, three in Chalatenango, and four in San Salvador.

Constituent Services Office: The Assembly has now concluded the project of establishing its Constituent Services Office. The new office is a shining example of unique, specialized, and comprehensive public administration service to citizens. It emphasizes transparency and legislative accountability and seeks to promote the highest values and a culture of democratic participation in El Salvador. The comprehensive nature of the Constituent Services Office mandate, the specialized computer technology application created for its work, and its location in the main vestibule of the Assembly make this office a model for other congresses and one of the best practices of legislative modernization in the Americas.   This office provides legislative services and information through personal attention to those who visit the Assembly, through the availability of digital information, and through free telephone consultation.

- Personal Attention means direct personal response for the citizens visiting the Assembly who prefer personal service for obtaining the documents or orientation they need.
- Computerized Service means that computer equipment is available for citizens who know how to use the computer and surf the web to get the information they need on their own.
- Telephone Service consists of free telephone access to information by calling 800-Asamblea (2726-2532), which connects citizens anywhere in the country immediately with a team of professionals in the Assembly whose job is to provide accurate and timely responses to each citizen request for information or other consultation.

ELECTORAL REFORM

Electoral Law Reforms: From July 2001-March 2002, CREA/USAID supported the work of four consultants to work with the Supreme Electoral Tribunal (TSE) on electoral reforms. Although these reforms have yet to be approved or implemented, there appears to be some impetus within the Legislative Assembly and the TSE for reasserting discussion of many of the

issues laid out in these reform proposals. In addition, USAID will be working in strengthening political parties as part of its new strategy. Below is a summary of how the proposed reforms might change existing law, and which should provide a basis for further discussion.

Political Party Law:
- Defines concept and activities of political parties
- Law has requirements for establishing a political party, e.g., that they should have a clean slate with the Court of Accounts (Corte de Cuentas)
- Primary elections will be required
- Regulates party finances, conditions for state financing, etc.
- Regulates penalties for political party violations of the law
- Establishes rights of political party members to appeal decisions that affect them

Organic Law of the TSE (Ley Orgánica de la TSE)
- Separation of the judicial and administrative functions of the TSE, with new positions, norms and flexibility
- Controls for avoiding a "double vote" by members of the local committees that oversee the electoral process (juntas de vigilancia)
- Creates an Electoral Training School
- Establishes a special area for information technology

Electoral Procedures Law (Ley Procesal Electoral)
- Jurisdictional authority of the TSE would be established in this law, including definition of procedures, establishment of oral rather than written procedures, rules of evidence, etc.
- Rules for communicating with the parties and other relevant actors are defined
- Includes the possibility of a conciliation process in disputes between political parties, as long as the agreements do not violate the law.

Electoral Law (Ley Electoral)
- The TSE is still discussing a formula for ensuring that the proportional representation system more accurately reflects the population. (The population size which each deputy represents varies dramatically, according to the department. A deputy from San Salvador may have been elected by some 150,000 constituents, whereas a deputy from an outlying department may be elected with only 20,000 votes.)

TSE Modernization: From March 2001-February 2002, CREA/USAID contracted a local Salvadoran management consulting firm, OUTSOURCE, through an open and full competitive bidding process, to support the Supreme Electoral Tribunal in a process of strategic planning, organizational restructuring and a re-engineering of key processes, including the electoral register and the electoral process. CREA also supplied the TSE with new servers prior to the 2004 elections that sought to ensure that the TSE can capture the new Single-Identity Document (DUI) data generated by the National Register of Natural Persons (RNPN).

The support provided to the Supreme Electoral Tribunal resulted in a somewhat improved set of processes for carrying out the 2003 municipal and legislative elections. A technical unit, under which the TSE's computers were organized, was created and placed under the direct authority of the magistrates. As a result, the logistics for voting and vote counting were measurably improved, both in 2003 as well as in 2004. In addition, the collateral support obtained through the

support of Gigante Express led to the near completion of a detailed electoral map, which will be used once residential voting is put into place. The servers supplied in 2003 contributed especially to the useful introduction of the DUI in the 2004 elections.

- **Strategic Planning:** A full institutional diagnostic study was carried out, including a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats). Based on this, the TSE has been able to redefine strategies in different areas, including administration, legal, electoral registry, human resources, research and education. 105 plans have been formulated for the 2002-2006 period. The TSE has never before undertaken such a planning process.
- **Procurement:** The new system reduced the time frame for new purchases, through a bidding process, from 122 to 53 days.
- **Electoral Process**: The new process is designed as an ongoing, permanent one, in which data is collected and organized in a more efficient manner, with a system for learning from previous experiences.
- **Electoral Register**: The time frame for registering voters, based on the current electoral card, was reduced by 50 percent. In addition, a complete process was designed for use with the DUI.
- **Reorganization:** Based on the re-engineering mentioned above, operative manuals were designed, and a human resource system was put into place, including procedures for the contracting of new personnel, job descriptions and professional development.

TRANSPARENCY

CREA implemented a transparency program that spanned a number of areas that sought to encourage a deeper commitment to norms of transparency and accountability by government institutions, while also developing the capacity of civil society organizations, at the local and national level, to play a key role in this regard. The areas covered included social auditing, access to information at the municipal level, code of government ethics, and civil society transparency initiatives.

Social Auditing (*Contraloría Social*): In 2001-2002, CREA implemented a program on municipal social auditing in order to encourage citizens to exercise their civic responsibility for monitoring and supervising public administration in order to improve local government transparency and prevent irregular activities from occurring. In the nine municipalities where social auditing took place, the following impact was achieved:

- A team of facilitators from the RTI and FUNDAMUNI partnership were trained to provide accompaniment and practical assistance to the Citizen Auditing Commissions (CCC).
- Key actors in local government were trained and sensitized about social auditing as a mechanism for preventing corruption. These include mayors, council members, and representative leaders of local development committees, community associations and boards, and a micro-region made up of five municipalities.

- A process of negotiation and open dialogue was generated during the review process, and a municipal ordinance for social auditing was passed in each of the participating municipalities.
- The approval of the ordinance responded to concerns expressed by the municipal councils and local leaders by institutionalizing the social auditing mission and making sure it didn't disappear with a change of administration.

Indeed, more than two years after the fact, the citizen auditing commissions continued to exist in each of the municipalities. When the new local governance project under USAID was renewed in 2003, this concept formed part of the training offered to each of the municipalities.

Access to Information: In the Access to Municipal Information project, also implemented in 2001-2002, CREA trained municipal officials and civic actors in ghree municipalities, and facilitated a process of discussion and learning in order to reach consensus on, approve, and apply local ordinances for transparency and access to information. Achievements can be summarized as follows:

- With the three ordinances passed in 2002, these municipalities now have regulations that allow the exercise of the right to request public municipal information.
- Citizens, including journalists, now have the ability to solicit public information and documents from the municipality.
- With the ordinances on transparency, access to information, and social auditing, municipalities can seek to institutionalize the mission of transparency and social control over municipal affairs.

While CREA's involvement with these municipalities ended in 2002, a recent review by CREA staff of the status of these municipal laws demonstrated that they were still being utilized to varying degrees.

Code of Ethics: CREA's work in this area followed up several years of work by USAID in promoting discussion about the need for improved ethics and other anti-corruption measures among Salvadoran authorities and civil society. In June 2001, two consultants were contracted, following a full and open bidding process, to support the work of the government rapporteur, and important progress was made in the comparative legal research needed to advance in this project and a colloquium with leading legal specialists was held. In addition, more funds for this purpose were made available to CREA in response to the April 14, 2000, Agreement for Anti-Corruption Cooperation between the Department of State and the Government of El Salvador (GOES). The State Department, through the Bureau of International Narcotics and Law Enforcement allocated $350,000 from agreement for 1) the development of one or more codes of ethical conduct for the GOES and 2) the establishment of an Office of Government Ethics within the GOES. Work carried out under this agreement included:

- A participatory process of consultation was supported through four colloquia, in which prominent lawyers, members of civil society and government officials discussed the merits of each of the proposed documents. These discussions were transcribed and

then reviewed by the consultants, and suggestions were incorporated into documents as warranted.

- Draft documents were elaborated and finalized through this process, requiring only Executive action, including the following:
  - o Executive decree—Code of Ethics for Public Functionaries
  - o Executive decree—Ethics Commission for Public Functionaries
  - o Expository preamble (*exposición de motivos*)—Code of Ethics for Public Functionaries
- In addition, the CNDS consultants drafted a proposed inter-institutional agreement between the Attorney General's Office and the Ethics Commission
- Studies reviewing ethics provisions in Salvadoran legislation, as well as in comparative law, were produced in order to inform the development of the code.
- Computer and office equipment was purchased for the Ethics Commission, although it was eventually distributed to other government agencies involved in transparency issues.

Further efforts were made throughout 2002-2004 by USAID and CREA staff to dialogue with the government about the set-up of a government ethics office. A draft law was sent by the Court of Accounts, later designated by the Presidency as to where the office should be located, to the Legislative Assembly, but could not get out of committee.

Much of the impact of these efforts is yet to be seen, given the lack of movement towards the approval of an ethics code or creation of a government ethics office. However, if and when that takes place, the ethics code and ethics office will provide new legal and administrative mechanisms for controlling public acts of corruption, while involving citizens to a degree not previously seen.

Civil Society Initiatives: During the second half of the project, beginning in 2003, CREA solicited proposals from civil society organizations to work specifically on transparency-related matters. The achievements in projects undertaken by six CSOs are detailed as follows.

- **Fundación Siglo XXI** developed a novel methodology and instrument, known as the Transparency Diamond, for measuring transparency in the administration of any public institution.

- **FESPAD** carried out several studies: 1) to determine and demonstrate the degree of internal democratization in the administration of justice; 2) to inquire into the status of access to justice in geographic, economic and educational terms, 3) to demonstrate the level of efficiency –an indicator of external democratization-- in three specific areas of the law: labor, family and criminal; and 4) to inform the public and the legal community about the background, content and dimensions of the Judicial Branch Modernization Project being implemented by the judiciary.

- **APES:** For the first time in El Salvador, a public awareness campaign was launched – albeit for a limited time span – that sought to educate citizens on need for greater public access to information, carried out by the Journalists Association of El Salvador.

- **FUMA:** A novel methodology was developed by the Fundación Maquilishuat for carrying out social auditing (*contraloría social*) health services at the local level. In the process, local citizens were trained, government health officials were involved, and the process is viewed as having great potential for replication.

- **PROBIDAD's** first project, "Education on the Budget and Government Purchasing to Prevent and Control Corruption," sought to produce guides that would provide knowledge of certain areas of government administration. First, a guide was written on "Making Accounts Clear," which offers a descriptive framework for the public budget and the information that is generated at different stages and levels. From there, it identifies opportunities for advocacy of which civic groups and their constituencies can take advantage. A second guide was written on "Doing Business Honestly," orienting the reader to the unfamiliar terrain of public administration contracting processes, and imparting basic information to the different actors involved in the process, especially the public. Finally, a "Guide to International Anti-Corruption Standards and Policies" was produced, providing an overview of current international standards and policies against corruption, the role played by some of the agencies that ensure their application and, when they exist, their monitoring or evaluation mechanisms.
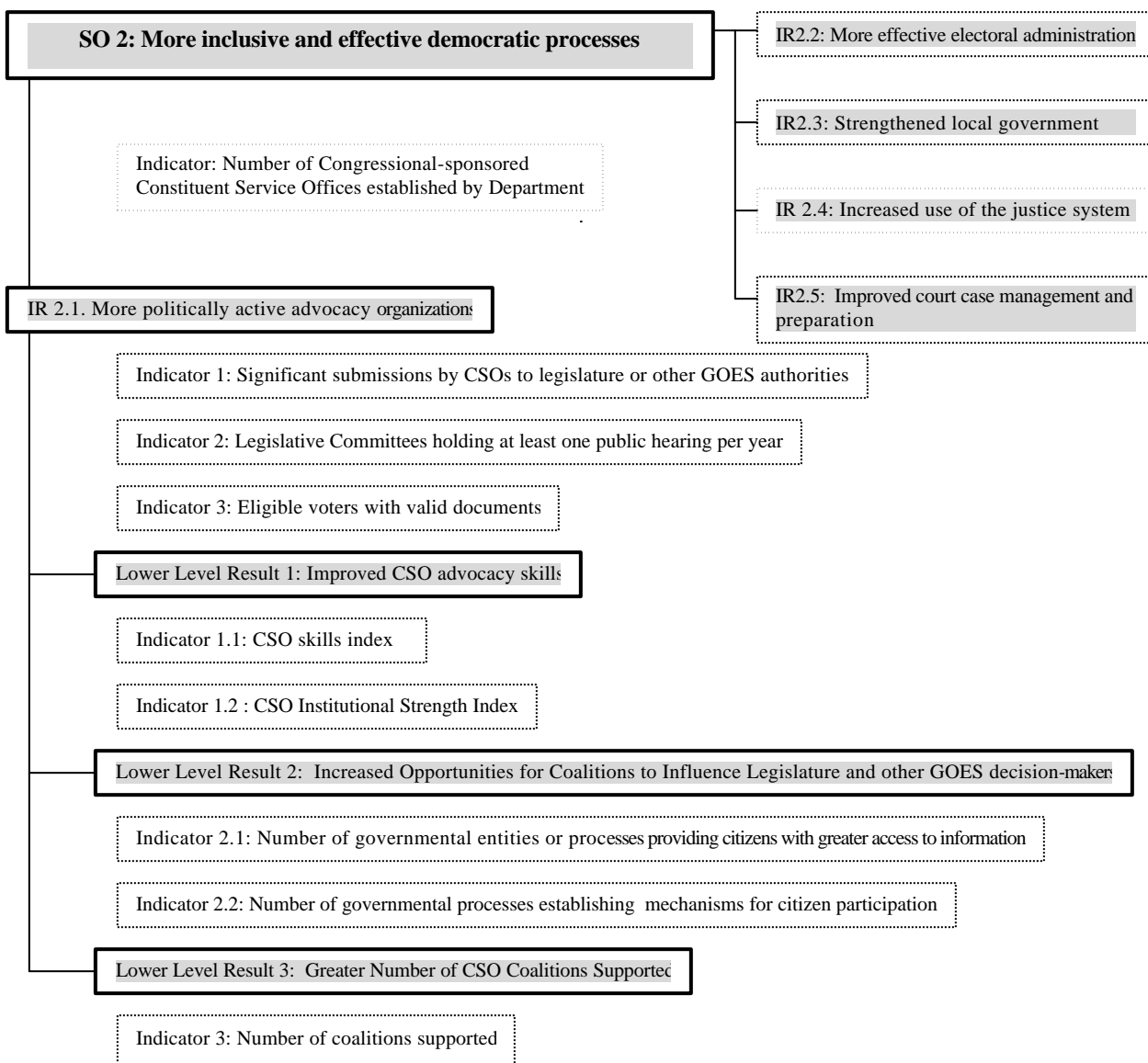
  In its second project, "Transparent Websites in Central Government Institutions," Probidad assessed and identified critical areas and promoted improvements in governmental websites, specifically with regard to accountability, free access to information, clarity and application of the rules, and citizen participation.

- **IUDOP** carried out two public opinion polls, the first of their kind in El Salvador. As a direct result of the first opinion poll, on general perceptions of corruption, there is now a clearer picture of citizen opinion of the extent of corruption in State institutions and officials. In addition, information was gathered to create a database on perceptions of corruption that has established a baseline for future studies and will enable comparisons over time. The survey also makes an important methodological contribution to survey data about corruption in other countries. Whereas most surveys tend not to emphasize one form of corruption over others, yet in the IUDOP poll, a third of those polled seem to understand corruption as a synonym for "common crime." This important finding means that many of the strategies suggested by those surveyed for dealing with corruption have more to do with problems of crime than with corruption.

  The second poll, related to private sector perceptions of corruption, enabled a determination of the role that private enterprise plays in the levels of transparency in public. The poll results revealed the business sector's perception of the decision-making process with regard to public policy in El Salvador, that is, whether policy responds to technical criteria or rather whether it favors directly, or in a discretionary manner, specific power groups in the country. Not surprisingly, the levels of corruption perceived by the business sector are much higher than those seen by the public more generally.

II. Results Framework

SO 2: More inclusive and effective democratic processes

IR2.2: More effective electoral administration

IR2.3: Strengthened local government

IR 2.4: Increased use of the justice system

IR2.5: Improved court case management and preparation

Indicator: Number of Congressional-sponsored Constituent Service Offices established by Department

IR 2.1. More politically active advocacy organizations

Indicator 1: Significant submissions by CSOs to legislature or other GOES authorities

Indicator 2: Legislative Committees holding at least one public hearing per year

Indicator 3: Eligible voters with valid documents

Lower Level Result 1: Improved CSO advocacy skills

Indicator 1.1: CSO skills index

Indicator 1.2 : CSO Institutional Strength Index

Lower Level Result 2: Increased Opportunities for Coalitions to Influence Legislature and other GOES decision-makers

Indicator 2.1: Number of governmental entities or processes providing citizens with greater access to information

Indicator 2.2: Number of governmental processes establishing mechanisms for citizen participation

Lower Level Result 3: Greater Number of CSO Coalitions Supported

Indicator 3: Number of coalitions supported

Strategic Objective 2: More Inclusive and Effective Democratic Processes	*Indicator #4: "Number of Congressional-sponsored Constituent Service Offices established by department"*	*Description: A Departmental Constituent Office is a new outreach mechanism for Congressional representatives to have more direct contact with their constituents. A Service Office is staffed and paid for by the National Assembly and must have at least one scheduled visit per month by Deputies.*	2000 Target	2000 Total
			3	3
			2001 Target	2001 Total
			4	3
			2002 Target	FY 2002 Total
			5	3
			2003 Target	FY 2003 Total
			5	3
			2004 Target	FY 2004 Total
			5	3
			2005 Target	FY 2005 Total
			5	6
Intermediate Result 2.1: More politically active advocacy organizations	*Indicator #1: Significant submissions by CSO coalitions or CSOs to legislature and other GOES authorities*	*Description: "Significant submissions" are defined as draft bills/laws, position/policy papers, proposals or relevant studies. "Decision makers" are defined as GOES ministers, heads of GOES autonomous agencies, GOES regional directors and members of the Legislative Assembly.*	2000 Target	2000 Total
			2	2
			2001 Target	2001 Total
			4	3
			2002 Target	FY 2002 Total
			5	24
			2003 Target	FY 2003 Total
			5	7
			2004 Target	FY 2004 Total
			5	8
			2005 Target	FY 2005 Total
			2	16
	Indicator #2: Legislative committees holding at least one public hearing per year	*Description: A "public hearing" is defined as a committee hearing announced by the Legislative Assembly at which citizens may submit input or testimony. The announcement may be done in any newspaper, radio spots, newsletter or Web pages.*	2000 Target	2000 Total
			1	1
			2001 Target	2001 Total
			5	6
			2002 Target	FY 2002 Total
			8	7
			2003 Target	FY 2003 Total
			9	9
			2004 Target	FY 2004 Total
			10	12
			2005 Target	FY 2005 Total
			3	3
	Indicator #3:	*Description: Eligible*	2000 Target	2000 Actual

-	-
2001 Target	2001 Actual
1,500,000	108,451
2002 Target	FY 2002 Total
3,000,000	1,931,002
2003 Target	FY 2003 Total
N/a	3,291,564
2004 Target	FY 2004 Total
n/a	
2005 Target	FY 2004 Total
n/a	

			Org.	Baseline	Target	FINAL
Lower-Level Result 1: Improved Advocacy Skills of CSOs	*Indicator 1.1: CSO Advocacy Skills Index*	*Description: Description: This index will measures improvements the advocacy skills of CSOs in the following areas: Campaign Planning, Alliances, Coalitions, Lobbying, Research, Monitoring, Constituency Actitivies, Media, Educational Strategy, and Record Keeping and Monitoring. Each area can be scored from 0-5, and a perfect score would be 50.*	ANDAR	6	36	29
			MIRE (1)	6	31	29
			ADECRECER-Grande	4	33	33
			OEF (1)	3	33	25
			ASDI	4	33	32
			FUNDAUNGO	0	26	32
			APSAL	8	35	36
			*Salva*NATURA	1	28	32
			OEF (2)	13.25	35.25	40
			ACOGIPRI	9.25	30.5	31
			FUNDE	3	30.5	25
			MIRE (2)	11.5	28	31
			ASDI/UCA	1	22.25	37
			Yek Ineme	2	30	31
			GMIES	2	30	31
	Indicator 1.2: Institutional Strength Index	*Description: This index will measure improvements in CSOs' Financial Administration, Sustainability, and External relations. A perfect score would be 12.*	Org.	Baseline	Target	FINAL
			ANDAR	5	11	12
			MIRE (1)	11	13	13
			ADECRECER-Grande	2	10	12
			OEF (1)	12	15	15
			ASDI	9	17	17
			FUNDAUNGO	8	14	14
			APSAL	5	12	16
			*Salva*NATURA	17	17	17
			OEF (2)	10	12	12
			ACOGIPRI	3.25	7	7
			FUNDE	7.5	10.5	10
			MIRE (2)	7	7.75	9
			ASDI/UCA	6.25	9	9.5
			Yek Ineme	2.75	8	10
			GMIES	3	8	10

Lower-Level Result 2: Increased Opportunities for Coalitions to Influence Legislature and other GOES decision-makers	*Indicator 2.1: Number of governmental entities or processes providing citizens with greater access to information*	*Description: This indicator is **cumulative**, indicating the total number of processes supported during the life of the project.*	2000 Target	2000 Total
			n/a	2
			2001 Target	2001 Total
			3	4
			2002 Target	FY 2002 Total
			7	7
			2003 Target	FY 2003 Total
			9	8
			2004 Target	FY 2004 Total
			10	9
			2005 Target	FY 2005 Total
			-	9
	Indicator 2.2: Number of governmental processes establishing mechanisms for citizen participation	*Description: This indicator measures progress in the institutionalization of a culture of citizen participation in governmental policymaking and policy implementation processes. The totals are cumulative over the life of the project.*	2000 Target	2000 Total
			n/a	0
			2001 Target	2001 Total
			3	4
			2002 Target	FY 2002 Total
			7	6
			2003 Target	FY 2003 Total
			8	6
			2004 Target	FY 2004 Total
			9	6
			2005 Target	FY 2005 Total
			-	6

Lower-Level Result 3: Greater Number of CSO Coalitions Supported	*Indicator 3: Number of Coalitions Supported*	*Description: This indicator is predicated on the idea that coalitions have a greater chance of obtaining political change than individual organizations.*	2000 Target	2000 Total
			n/a	1
			2001 Target	2001 Total
			4	5
			2002 Target	2002 Total
			3	3
			2003 Target	2003 Total
			3	5
			2004 Target	2004 Total
			3	3
			2005 Target	2005 Total
			-	1

III. Program Analysis

Introduction

Citizen participation in decision-making through advocacy initiatives or other mechanisms is one of the cornerstones of democratization efforts as important as a free press, transparent governance and free and fair elections which often receive more attention. In the best of cases, it is the catalyst for democracy taking root in a society and becomes a real tool for improving lives in a practical sense and a forum where the formerly silenced voices of the powerless and marginalized in the society can be heard.

Authoritarianism is not a government or military phenomenon but a mode of social organization that permeates a society. In order to succeed, democracy and the participation necessary to create and sustain it, must also permeate all aspects of the life of a society, from the community to the national level and through out all the collective manifestations of life from political parties to voluntary organizations. Put simply, democracy must be felt and experienced on the level of individual citizens in order to truly and permanently transform societies with a long history of authoritarianism. Citizen participation in decision-making plays a fundamental role in this transformation and advocacy is a valuable tool in pressing for broader and more meaningful citizen influence over decision making.

A. Civil Society Advocacy

Context

El Salvador is a country with a relatively young democratic tradition. While formal elections have been carried out for several decades, citizen participation in and influence over decision-making has been extremely limited throughout the history of the country. This curtailment of civil liberties was so serious that it became a significant contributing factor to the armed conflict of the 1980s. The peace accords which ended the 12-year-long conflict ushered in a new era along with an array of new opportunities for citizen participation. But the war also left deep feelings of mistrust between governmental actors and much of the newly formed civil society organizations (CSOs). This new scenario required skills that many organizations and leaders simply did not possess. The ability to directly lobby decision-makers, negotiate solutions, formulate proposals, research issues, and cultivate coverage in the mass media were far beyond the normal scope of practice for organizations whose primary tools for expression had been denunciations in international fora and civic mobilization. Also lacking were the key capacities needed to create and sustain organizations: formal and transparent structures that would respond to the needs of donors (i.e., to guarantee the proper stewardship of funds) and in the process insure the survival of the organization.

The decade of the 1990s witnessed great advances in the capability of civil society organizations to create sustainable organizational structures. International financial support accompanied the relatively greater opening of government institutions to dialogue and cooperation with civil society entities. CSOs became involved with and offered training services to a wide variety of government institutions, most notably to the police and the military, which

were the most impermeable only a decade earlier. A multitude of CSOs formed to offer services in health, housing, education, economic analysis, legal reform, municipal development, citizen participation and gender equality. The overall quality of the work -- whether in academic analysis, service delivery or facilitating citizen participation -- improved substantially during this period.

The organizations that formed on a national level were primarily technical organizations, known as nongovernmental organizations or NGOs. Representative civic organizations formed at the community and municipal level, often aided by national NGOs. Rarely did civic organizations form at a national level, nor did local civic organizations participate in national initiatives, either individually or collectively. In political terms, NGOs were primarily -- though not exclusively -- made up of supporters of the FMLN. Many local organizations were also supporters of the FMLN, although organizations initiated by the central government known as ADESCOS are also included in this group and have a more diverse political identification.

While many of the technical skills for survival were well developed by the end of the decade, advocacy skills lagged behind and found expression almost exclusively through participation in joint government-CSO initiatives or in the inclusion of CSOs in governmental structures, such as the permanent CSO representative in the board of the Salvadoran Institute for Women's Development (ISDEMU). This participation in governmental structures was initially promising, but over time practice has demonstrated that little effective influence has been achieved through these mechanisms. Although the reasons for this have not been systematically explored, in most cases CSO participation was merely token: only a minority voice within a much larger body, as in the ISDEMU case. Clearly the enthusiasm and commitment of the government actors to CSO involvement could reasonably be questioned. However, the limited ability of CSOs to produce thorough analyses of problems, make proposals that offered a viable solution, effectively lobby governmental actors, and negotiate a final policy undoubtedly also played a role in truncating the influence of CSOs within these spaces. Many CSOs continue to participate in these joint initiatives, but with much lower expectations.

Local citizen groups had somewhat more success in influencing municipal governments, though openness to citizen participation varied greatly among the 262 municipalities. Some were clearly not meant to create real participation, as their membership was entirely chosen by the municipal authorities, usually the mayor. Others developed an excessively oppositional stance or thought that the organization should not so much channel and advocate for citizen needs and demands with the municipal government as enter into a relationship of co-governance with the elected authorities. The myriad of local and national CSOs working within each municipality on different issues often confused and overwhelmed the local authorities, which began to demand more details about the projects being carried out within the municipal area.

One of the CSO advocacy initiatives that was clearly successful during this period was that of the Agricultural Forum (*Foro Agropecuario*). This initiative—combining NGOs, cooperatives, and local and regional civic groups—proposed and advocated for the elimination of the agricultural debts of small farmers and cooperatives. The campaign combined direct lobbying of Legislative Assembly deputies, citizen mobilization and effective media work to express their position. Perhaps the most important and successful part of their strategy was in joining forces with medium- to large-scale producers and negotiating a joint proposal. Given the political

differences among the two groups -- the Agricultural Forum consisted entirely of FMLN supporters while the medium and large producers were almost exclusively ARENA and PCN supporters -- this alliance can only be considered remarkable. The two groups were successful in achieving the passage of their proposal because together they presented a joint proposal, while each defended the proposal as a whole, and each lobbied the deputies from their own political party.

The Agricultural Forum example highlights a key barrier to effective CSO advocacy throughout the 1990s and even up to the present day. Most CSOs come out of a very clear leftist political ideology and many considered themselves part of a political party (usually the FMLN) until recent years. As such it is very difficult for these organizations to effectively lobby other political parties represented in municipalities, the Legislative Assembly and the central government. They have a deep distrust of most of the other political parties and particularly those who played central roles in the armed conflict: ARENA, PCN and PDC. Even as these organizations have severed their ties with the FMLN and overcome their own preconceived notions, they are not easily accepted by political actors who continue to consider them little more than appendages of the FMLN. In order to be effective, they have to expend a great deal of effort convincing politicians that they are trustworthy and independent actors, interested in the substances of an issue rather than in supporting a particular political party. This is further complicated by the fact that many of the political actors they need to convince have their own prejudices, which they are unwilling to shed. Those organizations that manage to create alliances across political-affiliation lines and work with political parties across the board in pursuit of the interests of a sector of the population, or the nation as a whole, are rare and therefore all the more outstanding.

As the decade of the nineties came to a close, the initial euphoria of the peace accords had clearly ended and with it the national focus on inclusion of rival political and social forces in joint initiatives. International funds had suffered a marked decline, a tendency which continues and has become more critical over the past five years. NGOs found themselves increasingly dedicating their time to insuring the survival of their organizations, as their exclusive dependency on international donors became a serious liability. This in turn dictated that the kind of activities they could engage in where based more on priorities set by international donors. Primarily the activities favored by donors were services designed to alleviate poverty and respond to disasters. Some funds were still channeled into democratic reform initiatives focusing on participation; still fewer were available for advocacy initiatives. NGOs were clearly fragmented into single-issue sectors and by now were distanced from whatever political party had sponsored them in their formation. By early 2000, when this project began, they were professional, technical organizations that were fairly competent in their service or issue area.

Many NGOs had participated in advocacy campaigns prior to this project, but few were successful or had developed any real expertise. Much of the existing experience in early 2000 followed a pattern: they developed a proposal and presented it to the governmental actor or actors responsible for the decision, but then provided no follow-up. There seemed to be belief that once the decision-maker had it in his or her hands, there was nothing more to do as an advocate, or that it was sufficient to turn the proposal over to one political party in the Legislative Assembly, who would then secure its passage. Those organizations that continued to advocate for their proposal after presenting it to decision-makers often based their strategy on a single

tactic -- most commonly lobbying or citizen mobilization -- and failed to engage significant power brokers. Skills in engaging the mass media and lobbying decision-makers were incipient in most organizations. Most advocacy efforts were led by NGOs on a national level and few of these seriously involved constituent organizations that could have added power to their advocacy. The resulting defeat of these proposals served to dampen interest in advocacy work across the NGO sector. Many NGOs had little interest in advocacy even when donor funds were available because of their fear of failing to meet the objectives of the project, which they felt would subsequently damage their image as a professional organization.

A large number of networks and coalitions were formed to share information and synergize efforts. While successful in the first task, these new formations achieved only marginal success in the second. These alliances were not generally set up to support advocacy initiatives, although a few did eventually engage in advocacy. The alliances which were successful in advocacy were those that had this as an integral part of their mission, like the Alliance Against HIV/AIDS, a coalition formed to advocate for greater benefits for people suffering from HIV/AIDS, and ANDAR, an alliance of small water systems that formed to advocate for lower electrical costs for rural water systems.

The few advocacy efforts that were attempted tended to focus exclusively on developing new policy or legislation, with little attention given to monitoring the implementation of existing laws and policy. Notably, only a handful of NGOs had expertise in good academic research. Although many claimed to have this expertise, the research was generally not up to professional standards. This limited their ability to credibly monitor government policy and procedures, a task that requires a high standard of research, analysis and proposal-generating ability if one is to have a significant impact.

While the above description focuses on the common practices and difficulties in CSO advocacy, exceptional organizations and efforts did exist. The challenge for the Citizen Participation and Governance Project was to identify those organizations with the existing drive to advocate for their issue, which meant a willingness to work with other organizations and lobby politicians from diverse ideologies as well as a desire to build the strategies and skills needed to be effective. While the project initiated at a time in which many organizations had become cynical about advocacy, we were able to identify a small group of organizations that were becoming more serious about their advocacy efforts and more determined to be successful in this area of work.

Activities

The Civil Society component of the project was designed to provide financial support, training and technical assistance to CSOs interested in implementing advocacy projects on a regional or national level. The activities in this component focused on selecting proposals to award sub-grants, monitoring and evaluating the sub-grants during the implementation of the project and building capacity in the selected CSOs by providing training and technical assistance, including written materials in advocacy and institutional strengthening related issues.

A. Evaluation and Selection of Projects for Funding

The selection process for sub-grants tended to be fairly lengthy, requiring a terms of reference for each process, public announcement of the solicitation of projects, a process of orienting organizations to the terms of reference, an initial selection of viable projects, extensive work with the organizations to improve their project prior to final submission and finally submission to AID for approval. Initially the selection process included a selection committee consisting of accomplished Salvadoran actors from a variety of issue areas. The difficulty in coordinating meeting times and the need to streamline the selection process led to the eventual decision to eliminate this step in the process.

Over the five years of the project, there were six cycles for the solicitation of proposals during which 244 proposals were reviewed. Project staff selected and worked with over three dozen organizations to improve their proposals. Twenty-two of those proposals made it through the full selection process and were awarded sub-grants, ranging from $1,500 to $100,000, although most grants were in the $40,000 to $60,000 range. The duration of most of the sub-grantee projects was a year, although several extended over eighteen months and some were as few as six months. The following chart briefly lists the projects supported by CREA over the five-year period. A more detailed chart is included as an appendix.

Organization	Name of Project
Cooperative Association of the Independent Pro-Integral Rehabilitation Group, Ltd. (ACOGIPRI de R.L)	Proposal to Modify the Equivalent Opportunities for Handicapped Persons Law
Association for the Development of the Communities Bordering the Cerrón Grande Dam (ADECRECER- Grande)	Advocacy for Access to the Fluctuating lands of the Cerrón Grande Dam
National Association for the Defense, Development and Distribution of Water in Rural Areas (ANDAR)	Citizen Participation in Advocacy for Rural Water Access
Action for Health in El Salvador (APSAL)	Approval of the Proposed Law on Medicines
Salvadoran Association for Integral Development (ASDI)	Advocacy for the Creation of Municipal Ordinances for the use and preservation of the ecosystem in the Costal Communities of the Gulf of Fonseca.
Salvadoran Association for Integral Development and the Central American University José Simeón Cañas (ASDI/UCA)	Citizen Participation to Validate the plan and proposed law for Territorial Ordering and Development in El Salvador
Institute for Women's Studies "Norma Virginia Guirola de Herrera" (CEMUJER)	Institutionalization of a Policy on Sexual and Reproductive Health in the municipality of Soyapango
Institute for Women's Studies "Norma Virginia Guirola de Herrera" (CEMUJER)	Monitoring the Application of the Law Against Inter-family Violence in 4 Municipalities in La Libertad
The Women's Coalition of El Salvador	Advocacy for a policy on Rural Women's Economic Development
Foundation Dr. Guillermo Manuel Ungo,	The Integral Evaluation and Proposal for

(FUNDAUNGO) for the Special Commission for the Integral Evaluation of the National Attorney General's Office	Strengthening the National Attorney General's Office
Foundation Dr. Guillermo Manuel Ungo, (FUNDAUNGO)	Construction of Local Government Citizen Participation Policies in four Salvadoran Municipalities
National Foundation for Development (FUNDE)	Consultation for the Incorporation of Citizen Participation and Transparency in Local Governance in the Proposal to Reform the Municipal Code
National Foundation for Development (FUNDE)	Citizen Advocacy for a National Legal Framework Favorable to Participation and Transparency in Local Governance
Independent Monitoring Group of El Salvador (GMIES)	Improving Working Conditions in El Salvador
Independent Pro-Electoral Reform Movement (MIRE)	Citizen Proposal for the Reform of the Electoral System
Independent Pro-Electoral Reform Movement (MIRE)	Governance in El Salvador with Authentic Representation, Phase I
Women's Entrepreneurial Organization (OEF de El Salvador)	Reforms to the Laws that Regulate the Payment of Child Support
Women's Entrepreneurial Organization (OEF de El Salvador)	Monitoring of the Laws Relative to the Recognition of Children and Economic Assistance Duties
PROBIDAD	Participation in the Panel "New Organizations in the Struggle Against Corruption" of the V International Congress of CLAD on the Reform of the State and Public Administration
PROBIDAD	Citizen Education on Anti-Corruption
SalvaNATURA – Ecological Foundation of El Salvador	Strengthening Local Capacity for the Formulation of a Local Legal Framework Related to the Protection of the Environment with an Emphasis on the Natural Areas of the El Imposible Water Basin and Barra de Santiago
Association of Well-being Yek Ineme	Micro- Regional Proposal for Alternative Dispute Resolution in Tour Municipalities in Northern San Salvador

One of the greatest challenges during the selection process was attracting viable advocacy proposals. Proposal were expected to have a well-developed proposal for policy change or for monitoring existing policy, as well as a plan for how the organization intended to carry out the monitoring or achieve passage of the proposed policy. Initially the strategy was to meet individually, often several times, with interested organizations to discuss the terms of reference and answer their questions. This method proved far too time-consuming, so by the second cycle

a half-day orientation seminar replaced the individual meetings. In 2002, three half-day conferences were carried out in an effort to encourage more organizations to engage in public sector policy monitoring. The first was an introduction to policy monitoring, the second focused on monitoring public budgets, and a third dealt with monitoring the work of legislatures. The second and third conferences included guest speakers from Mexico and Guatemala with experience in the respective monitoring issues.

The orientation seminars were successful both in guiding prospective applicants that sought to write better proposals for the pre-selection process and in expanding the overall number of organizations applying for funding. The projects received generally needed a great deal of work, even when the basic proposal was viable. The process of developing these pre-selected project proposals into a final form which would pass the standards set by project staff as well as the USAID/US Embassy approval process often involved three to four months of one-on-one review and accompaniment between the prospective grantee and project staff. Two-day-long project-writing seminars, which included both group instruction as well as individual counseling by project staff, were used in 2001 and 2003 to lessen the amount of time required to strengthen the proposals.

Projects were evaluated and eventually selected based primarily on the importance and viability of their policy proposal, the soundness of their plan of action and the perceived potential of the organization to achieve the objectives of the project. While all of these criteria are difficult to judge objectively, the last one is particularly problematic. The evaluation of the capability of the organization relied on many factors, their openness to work with a wide variety of political actors, their technical and professional skills, their ability to engage and mobilize constituent groups, and their past activities in advocacy. The organizations selected inevitably had very different levels of the desired qualities. In some cases the ability to energize and mobilize constituents was considered paramount to achieving the individual project goals and thus was prioritized over the lacking technical skills, while in others the situation was reversed and the need was greater for technical skills.

B. Monitoring and Evaluation of Projects

The sub-grantee projects were monitored much more closely in this project than would normally be the case, precisely because it is hard to evaluate the success of an advocacy project. Unlike service projects where the number of people served or homes built is relatively evident, measuring advocacy effectiveness is difficult unless the proposed policy is ultimately passed. Given that this is rarely the case, project activities, strategies and the quality of both should be monitored closely, not just for the sake of reassuring the donor agency but for the peace of mind of the sub-grantee as well. Given the unlikely probability of any group achieving its maximum objective, close monitoring by donors provides security to the donor and the grantee that the success or failure of their efforts was not determined by negligence on the part of the sub-grantee. In the case of the Citizen Participation and Governance Project, sub-grantees were required to hold a monthly meeting with the relevant internal actors and the CPG staff person assigned to monitor their grant, produce a technical report on advances (originally monthly, but later each quarter) as well as produce a monthly financial report.

The monthly meetings served several purposes, the most important of which was to create an obligatory monthly meeting where strategy and lessons learned could be discussed by all the relevant members of the organization. This was primarily to assure an open discussion of decisions made by the group and provide for an ongoing internal evaluation and analysis of the campaign. These meetings were helpful to CPG staff as they allowed staff the opportunity for a more intimate understanding of the organization, which was key to identifying training needs, in addition to achieving a clear view of project advances, or lack thereof. They were also important for documenting the events and decisions over the course of the advocacy effort for later analysis and systematization into case studies documents. While this practice was originally viewed with some skepticism by the sub-grantee organizations, most agreed at the end of the grant that these meetings had been crucial to keeping the campaign on track, making timely and inclusive decisions on strategy and keeping everyone informed. Many have instituted the practice of periodic evaluation meetings into their ongoing advocacy work.

The technical reports documenting project advances in activities, results and objectives were initially required on a monthly basis. But given the success of the monthly meetings in keeping CPG staff informed, the frequency of the reports was reduced to a quarterly basis. Financial reports were required monthly for most projects, although some shorter projects were required to turn in financial reports only every two months. The frequent financial reporting helped CPG staff ensure that the required financial procedures were being followed. Additionally, it allowed staff to identify deficiencies in the administrative and financial capabilities of the organizations in order to suggest the appropriate training or technical assistance.

C. Technical Assistance and Training

A significant component of the work in the civil society area focused on training sub-grantee organizations in advocacy and organizational strengthening. The lack of successful advocacy experience by most CSOs highlighted the need for training in the relevant advocacy skills, while the increased demands placed on CSOs to create sustainable structures led to an emphasis on the need for organizational strengthening. Some of the organizational strengthening training had a direct impact on their advocacy capabilities, although the majority of the training was designed to add to the long-term sustainability of the organization. Over the course of the CPG project a total of 91 training and technical assistance activities were carried out on 27 different topics, with a total participation in all of the activities of 684 individuals.

1) Advocacy-Related Training

Training in issues directly related to advocacy concentrated in the areas of strategy planning and evaluation, cultivation of the mass media, negotiations and the formation and maintenance of alliances. All are areas of key weaknesses identified by the CPG team in the initial assessment of advocacy experience and capabilities in the first six months of the project.

Thinking Strategically: Advocacy Strategy Planning and Evaluation

One of the first challenges with organizations in terms of training frequently came up in the process of writing the project. Because the advocacy plan had to be laid out in the project

proposal document, advocacy strategy planning was often the first workshop given to a potential sub-grantee or new sub-grantee organization. Typically organizations had not clearly mapped out all the key political players nor did they have a clearly elaborated strategy. These workshops helped the groups identify the holes in their analysis and create a more viable strategy before beginning their advocacy efforts. Further adjustments were discussed and decided upon in the monthly meetings, depending on the effectiveness of the existing strategy and the new threats and opportunities that developed. Thus the strategy was always an actively discussed and changing part of the project.

Cultivating the Media

The ability to cultivate media coverage was identified across the board as a weakness in the initial assessments, and experience revealed the accuracy of this judgment. This was an issue for even the most technically accomplished and professional organizations and continues to be the aspect of advocacy work that is least grasped by the CSOs as well as the one to which they are the most adverse. Positive media coverage is a necessary part of any national-level advocacy campaign and can easily determine its success, so serious efforts were warranted in trying to improve skills in this area. Four formal workshops on media -- featuring discussions lead by well-known journalists and hands-on training in writing press documents and arranging press conferences -- were held over the course of the project. Eleven organizations received direct coaching from experienced journalists in creating a media strategy, writing press releases and invitations to press conferences, do's and don'ts of different types of press interviews and filmed practice interviews. The lack of experience in speaking in front of an audience was a primary obstacle for many people, so three public-speaking workshops were added to the media training.

Finding Common Ground: Negotiations

Much advocacy work requires organizations to find common ground with other organizations, political parties and with the decision-makers themselves. The ability to negotiate solutions to satisfy divergent interests and eventually agree to a single proposal is one of the most basic advocacy skills, particularly in direct lobbying and creating alliances. Often individuals have innate abilities in analysis and negotiation but no formal training. In this case training can help them identify what works for them and how to improve their ability to negotiate. Those without this ability may never make great negotiators, but can increase their effectiveness by recognizing situations in which negotiating a solution can resolve an impasse and being more cognizant of their own negotiating style. Three workshops on negotiations were provided to different groups of people and organizations, and individual technical assistance was provided to four organizations while they engaged in processes of ongoing negotiations related to their proposals.

Working Together: Coalition Building

Successful advocacy includes building power by convincing other individuals and organizations to join your efforts. Creating alliances or coalitions is one of the most effective ways to build power, but these types of organizations are also fraught with difficulties as different institutional cultures try to work together on an issue that has serious implications for each one. Difficulties commonly arise over strategy, tactics, and focus, but the real road-blocks are found in

decision-making and how credit is shared. In order to explore all of these thorny issues and offer the benefit of her experience, CPG sponsored a two-day seminar with an experienced Washington, DC-based lobbyist. Participants in the workshops brought their own experiences into the discussions since everyone had some experience in participating in a network or coalition. Several leaders of Salvadoran coalitions were invited to speak about their experience during the workshop.

2) Institutional Strengthening Training

Organizations with serious deficiencies in their structure or management capabilities will not be able to become effective advocates if their institutional issues require an excessive amount of ongoing attention. The struggle for survival can become an all consuming activity, particularly in newer organizations, thus leaving little to no time for advocating for policy change. CSO management and sustainability in this context become important background issues for supporting advocacy. At the same time, many issues are not readily identified as basic advocacy skills, yet are needed as part of important advocacy activities such as organizing and research capabilities.

Enhancing CSO organizing and mobilization skills

While all existing organizations have some organizing ability, assuring equity and democracy are elements of organizing that are often overlooked. The ability to involve individuals and organizations in a common effort which creates an opportunity for real participation and keeps people engaged is one of the most important supporting tasks for advocacy initiatives -- larger groups of people are listened to more than smaller ones. Achieving a broader membership, building the necessary cohesion and maintaining active involvement over time often necessitates skills in democratic leadership, the ability to facilitate inclusive discussions, and membership expansion and retention strategies. Building and improving this capacity in NGOs and civic organizations was a challenge that had to be addressed in order to fortify organizational strength. Thus a series of workshops were sponsored on leadership, facilitation of group activities, and membership strategies. A variety of organizations participated but the seminars were aimed primarily at membership organizations or citizen associations whose primary power base resides in their membership.

Gender inclusion in organizational structures is a substantive issue that must be addressed in each civil society organization. But it is a particularly critical issue in membership organizations where membership has traditionally been overwhelmingly, and frequently exclusively, men. Breaking barriers in these organizations demands not only the willingness of the leadership but also an understanding of how gender exclusion occurs, along with practical strategies for eliminating the barriers that keep women from participating. A training-of-trainers workshop was provided for two such membership organizations whose membership is primarily rural males, since their leadership expressed both concerns as well as a willingness to address the issue. Over twenty trainers participated in a two-day training in how to prepare and facilitate gender-awareness workshops. The reproduction of the workshop among the membership of both organizations has been active and successful. While there continues to be a large gap in the participation of men and women, more women have clearly begun to participate and take leadership positions because of the active encouragement provided by the trainings.

Developing Research Capacity

One of the deficiencies identified in early project evaluations, and confirmed in practice, was the inexperience of CSOs in objective and well-founded policy research. While a great deal of research is apparently done by CSOs, the quality and, in particular, impartiality is generally lacking. In order to gain credibility and have useful tools for advocacy, CSO research on a given policy issue must be technically sound and have an acceptable level of objectivity. In order to address these difficulties, the Project provided technical assistance to several organizations with professional researchers during the process of the research activities, and sponsored scholarships for four individuals from different organization in a university course on statistics. A particularly important policy research issue is the analysis of public budgets, both in content and in implementation, which has been virtually unexplored in the context of El Salvador. The technical assistance provided to several organizations on how to analyze public budgets was severely limited by the inaccessibility of this information in the public sphere. While we could train people in how to analyze budgets, gaining access to the necessary information from the government is an arduous task which is frequently and effectively blocked by officials.

Improving CSO Management

Capacities in organizational management vary greatly among individual organizations. Over the five years of the project, CREA worked with membership organizations with little to no formal administrative structure or skills as well as with well-developed technical organizations. The training needs of the former were in basic issues of financial management, computer literacy, and support for attaining legal status, whereas the needs for the latter were in support for human resource management, solutions for financial deficiencies and the design of web sites, documents and data bases. The type of training provided to organizations was based on an initial assessment of needs and their requests. A significant effort was expended in the area of financial systems and management because most organizations had some level of deficiency in this area. Strategic planning was an area of common need for many organizations, and six organizations received facilitation of planning processes. Issues of human resource management received less attention, only two organizations requested support, primarily because organizations are less cognizant of their difficulties in this area. Three organizations requested and received support in legally registering their organization -- two of the processes had been delayed for over a year and all three organizations attained their legal status. Eleven organizations needed some form of help with computer technology, whether in basic computer skills for their members, web site or data base design or programs for desktop publishing. Needs were evaluated and responded to based on the contribution that the training would make to the overall sustainability of the organization over the long-term, although the training activities often also helped to resolve immediate skills needed to implement the sub-grantee project.

Creating a Culture of Organizational Sustainability

Organizational sustainability is an issue of increasing importance in the CSO community due to the overwhelming dependence on international funding and the reality that this funding is diminishing over time. Project staff recognized this growing need from the initial assessment, and over the course of the project discussed options for addressing the need with a variety of

organizations. The end result of this process was a course on organizational sustainability covering eight key issues over a nine-month period, designed to train mid-level organizational leaders to be able to replicate processes and increase sustainability for their own and other organizations. Issues covered in the 184 seminar hours included: human resource management, administrative and financial resources management, role and development of board of directors, quality control for CSOs, strategic planning, social issue marketing, fundraising with international and national donors, and planning and feasibility analysis of self-sustaining economic activities. Each organization produced a sustainability plan at the end of the course that evaluated the needs of their organization and proposed a series of training and other activities to resolve the identified deficiencies. By March 2005, implementation of the plans was well under way in six of the participating organizations, with planned activities extending in most cases over a year-long period.   The most active organizations decided to come together to create a create a consortium to mutually support their training activities, share knowledge and skills, and participate in discussions with donors about CSO needs and vision for the future. The Consortium of Social Organizations for Sustainability formed in January 2005, two months after the end of the course, with six founding organizations. The public presentation of the organization was held in March of the same year.

3) Document Production

Direct training and technical assistance activities are very effective, but their scope is limited to the small number of individuals and organizations that can reasonably become involved directly in those activities. Recognizing the need to reach a wider audience, the Project elaborated a series of written documents that included databases of donors and media in El Salvador, manuals on cultivating media and lobbying the Legislative Assembly, and case studies documents describing the advocacy experiences of counterpart organizations.

Providing Fundamental Information: Data Bases

One of the difficulties in working with news media in El Salvador was the lack of systematic information with basic contact information. CSOs sometimes had their own list of contacts, and publicity companies had their own, but neither were thorough listings of all the news media in the country. The Media Data Base, originally produced in 2001 and updated in 2004, includes the names and contact information of many of the relevant media contacts in the country from the print, television and radio news media. Entries include physical, electronic and telephone contact information for the media owners, editors, and reporters. The data base contains detailed information on all of the major news outlets in the country, with 49 different entries covering ten newspapers, 28 radio stations, ten television stations and one electronic magazine. The finished data base was sent in electronic form to the entire CREA data base of CSOs.

The Donor Data Base, produced in 2005, is a by-product of the sustainability course, which clearly revealed the need for a tool of this kind. The number of international donors, their contact information, their programs and the issues they support have not previously been clearly organized in one place. Each organization keeps information on its own donors, but has no idea how many other donors are operating in the country. Even the Foreign Relations Ministry does not have a complete accounting of all the donors funding projects in El Salvador. The collection

of information was hampered by the indifference and occasional refusal of donors to provide information for the data base, and thus falls short of a comprehensive listing. The Donor Data Base includes detailed information on 113 donors, and provides both donors and CSOs with the most complete information on donors in the country.

Creating Tools for Advocacy: Capacity Building Manuals

Citizen understanding of the internal mechanisms of the Legislative Assembly and how to promote proposed legislation is a basic requirement for a functioning representative democracy. The need for accurate information on the workings of the Legislative Assembly, the most accessible and representative branch of government, became obvious early on in the project. Each discussion with a CSO, even those experienced in advocacy, yielded increasingly confusing and contradictory information about how the Legislative Assembly works, and particularly the stages of approval of proposed legislation. In order to resolve this excessive level of mystery surrounding the procedures of the legislature, CREA produced the first edition of *Political Advocacy in the Legislative Assembly: A Citizen's Guide* in 2002, and an updated edition in 2004. The manual presents a step-by-step guide for CSOs on preparing their initiative for presentation, a description of the stages and mechanisms of each step of the legislative process, concise suggestions as to what to do at each step of the process and short case studies on a variety of CSO experiences with the Legislative Assembly. Distributed to Assembly deputies, CSOs and public schools, the guide is the only existing document that describes how citizens can advocate within the Legislative Assembly.

A free press is basic to any democracy and an important element of this is the need of citizen organizations to gain coverage for their interests and issues. A profound lack of knowledge and skills permeates Salvadoran civil society on the issue of media work, but perhaps more difficult to overcome is the aversion, misunderstanding and fear of working with the mass news media. The Project has dedicated significant effort to changing this attitude and helping CSOs gain the knowledge and the experience to feel confident in their work with the media. One of these efforts is the publication in 2005 of a short manual on media work*, Advocacy Tools: Cultivating Coverage in the Mass Media.* The manual explains media structures, motivations and gives practical advice on how to get positive coverage in the news media.

Learning from Experience: CSO Case Studies in Advocacy

A project, even of five years, is unable to fund or train as many organizations as would be necessary to truly create a culture of civic advocacy in a given country. The most that can be hoped for within the limited context of a project is to contribute to the establishment of good advocacy practices and positive advocacy experiences. Given the temporary nature of the project, generating a group of core leadership within CSOs that believe in the potential of advocacy to deepen democracy and resolve problems that can then stimulate greater interest throughout the sector has been a fundamental goal of the project from its inception. This has been achieved in part by the experience of the organizations in their advocacy efforts, but in order for that experience to have impact beyond the individual CSO, the experience must be shared with others. Unfortunately past advocacy experiences have all too infrequently been documented in El Salvador -- only one or two case studies existed at the time that CREA began the current project. The publication of two case studies documents about the experiences of CREA

counterparts facilitates the sharing of information among CSOs about their advocacy experiences and begins to create a body of documented advocacy experiences in El Salvador. *Constructing Democracy: Experiences from Salvadoran Civil Society -Volume I,* published in 2003, and *Constructing Democracy: Experiences from Salvadoran Civil Society -Volume II,* published in 2005, describe the experiences and lessons learned of 20 organizations in their advocacy campaigns. Each case documents the challenges, key decisions and strategies used during the campaign. While many of the experiences were not ultimately successful in achieving the adoption of their policy proposal, all contribute to the understanding of how to do advocacy in the context of El Salvador.

Impact

The nature of advocacy is one of risk—proposals are created, presented and maneuvered through the policymaking process with no guarantee of the final outcome. Within this context funding, strategy and individual skills are important factors, but none can guarantee success. Millions of dollars are spent in the U.S. and Europe on advocacy campaigns, headed by professionals with years of experience, and yet they still do not always achieve passage of their proposed policy. The health reform package proposed during the presidency of Bill Clinton is a perfect example of the uncertain nature of public policy advocacy: no amount of funding, clout or strategy was adequate to pass the legislation.

Even in the context of countries with long histories of democratic institutions and practices, advocacy campaigns are not exclusively judged on the success or failure in achieving policy change, but also in how the issue was advanced within public opinion, the relationships created with decision-makers, the alliances constructed with other organizations, new skills acquired in the organization during the campaign and the level to which ordinary citizens became engaged in the issue. If these are the measurements of success in countries with extensive democratic experience, the measures for advocacy success in developing and young democracies should not be more stringent. In reviewing the success or failures of advocacy efforts in such countries our questions cannot only be: "Was the policy proposal approved and implemented?" but also, "How did the process of advocating for the proposal advance democracy in the country?"

Recognizing this reality, USAID established indicators for the civil society component of the Citizen Participation and Governance Project that measure the number of significant submissions by CSO coalitions or CSOs to legislature and other Salvadoran government authorities, improved advocacy skills of CSOs and the number of CSO coalitions supported by the project. Along the same lines, the USAID draft paper on advocacy from December 2001, *Supporting Civic Advocacy: Strategic approaches for donor-supported civic advocacy programs*, suggests a series of performance measurements for advocacy projects that include measuring different levels of change on the macro level (national level policy change), meso level (sub-national policy change) and micro level (organizational or community change). On the micro level suggested measurements include relationship building, skill and leadership development, organizational structure development and citizen empowerment. For the purposes of this report, both of the formal indicators assigned to the Project by USAID as well as the measurements suggested in the draft paper will be evaluated. Additionally, the advocacy skills and institutional strengthening indices proposed by CREA will be discussed.

> *IR 2.1. More politically active advocacy organizations*
> > *Indicator: Significant submissions by CSO coalitions or CSOs to the legislature and other Salvadoran government authorities*

Significant submissions are defined as draft laws, position papers, proposals or relevant studies that are presented to Salvadoran governmental authorities at the municipal or national level and to any branch of government. Each CSO project supported by CREA has presented at least one significant submission, although several projects have presented more than one. Over the course of the project, a total of 60 significant submissions were presented by counterpart organizations to government officials. This total includes the submissions presented by CSO counterparts under the advocacy and the transparency components.

> *Lower Level Result 3: Greater Number of CSO Coalitions Supported*
> > *Indicator: Number of Coalitions supported*

From its inception, the Project emphasized the benefits of working within broad alliances and coalitions to give greater potential to advocacy initiatives. A positive bias towards existing or forming coalitions was built into the selection criteria for sub-grantee projects.   At the same time there was recognition of the fact that alliances and coalitions that are induced by funding sources tend not to prosper in the long term. Of the 22 projects accepted under the civil society component, 11[1] were either existing coalitions at the time of the acceptance of their project or formed coalitions or significant alliances with other CSOs during their projects. The following are the coalitions supported during the Project:

- Women's Coalition – a coalition of 5 women's organizations
- ANDAR – a coalition of 150 rural water systems
- Special Commission for the Integral Evaluation of the Attorney General's Office – an alliance of FESPAD, Lawyer's Federation, and FUNDAUNGO.
- ADECRECER- Grande – a coalition of eight rural communities in Chalatenango
- APSAL – a coalition of six health organizations
- FUNDE – created an alliance with 43 NGOs and facilitated the formation of an organization of 28 municipal citizen's committees
- ASDI- created an alliance with local community groups in La Union
- ASDI-UCA – created an alliance with FUNDE and CARE
- MIRE- created affiliates in Santa Ana and San Miguel
- ACOGIPRI – created an alliance with 7 other organizations promoting the rights of handicapped persons

2) Impact on National Policies and Legislation (Macro Change)

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[1] Due to a slight difference in the way coalition work was reported in earlier reports, the cumulative total from previous reports was 17 coalitions supported. Some of this was repetitive and thus was eliminated from the final number.

Changes in national-level policies are clearly the most difficult to achieve, whether it is changes in the policies of a ministry of government, a new law or changes in the policies of the judicial system. Advocating and achieving policy change nationally requires more resources, more time and a greater political and technical capacity than advocacy on a municipal level. Decisions involve many more actors and interests than municipal decisions and therefore are much more complicated. During the course of the Project, two of the national-level proposals were adopted by the respective decision-makers, one a series of measures to modernize and create greater transparency in the Attorney General's office and the other a group of legal reforms passed in the Legislative Assembly that improves the ability of single parents to claim child support from the non-custodial parent.

The Special Commission for the Integral Evaluation of the Attorney General's Office (*Fiscalía General de la República)* presented an assessment and 40 recommendations for legal, organizational and human resource changes within the institution to the Attorney General in October 2001. This commission, comprised of representatives from FUNDAUNGO, FESPAD and the Lawyers Federation, was a novel, blue-ribbon group from civil society, appointed by the Attorney General to assist in the purging process and in making recommendations for permanent reforms to the institution. Among the reforms proposed included those to the Organic Law of the Attorney General's office, the creation of an internal Auditing Unit for Systems and Processes, and an Internal Affairs Unit. The Attorney General accepted the recommendations and analysis in their entirety, and set up an internal working group to provide follow-up to the recommendations.

The Women's Entrepreneurial Organization (known as OEF, for its Spanish initials) originally proposed reforms to the form in which child support is established, enforced and collected in the Child and Adolescent (protection) Code sponsored in the Legislative Assembly by El Salvador's First Lady. When it became clear in 2003 that the new code didn't have enough votes to pass, OEF changed its strategy and worked with the Legislative Assembly's Commission on the Family to include its original proposals as reforms in the Family Code, the Family (Judicial) Process Law and the Penal Code. The reforms to the various codes were approved unanimously by the full Legislative Assembly on November 25, 2003, and signed into law by the President on December 9 of the same year. Some of the most significant reforms are the requirements and restrictions placed on non-custodial parents to show their child-support solvency in order to obtain a driver's license, gun permit, or a passport; emigration restrictions on parents with pending child support payments; weekend arrests for insolvent parents; prison terms for parents who transfer property in order to evade paying higher child support or present false declarations about their property in legal proceedings. The implementation of these reforms was held up for a year by the lack of funds to cover these additional activities in the national budget until early 2005, when sufficient funds were approved to carry out the enforcement of the reforms.

3) Impact on Municipal Policies (Meso Change)

Advocacy in the municipal arena en El Salvador has a greater possibility for success than that on a national level. This is reflected in the fact that all of the five counterpart projects that sought changes to municipal ordinances were highly successful. Municipal councils have between 8 and 14 members, depending on the population of the municipality, and decisions about municipal policies or ordinances must be approved only by a simple majority of the council

members. Most municipal decisions are approved by the votes of only five or eight people. In terms of advocacy, this is a much more manageable number of decision-makers than the 43 deputies needed to pass national legislation. That is not to say that advocacy campaigns in a municipal environment are insignificant. However, the impact and importance that these activities have on ordinary people is often much more profound than many national policy changes, and the sense of direct empowerment is equally as profound for those involved. Local-level advocacy efforts provide a direct experience of representative democracy that most people will never have at a national level while also providing a testing ground for developing skills needed to advocate on national issues. A few examples of impact at this level include the following:

*Salva*Natura advocated for and attained municipal ordinances in four municipalities in western El Salvador. These laws required the municipalities to carry out activities to assure that their citizens adopt conservation practices that support the large, national land preservation located in or on the borders of their municipal territory.

FUNDAUNGO proposed and won approval of municipal ordinances in four municipalities in western El Salvador that obligate the municipalities to carry out several participatory activities on a regular basis. These activities include public access to information about municipal decisions and funding, public accountability sessions, and opening municipal council meetings to the public.

ASDI advocated for ordinances controlling the disposal of solid and liquid wastes in five coastal municipalities in eastern El Salvador. Four of the municipalities approved both ordinances, while approval in the fifth was blocked by the mayor.

CEMUJER promoted and achieved approval of an ordinance in Soyapango, a populous suburb of the capital, committing the municipal government to educate and promote among the municipal population improved practices in sexual and reproductive health issues.

YEK INEME elaborated a municipal policy on conflict resolution in conjunction with citizens and municipal council members in three municipalities north of the capital. The policies were passed by all three municipal councils.

In each of these five cases, the ordinances were created within a participatory process facilitated by the organization with local citizens, municipal council members, and local representatives of national government entities. These processes assure that the policies are rooted in local interests and needs, and that a group is formed in the municipality which has a vested interest in the approval and implementation of the ordinance. Many of the citizens involved in these processes are interacting with their local governments for the first time. Thus the experience also serves as an example of participatory decision-making and the functioning of democracy.

4) Impact on Organizations (Micro Change)

In order for advocacy efforts to be effective, organizations and individuals active in civil society organizations have to engage in policy dialogue with the government. If they are to have

the staying power and capacity to have a real impact on society, they must hone their skills in advocacy and strengthen the sustainability of their organization. Understanding the potential for long-term change in advocacy requires measuring changes in attitude, perception, and skills levels of the primary actors, principally those who advocate, but also those who are on the receiving end of that advocacy in the government and, to some extent, in the news media.

CREA created a skills index for advocacy and one for institutional strengthening from beginning of the project that would measure the initial skills level and strength of counterparts. These indices were updated every six months until the end of the project. In order to more fully evaluate both the advances and remaining shortcomings of the organizations in terms of their advocacy skills, CREA interviewed nine counterpart organizations, six Legislative Assembly deputies and four journalists at the end of the project. The deputies and journalists were chosen because they had maintained some contact with one or several counterpart organizations during their advocacy campaigns. While the skills index conveys the evaluation by project staff, the interviews attempt to explore how organizations feel about their advocacy experiences and what they learned from it as well as how the actors with whom they interacted view them. The result of both mechanisms presents a fuller picture of the impact of the Project on the organizations as well as their willingness and ability to carry out advocacy campaigns in the future. A summary analysis of those interviews can be found in Appendix 3.

Finally, evaluating the value and impact of advocacy must include an evaluation of how the advocacy effort empowered the citizens involved. Empowerment implies involving citizens in the formulation of policy, consulting them about changes needed and facilitating their advocacy with authorities. The ability of ordinary people to become involved in and be effective in these activities is an important indicator of how much the concept of citizen action and advocacy has permeated a society, and therefore whether or not it will survive as a primary mode of accepted democratic behavior.

a) Advocacy Skills Development

The first cycle of projects -- which included ANDAR, MIRE (project 1), ADECRECER-Grande, OEF (project 1), ASDI, FUNDAUNGO, APSAL and SALVANATURA -- were evaluated using 40 advocacy indicators, each with a maximum value of one, so each had a maximum possible score of 40. In the second cycle of projects, research and monitoring were added to the original eight areas of skills evaluation so that OEF (project 2), ACOGIPRI, FUNDE, MIRE (project 2), ASDI/UCA, Yek Ineme and GMIES were evaluated based on a total possible score of 50. Indicators were grouped into skills areas, with five indicators for each of the following areas: advocacy planning, alliance building, coalition work, lobbying, research, monitoring, working with constituencies, working with media, education and consciousness-raising, and systematization of the experience. Not all of the areas applied to every project, so overall scores are generally below the maximum. The project with the Special Commission for the Integral Evaluation of the Attorney General's Office and the first projects with FUNDE and CEMUJER were not evaluated, given that they were short-term projects. The following table presents the baseline, target and final scores for each organization.

	Baseline	*Final*	*Target*	*Total*
ANDAR	6	36	29	40
MIRE (Project 1)	6	31	29	40
ADECRECER-	4	33	33	40
OEF (Project 1)	3	33	25	40
ASDI	4	33	32	40
FUNDAUNGO	0	26	32	40
APSAL	8	35	36	40
SALVANATUR	1	28	32	40
OEF (Project 2)	13.25	35.25	40	50
ACOGIPRI	9.25	30.5	31	50
FUNDE	3	30.5	25	50
MIRE (Project 2)	11.5	28	31	50
ASDI/UCA	1	22.25	37	50
Yek Ineme	2	30	31	50
GMIES	2	30	31	50

As is evident from the table, most organizations approximated, met or exceeded their target scores. While this is a relatively accurate reflection of reality, it does not accurately allow for differences in project length, funding or decisions on strategy that effectively eliminated work in a skills area for which targets had previously been established. These realities were factored in subjectively by the scorer. On the whole, scores should not be seen as evaluations, either positive or negative, of the organizations themselves, but rather of the projects and the individuals that implemented them. One of the weaknesses of capacity building is that, by its very nature, skills are transferred to individuals not institutions. Assuring that multiple individuals in an organization are trained can ameliorate, but not eliminate, this fundamental fact. As those individuals leave the organization, they take those hard-earned abilities with them.

The most consistent advances across the board were in planning and systematizing the experience, primarily because these elements were a required part of every project and thus unavoidable. It must be said, however, that after some initial resistance in a few organizations, all of the counterpart organizations quickly found these requirements to be useful in their work, and several have maintained the practices even after ending the project. Other clear advances were seen in lobbying, media, alliances and work with constituencies, although these tended to vary among groups, as did the expectations. Skills in coalition work, research, monitoring and education were not always incorporated into the individual projects and so could not be consistently measured across the board.

b) Institutional Strengthening

The first cycle of projects -- which included ANDAR, MIRE (project 1), ADECRECER-Grande, OEF (project 1), ASDI, FUNDAUNGO, APSAL and SALVANATURA -- were evaluated on 18 institutional strengthening indicators, each with a maximum value of one, so that each had a maximum possible score of 18. These projects were evaluated on skills levels including those related to finance, computer use, fundraising, strategic vision, leadership, and external relationships. In the second cycle of projects, computer skills were dropped from the index while fundraising, strategic vision and leadership were streamlined into a single category of six organizational sustainability indicators. In the second cycle, OEF (project 2), ACOGIPRI,

FUNDE, MIRE (project 2), ASDI/UCA, Yek Ineme and GMIES were evaluated based on a total possible score of 12.

	Baseline	*Final*	*Target*	*Total Potential Score*
ANDAR	5	11	12	18
MIRE (Project 1)	11	13	13	18
ADECRECER-Grande	2	10	12	18
OEF (Project 1)	12	15	15	18
ASDI	9	17	17	18
FUNDAUNGO	8	14	14	18
APSAL	5	12	16	18
SALVANATURA	17	17	17	18
OEF (Project 2)	10	12	12	12
ACOGIPRI	3.25	7	7	12
FUNDE	7.5	10.5	10	12
MIRE (Project 2)	7	7.75	9	12
ASDI/UCA	6.25	9	9.5	12
Yek Ineme	2.75	8	10	12
GMIES	3	8	10	12

Most organizations either met or came close to meeting the target goals set out for them. In general, CREA project staff was much more conservative in their evaluations during the second cycle of projects, primarily because when the indicators were streamlined, only the most stringent were kept. This change is evident when comparing the scores for organizations which participated in the first and second cycles of projects, like OEF, ASDI and MIRE.

Across the board, organizations consistently advanced in financial matters and external relationships. As can be clearly observed in the table of training and technical assistance (Appendix 2), financial skills were a key focus because of the impact these abilities, or lack thereof, have on donor willingness to fund an organization as well as on the overall transparent functioning of the organization. External relationship skills increased within the organizations, since the activities of the advocacy project in building new relationships with other organizations, government and the general public creates a collateral benefit for the organization as a whole.

Advances in fundraising, strategic vision, and leadership in the first-cycle projects and in sustainability for second-cycle projects were more difficult to attain, although clear advances were achieved in each organization, primarily in gender training, strategic planning and sustainability planning. A greater emphasis was placed on these longer-term organizational issues in the second half of the project, and specifically in the course on organizational sustainability. The formation of the Consortium of Social Organizations for Sustainability is an unexpected result of the sustainability course, one which impacts the participating organizations, but also on which has a potential for affecting many other organizations beyond its membership.

Among the counterpart organizations interviewed, the training and technical assistance in finances and administrative issues were the most frequently mentioned. ACOGIPRI, ANDAR and ADECRECER all recognized that the trainings in this area had been useful to their organizations in developing their financial structures. ANDAR and ADECRECER specifically recognized the importance of CREA's support in attaining their legal status as an organization. The organizations that participated in the organizational sustainability course recognize that the skills gained in the course, and the network of organizations built over the course of the nine months, have given them a significant resource for continuing to construct a more sustainable future for their organizations.

c) Citizen empowerment

Most of the projects included significant components of education, consultation and social mobilization. Using participatory methodologies, the counterpart organizations brought people to the table to express their opinions about possible solutions. In most projects, the proposals were consulted with the citizens directly affected by the problem in order to assure that the proposal was well grounded in real needs and that solutions were viable. Proposals were frequently added to or changed as a result of the consultation process. The following is a summary of how people were engaged in the different processes and an estimation of how many people became involved.

- OEF consulted with 720 people in San Vicente on their proposals to modify legislation to increase parental responsibility for their children in a series of workshops. As a result of these consultations, several of the original proposals were modified to better fit with economics realities and family dynamics.
- 209 people were involved in the analysis of the National Territorial Reordering Plan in local-level workshops across El Salvador, led by ASDI/UCA as part of their project.
- ANDAR consulted their full membership base about their proposal on rural water in 52 workshops held in every department in the country. 7,000 members of ANDAR participated in marches to the Legislative Assembly, and hundreds of members sent letters or visited their deputies to advocate for the passage of the proposal. ANDAR grew significantly as an organization as a result of the project, going from a membership of 120 rural water systems representing 20,000 people to a membership of more than 150 rural water systems representing 30,000 people.
- ADECRECER-Grande involved 300 community members in the elaboration of their proposal, which sought to entrust the long-term care of lands owned by the hydroelectric authority (CEL) to the communities surrounding the area of the dam. Over a hundred members of the community participated in the presentation of the proposal to the Legislative Assembly, and dozens participated in the lobbying of deputies and in presentations to the news media.
- Yek Ineme educated 320 people in three municipalities in northern San Salvador on alternative conflict resolution and created municipal policies designed to favor conflict resolution with the participation of the same individuals. The methodology engaged local and national authorities as well as citizens of the municipalities in determining how to best deal with and prevent the conflicts that occur most frequently in their towns.

- SALVANATURA consulted 250 people in five municipalities in western El Salvador on the need for conservation in the area, and involved the same people in the creation of municipal policies to conserve the natural resources of the municipalities.
- FUNDAUNGO carried out a series of workshops in which municipal policies on citizen participation were designed, with the participation of 500 people in five municipalities in Santa Ana,
- 900 people in five municipalities in La Unión participated in the design of municipal policies on the treatment of liquid and solid waste products as part of the project with ASDI.
- MIRE convinced 20,000 people to sign on to their basic platform for electoral reform. In order to deepen the commitment of their supporters, they also held assemblies, in which several hundred people participated, in the three major cities of El Salvador. Finally, chapters of MIRE were formed in San Miguel and Santa Ana each with an initial membership of about 30 local people.
- FUNDE consulted members of local citizen participation councils, generally known as CDLs, in a series of workshops in the three primary regions of El Salvador, eventually involving and developing relationships with 51 CDLs. As a result of this work, a group of 28 CDLs decided to form the Citizen's Roundtable for Participation and Transparency in El Salvador. The new group received extensive facilitation from FUNDE, has gone on to lobby their deputies in favor of the proposal they helped to formulate and gave a presentation to the Municipal Affairs Commission of the Legislative Assembly.

Lessons Learned

The Project has left CREA with numerous lessons learned about advocacy, the possibilities and limits of training, selection and administration of sub-grants and the challenges of advocacy projects. Project staff and counterpart organizations have deepened their own understanding of advocacy and what seems to be most effective in the context of El Salvador. Recording and sharing these lessons, learned both within El Salvador and among donors, will hopefully deepen the collective knowledge about how to create actively democratic societies.

A. Lessons Learned about Advocacy

Characteristics Needed for Political Advocacy Work:

Willingness to take risks. Organizations tend to see advocacy projects as risky since their initiative may or may not be approved by the government after all the work they do. In the preparatory phases of these projects, organizations frequently worried about the wisdom of risking their reputation on their ability to do successful advocacy work. The board of directors of OEF, for example, expressed serious reservations along these lines but was finally convinced by the executive director to take the risk. The decision to participate or lead an advocacy campaign should not be taken lightly, because it has serious implications: any organization that decides to go forward will have to continue risking their image with public positions, alliances with other organizations and citizen action in order to be successful.

Analytical and flexible. Advocacy processes require a willingness to constantly reevaluate strategies and activities, and to change them when necessary. Few organizations are able to create a strategy at the beginning of a campaign that will work for the whole period of the campaign. This is true not only because of a lack of experience, but also because the situation itself tends to change frequently, and organizations have to react to new scenarios. The most successful groups are able to evaluate their work objectively, admit their mistakes, and correct them quickly.

Openness to building productive relationships with various sectors. Another important characteristic for organizations is a willingness to work in partnership with a variety of different people and organizations. All 20 organizations supported by CREA were surprised at some point in their campaign to find they had made inroads with individuals and sectors where they had not expected to find support. Advocacy work requires the building of positive and productive relationships of trust. This is true whether with other organizations, government officials, or individuals. This characteristic was mentioned repeatedly by Legislative Assembly deputies and journalists in the interviews as the most important change that most CSOs need to make in order to be more effective.

Ability to build relationships of trust with government actors. Openness is particularly important in relationships with government officials, since they are generally the people who have the authority to pass the policy proposal. Relationships between organizations and officials in El Salvador are tense and mutually distrustful and have been so for decades, a legacy of the war and authoritarianism. Changing this and creating relationships of trust requires time and serious effort. Unfortunately, the burden of changing the nature of the relationship will almost always be borne primarily by the CSOs, which will have to provide initiative, creativity and steadfastness in order to overcome the mistrust.

Commitment to the initiative. The organizations that have won the passage of their legislative initiative have sustained a strategically focused effort over a medium-term period of time. Making just a fleeting effort or attempting to win it all at once does not usually help to achieve the proposed objective. In the same way, handing a draft proposal to the appropriate government authority without giving it any follow-up does not usually accomplish much. No matter how much time has been invested in an initiative, it will die if the promoting organization abandons it.

Skills Necessary for Political Advocacy Work

Organization. The ability to organize people—to form a coalition or start a new civic organization—is one of the most important and underestimated skills for advocacy work. There is a general perception that organizing work is easy or obvious. Our observation is that it requires quite a bit of talent and facilitation/negotiation experience to be able to: identify a common interest, get people actively involved, come to agreements on strategy, and achieve a working balance among the many individual and organizational leadership styles.

Media. The least developed capacity in all of the organizations is the ability to create communications strategies and work effectively with the media. In spite of the importance of media work for influencing public opinion and getting out a message, most organizations still do not prioritize it. They do media work reluctantly, if at all, and find it even more stressful than

lobbying government officials. Given its importance, however, media work deserves special attention.

Lobbying. People who lobby government officials need to have certain qualities and skills. Some of the most important are:

- Ability to create positive relationships with people of different ideologies, political parties, religions, points of view, etc.
- Ability to understand and bring together diverse interests and negotiate a solution.
- Analytical ability and an understanding of the issue involved.
- Commitment to the issue and ability to stay with the initiative over the long term.
- Willingness to take risks.
- Problem-solving ability.

Monitoring. Civil society groups are just beginning to explore how to monitor policy implementation and audit the processes and procedures of government institutions. There have only been a few experiences so far, but they have been encouraging enough to indicate that there is a great deal of potential for work in this area.

Research. Researching the way governments function and monitoring their policies requires analytical skills and a minimally acceptable academic methodology, if the resulting research is to be credible. Research must be very relevant to the advocacy issue for it to have an impact. In addition, the results should be expressed clearly and disseminated widely. Collaboration between academics and advocacy organizations is ideal. An academic adviser may orient the research of an organization, or an arrangement might be made whereby the academic organization produces the research and the organization does the advocacy work.

Opinion Surveys. If an advocacy organization needs to conduct a survey, it will need to seek the help of a respected survey organization. The organizations must accompany the process, however, by providing documents and specific information about the survey topic. The advocacy organization can also assist by providing the support necessary to produce the most useful executive summary, since survey reports tend to be presented in a very academic form.

Information. The monitoring phase of an advocacy process requires a medium-term time commitment; projects of less than one year have met with a great deal of difficulty because of the lack of relevant information. In some cases, the only thing that could be documented was the government's lack of will to turn over the needed information.

Objectivity. The objectivity of the research is fundamental. It is difficult for the same people that do the advocacy work to do the monitoring and research work. They tend to be too involved in the issue to avoid having preconceived notions about possible policy responses, and this lack of objectivity contaminates the research.

B. Lessons Learned about Training and Technical Assistance

Training in a formal setting is efficient in terms of getting basic ideas across to a large number of people, but technical assistance or coaching someone who is already experienced in the needed skill is more efficient for honing the skills of an individual organization.

Training an organization in a skill they will not immediately put into practice is almost wholly ineffective. Organizations and individuals must be trained at the time when they need the skill; otherwise, any information gleaned is lost with the passage of time.

No amount of training or coaching can take the place of experience. The most notable instances of increased abilities observed during this project have been with organizations that have used the training provided as a springboard, directly using what they have learned, making mistakes and correcting them.

The best trainers are those who know the issue from practical experience; for example, journalists for media training, successful negotiators for negotiations, experienced lobbyists for training in lobbying, etc. However, care must be given to finding professionals with good communications skills and preferably with some training experience.

Choosing trainers with previous experiences with CSOs is also important. Many professionals know their topic well and have experience training others, but cannot relate to the needs, procedures and culture of CSOs.

Training programs must be coherent and offer the same basic training units to all participants on advocacy. However, a great deal of flexibility is also necessary in providing institutional strengthening to compensate for and resolve the weaknesses of individual organizations that hamper their ability to carry out an advocacy campaign.

No matter how much training or coaching is given to an organization, it does not translate into a benefit for the organization unless they are able to retain the individual employees that acquired the skills over the medium-term. Special attention must be given to the organizations' human-resource management capabilities and their overall financial sustainability in order to assure the benefit of training.

C. Lessons Learned about Project Selection and Management of sub-grants

The potential for success of a given sub-grant is determined by the interest and drive of the organization. Skills can be taught, whereas a passion for the issue and a determination to change the status quo cannot. Donors supporting advocacy projects should look first at organizations that are already doing advocacy, with no external funding, since these are the most clearly committed.

Projects should start with a basically reasonable proposal, a feasible initial political strategy and an action plan, although none of these has to be fully developed. Each of them should change and develop over the course of the project; this should be allowed and encouraged to happen. The most important criteria for selection are whether or not the organization has a basic understanding of advocacy, a feel for political strategizing and the willingness to work across political and ideological lines.

Those selecting the projects must strictly avoid allowing their own ideological and personal views to influence the selection process, as this is a formula for denying potentially good projects and approving ones with little merit. This is a particular challenge in highly polarized political environments.

In selecting projects, it is important to look at the organizations' past work. While most organizations applying for funding will not have experience in advocacy *per se*, their performance in other projects is important in judging their technical abilities, the general quality of their work and their administrative capacity.

Discussing potential grantee organizations with other recent donors of the organization is a good practice, in order to evaluate the organization's capabilities and administrative transparency.

Because the project cannot primarily be judged on the adoption of their policy proposal, donors must evaluate the project on what was done, whether or not it made sense in the context of the situation and if the organization really challenged itself to try new tactics and strategies. Close monitoring gives greater security, both to the donor as well as to the organization, allowing the donor to become an external witness to the decisions and activities of the organization.

Donors should allow a great deal of flexibility in changing plans in advocacy projects, without allowing a total lack of planning to take over. Grantees should be encouraged by the donor to be analytical, and to change strategies and activities if necessary to improve the possibilities of success in the advocacy proposal.

Advocacy projects are fundamentally labor intensive, so funding should be made available for project staff. Organizations may be able to win the approval of their proposal without publications or paid media spots, but they cannot be successful without organizers, lobbyists, and researchers. While projects will vary, in our most recent experience, some projects required two to three full-time staff with a variety of skills working for 2-3 years to carry an advocacy campaign to successful completion.

B. Legislative Assembly

Introduction

This section summarizes the results of the Public Participation in the Legislative Process Program (Participation Program) implemented by the University of Texas in Austin (UT) under subcontract #271/2000 with Creative Associates International, Inc.. The Participation Program was designed to be compatible with the citizen participation components of the Modernization Plan of the Legislative Assembly of El Salvador.

The results obtained during this five-year period are framed within the Assembly's efforts to promote legislative modernization. Because of the great importance of modernization for the consolidation of democratic systems, various international organizations have placed a great deal

of emphasis on providing technical and financial support to projects aimed at strengthening legislative bodies.

In El Salvador, the Internal Regulations of the Legislative Assembly formally establish mechanisms for citizen participation. These mechanisms are generally used only during legislative plenary sessions and in commissions. Legislative work commissions, for instance, can ask government officials, representatives or technical advisers from any public or private institution to come to the Assembly and help inform their work. They can also solicit from government entities, municipalities, and private institutions the reports and documents to support their activities. In addition, when they consider it appropriate and upon previous request in writing by an interested party, the commissions can provide a hearing on matters within their jurisdiction.

Citizen participation in the plenary sessions occurs when the Assembly receives a written request from a citizen and, at its discretion, agree to listen to that person's concerns. Upon accepting the request, the Assembly's Governing Board sets the time for the address to happen and can extend that time period if it desires. The petitioner(s) would have the opportunity to address the Assembly immediately after the secretary reads the petition, motion, or legislative proposal contained in the request. The citizen is only allowed to address the issues contained in the written request and authorized by the Assembly.

Thus the traditional mechanisms for citizen participation in the Assembly can be described as rigid, strictly specific, and limited. Given the clear need for a specialized and properly articulated service to citizens in this area, the legislative modernization process in El Salvador prioritized increasing citizen participation. The institutional citizen participation weaknesses described above were analyzed and studied at the behest of the Assembly, which created the Technical Committee for Modernization, said the Committee received support from USAID beginning in 1997 and from the International Development Bank (IDB) in 1999.

The diagnostic results of the analysis led to the design of current UT/USAID and IDB-funded programs supporting modernization. The programs' primary objectives are aimed at funding and supporting the development of projects that improve attention mechanisms for citizens and channeling requests from citizens to the Assembly. Legislative authorities firmly believe there is also an urgent need for parallel strengthening in legislative, administrative, and computer technology areas. This work must be done in order to guarantee the population an efficient and institutional response to their demands and promote their participation in legislative tasks.

Thus, the assistance of international organizations attempts to respond to institutional needs in the administrative area, but even more importantly in the systems for monitoring the process of formulating laws. This need was met by providing training on how to do technical analysis of legislative proposals, legislative research, and incorporate citizen input in the study and discussion of the legislative proposals, both in the commissions and in the legislative plenary.

In October 1999, the first steps were taken to find technical support for the Assembly for to develop a Modernization Plan. Support was needed primarily for three components of the plan:

Citizen Participation; Technical Assistance; and Education and Training. The Participation Program provided this support.

By September 2002, tangible results were seen in the establishment of the Legislative Support Unit and the Intern Program, which the Participation Program proposed to the Assembly. Given the impact of the first phase of the Participation Program, UT—in continuing collaboration with CREA International—received authorization in October 2002 to extend the work through March 2005 under the agreement on Citizen Participation and Governance.

For this period of extension, UT's objective was to help the Assembly monitor the institutional consolidation of the Legislative Support Unit (LSU) and its respective programs. In addition, UT played an important role in the innovative project for opening the Constituent Services Office and three new Departmental Offices (DO) of the Assembly.

Context

USAID has assisted the Legislative Assembly since 1990, when the Assembly began an institutional reform program through a capacity-building agreement (*convenio de fortalecimiento*) with USAID. The primary objective of this agreement was to strengthen the capacity of the Assembly to participate in public and political debate using analytical and well-supported arguments. The program helped the Assembly to find and strengthen technical assistance services, constituent services, and infrastructure. In a joint evaluation, both USAID and Assembly representatives agreed that the project had been successful.

In 1991, with the creation of the Technical Committee, the modernization of the Legislative Assembly became an institutional process. The Technical Committee was made up of representatives of all of the political parties in the Assembly as well as political and institutional advisers. Together they built the Committee's own philosophical foundations and ensured that the legislative modernization process would have a Salvadoran focus. The study of various international experiences in this area aided the work. The Committee's primary responsibility was to administer and provide follow-up to the agreement established with USAID. From this point on, international donors began to accompany modernization efforts promoted by the Assembly.

It is important to mention that the various political camps of the 1997-2000 Legislature began their legislative efforts by informing the population about an *Orientation Protocol* where they committed—among other things—to having the Governing Board "promote functional modernization through a participatory process and contribute to a greater democratization of the legislative body, by promoting a democratizing reform of the Internal Regulations of the Legislative Assembly, assuring in addition the collegial nature of the Governing Board and transparency in the tasks that pertain to this government body, including efficacy in the administration of the resources of this body."

On July 22, 1998, the Governing Board—through agreement No. 891—created a Modernization Committee that would provide and promote collegial and systematic support to the Governing Board and to the Assembly in general, by contributing to the planning, implementation, and monitoring of a sustained and comprehensive modernization process in the

Assembly. This was the result of the comparative analysis done previously by the Technical Committee and of the benefits obtained over more than seven years of work.

In terms of institutional strengthening and modernization processes, the Modernization Commission is responsible for:

1. **Administering the modernization process in accordance with the Modernization Plan.**
2. **Coordinating with each of the donor organizations to execute the components and projects of the Plan.**
3. **Administering institutional counterpart funds.**
4. **Recommending actions to the Governing Board based on the part of the action plan related to the use of counterpart funds and external financing.**
5. **Achieving greater efficiency and efficacy in the work of the Assembly.**

This Modernization Committee was transformed and elevated in rank to be the current Modernization Commission (MC), when the 2000-2003 Legislature modified Article 12 of the Internal Regulations of the Assembly. This change reflects the importance the Assembly is giving to the priorities of legislative modernization.

The seven components of the Modernization Plan are tools for the MC. They provide ongoing orientation for the leadership and decisions related to institutional modernization and to the execution of agreements with donor or lending agencies. The President of the Assembly presides over this Commission, which is composed of each of the political parties represented in the Assembly.

The Modernization Plan is of utmost importance to the work of the Participation Program. Its components are described here, with the first being especially important:

1. **Public Participation:** The plan allows for better, more consistent and effective communication between the Assembly and the public and promotes citizen participation in legislative work. More specifically, it includes the following objectives:
   a. To promote participation through the development of a civic education program whose goal is to improve public understanding of the role and function of the Assembly in a democratic society;
   b. To hold activities that inform the public about issues being considered in the Assembly and provide a forum for citizens to offer legislative proposals and initiatives;
   c. To conduct hearings and forums that allow the Assembly to interact both with the public in general and with other government entities;
   d. To create departmental offices for the purposes of establishing ongoing and effective communication with the public and providing certain services related to Assembly work.

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2. **Technical Assistance:** The plan establishes a high quality, professional, permanent, and sustainable program for internal and external technical support for Assembly representatives. This support would aid deliberations in the work commissions and help to offer a legislative product that better responds to the needs of the nation.

3. **Administrative Strengthening:** The plan supports and seeks to improve the administrative structure of the Assembly in order to achieve greater efficiency and efficacy.

4. **Strengthening the Legislative Process:** The plan improves both operative structure and legislative proceedings in order to make the Assembly's operations more dynamic, offer a product that is useful within the national reality, and respond to the demands of the population.

5. **Education and Training:** The plan provides information and develops skills that help Assembly staff work competently and efficiently in a productive and competitive coordination.

6. **Computer Technology:** The plan designs and implements a modern information system to improve technical support for legislative and administrative activities.

7. **Infrastructure:** The plan provides legislators, technical and executive personnel, and other employees with offices, equipment, and furniture that allow better internal and external communication as well as a greater efficiency and efficacy in personal work performance.

During the period in which the Program was being implemented, three elections took place in El Salvador. Two of these were the legislative and municipal elections for the 2000-2003 and 2003-2006 periods. The third was the presidential election for the 2004-2009 period. The legislative elections of March 16, 2003 resulted in a new legislature with a mandate from May 1, 2003, to April 30, 2006, and a political-administrative reorganization of the Assembly. A new Governing Board was formed with 6 of the 9 positions established by the Internal Regulations of the Assembly and where only two of the five political parties in the legislative plenary are represented.

For the purposes of the Participation Program work, it is also important to highlight the organizational changes that happened inside the Modernization Commission (MC) as a result of the makeup of the new legislature. Members of the MC were not selected until late May 2003, for example, which meant that the MC was established and began its first work sessions in late June.

Because of the MC's importance for developing and strengthening the legislative institution, the newly installed Governing Board decided to increase the number of assembly representatives with voting powers on the commission from 9 to 11 in order to give all five political parties more voice in making decisions related to the Modernization Plan. The Governing Board also decided that the presidency of the MC should be exercised directly by the President of the Assembly and that the MC should also have a vice-president. All of these changes were aimed at increasing the impact on decision making and improving the communication and coordination between the Governing Board and the MC on issues related to the activities and projects of legislative modernization.

Thirty-seven Assembly representatives—or 44% of the 84 total representatives—were reelected for the 2003-2006 Legislature. This had a direct repercussion on the configuration of the

MC, since only three of its original 11 members were part of the legislature in 2000-2003. This information becomes especially important in terms of the various activities of the Participation Program since it became necessary to conduct trainings on the background information, statistics, and information related to the action plans of the agreements that gave rise to the various MC programs. All of this resulted in pushing back the original target dates of the Participation Programs' work plan.

The 2004 presidential elections also had a significant impact on the work of the legislative assembly, since during the months of April, May, and June, the Assembly was operating in a political context where "readjustment and adaptation" was occurring among the various political-partisan groups and power blocs. This was to be expected in a post-election period. The effects of this "readjustment and adaptation" period were sharply reflected in legislative work, however, as activities related to the Assembly work decreased and slowed. Two political consequences of the elections particularly influenced the relationships between the legislative and executive branches:

1) Three of the five political parties that make up the 2003-2006 legislature (including about 20 assembly representatives with voting rights and another 20 alternates) experienced direct repercussions on their legal status.
2) There was a transition period from one government administration to the next, though in this case it was within the same political party.

This slowing down of legislative activities directly affected the work of the Legislative Support Unit and the Legislative Intern Program since, with reduced activity in the Assembly, there were considerably fewer requests for background or legislative interest studies and for public consultation events. Activities in the departmental offices of the Assembly slowed as well, as did Participation Program projects like publications, the opening of the Constituent Support Office, and the opening of new departmental offices. Nevertheless, the normal rhythm of legislative activities started up once again in July 2004.

Activities

A. Establishment and Institutionalization of the Legislative Support Unit (LSU)

The primary objectives of this unit are to strengthen relationships between the people and their representatives and to promote effective public participation in the legislative process. A total of $95,900 was invested in the establishment and administration of this Unit. The Unit is in charge of the following areas:

The Legislative Support Unit	Constituent Services Office
• Civic Education Program • Public Participation Program • Program for Technical Support to the Departmental Offices • Legislative Intern Program	• Personal Attention • Computerized Service • Telephone Service

1. Civic Education: The objective of this area is to provide civic education about the Assembly and the way laws are made through specific programs aimed at schools and various population groups. The programs are complemented by educational materials like books, videos, pamphlets, etc. that are designed to intensify and reinforce the message of the Civic Education Program.

The Program to Disseminate Information about Legislative Work is also part of this area. The program gives presentations on legislative work to primary and secondary schools and universities; non-governmental organizations; government institutions; and communities. The presentations are sometimes given inside the Assembly building but are primarily held in the rural areas of the various departments of the country, with particular attention to the places that now have departmental Assembly offices. Currently, 16 facilitators work within this program, and 106,362 people have heard the presentation. A total of $69,500 was invested in this area.

2. Public Participation: The objective of this area is to promote and facilitate more public participation in the development of public policy through the organization of consultative forums, seminars, public hearings, community meetings, and special events solicited by the Assembly Governing Board or work commissions. In addition, the area develops and recommends strategies to the Modernization Commission and to the Governing Board to improve transparency and openness in the legislative process in order to obtain better input from the public.

As part of the formal procedure for providing technical and financial assistance in this area, the legislative commissions, the departmental offices, and the Governing Board of the Assembly requested that the Modernization Commission hold consultative events with the public on issues being discussed in the legislative arena. The inputs received from the various sectors and people involved in the issue are processed and later given to the requesting commission. Part of the novelty of this mechanism is that discussion and information gathering occurs all over the country instead of just in the Assembly. The public input is later incorporated in the process of formulating the law. The Participation Program financed and provided assistance for 76 consultative events with an estimated participation of 10,700 people. Because of the nature of the activities, a total of $204,000 was invested in this area.

3. Technical Support to departmental offices: This area gives technical assistance to departmental offices for the planning and implementation of their activities, allowing Assembly representatives of each department to be better liaisons with the Assembly in San Salvador. This area resolves issues related to procedural services, legislative information, and educational material in the departmental offices.

The Participation Program provided technical and financial assistance for the promotion, planning, and implementation of activities in the departmental offices of Chalatenango and San Miguel. The program also financed technical assistance for the entire process of opening three more departmental offices in the departments of La Paz, San Vicente, and Santa Ana.

	Departmental Office of Chalatenango	**San Miguel Departmental Office**

People served	**4,245**	**8,965**
Persons receiving civic education.	**12,056**	**13,240**
Consultations	**472**	**512**
Consultations at the Documentation Center	**151**	**510**
Inter-Institutional Meetings	**381**	**434**

These offices are an effective mechanism for public outreach both for the departments where they are located and for others nearby. They offer Assembly representatives the possibility of meeting directly with their constituents without the constituents having to travel to the Assembly offices in San Salvador. A total of $169,000 was invested in the opening, administration, and public consultation and training events held in the departmental offices.

4. Public Hotline: The objective of this area is to provide the public with a direct link to their Assembly representatives and to respond efficiently to their requests for information and assistance. The hotline helps provide accurate and timely information about the state of legislation, future activities, legislative projects, and programs. The goals are to offer quick and courteous service to the public on individual matters and possible problems and to register public opinion about issues of national interest and channel this input to the Assembly representatives.

Final approval for this project was given by the Governing Board and the Modernization Commission in July 2002 and activities began at that time. The size of the project has changed greatly as it moved from the idea of a simple hotline to being part of a larger effort to establish a Constituent Services Office. This office now incorporates the hotline, and therefore the hotline is no longer under the responsibility of the Legislative Support Unit. This project was planned with the IDB and will be explained in greater detail in another section.

5. Legislative Intern Program (LIP): This program grew out of the need to establish a link between the Assembly and the intellectual community in order to help representatives and technical advisers from the legislative commissions conduct research in areas of national interest. The LSU planned the LIP directly and was instrumental in its creation.

This kind of collaboration between the intellectual community (national and foreign universities) and the parliament has been established successfully in countries like Costa Rica, Nicaragua, Guatemala, and the United States, among others. Given the positive results of these experiences, a pilot program was designed for university interns to work in the Assembly of El Salvador. This idea was adjusted to the format of successful research models and to the needs of the Assembly itself. The pilot program had great success and the research earned a good deal of

credibility. Because of this, the LIP has been made into a permanent program of the Legislative Support Unit and an institutional and sustainable part of the Assembly.

The primary goal of the LIP is to provide highly professional and non-partisan technical assistance to Assembly representatives who are deliberating issues in a legislative commission of the Assembly. The intention is to offer the highest quality legislative product possible and to respond to the needs of the country.

The LIP coordinates the research of the legislative interns with the work being done in the permanent and special commissions, the Legislative Operations Department, the Legislative Analysis Units, Legal Technical Assistance, Library, Archives, and Legislative Index. In this way it complements the efforts of these groups with any civil society organization or institution whose input is crucial to the research.

So far, the Assembly has signed letters of understanding and achieved a close coordination with 13 national universities through the Legislative Intern Program. The universities in San Salvador are: the University of El Salvador, Albert Einstein University, Jose Matías Delgado University, and the Technological University. In San Miguel they include *Modular Abierta*, Andrés Bello University, Simon Bolivar University, the University of El Salvador, Gerardo Barrios University, and the University of the East. Finally, in Chalatenango they include the Andrés Bello University, *Modular Abierta*, and the Monseñor Oscar Arnulfo Romero University. It has always been a priority to make sure the Intern Program is represented in the great majority of national universities. 105 students in the final phases of their university degrees in various disciplines have participated in the program. The student interns, with the advice and accompaniment of their institutional mentors (Legislative Analysts), have conducted some 87 studies of legislative interest. A total of $83,000 was invested in this program.

B. Creation of the Constituent Services Office

The Assembly has now concluded the project of establishing its Constituent Services Office. The new office is a shining example of unique, specialized, and comprehensive public administration service to citizens. It emphasizes transparency and legislative accountability and seeks to promote the highest values and a culture of democratic participation in El Salvador.

The comprehensive nature of the mandate of the Constituent Services Office, the specialized computer technology application created for its work, and its location in the main vestibule of the Assembly make this office a model for other congresses and one of the best practices of legislative modernization in the Americas.

This office provides legislative services and information through personal attention to those who visit the Assembly, through the availability of digital information, and through free telephone consultation.

- **Personal Attention** means direct personal response for the citizens visiting the Assembly who prefer personal service for obtaining the documents or orientation they need.

- **Computerized Service** means that computer equipment is available for citizens who know how to use the computer and surf the web to get the information they need on their own.

- **Telephone Service** consists of free telephone access to information by calling **800-Asamblea** (2726-2532), which connects citizens anywhere in the country immediately with a team of professionals in the Assembly whose job is to provide accurate and timely responses to each citizen request for information or other consultation.

This project is promoted by the Governing Board of the Assembly with the coordination and supervision of the Modernization Commission. It is developed within the framework of the Master Plan for Modernizing the Assembly, with the technical and financial assistance of the Participation Program and the Program for Legislative Modernization and Strengthening which grew out of the loan agreement with the IDB. The Participation Program invested $82,500 in this activity.

Citizens will be able to have access to documents about the Assembly, such as:

--Plenary session agendas and work commission agendas;
--Announcements about legislative activities;
--Legislative initiatives and bills that are before Congress;
--Work commission findings and resolutions;
--Legislative decrees;
--Documents in the archive and legislative library;
--General information on the make up, representation, and proportionality of the legislatures, political parties, and administrative organization of the Assembly, among other things.

Impact

A. General Impact

After the signing of the Peace Accords in 1992, the Assembly found itself in a very important moment in which it needed to build its capacity to create opportunities for promoting new and viable legislation and legislative proposals that would benefit the population. It is important to highlight this, since some organizations are learning to understand their full potential, and they realize how essential it is to learn how to manage their knowledge. Committed staff people are needed to form this type of organization, but it is even more important to recognize that no one person has all of the intelligence, education, knowledge, and innovative ideas needed. These things can only come from an entire group of staff members that work in teams.[2]

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[2] Bernardo Kliksberg. *Seis tesis no convencionales sobre participacion*, Inter-American Institute for Human Development, Inter-American Development Bank. Training Workshop: Incorporating Civil Society Participation in IDB Activities. San Salvador. El Salvador. October 2002.

This kind of perspective led to some political and administrative decisions in the Assembly that had a positive impact in the establishment of the Legislative Support Unit (LSU) and the Legislative Intern Program (LIP). Part of this impact is reflected in the need to give incentives for working as a team with the rest of the previously existing institutional units.

The LSU and its respective areas, the LIP, and the Constituent Services Office are new institutional mechanisms that contribute to opening the Assembly up to the public and increasing public participation in legislative work. Over the course of the last five years and six months, the Participation Program has promoted greater public participation in the legislative process by strengthening and opening these new channels of communication and information in the Assembly. This process enjoyed a high level of credibility and trust from the very beginning from Assembly representatives, personnel, and the people who have participated in the various activities that took place during this period. Their opinions, comments, and support have been expressed in evaluations, interviews, surveys, and articles for bulletins or newspapers.

The LSU and the LIP enjoyed a successful, strong, and effective institutionalization process and are now an integral part of the administration, financing, and functioning of the Assembly. In fact, the Assembly has always selected LSU and LIP staff and has required them to go through rigorous trainings, and the physical location of the offices has always been within the Assembly building. These are two strong indicators of the institutionalization of the activities developed by the Participation Program.

Technical and financial support from UT was coming to an end in March 2005. Therefore, concrete and significant progress was made in 2004 in terms of the formal-legal institutionalization and the financial sustainability of the LSU and the LIP. This was done by including in the new Internal Regulations of the Assembly specific articles on:

1. the authority of legislative commissions to hold consultative events with the public;
2. the technical assistance these commissions can receive through the LIP and LSU;
3. the relationship of the departmental offices of the Assembly with the process of formulating a law and the administrative and organizational structure of the Assembly;
4. the incorporation of the LSU as part of the Legislative Operations Department. (*Gerencia de Operaciones Legislativa*)

The LSU, the LIP, and the Constituent Services Office have always had legal backing through agreements with the Governing Board. They have not yet been formally incorporated, however, into the Internal Regulations of the Assembly, which would mean a higher level of legal support. At this point, the final document of the legislative proposal for the Internal Regulations has been completed by the special sub-commission of the Political Commission created to study this issue.

The Participation Program also contributed to other aspects of the new Regulations proposal (such as parliamentary ethics) through some consultancies. The proposal is now being discussed in the Political Commission which will then send a final recommendation to the Legislative Plenary. Because of the institutional nature of the LSU, the Constituent Services

Office, and the citizen participation mechanisms established, it is hoped that the related articles will be approved without much delay.

During 2004, around 85% of all LSU activities were financed with funds from the general budget of the Legislative Assembly. However, 100% of the expenses related to the consultative events were covered with funds from UT. Steps have been taken to incorporate these expenses into the budget of the Legislative Operations Department and the LSU. The 2005 Assembly budget contains a specific budget item that covers an average of 24 consultative events per year.

This is the result of the Participation Program's recommendations and conversations with members of the Modernization Commission, the Governing Board, the Legislative Operations Manager, the Financial Administration Manager of the Assembly and the leadership of the LSU. When the budget was approved, the Assembly guaranteed it would provide financial backing for 100% of the activities of the LSU, the LIP before the end of the Participation Program activities in the Assembly.

This was all possible because the Participation Program channeled its various projects and technical assistance through the Modernization Commission, and therefore through the Governing Board of the Assembly, from the very beginning. The goal was to consolidate modernization efforts and guarantee the sustainability and institutionalization of the program. Along these same lines, the Participation Program's policy of institutionally integrating its activities with those of the Legislative Operations Department, the Financial and Human Resources Administration, and the units for Press, Public Relations and Protocol, Computer Systems, Technical Advising, Library, Legislative Index, Legislative Analysis, Archives, and Transportation has also been vital for the development of the various activities.

B. Impact of the Civic Education Program

The Civic Education Program is a functional and sustainable program established by the Assembly to do outreach to citizens and to educate the public about legislative work in an institutional, systematic, and methodological way.

The Program provides Assembly representatives the opportunity to visit remote areas of their own departments and give talks to students about the kind of work they do. Through these visits, they also participate in the daily lives of their constituents and exercise their responsibility to work with other Assembly representatives to improve the lives of Salvadorans. This impact alone probably justifies the effort put into the Program.

The program has had measurable impact on students both in terms of what they learn and how their perceptions change. Legislators, directors, sub-directors and teachers interviewed say that students in El Salvador generally learn very little about their society and their government. When asked how much time a week was dedicated to teaching "social studies and civics," everyone answered "less than four hours," though four hours is the amount required according to the national curriculum.

According to the survey, while students did learn something in school about "government entities," including the "legislative branch," they did not usually learn information that was as

detailed as that provided by the presentations of the Civic Education Program. Generally speaking, it seems that the students are well-prepared to understand the talk, but that much of the information offered in the activity is new.

Summary of Main Impacts:

- Coordinated and sustainable work with the Ministry of Education.
- Presentations explaining the work and role of the Legislative Assembly have an impact on Social Science content in schools.
- Complementary exercises promote a culture of civic participation.
- 70% of the Assembly representatives participated in the various activities, according to Civic Education Program records.
- Students are motivated to improve their grades in order to participate in the Program's "Assembly Member for a Day" activity.
- Salvadoran and foreign university students have benefited from information contained in the presentations on the Legislative Assembly. These include: students from the University of California in San Francisco and from the University of Texas in Austin, and United States Peace Corps volunteers.
- Between 2000 and 2005, more than 1,550 primary and secondary teachers received training, and 62,129 students attended presentations on the role of the Legislative Assembly. Another 13,246 students from various schools visited the Assembly. Thus, a total of 76,879 students were reached during the five-year period.
- Objectivity and institutional emphasis of the presentations minimizes the risk of politicizing the process.

C. Impact of the Public Participation Program

This program promotes and develops consultative forums where the public can express opinions about legislative proposals and offer proposals and observations. It has been a positive and efficient contribution to the legislative process, helping the various work commissions to welcome such input. Because the program is directly linked to the law-making process, it has been able to make a significant and far-reaching contribution to legislative work.

- Work commissions have created spaces to gather the input and opinions from various sectors of the population. This information is useful for them as they discuss and analyze legislative proposals.
- High levels of attendance and participation in these consultative processes add to the Assembly's credibility.
- The work commissions now see the need to hold such consultative events and have made this an integral part of their work. In other words, legislators have "internalized" the idea that public consultation is necessary to garner support for any legislative proposals that have potentially serious repercussions for the population.
- The Assembly has consolidated a methodology and institutional procedure for holding various events designed to increase citizen participation in the process of formulating a law.

The Public Participation Program has been an important pillar in the creation of new participation mechanisms in the Assembly during the last few years. It is clear that citizens value the opportunity to inform themselves, listen to other opinions, make contributions, or simply be part of a decision-making process. This is the first such opportunity they have had in many years and they do not want to squander the opportunity.

D. Impact of Technical Support for the Departmental Offices (DO)

Opening departmental offices has created a closer relationship between the population and the Assembly, contributed to decentralizing legislative work, and helped to spread information about how the Assembly operates. The DOs in Chalatenango and San Miguel have satisfactorily met the objectives of the Modernization Plan. During a period of nearly five years, they have developed programs in all of the work areas and have made contacts with various professional organizations and communities. Thanks to a stable and experienced team of people, the offices are now an established part of the institution and have a great potential for strengthening their activities. Given the positive results in Chalatenango and San Miguel, the Governing Board has authorized opening other DOs in the departments of Santa Ana, San Vicente, and La Paz.

The functioning and success of the DOs depends primarily on the participation and assistance of the Assembly representatives. The representatives receive visits from citizens, follow-up on particular cases, participate in civic education programs in local schools, meet with communities and professional organizations, and organize events with public participation in order to listen to constituents' opinions and gather information that can be incorporated into the process of law-making. DOs build a closer relationship between the Assembly and the people and keep people from having to go to the capital city to resolve local problems.

- Assembly representatives who have been working with their DOs are convinced that this geographic closeness to the department contributes a great deal toward resolving social problems. The DOs have become a direct link between the people, their representatives, and the Assembly.
- The population has been able to participate more and has greater access to the legislative process through the DOs.
- The DOs gather input for participatory legislation, through forums, workshops, and citizen consultations. Participants' attitude towards legislative work has changed from apathy to interest as they see institutional outreach to diverse sectors of society in the search for alternatives to resolve their problems.
- Assembly members can work more easily with mayors and municipal leaders in the DOs. This local collaboration benefits the population and tends to function fairly well even if several political parties are involved. As Assembly representatives and local officials work with the public to find common ground, they create more inclusive legislation.
- When Assembly representatives participate in the civic education presentations in Chalatenango and San Miguel schools, they help spread information about legislative work to various institutions in the departments.

- The DOs help citizens save time and money as they try to access information from the legislative commissions, the Legislative Index of laws passed, and from hearings with their representatives.

All of these activities must be coordinated in the administration of the DOs. These offices now function in a satisfactory manner and are totally institutionalized within the structure of the Assembly. The Modernization Commission has approved both an Operations and Attributes Manual and an Internal Regulations Manual to help the DOs meet their specific objectives. These documents are the basic foundation for the success of the offices and contain detailed information about the responsibilities of the Assembly representatives and the technical administrators. Both documents were designed with the technical assistance of the Participation Program.

E. Impact of the Legislative Intern Program (LIP)

The Legislative Intern Program (LIP) has helped improve the information used to support legislative proposals and, therefore, has also improved the quality of discussion in the Assembly. Having stronger information support services for legislative proposals helps to establish a better balance between the Executive and Legislative branches, since even the legislative initiatives that originate in the Executive need technical and research support. Relationships between civil society and legislators improve since the latter are sharing the law-making process with students. At the same time, students are learning the importance of parliaments and their role in democracy. This program has also helped the Assembly recover its role as a forum for discussing the most pressing national issues.

The quality and objectivity of the interns' research has also had a positive impact, and has made the research a very useful tool for decision making.

Another major impact has to do with the benefits for the interns who participate in the Program. In their work in the Assembly, interns are able to learn about a particular issue in depth and improve their research skills. They also improve their computer skills, professional behavior, and public relations skills.

As citizens, the interns learn to see the Assembly in a new way. Many of them have said that before participating in the program, they thought the Assembly already had all of the technical assistance it needed and that now they realized there was still a great need for this type of assistance. Interns have the rare opportunity to see the ups and downs of legislative work from the inside and to participate in it.

The LIP is institutionalized, the costs are minimal, and it has encountered no partisan interference of any kind. The current credibility of the Program means that the commissions will continue to solicit research on issues of legislative interest. Furthermore, since the program has established relationships with local universities, it seems sure that it will continue to receive high-quality interns.

One of the most significant impacts of the LIP is that it strengthens the law-making process by providing first-class information and assistance to technical advisers on specific issues. Experience suggests that the interns' research is contributing considerably to lowering the

cost and time needed for a legislative commission to find information it needs on any particular topic. The LIP has also helped to improve access to the information needed for elaborating legislative proposals. This in turn provides objective, timely, and accurate responses to the population's short and medium-term needs.

Summary of Main Impacts:

- A new participation mechanism has been established that directly involves Salvadoran universities and increases the credibility of legislative work.
- A methodology and procedure has been created to support legislative commissions by conducting research on issues of legislative interest.
- The availability of better technical research assistance for work commissions as they elaborate, study, and debate legislative proposals generates higher levels of trust.
- 87 studies of legislative interest have been conducted.
- Universities have increased interest in legislative work. This can be seen and measured in the growing number of students applying to participate in the LIP.
- Inter-institutional work has been coordinated and structured to benefit legislative work through the signing of letters of understanding with 13 universities in the country: six in San Miguel, three in Chalatenango, and four in San Salvador.

Experiences in similar programs in Costa Rica, Guatemala, Nicaragua, the United States, and most recently in El Salvador have demonstrated that university students are capable of producing excellent reports on legislative issues that inform and enrich legislative work, making it more technical and precise. Preparing these reports gives students the opportunity to contribute positively and productively to public policy development in their country. They also gain invaluable experience that allows them to better understand the legislative process. Many of them have been able to develop careers as advisers for legislative commissions, political parties, or individual Assembly representatives. But the intern experience is valuable even outside the legislative sphere as the students begin to work in their various professions. Whether they become lawyers, doctors, sociologists, or architects, the program gives them a more objective view of the Assembly's daily work for the country.

The 87 studies conducted as part of this program were related to the main topics of political-parliamentary discussion during this four-year period, including tax policy, municipal issues, the Constitution, the family, children and adolescents, banking, trade, crime, health and environment, defense and national security, forestry, and other matters of inter-institutional interest. The Legislative Intern Program helped insure that the legislative proposals discussed and laws passed had the support of viable and effective research with contributions from the public and the academic community. The dynamic was one of interaction between society and decision-makers in the legislative arena.

Lessons Learned

The rich experience of the past five years, which was built in turn upon the previous ten years of support by USAID to the Legislative Assembly, has yielded a number of lessons learned,

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both practical and theoretical. What follows are issues that should be flagged, and recommendations for addressing them.

A. Civic Education Program

One possible factor that could negatively affect the Civic Education Program is the **lack of sufficient facilitators**. In the future, unit directors could become impatient with the fact that some of their employees are frequently absent because they are collaborating with Program activities.

Clarify and reorient program objectives. It should be clarified whether the program objective is to give presentations only to students at disadvantaged schools or if it is also available to other organized civil society groups. Our recommendation is the latter since that will help the program reach a wider spectrum of civil society.

Maintain and increase staff. In the long term, if the Civic Education Program truly wants to increase its impact, it will need to have a team of at least three full-time staff and additional part-time staff. With these facilitators and the help of volunteers from all of the Assembly's units, there would be enough people to visit schools any day of the week.

Reorient the program and tie-in with activities of the departmental offices. The presentations given by DO interns and staff have been an excellent multiplier mechanism. More joint work should be done to maximize available financial and human resources.

Develop lesson plans for teachers. One way to reach more students would be to implement a second objective of the program by developing civic education curriculum materials. The *Sitio Infantil* and the educational pamphlets are essential, but lesson plans for teachers in coordination with the Minister of Education would have an even greater impact. The program should take advantage of the existing letter of understanding between the Assembly and the Ministry of Education to increase coordination between the two institutions. For example, the Civic Education Program could design simple exercises that would be similar to the "Assembly Member for a Day" exercise. Students could use this exercise in several class periods to go through the whole process of making a law: writing a legislative initiative, examining it in a commission, issuing resolution, and voting on the resolution in a plenary. The lesson plans could be distributed in schools all over the country through the internet and in collaboration with the Ministry of Education, which has already expressed interest in doing this.

Conduct more activities with organized civil society groups. One of the objectives of the Civic Education Program is to reach "diverse population groups." So far—primarily because of limitations in time and human resources—the Program has not done everything possible towards this objective.

The Civic Education Program should organize presentations/workshops where people from several groups can participate together. The presentations could deal with general topics like how a law is made and how a group might exercise some influence at various stages in the process. One resource for these presentation/workshops would be the book "A Citizen's Guide" by CREA International. The events could be organized by department with the assistance of

Assembly representatives from that department in order to reach the organizations and municipalities that would most benefit from the knowledge. The departmental offices would be an ideal base for promoting these efforts.

Improve communication between the Legislative Support Unit (LSU) and other units of the Assembly. One possible problem could be the lack of ongoing communication with other units in the Assembly. Communication is necessary for spreading information about legislative work and for supporting the facilitators. One specific suggestion is for the LSU director to meet with the directors of other Assembly units at least twice a year.

Train facilitators on an on-going basis. The facilitators interviewed were very enthusiastic about the trainings they attended in 2001. Continuing these trainings periodically would help maintain the quality of the presentations on legislative work.

Work more closely with the Press Unit. The Civic Education Program should try to maximize its press coverage. The Press Unit has a 30-page list of contacts for all of the newspapers, radio stations, and television channels in the country. Media in the various departments would be very probably be interested in writing brief articles for the press or radio about legislative work.

Repeat the "Assembly Member for a Day" event. The "Assembly Member for a Day" event was a great success in 2000 and is a good publicity tool. It should be included as part of a strategy to maximize media coverage and increase participation and interest of high-school students in the work of the Assembly.

Increase participation of Assembly members and alternates. The Civic Education Program should try to make sure that an Assembly member is present at all its talks. When a member cannot e present, the program should invite one of the alternates.

Raise funds to bring more students to the Legislative Assembly. Inviting more groups to the Assembly requires meeting space and money for transportation. Funds could be raised for these purposes, with private enterprise perhaps covering some of the costs.

Hand out evaluations after each presentation. Improvements can always be made and it is possible that teachers and/or directors will have suggestions about how the presentations are being done. Currently, there are no formal mechanisms for evaluating the talks, so it would be a good idea to distribute some brief evaluations after each one, along with envelopes and the address of the Assembly.

Increase the number of presentations inside the Assembly building and in the departments. In general, the San Salvador office only gives one talk on Thursdays for groups visiting the Assembly and two talks for schools on Friday. Meetings with directors shouldn't count as substitutes for the presentations even if it means making an extra trip one week of the month. The San Salvador team has the capacity to give two more talks each week for a total of at least five talks per week.

Produce and distribute civic education materials. In addition to developing lesson plans for teachers, the Civic Education Program should produce and distribute other civic education materials. It should get involved in updating a video about the Assembly, which has the potential to be a very effective teaching tool. The Program's Powerpoint presentations, which are of interest to adults and older students, should appear on the Internet. In addition, the Program should find ways to reproduce and distribute more "*Conozcamos la Asamblea*" and "*Una Guia Informativa*" pamphlets. Many Assembly members, for example, give talks in schools in addition to the schools they visit with the Civic Education Program. One possibility would be to have these members distribute Program materials.

B. Public Participation Program

The Assembly members and those who attend the consultative events believe that this new participation mechanism is a significant step towards strengthening Salvadoran democracy. It is not sufficient, however. While many of those who attend the events value the opportunity to participate, they also demand that their opinions and contributions be taken seriously and not end up simply as meeting notes or a list of proposals that goes nowhere. A forum might be organized perfectly in terms of the logistics and methodology, but if the results aren't a true tool for decision-making, the transparency of the activity and the image of the organizers—or in this case the Assembly itself—can be compromised.

Part of the new work culture in the legislative commissions is for citizens to not only express their opinions and recommend solutions but for these contributions to actually be valued and used appropriately. With this perspective, the public participation events should not be considered a substitute for the serious discussions the legislators must have in their work commissions, but rather as a complement to the work.

Some will argue that the contributions obtained from the public at consultative events do not have sufficient backing in fact or that they lack credibility, and that therefore such events should not be held. Two particular things should be emphasized to avoid this kind of argument. First, the process for making decisions about how to examine legislative proposals should be evaluated and strengthened and will often lead to the organization of consultative events. Second, the process of summarizing the input from these events needs to be improved. These tasks are not independent of each other; a good decision-making process will lay the foundations for improving the summary of contributions made.

C. Technical Support to the Departmental Offices

The structure of legislative work—commissions, plenary sessions, and other legislative activities—fills the Assembly members' schedule with responsibilities in San Salvador and makes it difficult for them to spend time in their departmental offices. Currently 19 of the 84 Assembly representatives have some kind of responsibilities in departmental offices. This makes it imperative to review the way legislative work is done and try to guarantee the members more time to work in their home areas (especially in the departments where the Assembly now has an institutional presence through the DOs).

Since the DOs are still short on staff, it would be good to explore a possible reorganization of Assembly personnel. Each representative, or at least each political party represented in the DOs, should push to have an assistant assigned to them to coordinate their work agenda, especially when the representative can't be present. This person should be selected from among the people already assigned to each legislative camp and would coordinate the daily activities of the legislators with the administrator of the corresponding office. This mechanism would guarantee a greater and more consistent participation of the legislators in the departmental offices.

The efforts so far to monitor, follow-up, and project the work of the offices should also be strengthened. The Assembly representatives should get more involved in decision-making and in planning and implementing work agendas in each office. This would include, for example, defining the operative plans, designing and planning projects, and coordinating activities. Currently, the technical administrators present an annual work plan to the Assembly members for their approval, but the members don't necessarily participate much in making decisions or planning these activities.

Guarantee changes in the Internal Regulations of the Assembly to regulate the functioning and existence of the departmental offices. This would protect the DOs from any partisan interference and would assure institutional work for the benefit of the population.

Design and approve an annual work plan that includes specific activities to support the institution, programs, and representatives of the department. The plan should include clear goals, objectives, and strategies to be implemented within a specific time period.

Develop a strategic plan for disseminating information among the population about the activities of the DOs and the results of their work. The relationship between the DOs and the Press Unit should be strengthened in order to identify new ways to promote the work in the media.

Reorient the responsibilities of the interns in order to make sure that all of the DO work areas benefit from their contributions. The Operations and Attributes Manual should be reviewed to include the responsibility of interns in DO activities.

Reorient the activities of the Civic Education Area to incorporate more civil society groups in the presentations about what the legislative branch does. This is one activity that must be coordinated between the Civic Education Area and the Legislative Support Unit.

Do an annual evaluation of the DOs to follow up on the operative plans. It is important to involve all of the Assembly representatives, technical administrators, and Legislative Support Unit representatives, as well as people from the Legislative Operations Department.

Provide the DOs with their own transportation to facilitate more ongoing exchange between the municipalities, schools, governmental and non-governmental organizations.

It is important to formalize the idea that each legislator must spend one day a week in his/her departmental offices as part of his/her legislative work. This will allow significant progress in the consolidation and institutional nature of these legislative headquarters.

D. Legislative Intern Program (LIP)

The most important recommendation for this program has to do with the mentors assigned to the interns as part of the research team. The legislative interns must have mentors assigned to them, and generally these are the analysts of the Legislative Analysis Unit. Unfortunately, this unit has a partisan political stigma in the Assembly that interferes with the objectiveness of its research. Legislative authorities must resolve this situation promptly to make sure that the credibility attained by the intern program so far is not compromised.

Improve communication between the LIP and the Legislative Analysis Unit. A more fluid, coordinated, and efficient communication should exist between the LIP and the Legislative Analysis Unit in order to keep interns from receiving contradictory information. In order to maintain the independence, good reputation, and objectivity of the LIP, a greater coordination is recommended between the analysts in terms of the research work and aspects of form and administration.

Look for ways to get the public interest studies out to the public. The LIP, together with the Analysis Unit, should design a plan to let people know the reports exist and to make them more available internally in the Assembly. The research could also be very useful for governmental, non-governmental, and academic organizations.

Make sure that the format of the research papers is flexible, according to what kind of study it is. This should be possible without losing the ability to systematize and organize the information.

Strengthen the initial training and orientation process for the interns. Many of the interns have given suggestions for improving the initial training they receive. They indicate that the orientation should be better planned and more ongoing, and that it should include more practical aspects.

Work to maintain an exchange with international students. International interns will provide the Assembly with new perspectives and knowledge that enrich the institutional work. This kind of work is also of benefit to the international interns.

C. Electoral Reform

Context

USAID has worked with electoral bodies in El Salvador since first assisting the Salvadoran government prepare for elections during the early 1980s, when the country was embroiled in a civil war.   Several reforms agreed to by the main presidential candidates in 1994 – including the implementation of a single-identity document, residential voting, and the separation of administrative and jurisdictional functions of the Tribunal Supremo Electoral (TSE) have long been stalled due to a lack of political agreement.

Given this history, support for electoral reform was not contemplated in the initial design of this project. However, with the election of a new set of magistrates in 1999, it appeared that there was renewed political will to reform the somewhat antiquated administrative procedures of the Supreme Electoral Tribunal, the body responsible for administering elections in El Salvador. Potentially this would lead to an end to the infamous system of "*claves*" – a longstanding informal agreement that the political parties represented in the TSE would distribute jobs in that body along partisan lines.

As a result of a specific request from the TSE magistrates, USAID decided that there was in fact a genuine desire to bring about long-needed reforms, both in the structure of the TSE as well as in the electoral system overall. Additional funds were found to add to CREA's initial cooperative agreement, while other funds for these purposes were justified under the overall transparency goals of the project.

Activities

Over the course of the project, $519,717 was spent on activities related to supporting improved electoral institutions or processes. (This does not include support for civil society advocacy around electoral reform.):

- Formulation of electoral reform laws - $57,999
- Institutional strengthening of Supreme Electoral Tribunal (TSE) - $245,888
- Computer hardware for TSE - $215,830
- Workshops - $5,000

A. Reform of Electoral Laws

From July 2001-March 2002, CREA/USAID supported the work of four consultants to work with the Supreme Electoral Tribunal (TSE) on electoral reforms. Currently, there only exists an Electoral Code, whereas the proposed laws would divide the issues between four new laws: Electoral Code, an Electoral Procedures Law, an Organic Law of the TSE, and a Political Parties law.

Each consultant worked with a TSE magistrate in preparing the draft laws. In October 2001, some 150 persons from civil society organizations, political parties, private sector and

government participated in a two-day workshop in which the basic ideas in these laws were discussed and debated. The results of this workshop were written up and presented to the TSE for further consideration. For six months, the TSE magistrates studied the proposals to reach consensus agreements about their contents before presenting them to the Legislative Assembly in April 2002. Although only minor changes were eventually introduced into the current legislation, electoral reform continues to be a key issue in the political agenda. These reform proposals should provide a substantive basis for further discussion.

B. TSE Modernization

From March 2001-February 2002, CREA/USAID contracted a local Salvadoran management consulting firm, OUTSOURCE, through an open and full competitive bidding process, to support the Supreme Electoral Tribunal in a process of strategic planning, organizational restructuring and a re-engineering of key processes, including the electoral register and the electoral process. This consultancy received the full cooperation of the TSE. The results of this process are described in the chart in the next section.

The consulting services provided resulted in unexpected additional benefits, including the donation of software from Oracle to the TSE, and the cooperation of Gigante Express (an international courier service) in providing the TSE with mapping information of the entire country (the creation of a "zip code" system), obviating previous TSE plans for an expensive electoral map. The TSE estimates that these unanticipated contributions totaled approximately $1 million.

Finally, CREA supplied the TSE with new servers prior to the 2004 elections that sought to ensure that the TSE can capture the new Single-Identity Document (DUI) data generated by the National Register of Natural Persons (RNPN). The use of the DUI in the electoral process has led to a more reliable electoral registry was widely credited with facilitating voting during the past elections.

Impact

A. Electoral Law Reforms

Although these reforms have yet to be approved or implemented, there appears to be some impetus within the Legislative Assembly and the TSE for reasserting discussion of many of the issues laid out in these reform proposals. In particular, eventual approval of a Political Parties Law is a condition of the Inter-American Development Bank loan to the Legislative Assembly. In addition, USAID will be working in strengthening political parties as part of its new strategy. Below is a chart that reviews how the proposed reforms might change existing law, and which should provide a basis for further discussion.

Political Parties Law (*Ley de Partidos Políticos*)	
Proposed reform	*Current status in Electoral Code*
Defines concept and activities of political parties	No general provisions on political parties, not even a definition of what is to be considered a

	political party
Law has requirements for establishing a political party, e.g., that they should have a clean slate with the Court of Accounts (*Corte de Cuentas*)	No regulations for establishing a political party
Primary elections will be required	No requirements
Regulates party finances, conditions for state financing, etc.	Very vague and general
Regulates penalties for political party violations of the law	No penalties noted
Establishes rights of political party members to appeal decisions that affect them	No rights established
Organic Law of the TSE (*Ley Orgánica de la TSE*)	
Separation of the judicial and administrative functions of the TSE, with new positions, norms and flexibility	No separation of functions
Controls for avoiding a "double vote" by members of the local committees that oversee the electoral process (*juntas de vigilancia*)	No controls exist
Creates an Electoral Training School	A small training unit currently exists
Establishes a special area for information technology	No specialized unit exists
Electoral Procedures Law (*Ley Procesal Electoral*)	
Jurisdictional authority of the TSE would be established in this law, including definition of procedures, establishment of oral rather than written procedures, rules of evidence, etc.	Jurisdictional and administrative functions are mixed together in current Electoral Code, but without specific procedures defined for the judicial aspect of the TSE's work.
Rules for communicating with the parties and other relevant actors are defined	No regulations exist
Includes the possibility of a conciliation process in disputes between political parties, as long as the agreements do not violate the law.	There is no possibility for alternative dispute resolution..
Electoral Law (*Ley Electoral*)	
The TSE is still discussing a formula for ensuring that the proportional representation system more accurately reflects the population. (The population size which each deputy represents varies dramatically, according to the department. A deputy from San Salvador may have been elected by some 150,000 constituents, whereas a deputy from an outlying department may be elected with only 20,000 votes.)	According to the constitution, the electoral system should be rooted in the size of the population (Art. 78), each vote should have an equal value (Art. 79), and should comply with the principles of proportional representation (Art. 79). The current system, which uses a complex formula, means that the number of votes required to elect a deputy varies greatly, between and within departments.

B. TSE Reorganization

The support provided to the Supreme Electoral Tribunal resulted in a somewhat improved set of processes for carrying out the 2003 municipal and legislative elections. A technical unit, under which the TSE's computers were organized, was created and placed under the direct authority of the magistrates. As a result, the logistics for voting and vote counting were measurably improved, both in 2003 as well as in 2004. In addition, the collateral support obtained through the support of Gigante Express led to the near completion of a detailed electoral map, which will be used once residential voting is put into place. The servers supplied in 2003 contributed especially to the useful introduction of the DUI in the 2004 elections.

Nevertheless, as in the support given to rewriting electoral laws, many of the proposed reforms suggested in the organizational redesign of the TSE were not implemented, while some were only applicable to processes of the TSE that related to the previous use of electoral carnets. One TSE magistrate noted that the reforms that should have led to a reorganization of personnel never happened, likely due to continued problems around the TSE's traditional use of political patronage for employment of personnel.

Strategic Planning	
Results	*Prior Status*
A full institutional diagnostic study was carried out, including a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats). Based on this, the TSE has been able to redefine strategies in different areas, including administration, legal, electoral registry, human resources, research and education. 105 plans have been formulated for the 2002-2006 period. The TSE has never before undertaken such a planning process.	The TSE has until now only prepared plans on a yearly basis, in order to solicit funds from the Treasury Ministry. Thus they have had no clear sense of mission and vision, nor any long-term strategies.
Re-engineering of Processes	
Procurement: The new system reduced the time frame for new purchases, through a bidding process, from 122 to 53 days.	**Procurement:** The procurement process in general reflects the weaknesses of the TSE: few internal controls, weak administrative policies, bureaucratic purchasing procedures, politicized processes, and inadequate human resources.
Electoral Process: The new process is designed as an ongoing, permanent one, in which data is collected and organized in a more efficient manner, with a system for learning from previous experiences.	**Electoral Process:** There has been no map of the electorate due to lack of resources, combined with an overabundance of administrative procedures. There have been no lessons learned from one electoral event to another.

Electoral Register: The time frame for registering voters, based on the current electoral card, was reduced by 50 percent. In addition, a complete process was designed for use with the DUI.	**Electoral Register:** This is based on the civil registry, and is fraught with inefficiency.
Reorganization of the TSE	
Based on the re-engineering of the three processes mentioned above, operative manuals were designed, and a human resource system was put into place, including procedures for the contracting of new personnel, job descriptions and professional development.	The TSE was organized in a highly political fashion, whereby each political party selected personnel on the basis of patronage. This has been problematic in terms of overall leadership, and a culture of administrative impunity and inefficiency has prevailed.

Lessons Learned

Although relatively few resources were dedicated to electoral reform support during this project, a few lessons learned may be gleaned from the experience.

First and foremost, the issue of political will, or lack thereof, continues to be the most salient impediment to reforms. USAID/CREA sought to respond to what appeared to be sincere desires to bring about reforms, but the TSE was ultimately unable to extract itself from its still-partisan political design to find a consensus for moving forward, either on electoral law or institutional reforms. Historical political dynamics – accentuated by the politicization that tends to occur around electoral moments – interceded, leading to an inability to implement many of the proposed reforms. It remains to be seen whether or how any of the reforms proposed can be implemented with further depoliticization of the make-up of the TSE.

Even assuming greater political will, however, there are enormous bureaucratic obstacles to administrative reform in government institutions. The history of political patronage has, perhaps more than other state institutions, thoroughly infused the TSE bureaucracy, leading to resistance at all levels of the institution. Thus, only a much broader agreement or pact by political parties could possibly enable reforms that might fundamentally alter the nature of the TSE.

Finally, timing is also a crucial factor. In the case of organizational redesign, it has to be carried out early enough in the term of a TSE administration in order for it to be fully implemented. As it happened, electoral events of 2003 and 2004 interfered somewhat - at both a logistical and political level - with the implementation of these recommendations. As has historically been the case, the new set of magistrates elected in 2004 was slow to recognize the validity of previous reform efforts.

D. Transparency

Context

A transparent government is open to citizen participation and to social oversight of its administrative process. According to this concept, citizens do not merely observe public administration from the outside. Rather, they enter into the government through open door to make observations and share in decision-making. Social participation through comptrollers, oversight boards, or citizen audits at the municipal, regional, and national level is important for preventing corruption and verifying public information.

Governments that seek to work with transparency and honesty adopt mechanisms that help them organize efficiently using internal controls and a system of weights and balances that require them to open their administration to citizen scrutiny. These measures provide for public accountability and information systems that allow people to see what their government is doing. Citizens, for their part, get to know their rights and responsibilities. They learn to use the appropriate mechanisms for lodging complaints or making denunciations, and they learn to hold public officials accountable.

In El Salvador, the terms "transparency" and "accountability" are now very much in vogue, yet their meaning is still elusive. Given this situation, at the outset of the project, CREA supported the work of three consultants to help further define needs and possible areas of support in transparency, of which access to information featured prominently among the recommendations. One of the principal contributions in this regard was a report entitled "*La Transparencia en El Salvador: Un Nuevo Desafío.*" This document included four chapters authored by local consultant Carlos Umaña (providing the overall national context for transparency, an evaluation of civil society and government on these issues, and proposals for a national-level strategy) as well as another provided by Raúl Monte-Domecq, a Paraguayan expert on transparency at the local level. In addition, this document included the results of validation workshops, in which dozens of civil society and governmental actors participated in a discussion and prioritization of the principal conclusions. In retrospect, much of this early analytical work helped to frame the work of CREA in this area as well as USAID's transparency efforts at the local level and the work of various civil society organizations.

CREA's work spanned a number of areas that sought to encourage a deeper commitment to norms of transparency and accountability by government institutions, while also developing the capacity of civil society organizations, at the local and national level, to play a key role in this regard. What follows are summaries of the various activities supported by CREA in the areas of social auditing, access to information at the municipal level, code of government ethics, and civil society transparency initiatives.

A. SOCIAL AUDITING (*Contraloría Social*)

Activities

In the development of this project, CREA established and coordinated a partnership with the Research Triangle Institute (RTI) and the Foundation for Municipal Development

(FUNDAMUNI). Both are organizations sponsored by USAID/El Salvador that promote citizen participation and institutional strengthening in local government. The team and its facilitators were the force behind the social auditing project in nine municipalities.

In the 2001-2002, CREA initiated its program on municipal social auditing in order to encourage citizens to exercise their civic responsibility for monitoring and supervising public administration in order to improve local government transparency and prevent irregular activities from occurring.   The team defined criteria for the selection of the municipalities that would participate in the project as follows:

- Must have been seriously affected by the earthquakes of January 13 and February 13, 2001.
- Must have municipal authorities who have demonstrated openness to issues of transparency and public accountability.
- Must represent a variety of different political parties in order to show pluralism.
- Must be linked to citizen participation projects sponsored by USAID/El Salvador.

As a result, the following municipalities were selected for training,

No.	MUNICIPALITY	DEPARTMENT	POLITICAL PARTY
1.	San Antonio del Monte	Sonsonate	CDU
2.	Santa Elena	Usulután	FMLN-PDC
3.	Concepción Batres	Usulután	ARENA
4.	San Francisco Javier	Usulután	ARENA
	Micro-region		
5.	Nueva Trinidad	Chalatenango	FMLN
6.	Arcatao	Chalatenango	FMLN
7.	San Antonio de la Cruz	Chalatenango	FMLN
8.	Nombre de Jesús	Chalatenango	FMLN
9.	San Isidro Labrador	Chalatenango	FMLN

Several training sessions on the purpose and meaning of organized social auditing were held during 2001 for the facilitators of the project. Participants shared Salvadoran experiences of citizen participation and learned about the experiences of the Citizen Oversight Committee of Ecuador, which monitors public administration with the support of the Civil Corruption Control Commission. They also analyzed the concepts of social auditing and the causes and consequences of corruption. Social auditing was presented as a way to prevent corruption; fundamental aspects such as political will, access to information, and accountability were also discussed. The role of official monitoring entities, like the Court of Accounts and the Attorney General's office, was discussed in order to show that social auditing does not compete with or attempt to replace these organizations.

The project successfully supported the creation of local citizen auditing commissions in all municipalities, and the following projects were audited:

1. Rural electrification in Concepción Batres (Usulután);
2. Highway construction in San Antonio del Monte (Sonsonate);
3. The reconstruction of municipal market in Santa Elena (Usulután); and
4. Rural electrification in the micro-region of Chalatenango (Chalatenango).

Impact

In the nine municipalities where social auditing took place, the following impact was achieved:

- A team of facilitators from the RTI and FUNDAMUNI partnership was trained to provide accompaniment and practical assistance to the Citizen Auditing Commissions (CCC).
- Key actors in local government were trained and sensitized about social auditing as a mechanism for preventing corruption. These include mayors, council members, and representative leaders of local development committees, community associations and boards, and a micro-region made up of five municipalities.
- A process of negotiation and open dialogue was generated during the review process, and a municipal ordinance for social auditing was passed in each of the participating municipalities.
- The approval of the ordinance responded to concerns expressed by the municipal councils and local leaders by institutionalizing the social auditing mission and making sure it didn't disappear with a change of administration.

Indeed, more than two years after the fact, the citizen auditing commissions continued to exist in each of the municipalities. When the new local governance project under USAID was renewed in 2003, this concept formed part of the training offered to each of the municipalities.

Lessons Learned

In CREA's experience, as well as through interviews with participants in the various social auditing exercises, several positive lessons come through, including:

- Participants believe that the process has "opened the doors" of the local governments, a theme that was repeated in nearly every municipality.
- Community co-responsibility for local projects promotes transparency in municipal administration.
- Citizen auditing requires dissemination of public information.
- More openness in the municipality allows both the community and foundations to have greater levels of trust and leads to better financing of local government projects.

At the same time, there are obvious inherent limitations, as well as common obstacles, to extending social auditing mechanisms to other municipalities. The following should be kept in mind in such cases:

- Communities are divided along political lines, families are breaking up, and trained staff members sometimes join the ongoing flow of migration out of the country. These elements limit social auditing processes.
- Disinformation and the political-ideological rivalries among opposing political party leaders cause some local leaders to oppose participation processes.
- Weakness and administrative deficiencies in the municipality can be obstacles to citizen participation and accountability.
- While commissions can take on a life of their own, it is unclear whether they will form in municipalities where initial training and assistance are not available.

B. ACCESS TO INFORMATION

Activities

In El Salvador, there is currently no legislation to expand the responsibilities of the municipalities in terms of access to, and provision of, public information to citizens. With this *Access to Municipal Information* project, three municipalities in the country began a process of discussion and learning in order to reach consensus on, approve, and apply local ordinances for transparency and access to information. The criteria for selecting the three municipalities for the project were similar to those of the social auditing projects: that there should be political openness to citizen participation and a diversity of political perspectives among the municipalities chosen. Based on this criteria the following three municipalities were chosen:

MUNICIPALITY	*DEPARTMENT*	*POLITICAL PARTY*
El Carmen	Cuscatlán	ARENA
Olocuilta	La Paz	PCN
San Salvador	San Salvador	FMLN

As part of this project, CREA held several workshops and public fora with civil society organization and municipalities related to transparency and access to information, including one that worked with the three selected municipalities on the formulation of a municipal ordinance that would regulate access to information. This workshop included:

- Definition of municipal public information;
- Definition of the kind of information a municipality should make publicly available;
- Discussion and establishment of exceptions to the law (information that should not be shared);
- Mechanisms for citizen access to information; training of citizens, time period, cost, conditions, methods of access (copies, inspection, Internet), appeals, and a mechanism for an "information ombudsman" who could monitor the application of the ordinance and resolve conflicts.
- The advantages of the ordinance for local government, citizens, and journalists.

The discussion sessions from this workshop produced a wealth of conclusions, including the following:

- Preliminary text for the ordinance proposal;
- General guidelines for a municipal information system.
- Mechanisms to apply the ordinance concretely;
- Inputs for the content of the municipal ordinances.

All three municipalities approved their ordinances in open town meetings in front of the representatives of civic organizations, development committees, community assemblies and NGOs. In March and April 2002, municipal ordinances were passed in each of the three target municipalities.

As follow-up to the approval of these ordinances, CREA emphasized innovative methodologies and recommendations based on practices developed in similar contexts. Some mechanisms for applying the ordinances included writing workshops and the elaboration of newspaper murals that will be located in the small villages and used as interactive resources for communication between the municipalities and their populations. Likewise, informative magazines and bulletins were developed for distribution in the communities. In some cases, the project made use of the radio and web pages.

Impact

This project was short in duration and touched upon only a few of the 262 municipalities in El Salvador. While any real impact would ideally be measured over time, a few initial achievements can be noted:

Previously, El Salvador did not have a secondary law that could stimulate the exercise of the constitutional right to petition.	With the three ordinances passed in 2002, these municipalities now have regulations that allow the exercise of the right to request public municipal information.
Previously, there were no mechanisms in Salvadoran legislation that required municipalities to have a policy for releasing information and documents about their administration.	Now, citizens, including journalists, have the ability to solicit public information and documents from the municipality.
Previously, the three municipalities were not required to file or release information to users and contributors.	Now, with the ordinances on transparency, access to information, and social auditing, municipalities can seek to institutionalize the mission of transparency and social control over municipal affairs.

While CREA's involvement with these municipalities ended in 2002, a recent review by CREA staff of the status of these municipal laws demonstrated that they were still being practiced to varying degrees.

Lessons Learned

Perhaps the most prominent lesson learned in this exercise is that the passage of municipal ordinances of this nature may serve as pilot experiences, but for any ultimate impact to be felt there would need to be changes made at a national level. In part, CREA's support in the civil society advocacy arena for changes to the municipal code was an implicit recognition of this reality.

Second, although the political will of municipal authorities is essential, municipalities need a great deal of assistance in determining, alongside civic leaders and organizations, just what kinds of information are most useful. They then need assistance in the preparation of mechanisms and information that enables citizens to have easy access to this information.

Finally, the idea that information which is "public" in principle, yet in practice has been parceled out only at the discretion of government officials, is still a novel concept, not only for municipal authorities, but also for citizens. Efforts to promote municipal transparency laws from above, without proper input from citizens as to their real needs and concerns, will not likely succeed in motivating citizens to use these mechanisms.

C. CODE OF ETHICS

Activities

CREA's work in this area followed up several years of work by USAID in promoting discussion about the need for improved ethics and other anti-corruption measures among Salvadoran authorities and civil society. CREA's first efforts in any field under this project were related to ethics. In June 2001, two consultants were contracted, following a full and open bidding process, to support the work of the government rapporteur, and important progress was made in the comparative legal research needed to advance in this project and a colloquium with leading legal specialists was held. This report was well-received and widely disseminated among Salvadoran government officials and civil society actors. The governmental counterpart for this effort was the National Commission on Sustainable Development (CNDS).

In addition, more funds for this purpose were made available to CREA in response to the April 14, 2000, Agreement for Anti-Corruption Cooperation between the Department of State and the Government of El Salvador (GOES). The State Department, through the Bureau of International Narcotics and Law Enforcement allocated $350,000 from agreement for 1) the development of one or more codes of ethical conduct for the GOES and 2) the establishment of an Office of Government Ethics within the GOES. These funds were not made available to CREA until July 6, 2001.

With the signing of the Ethics Code cooperative agreement, the costs of the two CNDS consultants as well as that of the government rapporteur, along with all other costs related to this issue, were paid for through this new agreement. Although there was some discussion about the possibility of drafting a code that would be applicable to all government officials, in the end the work was oriented exclusively toward the executive branch. During the six months of this agreement, all goals within our control were met:

- A participatory process of consultation was supported through four colloquia, in which prominent lawyers, members of civil society and government officials discussed the merits of each of the proposed documents. These discussions were transcribed and then reviewed by the consultants, and suggestions were incorporated into documents as warranted.
- Draft documents were elaborated and finalized through this process, requiring only Executive action, including the following:
  - o Executive decree—Code of Ethics for Public Functionaries
  - o Executive decree—Ethics Commission for Public Functionaries
  - o Expository preamble (*exposición de motivos*)—Code of Ethics for Public Functionaries
- In addition, the CNDS consultants drafted a proposed inter-institutional agreement between the Attorney General's Office and the Ethics Commission
- Studies reviewing ethics provisions in Salvadoran legislation, as well as in comparative law, were produced in order to inform the development of the code.
- Computer and office equipment was purchased for the Ethics Commission, and deposited with USAID until the formal opening of this office.

Further efforts were made throughout 2002-2004 by USAID and CREA staff to dialogue with the government about the set-up of a government ethics office. A draft law was sent by the Court of Accounts, later designated by the Presidency as to whether the office should be located within the Legislative Assembly, but did not get out of the review committee. The installation of an anti-corruption office was also part of current President Tony Saca's original campaign platform. Nevertheless, as the project closed, and with no further steps by the government on the immediate horizon, USAID decided to distribute the equipment originally purchased for the ethics office to the office of the Attorney General as well as the Office of the Presidential Commissioner for the Defense of the Consumer.

Impact

Much of the impact of these efforts is yet to be seen, given the lack of movement towards the approval of an ethics code or creation of a government ethics office. However, if and when that takes place, the ethics code and ethics office will provide new legal and administrative mechanisms for controlling public acts of corruption, while involving citizens to a degree not previously done. The following chart provides a review of the potential benefits of this project, once they are finally implemented by the executive branch.

Previous Status of Ethics for Public Servants	*Changes that would come about with the implementation of an Ethics Code and Office of Government Ethics*
There is no single body of norms or regulations that regulate the behavior of servants and public functionaries. In addition, there are few and rarely implemented sanctions or penalties for violations of ethical rules.	The Ethics Code and Ethics Commission will provide norms and procedures for dealing with ethical issues for all Executive branch employees. In addition, sanctions and penalties are more clearly defined and thus more readily applicable.

Before the information about laws related to ethics was not systematized and coordinated in one place.	A thorough review of ethics rules that currently exist in Salvadoran and international bodies of law
Before citizens have less clarity about where and how to denounce perceived ethical violations.	The Ethics Commission will receive and attend to denunciations by the average citizen.
Before there did not exist any mechanism for follow-up to the Inter-American Anti-Corruption Convention, even though it was ratified by the Legislative Assembly in 1998.	The Ethics Code, which takes its inspiration from the Inter-American Anti-Corruption Convention, will become a mechanism for application of, and follow-up to, this Convention.
Before there has not existed any norm or mechanism for the protection of someone who wishes to denounce any particular act of corruption.	The Code of Ethics establishes a norm for the protection of those that place denunciations with the Commission.
Before there was no systematic revision of the Penal Code with respect to provisions related to corruption.	The Ethics Code dedicates a chapter to the Penal Code, indicating areas that are relevant to acts of corruption.
Before there were few norms or mechanisms for citizen participation in combating corruption.	The Ethics Code has an entire chapter devoted to citizen collaboration in the prevention of corruption, through a series of mechanisms.

Lessons Learned

Given that this was a new thematic area for the government, government counterparts—and especially the consultants contracted—were often open to suggestions as to content and directions to be taken in the development of the code and office of ethics, particularly with respect to mechanisms for information access and citizen participation.

Although the Executive branch displayed the initial political will necessary for the realization of the project, the failure to implement the code and office of ethics before the project's conclusion, or even shortly thereafter, slowed the momentum of the process.   It also may suggest reconsideration as to whether or not the political will exists to carry this project any further.

Many parts of the process could have been more participatory and open to the public. Although some participation occurred, it was not always consistent—i.e., the same group of

persons was not always involved—and it was perhaps not sufficiently broad as to have generated a base of support for carrying out the code. Although public statements of commitment were made to this process, the public release of different documents would have both indicated a real openness to seeing this process succeed, as well as created a more informed group of persons and organizations who could push for the approval and implementation of the code and office of ethics.

D. CIVIL SOCIETY PROJECTS

During the second half of the project, beginning in 2003, CREA began to solicit proposals from civil society organizations to work specifically on transparency-related matters. While some of these were advocacy initiatives, in general they could include a wider range of activities, including studies and education, due to the limited role civil society had hitherto played in promoting transparency in the country. The results of projects undertaken by six CSOs are detailed as follows.

Activities

Fundación Siglo XXI: This project provided education and disseminated information about the structure, allocation and budget performance of the autonomous road fund-- the *Fondo de Conservación Vial* (FOVIAL). It involved a brief study of the fund's stages and monitored it over several months of its budget cycle.

The project sought to obtain increased knowledge as to where the FOVIAL budget comes from, why certain projects are identified and selected, and how the money is allocated. With this information available, the public would be better able to express more informed opinions when demanding accountability for the use of their tax money.

Once the assessment was done, an educational document was developed for use in workshops, and afterwards was turned into a booklet in a popular format. A university forum and regional workshops were carried out, with the participation of the Minister of Labor and other prominent individuals involved in the fund's budget allocation cycle.

FESPAD: In this project, "Observation, Study, Debate and Strengthening of the Judicial System in El Salvador," FESPAD set out three goals: first, to determine and demonstrate the degree of internal democratization in the administration of justice; second, enquire into the status of access to justice in geographic, economic and educational terms, along with generally demonstrating the level of efficiency –an indicator of external democratization-- in three specific areas of the law: labor, family and criminal; and finally, to inform the public and the legal community about the background, content and dimensions of the Judicial Branch Modernization Project, being implemented by the judiciary.

The project was comprised of a research component and an information dissemination component. Dissemination occurred through workshops, the public presentation of results in fora, and postings on the FESPAD website. Information was also shared about one additional issue, only generally related to the others, the "Judicial Branch Modernization Project," executed by the judiciary with funding from the Bank for Investment, Reconstruction and Development (*Banco*

de Inversión, Reconstrucción y Fomento). This was added for the purpose of filling an almost complete void in public information on this project, which at present constitutes the country's main investment plan with respect to the administration of justice.

APES: APES' "Project for Transparency and the Right to Public Information" sought to sensitize journalists, public opinion leaders, social movement leaders, and politicians in the country – and by extension, civil society – about the importance of demanding transparency and an effective right to public information, in order to strengthen democracy in El Salvador.

To do this, it set a goal of promoting participation and raising awareness on the issue with 25 public opinion-makers; 75 journalists; and 225 social movement leaders, professionals and politicians from the country's three regions, through discussion forums and workshops about transparency and access to information. It also implemented a media publicity strategy to raise awareness among civil society, public opinion makers, political leaders, and the general public in order to create conditions conducive to implementing a Public Campaign for Transparency and the Right to Public Information.

FUMA: This project sought to improve the quality of citizen participation and social auditing in the community consultation groups of the Basic Integrated Health Systems (*Sistema Básico de Salud Integral*- SIBASI) in Sonsonate in order to improve civic engagement in the principal decisions regarding health in 16 municipalities in this department.

Part of this project encompassed the production of a research document entitled "Participation and Social Auditing in the Public Administration of Health," which contains two main components:

1. The experience of systematizing the kinds of community participation in health in eight municipalities in Sonsonate: Nahuizalco, San Antonio del Monte, Santa Catarina Masahuat, Acajutla, Santo Domingo del Monte, Salcoatitán, Sonzacate and San Julián. Leaders from 54 communities participated in this exercise. This section of the document details the process of strengthening the municipal health commissions, made up of health and social auditing committees with the involvement of the municipalities.

2. A proposed methodology for conducting organized social auditing of the Sonsonate SIBASI, taking as a point of reference the mechanism for social participation identified in this exercise.

Both of these components were carried out in a participatory manner and were presented to MSPAS and to other stakeholders in the sector, for the purpose of having them used as input in discussions on the issue of health sector reform.

PROBIDAD: This organization's first project, "Education on the Budget and Government Purchasing to Prevent and Control Corruption," sought to produce guides that would provide knowledge of certain areas of government administration. The guides put particular emphasis on the availability of useful information for public oversight and when and where it is possible to have an influence.

First, a guide was written on "Making Accounts Clear." This lays out one of the first tasks, consisting both of an introduction to budget analysis, including what information needs to be identified, and clarifying what information is available on revenues, spending and allocation. It also includes the procedure used to collect revenues and allocate expenditures, as well as identifying the key actors with whom to interact. The purpose of this guide is to offer a descriptive framework for the public budget and the information that is generated at different stages and levels. From there, it identifies opportunities for advocacy of which civic groups and their constituencies can take advantage.

A guide was also written on "Doing Business Honestly." Generally, the term public tender is associated with shady dealings, since in many cases these processes are rigged. It is not usually thought that citizens can participate in the process of a public tender, since the idea of government purchasing is understood as a purely administrative activity, done by office workers filling out never-ending paperwork. This guide orients the reader to the unfamiliar terrain of public administration contracting processes and tries to impart basic information to the different actors involved in the process, especially the public. The guide is divided into two sections. One goes over general aspects of the contracting process and the other explains step-by-step how the process takes place.

Finally, a "Guide to International Anti-Corruption Standards and Policies" was produced. This book offers an overview of current international standards and policies against corruption, the role played by some of the agencies that ensure their application and, when they exist, their monitoring or evaluation mechanisms. It is divided into two parts. The first is devoted to two of the main international legal instruments against this scourge: the Inter-American Convention Against Corruption (IACAC) and the United Nations Convention against Corruption. As a complement, a summary is presented of the agreements on fighting corruption adopted by the chief executives at the Summits of the Americas and explains the role played by agencies in the Organization of American States (OAS) in monitoring these agreements and the IACAC. The second part of the book addresses specific areas such as the conduct of officials, participation of civil society, control measures and others. For each topic, there is an explanation of basic concepts and at the end there is a table of references to international instruments.

In its second project, "Transparent Websites in Central Government Institutions," Probidad sought to promote the use of the Internet as a platform for transparency in central government institutions in El Salvador. This project had the objective of assessing and identifying critical areas and promoting improvements in governmental websites, specifically with regard to accountability, free access to information, clarity and application of the rules, and citizen participation. PROBIDAD chose to work on the topic of electronic government after considering the following aspects: 1) the opportunities offered by the Internet to develop components of institutional information systems and to introduce elements for transparency into them; 2) the feasibility the Internet offers for developing the link between the user and public institutions; and 3) the presence that the Internet already has in central government institutions in El Salvador.

IUDOP: Although several institutions have done work on transparency, efforts specifically aimed at evaluating the public's opinion on these issues have been few and unsystematic. To fill this gap, two studies were planned.

The first study involved a nationwide survey, representative of the Salvadoran population, to collect data on public opinion and perceptions of corruption in government institutions and among their officials, primarily in the judicial area. The study included three general components: a) the level of corruption attributed to institutions, to officials and to processes where public employees and civil society interact; b) the reasons behind this perception; and c) the influence this has on the population's decision to get involved in social auditing, conflict resolution and supporting the democratic system. The choice of the specific areas to study in which citizens interact with State agencies was made on the basis of IUDOP's experience and that of other institutions that have researched this issue. Some of the sectors particularly needing evaluation included the administration of justice system and the State oversight agency.

The second study dealt with the opinion and self-perception of the Salvadoran private enterprise sector with regard to corruption. This study attempted to delve into the group self-perception of the business sector as a private agent for service provision and in its relationship with the State. Thus, the study was designed to investigate the issues of transparency and corruption from three perspectives: the perspective of the provider and contractor for services to the State; the perspective of the sector that may or may not benefit from the level of transparency in State policies; and, finally, the perspective of the beneficiary and direct user of the services provided by the State regarding the ease of doing business, in terms of bureaucracy and efficiency.

This study was divided into two parts. The first consisted of interviewing the representatives (presidents) of the trade associations that are part of the National Association for Private Enterprise (ANEP) on their perceptions of transparency and corruption. The second part of the study was a survey of businesses randomly chosen using probability sampling methods. This survey attempted to delve into the opinion, assessment and self-perception of private businesses around transparency and corruption in their relations with the State.

Impact

Fundación Siglo XXI: A novel methodology was developed that extrapolates from the measurement system used by Michael E. Porter, a leading expert in business ethics to evaluate business competitiveness. The working team adapted this to be able to measure transparency in the administration of any public institution. The instrument created is called the Transparency Diamond, which consists of four components: the Information System, Control over the Arbitrary Exercise of Discretion, Accountability and Citizen Participation. It should be possible to fine tune this method so that it can be used every year, both in this institution as well as in other government services.

FESPAD: Up until now, judges have never implemented projects by themselves that would give them instruments for empowering themselves. Never, or rarely, have they participated in choosing projects, programs and methodologies where they have been the beneficiaries or the protagonists. Henceforth, they should be direct protagonists in the projects on these issues, in particular those regarding the conditions that guarantee judicial independence and access to justice. For example, this study led to the development, by one of the judges' associations, of a medium-term project on judicial transparency and efficiency.

APES: For the first time in El Salvador, a public awareness campaign was launched – albeit for a limited time span – that sought to educate citizens on need for greater public access to information.

FUMA: A novel methodology was developed for carrying out social auditing (*contraloría social*) health services at the local level. In the process, local citizens were trained, government health officials were involved, and the process is viewed as having great potential for replication.

PROBIDAD: The representatives of the civic organizations invited to the various public activities expressed how productive it would be for government websites to include more information that would facilitate monitoring agencies' activities. The government representatives involved were quite open to taking on the project and accepting the results, making it appear that it would be very feasible to follow-up on the 2004 evaluation. It also appears to be quite feasible to undertake the same process at other levels of public administration, such as in municipalities and autonomous agencies, etc.

IUDOP: As a direct result of the first opinion poll, there is now a clearer picture of citizen opinion of the extent of corruption in State institutions and officials. In addition, information was gathered to create a database on perceptions of corruption that has established a baseline for future studies and will enable comparisons over time. The survey also makes an important methodological contribution to survey data about corruption in other countries. Whereas most surveys tend not to emphasize one form of corruption over others, in the IUDOP poll, a third of those polled seem to understand corruption as a synonym for "common crime." This important finding meant that many of the strategies suggested by those surveyed for dealing with corruption have more to do with problems of crime than with corruption.

The second poll, related to private sector perceptions of corruption, enabled a determination of the role that private enterprise plays in the levels of transparency in public. The poll results revealed the business sector's perception of the decision-making process with regard to public policy in El Salvador, that is, whether policy responds to technical criteria or rather whether it favors directly, or in a discretionary manner, specific power groups in the country. Not surprisingly, the levels of corruption perceived by the business sector are much higher than those seen by the public more generally.

Lessons Learned

Transparency initiatives supported by CREA International are usually about transparency in one specific area. These projects are often also advocacy projects and have all of the same characteristics, so many of the lessons learned discussed with respect to advocacy projects also apply to this area. Transparency is a new advocacy topic, however, and it has taught a few particular lessons worth mentioning. In a democratic society, civil society must work on transparency over the long term in order to make progress that is independent of governmental political will. No government is so transparent as to obviate the need for an active and vigilant civil society.

Work has just begun in the area of transparency, but it is gathering momentum. In last five years, the topic of transparency has moved from being merely a reference to political scandals, to one that is framed as a serious issue requiring long-term work. In other words, transparency is now on the national agenda. Transparency work is clearly growing and many organizations are starting to get involved.

Like many other issues, the lack of transparency in government affects the entire population of El Salvador, and yet there are only a few organizations made up of the people who are directly affected by it. While more organizations have begun to take interest in the issue, other groups still need to get involved. The business sector, for instance, will need to take on a serious role alongside other civil society organizations if any real impact is to be achieved.

Since work on the transparency issue is so new in the country, information and experiences to date need to be shared. Organizations with experience working in the issue would do well to establish a mentoring relationship with those who are just beginning.

Access to information is critical for monitoring government and for advancing government transparency. In all of the experiences thus far, organizations have had some degree of difficulty in getting the necessary information from the government. Breaking down government officials' resistance to giving out information will require its own process of advocacy and time. Some have found that "technical level" officials are more open to cooperating with civil society initiatives in this area.

In addition to the auditing and monitoring initiatives that establish access to information in practice, some organizations note the urgent need for a national law that would give citizens access to public information. The effort to reform Title IX of the Municipal Code to include participation and transparency mechanisms could be a model for a law that would regulate access to information in other areas of the government.

IV. Conclusions and Recommendations

The Citizen Participation and Governance Project was an ambitious and wide-ranging project that sought to promote improved civic participation and democratic governance from distinct vantage points: through funding and training civil society advocacy organizations, through strengthening mechanisms within the Legislative Assembly for broader participation, and through support to other state institutions committed to governing with greater transparency and accountability. While previous sections reviewed the activities, impact and lessons learned in these areas, this project also leaves behind a broader set of challenges in the different areas. Below are further thoughts on areas for growth and change that CREA's various counterparts may want to take into account in future months and years.

Challenges for Civil Society Organizations

Advocacy initiatives constitute a challenge above and beyond what most CSOs are accustomed to confronting on a daily basis with the myriad of projects that must be implemented and the constant fundraising for future projects. Advocacy initiatives require a honing of skills often not found in CSOs, like the ability to cultivate media, convince national political leaders of the benefits of a proposal, and produce credible research on an issue. Of course, while an organization is busy developing advocacy skills and carrying out advocacy campaigns, all the other issues of CSO management and sustainability do not disappear. Moreover the advocacy work will not clearly contribute to the overall sustainability of the organization, it can contribute to the positive reputation of the organization and bring about new funding contacts, but it is not certain to do so. Thus the primary challenges for CSOs in participating in or leading an advocacy initiative are two-fold, one regarding how to be successful in the advocacy effort and the other how to be sustainable as an organization both during the advocacy and over the long-term.

Challenges related to advocacy:

Relationships must continue to be fostered between CSOs and both government and media actors. Some strides have been made in this area, but clearly these can only be considered hopeful examples that productive, positive relationships are possible. Most organizations continue to have weak or non-existing relationships with both categories of actors. Constructing positive relations will require patience, persistence and overcoming personal prejudices.

The initial skills developed, particularly those in lobbying, cultivating media, and research, must be built upon in those organizations that have some expertise already. The great majority of CSOs still need to begin to develop these capacities and should seek out experts in the different fields as well as experienced CSOs to provide training and advice. Those organizations that have had the good fortune and vision to build advocacy capacities would ideally make sharing advice and teaching other CSOs a high priority.

Much of the advocacy experience in El Salvador has been lost because it has not been documented. CREA contributed two books on the experiences of counterpart organizations, but

other successful experiences have as yet to be written and should be considered a pending task by the organizations. Perhaps more important still is the need for experienced advocates in the country to meet on a periodic basis and share experiences and lessons learned so that each experience adds to a collective analysis of how advocacy is developing over time and what needs to be done to continue to innovate increasingly more effective initiatives. Currently each experience is taken as an isolated occurrence and no comparison to other efforts can be made, primarily because they are unknown and because no one takes the time to analyze what the collection of advocacy experience means as a whole for the country.

Existing advocacy efforts should continue as long as they are politically viable. Ending an initiative because the funding for a project has ended -- rightly or wrongly -- sends a message to other actors that the CSO isn't serious about the proposed change, and was merely going through the motions. Those who oppose the advocacy proposal or citizen participation in general, understand from this that they needn't take CSO advocacy initiatives seriously because they can simply wait until the funding runs out and go about business as usual.

Advocacy, like any other activity, requires funding. Most international donors are not offering funding for advocacy and national donations, with the exception of membership donations or dues, go towards more traditional charitable activities. One possibility is for several organizations to pool resources to carry out a common advocacy initiative or to combine smaller funds from multiple donors for the same purpose.

Sustainability challenges for Salvadoran CSOs:

The total dependence of Salvadoran CSOs on international funding makes them very vulnerable when international agencies withdraw from the country as is currently the case. Organizations have to begin self-sustaining activities like the sale of services or other businesses to supplement their income now and eventually replace the income lost as donors leave.

CSOs must also begin the difficult task of cultivating national donations not just for the sake of the sustainability, but also to increase their advocacy potential as offering funding is the clearest sign of support an individual or business can give. In the U.S., how much funds an advocacy campaign has raised is also taken as a measure of the political support that has been and can be generated. In order to raise funds from national sources, Salvadoran CSOs will have to develop their ability to convince a national audience that their ideas are worthwhile which is a key to their success in advocacy as well. Currently most CSOs are better at "selling" their concepts and activities to international actors and have little idea how to do so within their own country.

The development of a CSO depends upon the development of its employees and board of directors. The same is true of advocacy, skills are developed in individuals and relationships are created between individuals, as these individuals leave the organization, so too does their accumulated experience and relationships. Without the ability to recruit, keep and reward talented, intelligent people, an organization cannot be successful in advocacy or in most cases, maintain the organization itself. CSOs are challenged to find the funding to support key personnel, streamline organizations and at the same time focus their work strategically so that

employees are not either in a state of constant uncertainty about their jobs or are not so overworked that they cannot do any single activity well.

This is a challenging time for Salvadoran CSOs and many CSOs may not survive. Those that do will hopefully be stronger, more strategic and more capable than they are today. Donors can and should help by funding activities that lead to more self-sufficiency rather than focusing exclusively on short-term projects. Seed money for businesses, studies on national attitudes on their issue, training in how to do national fundraising, funds to support the development of dues-paying memberships, studies on what has worked in self-sustaining enterprises and planning activities for sustainability are potential investments which will help CSOs become less dependent on international funding. Most donor agencies have poured multi-millions of dollars into supporting CSO project work over the years, now that the international focus has moved elsewhere and El Salvador has developed politically, socially and economically to a point to where donors feel that money is better spent on poorer countries in the region, it is important not to simply drop funding to El Salvador without a prior process committed to contributing to the sustainability of what has already been done.

Challenges for State Institutions

It is important to emphasize the premise that parliaments are basically the only government institution where different political currents come together in one place. This is the context in which interactions happen between majority and minority groups, where decisions are made democratically by the majority with respect for the minorities, and where minority groups have the possibility to express their points of view and influence the decision-making of the congress. Because of these characteristics, parliaments offer the conditions for achieving consensus on basic issues or legitimizing the majority opinion. Working toward the common good in this way contributes to good governance. This premise also applies to the case of El Salvador.

Parliaments are experiencing a loss of power relative to other government institutions and a loss of prestige in society. This is clearly shown in various studies, opinion polls, and among citizens in general. The perception is that parliaments relate to citizens very little and that they only minimally fulfill their role as representatives. Thus, citizens conclude that their representatives are not defending their interests and concerns in the way they would hope.

In many countries, including El Salvador, the public tends to value the operative capacity of the executive branch more than that of the legislative. They see parliaments as slow and inefficient institutions that do not deal with the real needs of the population. In large part, this is because the executive tends to have greater technical capacity and more resources than the parliament and is therefore able to elaborate a greater number of legislative initiatives. The executive even has a greater capacity to design parliamentary agendas.

The final consolidation and institutionalization of the Participation Program directly correlates to the implementation of the agreement between the Assembly and the IDB. The Participation Program provided assistance in only three components of the Modernization Plan: Legislative Strengthening, Administrative Strengthening, and Computer Technology. The rest of the components (with the exception of infrastructure) are all executed and financed through

agreements with the IDB. The Participation Program's development of the three components mentioned above has been fundamental for providing more efficient and transparent service to the public. This has led to increased public interest in participating in legislative activities.

Strengthening the legislative, administrative, and computer technology functions of the Assembly is of utmost importance if that body is to achieve greater effectiveness, efficiency and transparency to fulfill its mission as assigned by the Constitution. It is necessary in order to provide quality services to the public and to achieve the kind of legitimacy the Assembly needs for its legislative work and for its actions directed at achieving more public participation.

To guarantee true citizen participation, government institutions and civil society must establish mechanisms for interaction. Participation does not grow out of sheer good will or desire on the part of one side. Assembly representatives, executive branch officials and staff should take responsibility for promoting their work more energetically and providing greater opportunities for people to find out about participation mechanisms. The population has a serious responsibility, as well. It must make consistent and efficient use of the mechanisms that are established and move towards a more dynamic relationship with its elected representatives.

V. Appendices

Appendix 1- Civil Society Advocacy Projects

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Cooperative Association of the Independent Group for Comprehensive Rehabilitation of Limited Responsibility **(ACOGIPRI de R.L)** **Name of Project:** Proposal to Modify the Equal Opportunity Law for People with Disabilities. **Grant Amount:** $ 29,815.25 **Length of Project:** July 1, 2004 to January 15, 2005	*Objective 1:* Strengthen associations of people with disabilities to help them develop skills to assure their ability to exercise all of their rights by learning and spreading information about laws related to people with disabilities (PCD). R. 1.1 Research and diagnosis of the current situation of the law and related issues. R.1.2. An empowered and cohesive group with analytical capability and the ability to formulate proposals on the issue. *Objective 2:* Formulate and present a proposal for concrete changes in the Equal Opportunity Law for People with Disabilities. R.2.1. Design a joint inter-sectoral strategy to follow up on the proposal. R. 2.2. Form a commission to follow-up on the proposal with various government offices.	Research was conducted on existing relevant laws in 14 Latin American countries. Results of this study informed the proposed modifications to the Salvadoran law. The research is also a valuable tool for others as it contains information on the major issues of legislation concerning people with disabilities on the continent. 790 public and private institutions were surveyed. Seven trainings were provided to PCD organizations on advocacy issues (Facilitating Workgroups and Workshops, Lobbying, Speech, Assistance with Media, and Leadership.) Creation of Study Circles. In December 2004, a legislative proposal for reforming the Equal Opportunity Law for People with Disabilities was presented to the National Assembly. Congress people from all parties signed on to the proposed legislation. A group of people with the following minimum characteristics has been formed: they are representatives of a PCD association, they have participated in the study circles, they express themselves well, and above all, have the willingness, time, and desire to continue working on changes in the law. A group of 10 people from all of the PCD associations will lobby congress to get the reform initiative signed into law.

Basic Information about the	Planned Objectives and	Objectives and Results

Project	Results	Accomplished
Organization: Association for the Development of Communities on the Banks of the *Cerrón Grande* Dam. **(ADECRECER-Grande)** **Name of Project:** Advocacy for Access to the Fluctuating Lands of the *Cerrón Grande* Dam. **Grant Amount:** $ 57,490.74 **Length of Project:** September 17, 2001 to January 31, 2003	**Specific Objetive 1:** Design the proposal for the legislative decree of *commodatum* with the opinions and acceptance of the group of people affected by the issue. R.1.1. Formulation of the proposal R.1.2. Validation of the proposed *commodatum* law on the fluctuating property of CEL. **Specific Objetive 2:** Get three assembly representatives from Chalatenango to support the proposed decree and agree to co-sponsor it in the Legislative Assembly. R.2.1. Obtain the support of assembly representatives of the ARENA, PCN, and FMLN political parties and CEL officials. R.2.2. The three assembly representatives and the CEL officials reach consensus about the content of the proposal and present it to the Assembly as a legislative initiative or decree. **Specific Objetive 3:** Achieve passage of the bill in the Legislative Assembly and the approval of the President of the Republic, establishing an implementation mechanism through which the people affected by the issue can participate. R.3.1. ARENA, PCN, FMLN, PDC, CDU and independent assembly representatives support the proposal. R.3.2. The *commodatum* decree on fluctuating CEL lands is approved by the National Assembly. R.3.3. The President does not veto the decree.	The proposal was formulated successfully and validated by the communities represented. A study was done on the use and distribution of the lands around the *Cerrón Grande* Dam. The bill was introduced in the Assembly with the support of three representatives from Chalatenango. The strategy of making it a departmental project was to keep it from becoming a partisan issue and allow a greater possibility for the three largest parties in the department to support it. A number of meetings were held with CEL officials and assembly representatives of different parties. ADECRECER- Grande was able to make a presentation to the Economy Commission in the plenary. The Assembly has not yet passed the bill into law. ADECRECER members have continued intense lobbying, however, which has helped them to get the issue discussed in the Economy and Agriculture Commission. As the project ended, ADECRECER members stated their commitment to follow up on the issue until the law is passed.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: National Association for the Defense, ~~Development and Distribution of~~	**Objetive 1:** Design a special legislative proposal,	The legislative proposal was formulated with the participation of the national leadership of ANDAR and ~~the assistance of consultion~~

Development, and Distribution of Water in Rural Areas **(ANDAR)** **Name of Project:** Citizen Participation for Advocacy in Access to Water in Rural Areas **Grant Amount:** $ 94,754.14 **Length of Project:** May 16, 2001 to December 15, 2002	using the current legal framework, to designate rural water systems as legal and legitimate distributors of potable water in rural areas and to assure that water distribution in these areas be done in consultation and consensus with ANDAR members. R.1. 1. Formulate the legislative proposal. R.1.2. Validate the proposal and make changes with ANDAR members. **Objective 2:** Achieve the passage of ANDAR's proposed law in the Legislative Assembly. R.2.1. Obtain the support of the FMLN, PCN, ARENA, CDU, PAN y and two independent assembly representatives to back up the proposed law. **Objective 3:** Achieve ratification of the law with the changes proposed by ANDAR and the support of the President of the Republic. R.3.1. The President does not veto the law.	the assistance of a well-known lawyer. Its content was also consulted with ANDAR members through 52 workshops held all over the country. The result was a proposal that truly reflected the interests and needs of the members of ANDAR. Over a thousand ANDAR members were present when the proposal was presented to the Legislative Assembly. During the lobbying process, more than 7000 ANDAR members attended two marches to the Assembly to call for the bill's passage. ANDAR members sent 3,786 letters to the Public Works Commission. As part of its lobbying efforts, members of ANDAR national leadership were present in every meeting of the Public Works Commission. As the project ended, they had obtained the support of representatives of the three largest parties, but this was still insufficient for passing the bill and the legislative session was about to end. Nevertheless, thanks to the media coverage obtained during the course of the project, ANDAR was able to position itself as an organization to be reckoned with on issues of water resources legislation. ANDAR was also able to get legal status as an association, something which had been denied them previously. The approval of this status was facilitated by the advocacy efforts that raised its profile and by lobbying government officials.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Action for Health in El Salvador- **(APSAL)** **Name of Project:** Passage of a Law on Medicines **Grant Amount:** $ 69,418.10 **Length of Project:** December 2001 to January 31, 2003	**Objective 1:** Formulate a legislative proposal on medicines with the participation of various potential allies. R.1.1. Establish a broad and representative round table of the sectors involved in the issue. R.1.2. Come up with a final draft of a National Law on Medicines. **Objective 2:** Reach the consensus necessary to introduce the legislative initiative in the Assembly with the support of the different political parties and the President. R.2.1. The heads of four different political parties of the Legislative Assembly support the bill. R.2.2. The Ministry of Public Health and Social Welfare and the Superior Council of Public Health have participated in formulating the proposal. **Objective 3:** Achieve the passage of the Medications Law in the National Assembly and not have it be vetoed by the President. R.3.1.Have the support of 4 political parties to facilitate the law's passage by a simple majority. R.3.2. Have the support of INQUIFAR y the Ministry of the Presidency to keep it from being vetoed.	Various forums and workshops were held with the participation of non-governmental organizations, medical schools of the largest universities, professional association members, and members of the chemical-pharmaceutical industry. The proposal was formulated in a participatory fashion in forums and presented to the Legislative Assembly. The bill was not passed into law. There were internal and external factors that affected this outcome considerably. Internally, the network was not able to establish a close relationship with the chemical industry. Externally, the health-workers strike made it impossible to raise any other issue in this area. Lobbying in the Assembly was limited to a few assembly members, which did not allow various parties to make commitments on the issue. According to interviews with the assembly representatives on the Health and Environment Commission in 2005, APSAL continues to lobby with the Legislative Assembly to pass this legislation.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Salvadoran Association for Comprehensive Development **(ASDI)** **Name of Project:** Advocacy on the Creation of Municipal Ordinances for the Use and Protection of the Ecosystem in the Coastal Municipalities of the Gulf of Fonseca. **Grant Amount:** $ 71,587.07 **Length of Project:** November 21, 2001 to November 30, 2002	**General Objective:** Regulate the use and preservation of natural, physical, human, and biological resources that favor local development and generate conditions for the promotion of sustainable development in the 5 coastal municipalities of the Department of La Union. **Specific Objectives:** 1. Design for 5 municipalities, a series of ordinances and rules in 2 areas: environmental conservation and zoning, with specific topics in each area 2. Achieve the passage of the ordinances and rules in each of the 5 municipal councils. 3. Promote, disseminate, and give follow-up to the approved ordinances. **Results:** 1. Achieve a high level of participation and coordination with local actors and municipal councils. 2. Passage of the ordinances by a qualified majority of council members. 3. Campaign to disseminate information about the ordinances on the radio.	**General Objective:** 8 municipal ordinances passed by five municipalities were published in the government journal, giving a local legal framework for the area of natural, physical, human, and biological conservation. This becomes an important reference point in the current construction of the Cutuco Port. **Specific Objectives:** Successful consensus and participation around local problems and possible solutions led to the design of 10 ordinances—2 in each municipality—related to zoning and the protection and preservation of the environment. Four municipal councils passed their ordinances and these 8 were officially published. There was no progress in the municipality of San Alejo because the mayor there did not consider the issue a priority. With the reassigning of resources and change in plans, the basic work was done to create local commissions that can do the follow-up and pressure for appropriate implementation of the ordinances. To do this, technical monitoring staff will need to be hired. **Results:** Plans were accomplished 100% since the local population participated a great deal in coordinating with the various municipal councils and this helped to win the approval of the ordinances. Local participation also assured that follow-up would be done to implement the ordinances.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Salvadoran Association for Comprehensive Development and the José Simeón Cañas University of Central America **(ASDI/UCA)** **Name of Project:** Citizen Participation for the Legitimacy of the Plan and Law for Development and Zoning in El Salvador. **Grant Amount:** $ 67,202.27 **Length of Project:** November 4, 2003 to December 31, 2004	**Objective 1:** For society and institutions to inform themselves on and discuss the Plan and Law for Territorial Development and Ordering (PNODT) before it comes up for discussion in the Legislative Assembly. R.1.1 Produce a document analyzing the PNODT. R.1.2 Help civil society actors and institutions who work on local development and decentralization issues to learn about the content of the PNODT. R.1.3. Civil society organizations propose changes in the PNODT. **Objective 2:** Influence decision makers such as the Vice-ministry of Housing and Urban Development, the Ministry of the Environment, the Public Works Ministry, and the Legislative Assembly to incorporate civil society proposals into the PNODT. R. 2.1 Carry out an information campaign on the Plan, the Law, and changes proposed by civil society. 2.2. Civil society actors and institutions launch an advocacy campaign with government and the Legislative Assembly to get them to incorporate civil society proposals.	1. A document analyzing the plan and law was produced. 2. The PNODT and the analysis document were made known and discussed with COMURES and the Departmental Councils of Mayors (CDAs) and their technical teams. 3. COMURES, CDAs, and mayors of various places formulated proposals for change. 1. The project produced four bulletins, made a special web page, and conducted six workshops with journalists and members of the media in order to inform people about the plan. 2. ASDI-UCA presented the results of their analysis and consult with assembly representatives from the various political parties represented in the Municipalities Commission of the Legislative Assembly and formally presented the analysis document on the PNODT to the Commission. 3. The Presidential Commission on Governance has invited ASDI-UCA to CONADEL to present its analysis and proposals.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: "Norma Virginia Guirola de Herrera" Institute for Women's Studies **(CEMUJER)** **Name of Project:** Institutionalization of a Sexual and Reproductive Health Policy in the Municipality of Soyapango. **Grant Amount:** $ 5,714.29 **Length of Project:** February 5, 2001 to July 16, 2001	**Objective 1:** Put together a municipal policy on sexual and reproductive health in a participatory fashion. R.1.1. Participatory elaboration of a proposal and consultation process for the final formulation. **Objective 2:** Approval and institutionalization of a Municipal Policy on Sexual and Reproductive Health. R.2.1. Pass a policy and make a plan for implementation and follow-up. **Objective 3 :** Sensitize municipal, local, and business actors about the policy and get them to make a commitment to it. R.3.1. Implementation of a plan for dissemination/information/training (work sessions; videos/forums; talks; town meetings; printed materials)	A proposal for a municipal policy was elaborated through a broad participatory process. The policy was approved by a great majority of council members. No one voted against the policy. This was because of the efforts to raise awareness and assure opposing parties of the real intentions of the project, thus overcoming initial misunderstandings. An implementation plan was elaborated, prioritizing education, promotion, and awareness raising activities about sexual and reproductive health—especially as regards to teenage pregnancies and HIV/AIDS. The local government took ownership of these activities, but defined spaces of coordination with health and justice bodies at the local level in order to improve the attention to the topic. The mayor has developed a plan to implement the policy through municipal social promoters whose role is to educate people about the policy and promote sexual and reproductive health according to the approved guidelines. Positive interactions occurred with representatives of some schools and even one local Catholic church, which expressed its approval and intention to continue working to improve sexual education.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: "Norma Virginia Guirola de Herrera" Institute for Women's Studies **(CEMUJER)** **Name of Project:** Monitoring the Implementation of the Domestic Violence Law in Four Municipalities of La Libertad **Grant Amount:** $ 19,007.81 **Length of Project:** June 23, 2003 to December 23, 2003	**Objective 1:** Build and consolidate partnerships in the four municipalities (at least 3 partnerships). ***R.1.1. Four partnerships work on preventing violence and monitoring the law.*** R.1.2. Partnerships are trained in domestic violence and monitoring systems. R.13. Four partnerships implement their work plans for disseminating information and monitoring law against domestic violence. R.1.4. Population of 4 municipalities is informed about the domestic violence law and about related institutions. **B. Objective 2:** Design and implement system for monitoring the domestic violence law in the four municipalities. R.2.1 Diagnostic study on domestic violence conducted in the 4 municipalities. C. R.2.2. System for monitoring implementation of the domestic violence law is designed. R.2.3. Monitoring system is implemented. ***Objective 3:*** Analyze information obtained and design proposals and recommendations. R.3.1. Results of various information gathering processes are systematized. R.3.2. An analytical proposal for reviewing the general budget assigned to public entities responsible for the domestic violence law is produced.	This project was cancelled after six months because of serious executive and administrative errors and problems of transparency in the administration of funds. The groups tried unsuccessfully to insert itself into a local network. Then contacts were made in the community. Workshops for raising awareness were held in three municipalities with community leaders. Delays occurred and the information dissemination and monitoring work did not happen. Forums were held on domestic violence in general since the expected information on the monitoring process was not generated. Informative fliers were distributed, but without any particular plan or strategy. The design of the monitoring system has not been concluded, therefore there has been no progress made in this area. Only the introductory aspects of the diagnostic study occurred and the design of the monitoring system only got to a preliminary stage. There was no diagnostic study or progress in this area. DID NOT OCCUR

	Objective 4:
	Make use of information about monitoring process in the four municipalities.
	
	       D. R.4.1. Justice officials in the 4 municipalities learn about the monitoring system and agree to use the information.
	R.4.2. People in the departments of San Salvador and La Libertad learn about the domestic violence law and where to denounce cases of violence.
	
	Objective 5:
	Get Supreme Court, Attorney General, and Police official to agree to accept monitoring proposals and recommendations.
	
	       E. R.5.1. Supreme Court, Attorney General, and Police accept recommendations of monitoring.
	R.5.2. Legislative Assembly representatives have political will to support recommendations generated from monitoring process.
		People in the justice system were contacted but the relationship did not progress since there was no monitoring system or results to share.
		
		No information campaign was conducted on the law or where to denounce domestic violence cases.
		
		Given the delays in formulating proposals, no advocacy work was done.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Salvadoran Women's Coordinating Group (*La Concertación de Mujeres de El Salvador*) **Name of Project:** Advocacy for Rural Women's Economy **Grant Amount:** $ 4,800.00 **Length of Project:** October 16, 2000 to January 9, 2001	**F. Objectives:** Pressure government to comply with international treaties and agreements it has signed. Advocate for a change in national policies to benefit women. Strengthen women's capacity to advocate and mobilize around issues that affect their lives in the countryside. **Results:** Give proposal to the President and First Lady, who is also the president of the Ministry of the Family and the president of the Institute for the Development of Women, ISDEMU.	A proposal on issues of rural poverty and violence was presented to the President and First Lady of the Republic during the 2000 World March for Women.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Dr. Guillermo Manuel Ungo Foundation, (FUNDAUNGO) through the Special Commission for Comprehensive Evaluation of the Attorney General of the Republic. **Name of Project:** Comprehensive Evaluation and Strengthening of the Attorney General's Office. **Grant Amount:** $ 60,500.00 **Length of Project:** March 20, 2001 to December 2001	**G. Objective 1:** Design and validate a diagnostic evaluation and proposal for the strengthening of the Attorney General's office. R.1.1. A preliminary diagnostic of four specific work areas of the Attorney General's office: human resources, administration, material and financial resources, and legal framework. R.1.2. Validation of dagnostic and proposal through five sectoral workshops with civil society representatives, 7 departmental workshops, and one national workshop with representatives of the Attorney General's office. **Objective 2:** Publish the proposals for strengthening the institution and the commitments made by sectors to approve and implement changes. R.2.1. Achieve consensus and commitments to support the follow-up actions needed to assure the implementation of the project's recommended actions.	The most important result of this effort was the production of a comprehensive diagnostic and recommendations, with the participation of the Attorney General's office and other civil society actors. In the process, an effective collaboration occurred between the evaluators and the evaluated. As a result, the conclusions and recommendations on a wide range of reforms were accepted publicly and unconditionally by the Attorney General. For the first time, an in-depth independent analysis of the Attorney General's office as an institution was carried out. This was done by compiling current laws (including obsolete, unknown, or contradictory laws); administrative processes; educational standards and incongruent aspects; and financial needs. Participants have emphasized that this is the first time such an exercise has been carried out in a government agency. The 2002 re-election of the Attorney General for another three-year period provides some continuity to the implementation of the project's recommendations. In the short term, of the 61 recommendations made, eight have begun to be implemented. The rest are medium term changes that will require a considerable investment of resources.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Dr. Guillermo Manuel Ungo Foundation **(FUNDAUNGO)** **Name of Project:** Building a Citizen Participation Policy into Local Government Administration in 4 Salvadoran Municipalities. **Grant Amount:** $ 76,522.50 **Length of Project:** December 12, 2001 to February 28, 2003	**General Objective:** Contribute to deepening citizen participation processes in Salvadoran municipal government administration by putting together a jointly developed policy that supports and institutionalizes such processes. **Specific Objectives:** 1. Municipalities involved will collaborate with others to design and approve a political framework for citizen participation in municipal government administration. 2. Target municipalities will have citizen participation structures with the basic capacity to monitor the progress of the municipality's citizen participation policy. *Results:* 1) Disadvantaged interest groups are consulted on participation and evaluation needs for the functioning of existing procedures. 2) Agenda of issues for citizen participation policy is agreed upon. 3) Municipal councils agree to promote a participatory process for putting together the citizen participation policy. 4) A plan to implement citizen participation procedures is drafted and approved by the council. 5)) Members of local organizations, participation structures, and citizens learn about the policy for citizen	**General Objective:** Citizen participation processes were generated that had an impact on the administrative and financial work of the municipal governments, but these should be regulated and affirmed by a municipal policy that institutionalizes such processes. **Specific Objectives:** 1: This objective was reached through many meetings for coordinating and reaching consensus on a policy for citizen participation in municipal government. 2: The process resulted in the formation of structures with local leaders who have the basic capacity to monitor the implementation of the citizen participation policy. **Results:** 1) Interests groups were consulted early on about the need for participation. 2) An agenda of issues of interest to the municipality was agreed on and prioritized. 3) Under the framework of social policy advocacy, the municipal councils agreed to promote a participatory process for putting together a citizen participation policy. 4) A plan for implementing citizen participation procedures was approved. 5) The procedures were made known to local organizations and participation structures. 6) The system was documented

	participation in municipal government administration. 6) The record of the experience is written and shared with the main national organizations and institutions that work in the area of municipal democracy.	and made known among various organizations in the country that work in the field of municipal democracy. 7) Citizen participation ordinances were formulated for the municipalities that worked on a policy.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: National Foundation for Development **(FUNDE)** **Name of Project:** Consultation to Incorporate Citizen Participation and Transparency in Local Public Administration in the Proposed Reforms to the Municipal Code. **Grant Amount:** $ 5,900.00 **Length of Project:** March 1, 2002 to November 30, 2002	**H. Objective:** Contribute to legally establishing rights and mechanisms that favor citizen participation and transparency in the work of municipalities in the Republic of El Salvador through the proactive involvement of citizen organizations in reforming the Municipal Code. *Results:* 1. Various civil organizations have been brought together to propose reforms to the Municipal Code that promote citizen participation and transparency in public administration. 2. A document has been produced with a list of proposals backed by various civil organizations. 3. The proposals are presented in the Working Group for Reforms to the Municipal Commission and the various organizations lobby for them. 4. The proposed Reforms to the Municipal Code presented in the Legislative Assembly in June include the contributions of civil organizations for promoting citizen participation and transparency in public administration.	**Objective:** The Project has contributed partially toward establishing rights and mechanisms that favor citizen participation and transparency in municipalities. **Results:** 1) 43 organizations participated in the elaboration of the proposal for reforms to the Municipal Code. 2) A proposal document was produced. 3) The lobbying process was not adequately achieved since it failed to incorporate various potential partners. 4) The proposal was presented before the Legislative Assembly.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: National Foundation for Development **(FUNDE)** **Name of Project:** Citizen Advocacy for a National Legal Framework Favorable to Participation and Transparency in Local Public Administration. **Grant Amount:** $ 83,779.16 **Length of Project:** September 16, 2003 to February 15, 2005	**General Objective:** Help the Salvadoran government to acquire and implement a national legal framework that favors the participation of people as citizens and clients or as beneficiaries of public activities at the local level through the active involvement of local organizations in the processes of advocacy and lobbying. **Specific Objective 1:** Achieve the passage of the Municipal Code Reform through a process of lobbying, advocacy, and technical assistance. Result 1.1: Contact is made with the 43 organizations that participated in the consultation process for elaborating the reform proposals in 2002, with COMURES, and with political parties, and a relationship is begun with the local development committees (CDLs) operating in the country. ***Result 1.2: A relationship is developed with agencies of the executive branch, such as the Technical Secretariat of the Presidency and the Fund for Social Investment (FISDL).*** ***Result 1.3: The Municipal Code Reforms are validated with the CDLs and the NGOs in order to present them to the National Assembly.*** *Specific Objective 2:* Create a network of linkages and horizontal relationships between citizens and local social organizations, as well as horizontal relationships between organizations, local government, national government and congress. ***Result 2.1: A network of organizations interested in promoting and educating about Municipal Code reforms, transparency, and citizen participation is established with***	**Specific Objective 1:** The reform has not yet been passed. It is in the Commission for Municipal Affairs where it is being debated by assembly members. Results 1.1, 1.2 and 1.3: • Contact is reestablished and 52 organizations participate at various times and at various levels of the Municipal Code reform process and the validation of the proposals. • Various discussions are held with representatives of COMURES, COAMSS, municipal mayor's offices, and FMLN • FUNDE participated in the technical commission and has begun communication with the Commission for Municipal Affairs and bilateral relationships with members of each party. Relationships established with 51 CDLs. A Citizen's Roundtable was formed for participation and transparency in El Salvador with 28 CDLs. The CDLs validated and added their own proposals to the reform proposals. **Specific Objective 2:** A network of CDLs and NGOs active in the promotion of reforms was formed. The active support of three assembly representatives from three different political parties on the Commission of Municipal Affairs was achieved. Results 2.1 and 2.2 • Installation of the Civic Roundtable with the participation of 11 organizations and people to discuss and present the reform proposals. An adviser for ANEP and members of the FUSADES Legal Department participated. • A leadership committee was formed for the campaign with some of the 92 signing organizations from the citizen campaign. • Lobbying meetings were held with the Technical Secretariat of the Presidency and the Executive Director of FISDL, who expressed

	at least 30% participation of women. Result 2.2: A strategy is established for information and advocacy aimed at citizens and influential and decision-making actors. *Specific Objective 3* Facilitate the implementation of the Municipal Code Reforms in as many municipalities as possible. ***Result 3.1: Workshops are held for informing CDLs and NGOs in selected municipalities about positive experiences in transparency and citizen participation and about the Municipal Code Reforms if they are passed.*** Result 3.2: Assistance is given to the CDLS for implementing the Municipal Code Reforms. **Specific Objective 4:** Monitor the implementation of the Municipal Code Reforms, recording the progress and obstacles in the process. ***Result 4.1: Workshops are held with the participation of CDLs and local NGOs to design a strategy for monitoring the implementation of the Municipal Code Reforms.*** Result 4.2: The implementation of the Municipal Code Reform is monitored and systematized and results are published in the bimonthly bulletin.	their interest in supporting the approval and application of the reform. • The goal of 30% participation of women was met in the CDLS but not in the NGOs. • There is a media and journalist directory. Several members of the media have been contacted. There is a relationship with APES and there is some presence with print media, TV, and radio through interviews and spots. • A bulletin about the campaign is sent periodically to 1,794 people. **Specific Objective 3:** This objective has not been reached because the reform proposal has not yet been passed. However, FUNDE has already begun to educate and guide the CDLs and NGOs on the content of the proposal. **Specific Objective 4:** This objective was not reached because the proposal has not yet been passed in the Legislative Assembly.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Independent Monitoring Group of El Salvador **(GMIES)** **Name of Project:** Improving Working Conditions in El Salvador. **Grant Amount:** $ 57,731.13 **Length of Project:** April 1, 2004 to January 31, 2005	**Specific Objective 1:** Identify problems in the Ministry of Labor's inspection processes, find allies for the project, and stimulate more discussion on the issue. R.1.1. Investigate the inspection processes of the Ministry of Labor, make recommendations to improve the processes, and explain the importance of making these changes in 2005. R.1.2. Identify allies for the following stages of the process. R.1.3. Begin discussion of issue by holding a forum. **Specific Objective 2:** Share the results of the investigation with the public. R. 2.1. The results of the investigation are validated with civil society, worker, and business organizations.	1. Research on inspection processes was conducted and published. An inter-sectoral forum was developed around the urgency of making changes before CAFTA. 2. Relationships were established regionally with FUMPADEM and closer relationships were established with NGOs working on the issue all over the country. 3. A public forum was held to present the results of the research. A representative of the Ministry of Labor spoke and attendance included professional business associations, commercial attaches for two diplomatic missions, donor organizations, and NGOs working in the sector. The results were validated in two workshops with members of civil society and worker organizations.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Independent Movement for Electoral Reform **(MIRE)** **Name of Project:** Citizen Proposal for Reforming the Electoral System **Grant Amount:** $ 100,000.00 **Length of Project:** August 31, 2001 to December 15, 2002	**Objective 1:** Prepare reform projects. R. 1.1: Technically viable and coherent reform projects with objectives. **Objective 2:** Reforms are voted into secondary laws. R. 2.1: Articles 10 and 12 of the Electoral Code are amended to eliminate the "national district." R 2.2: Amend Article 24 of the Municipal Code and various articles of the Electoral Code to elect Municipal Council aldermen under a system of relative majority in uninominal districts. **Specific Objective 3:** Pass constitutional reforms. R.3.1. Substitute the current wording of paragraph two, Article 79 of the Constitution with the following language: "For election of National Assembly representatives, a system of relative majority in uninominal districts shall be adopted." R.3.2: Keep partisan politics out of the Supreme Electoral Tribunal and remove its mandate to administer electoral processes.	Reform projects were elaborated by a lawyer who is an expert on the issue. On February 27, 2002 the legislative initiative to amend the Constitution and the Electoral Code was presented to the Legislative Assembly. 10 members of the assembly co-sponsored the bill. However, it has lacked the necessary support from the leadership of the main political parties. Currently a Supreme Court resolution on the constitutionality of Article 13 of the Electoral Code is being awaited and project leaders are preparing advocacy strategies for the new legislature. The CDU, FMLN, PSD, AP and *Fuerza Cristiana* political parties have committed to giving continuity to electoral reform issues in the current Assembly. Follow-up will be based on the achievements of various campaigns, workshops, and conferences through which roundtables have been established in several parts of the country and 30,000 signatures of people wishing to be affiliated with the movement have been collected. However, these people have not been brought into a higher level of participation. Thus, the signatures are simply a show of popular support for the concerns of the movement.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Independent Movement for Electoral Reform **(MIRE)** **Name of Project:** Governance with Authentic Representation in El Salvador. Phase I **Grant Amount:** $ 50,000.00 **Length of Project:** September 16, 2003 to September 15, 2004	**Objective 1:** Generate a dynamic and effective partnership between MIRE and civil society organizations (CSOs) with the capacity to influence the passage of the Reform. R.1.1. The formation of a dynamic and effective alliance between MIRE and CSOs capable of having an impact on changing the fundamental mechanism of democracy, in order to pass reforms in the second phase. **Objective 2:** Create legal foundations for the process of reforming the electoral system. R.2.1. A document with proposed changes in the Electoral Code, particularly focused on the April 8, 2003 Supreme Court decision that declared unconstitutional Article 13 of the Electoral Code and called for removing partisan politics from the Supreme Electoral Tribunal. **Objective 3:** Generate an effective alliance between MIRE and various political actors involved in the electoral issue in order to pass the reforms to the electoral system. R.3.1. A law regulating political parties.	A survey was designed that produced revealing data about the population's perception of the Legislative Assembly, the Supreme Electoral Council, and the work of both institutions. A strategy of visiting CSOs was initiated in order to get groups to join forces to pass the reforms, but it did not yield the results hoped for. As a response, the membership plan was revamped and oriented towards the formation of 7 MIRE affiliates in various parts of the country. Now there is a MIRE presence in Santa Ana, San Miguel, Chalatenango, Sonsonate, and Zacatecoluca, and affiliate organizations have been established in Santa Ana and San Miguel. A proposal was designed and legislative initiatives for reforming Article 208 of the Constitution and Article 13 of the Electoral Code were presented to the Legislative Assembly. Thirteen representatives co-sponsored the bill but no further progress was made. Two meetings were held with the Electoral Affairs Commission of the Legislative Assembly. The Governance Commissioner, whose priority is electoral reforms, began a Consensus Roundtable that brings together representatives of all political parties to make proposals.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Women's Business Organizations **(OEF de El Salvador)** **Name of Project:** Reforms to Laws that Regulate Child Support Payments **Grant Amount:** $ 78,795.44 **Length of Project:** November 26, 2001 to January 31, 2003	**Specific Objective 1:** Design a series of reforms applicable to the Family Code, the Family Process Code, and the Organic Law of the General Ombudsman of the Republic (PGR), having to do with child support. R.1.1. Write reforms to the family laws that explain and correct difficulties. R.1.2. Come up with a legislative proposal, presented and validated by 20 communities through consultative meetings with people who are directly affected, including members of Las Dignas and AMD. R.1.3. Design the final legislative initiative, with the input and observations of people who are directly affected. R.1.4. Present the legislative initiative to the Legislative Assembly. **Specific Objective 2:** Achieve passage in the Legislative Assembly of the proposed reforms to the family laws. R.2.1. Make sure the Legislative Assembly includes the initiative on its agenda. R.2.2. Get the Commission on the Family or another legislative group to present the bill for discussion in the Legislative Assembly plenary. R.2.3. Achieve the passage of the bill in the Legislative Assembly. **Objective 3:** Make sure the President signs the reform bill into law and that it goes into effect. R.3.1.The President receives the bill, signed by at least 43 Assembly representatives, approves it, and publishes it as a	Reforms were designed and validated in 36 workshops in consultation with 20 communities. 20 people attended each workshop. Reform proposals were introduced in the legislative initiative for the Children's Code by lobbying political parties, SNF, and the PGR to support them. Discussion and passage of the Children's Code bill in the Commission on the Family of the Legislative Assembly stagnated with the opposition of some conservative sectors. The approaching elections also diminished interest in debating the issues. Though the Children's Code was not passed, OEF advocacy helped to position it in a place of advantage for following up on the effort. They now have the trust of those who worked on writing the Code, representatives from all parties in the Commission on the Family, and the Assembly's technical advisers for this area. OEF dedication on the issue of responsible parenthood has helped it become a point of reference on the issue and has increased its commitment to effect the necessary change. In terms of the PGR project, achievements included the diagnostic evaluation of the UDFM situation, its efficiency problems, and the formulation of a new plan to resolve the problems identified. Five sessions to disseminate information about the initial efficiency study were held with members of UDFM, PGR, with 31

	law. R.3.2. The President approves the bill and orders its publication in the Official Government Journal. R.3.3. The reforms to the family laws are published in the Official Journal. R.3.4. Las reforms go into effect 8 days after they are published in the Official Journal. **Specific Objective 4:** Disseminate information about the changes in the laws protecting the family so that the majority of the nation hears about them and can apply them—especially in the rural areas. Monitor the laws' implementation for the last two months of the project. R.4.1. Promote the changes by radio and TV for two months. R.4.2. Train 150 community leaders about the reforms and their implementation so that they can take the information to their communities and help people use the law. R.4.3. Make sure the Ombudsman's office (PGR) formulates and executes a Training Plan so that its personnel will be familiar with and can implement the reforms. R.4.4. Support the process of training PGR personnel, through 2 training sessions that familiarize people with the content of the reforms and procedures for applying them.	members of UDFM - PGR, with 21 people attending each. Three training workshops were held for public servants and officials of the UDFM-PGR, with 35 people attending each. All of the objectives of the project were not met, but the PGR has committed to taking on the follow-up necessary.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Women's Business Organization **(OEF de El Salvador)** **Name of Project:** Monitoring of Laws Related to Paternity and Child Support Obligations **Grant Amount:** $ 81,301.89 **Length of Project:** June 1, 2003 to January 15, 2005	**Specific Objective 1:** Monitor the quality of the application of policies and laws related to paternity and child support obligations in the UDFM-PGR and family courts in the country. R.1.1. Base line for monitoring work of the PGR and Family Courts established in the first two months. R.1.2. Monitor the PGR and Family Courts to verify systematic compliance with the laws. R.1.3. UDFM-PGR and Family Courts take ownership of the proposals, improve procedures, comply with laws, and satisfy the people who use their system. **Specific Objective No. 2:** Monitor the budget of the PGR and the Family Courts in the formulation/approval and execution phases. R.2.1. A document analyzing the way budgets are passed and executed by the UDFM-PGR and Family Courts each year. **Specific Objective No. 3:** Implement a campaign for releasing the results of the monitoring and for promoting the participation of the affected population. R.3.1. Bulletins with the results of the monitoring are distributed on paper and electronically. R. 3.2. Population that uses UDFM-PGR and Family Courts learns about results of monitoring through the print media. R.3.3. Monitoring results are made known through mass media and public events.	1. Diagnostic documents were produced and published as a base line for the PGR and Family Courts. 2. Monitoring was carried out in both institutions and the results of the research was published as a document. 3. The OEF worked with the Family Courts on a plan of action to implement recommendations. UDFM has institutionalized regular presentations on information and guidelines on rights and procedures for mothers seeking child support, and UDFM processes have been changed to provide better attention. 1. For the PGR, general budget considerations were formulated from a generic document because of the lack of access to relevant documents. This did not happen in the Family Courts since the Judicial Branch budget structure doesn't have separate itemization for the Family Courts. 1. Bulletins were published and distributed, and the information was incorporated on OEF's website and in published studies. 2. Bulletins were distributed to UDFM and PGR service users and placed on bulletin boards of both institutions. 3. The public events for presenting the studies received broad coverage from print media, television, and radio. The publication of the monitoring results in the *Enfoques* magazine of the *Prensa Gráfica* is being negotiated.

		negotiated.
	R.3.4. Organizations of affected people take proactive action with the PGR and the Family Courts.	4. 17 presentations were given to a total of 321 users of the UDFM-PGR system. Organization was not promoted because of reservations of the institutions.
	R.3.5. The PGR's 2004 Budget is reformulated and negotiated in the Legislative Assembly with active participation of civil society organizations.	*5.* This result did not occur for the same reasons that limited R. 2.1.
	Specific Objective 4: Formulate, present, and negotiate approval of proposals to reform policies and laws that regulate paternity and child support responsibilities. R.4.1. A reform proposal for policies and laws is formulated and validated by an Inter-institutional Alliance. R.4.2. Reform proposal is presented and passed in the Legislative Assembly. R. 4.3. Reform law goes into effect and is made known to the public.	1. A proposal was formulated and validated in a roundtable for inter-institutional support for the Commission on the Family in the Legislative Assembly. 2. The Assembly passed reforms to 7 articles of legislation. 3. All of the reformed articles except one have gone into effect. The reforms were presented to 556 secondary school students, 877 parents, and 321 users of the PGR. 10,000 posters describing the reforms were printed.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: **PROBIDAD** **Name of Project:** Participation of New Organizations in the Panel on Fighting Corruption at CLAD's V International Congress on Government Reform and Public Administration. **Grant Amount:** $ 1,603.20 **Length of Project:** October 10, 2000 to December 19, 2000	**Objectives:** Participate as PROBIDAD in the CLAD Congress which brings together public administrators and officials, researchers specializing in public administration and anti-corruption, NGO representatives, and representatives of international organizations involved in anti-corruption work. **Results:** Participate on a panel and publish our essay in the CLAD bulletin and in Probidad magazine in order to promote the use of internet resources in anti-corruption work and project the webpage of this Salvadoran anti-corruption organization as an example worthy of being emulated. Strengthen relationships and explore possible collaborations with NGOs, government organizations, and Central American journalists.	PROBIDAD participated in the CLAD Congress in the Dominican Republic. A proposal for using the internet to combat corruption was presented at a forum in San Salvador resulting in an agreement to generate a weekly mailing of anti-corruption news to key government and CSO actors in El Salvador.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: **PROBIDAD** **Name of Project:** Raising Citizen Awareness Against Corruption **Grant Amount:** $ 6,000.00 **Length of Project:** September 15, 2001 to January 15, 2002	**General Objective:** Sensitize the public about the causes, manifestations, costs, and impact of corruption, by exposing and discussion cases of corruption and by encouraging the public not to tolerate corruption. **Specific Objectives:** a) Promote public gatherings and discussion groups to talk about corruption cases and actions that citizens can take to prevent it and combat it. b) Design a practical guide for citizens to report possible acts of corruption to the control bodies of the State. c) Organize an international gathering on the right to public information with civic leaders, university representatives, and media in the region. **Results:** 1. Citizen Anti-corruption Circles. 2. A Citizen's Guide for denouncing corruption. 3. International gathering on the right to information.	**General Objective:** The project was able to sensitize groups of people about the causes, costs, and impacts of corruption through discussion of corruption cases. **Specific Objectives:** a) Discussion circles were formed and public events were held to discuss corruption cases. b) As a result of the various work meetings, a guide for reporting acts of corruption was elaborated and produced. c) With the Ibero-American University, a gathering was organized on the right to public information and habeas Data. **Results:** 1. Citizen Anti-Corruption Circles were organized for exchanging ideas and experiences on the subject. 2. A citizen's guide was produced for public employees, citizens, and academic consultants to report corruption. 3. A meeting was held on the right to information and habeus data.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: *SalvaNATURA* – Ecological Foundation of El Salvador **Name of Project:** Strengthening Local Capacity to Formulate the Legal Framework Related to Environmental Protection (with an emphasis on the natural areas of the El Imposible Basin in Barra de Santiago). **Grant Amount:** $ 44,491.41 **Length of Project:** July 1, 2002 to December 31, 2002	**General Objective:** Strengthen citizen participation in the El Imposible Basin-Barra de Santiago, through municipal processes that give political and social actors the legal and operative tools to apply national laws to protected natural reserves in their local areas. **Specific Objective 1:** Three municipalities have a legal framework for defending their protected natural areas. **Specific Objective 2:** Communities and local government representatives of the buffer zones for protected areas elaborate a plan for public participation in disseminating information and reporting infractions. The plan is annexed to municipal ordinance proposals. **Specific Objective 3:** An "AHUACHAPAN SUR" <u>micro-region</u> is formed with a specific structure for verifying infraction reports and applying the local and national laws (Micro-region Environmental Unit). **Result 1:** Municipalities formulate and validate three proposals for ordinances related to the protection of natural resources. **Result 2:** Communities formulate, validate, and present participatory action plans for disseminating information and reporting infractions of the new municipal legal framework for protected natural areas. **Result 3:**	**General Objective:** Citizen participation was strengthened in the El Imposible Basin-Barra de Santiago. Proposals for legal and operative tools have been formed for applying national laws to local natural protected areas. **Objective 1:** <u>Four</u> participating municipalities have municipal ordinances that aid in the protection, conservation, and recovery of the environment. **Objective 2:** Community leaders and municipal government authorities elaborated a participatory plan for disseminating information and reporting abuses in order to make the application of the municipal ordinances more effective. **Objective 3:** A legislative proposal with a unique and operative structure for verifying reports of abuse and applying the municipal ordinances was achieved in order to aid in the rational use of resources. <u>Two micro-regions</u> were formed. **Result 1:** The municipalities formulated, validated, and approved four ordinance proposals related to the protection, conservation, and recovery of natural resources. **Result 2:** Communities formulated, validated, and presented participatory action plans to get out information about the new municipal legal framework. **Result 3:** Two operative environmental units were formed in the municipalities of the "Ahuzchapan

	Proposal for Unique and Operative Environmental Unit for the "AHUACHAPAN SUR" micro-region.	Sur" and "Ahuachapan Centro" micro-regions.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Yek Ineme Organization for Wellbeing **Name of Project:** Micro-regional Proposal for Alternative Conflict Resolution in four Municipalities of the Northern area of San Salvador **Grant Amount:** $ 55,555.00 **Length of Project:** January 15, 2004 to December 31, 2004	**Objective 1:** Promote the articulation of local capacity for alternative conflict resolution. R.1.1. Social actors take ownership of information and techniques for alternative conflict resolution. R. 1.2 Social actors visualize and take ownership of their role in improving citizen co-existence. R.1.3. Organized consensual initiatives exist for adopting alternative conflict resolution mechanisms. **Objective 2:** Adoption of a consensual contravention ordinance for alternative conflict resolution at the micro-regional level. R.2.1 Micro-regional rules are created for alternative conflict resolution, and community structures are created for their implementation and application.	1. Actors learn skills and techniques of negotiation, mediation, and restorative justice, which are complementary to punitive justice mechanisms. 2. Actors identified steps they can take to prevent conflict and resolve conflict peacefully in local and micro-regional settings. 3. Members of the community, local NGOs, and volunteer service organizations took part in the working group without desertion during the entire length of the project. 1. Three municipalities passed a micro-regional policy of alternative conflict resolution and a social working group took on the commitment to follow up on the resolution and its implementation.

Appendix 2- Training and Technical Assistance Provided

	Training/Technical Assistance	Mode of Training	Duration	Number of Participants
A D V O C A C Y T R A I N I N G	4 Media Workshops	workshop	16 hours each	66 individuals / 28 org.
	3 Negotiations Workshops	workshop	24 hours each	62 individuals / 34 org.
	Media Technical Assistance	ongoing individual technical assistance	5-7months	26 individuals / 11 org
	Negotiations Technical Assistance	Ongoing individual technical assistance	5 months	10 individuals / 4 org.
	Lobbying the Legislative Assembly	Presentation	4 hours	10 individuals / 6 org.
	Advocacy Planning Workshops	7 individual workshops	16 hours each	42 individuals / 7 org.
	Working in coalitions	workshop	16 hours	20 individuals / 13 org.
	3 Public Speaking workshops	workshop	16 hours each	40 individuals / 8 org.
I N S T I T U T I O N A L S T R E N G T H E N I N G	Gender Training of Trainers	workshop	16 hours	26 individuals / 2 org.
	Leadership workshops	workshop	8 hours	60 individuals / 4 org.
	Organization and Membership	workshop	16 hours	13 individuals / 3 org.
	3 workshops on Facilitation of Groups	workshop	8 – 40 hours	20 individuals / 3 org.
	Research Methodologies	Individual ongoing technical assistance	4 months	4 individuals / 2 org.
	Statistical Computation	University course	9 months	4 individuals / 4 org.
	Analysis of National Budgets	technical assistance	20 hours	6 individuals / 3 org.
	Basic Computation	computer classes	28 hours	22 individuals / 2 org.
	Document Design	computer classes	40 hours	6 individuals / 4 org.
	Project writing and design	workshop	16 hours	34 individuals / 6 org.
	Human resource management	Technical assistance	16-40 hours	2 organizations
	Mediation workshop	workshop	24 hours	16 individuals / 1 org.
	2 Administration and finance workshops	workshops	8 hours	25 individuals / 6 org.
	Organizational Sustainability	8 workshops	184 hours	15 individuals / 10 org.
	Administration and finance technical assistance	Ongoing technical assistance	5 months	7 organizations

	Attaining Legal Status for new organizations	Professional services provided		3 organizations
	Creation of Web Sites	Professional services provided		5 organizations
	Creation of Data Bases	Professional services provided		2 organizations
	Strategic Planning	Professional services provided		6 organizations

Appendix 3- Impact assessment based on final interviews

In order to more fully evaluate both the advances and remaining shortcomings of the organizations in advocacy capacity, CREA interviewed nine counterpart organizations, six Legislative Assembly deputies and four journalists at the end of the project. The deputies and journalists were chosen because they had maintained some contact with one or several counterpart organizations during their advocacy campaigns. While the skills index conveys the evaluation by project staff, the interviews attempt to explore how organizations feel about their advocacy experiences and what they learned from it as well as how the actors with whom they interacted view them. The result of both mechanisms presents a fuller picture of the impact of the project on the organizations themselves and their willingness and ability to carry out advocacy campaigns in the future.

In interviews with counterpart organizations, almost everyone spoke of the importance of the monthly meeting to systematize the experience, while several mentioned the importance of the advocacy planning tools provided. For Eileen Girón, coordinator of the ACOGIPRI project, the systematization meetings taught them to monitor the project according to a plan and take timely measures to assure the success of the project. Walberto Gallegos, coordinator of the ASDI/UCA project, thought the meetings were useful in that they obligated the participants to really evaluate what they were doing each month and make corrections immediately, rather than wait six months down the road only to realize that changes were necessary. Mr. Gallegos says they are using this methodology in another project of the organization. Julio Menjívar, coordinator of the ANDAR project, called the systematization meetings "learning sessions" in which they learned as an organization how to keep their focus on the goals of the project and not lose themselves in the activities. He mentioned that they continue to use this methodology in other projects. Mr. Menjívar said that the action plans for specific strategies elaborated at the beginning of the project with the facilitation of CREA staff was also a valuable tool that the organization learned from the project. Operating without an action, he said, was like "running things blind." The coordinator of the FUNDE project, Marcos Rodriguez, said that the fact that project staff attended these meetings was useful because it obligated them to take the time to evaluate each month and make the necessary corrections. Otherwise, he reasoned, this critical time of reflection and analysis would be the first to go in a busy schedule. At the same time, he recognized the need to incorporate this methodology of work into all of the work of the organization. Carlos Saenz, coordinator of the first OEF project, called meetings an important practice that creates a culture of record keeping that allows organizations to analyze decisions and strategies, both in the moment and over time.

All of the nine counterpart organizations interviewed recognized the importance of the training and technical assistance offered by CREA as both critical to the development of the project and, in many cases, to the development of the organization itself. Most of the specific trainings mentioned are in the area of media:

- ACOGIPRI felt that the media training really changed the way they work with the news media.

- ASDI recognized that the training program responded clearly to the needs of the organizations and that the media, negotiations and financial trainings had been particularly helpful.
- ANDAR considers that the trainings increased their lobbying abilities by 65%, even though they had previously worked with the Legislative Assembly and that the media training had taught them how to express themselves more concisely and how to develop relationships with the media.
- FUNDE considers that at least 50% of the value of the project has been in the lessons learned and the experience acquired.

Many of the organizations interviewed expressed the profound impact that the project had on their organization, particularly in relation to their own empowerment and the empowerment of others. Job Alvarenga, a leader of ADECRECER-Grande, stated "the project taught us how to speak" and enabled "humble and timid" peasants to feel comfortable approaching their local representatives. He mentioned how this has changed the way they work and now the other community organizations they work with also have established relationships with their Legislative Assembly deputies. Julio Menjívar of ANDAR stated: "The project radically changed our vision of what we do as an organization. Before we basically just went to the Assembly to fight for subsidies in electricity, now we have a totally different vision of how our water systems should be run in order to be self-sustaining." Marcos Rodriguez of FUNDE recognized that 50% of the benefit of the project was in what they had learned as an organization about advocacy and that the perspective of FUNDE had substantially changed as a result. FUNDE realized during the project that their focus should be on strengthening citizen organizations and their capacity to engage in dialogue with the government because this has great advocacy potential and increases democratic participation. Eileen Girón of ACOGIPRI said that the project empowered people with disabilities who rarely leave their homes to participate in trainings, engage in discussions about the reforms and finally to go to the Legislative Assembly for the first time to present the reforms to their deputies.

Building Relationships

The creation of positive relationships of trust among organizations, between organizations and government actors, and between organizations and the news media is critical to successful advocacy. Without these relationships, proposed policy changes have no chance of passing as they will dubiously have the leverage necessary for acceptance.

CSO-CSO Relationships

Each of the counterpart organizations developed important relationships with other organizations, and most established themselves as leaders in their issue.

- Eileen Girón of ACOGIPRI said, "the project opened our eyes" to the needs of creating alliances with more and varied sectors in order to build the power needed to promote their issue. During the project, ACOGIPRI led a group of 7 organizations working on the rights of handicapped persons.

- OEF acknowledged that its relationships with other CSOs working on the issue were difficult. A split emerged with the Network of Organizations for the Rights of Children and Adolescents at one point over the strategies to pursue on the Children's Code. OEF decided to work with the Legislative Assembly to try to shore up the deficiencies in the code, whereas the Network decided to lobby against acceptance of the code and proposed scrapping the code altogether.

- ANDAR created functioning and productive relationships with the Network of Water Organizations, CARE, PRISMA and PSI. These relationships have led to training opportunities, inclusion in political discussions on the issue and relationships with the IDB and World Bank.

- ASDI/UCA created an important alliance to carry out a project, which went beyond the skills of either organization alone, with ASDI providing the outreach and education work while the UCA provided the research and expertise on the issue. The project led them to develop relationships with the Risk Assessment Working Group and the Network of Water Organizations.

- FUNDE led an alliance of 43 CSOs in the development of the proposal and led the Network of Local Development organizations in the issue.

- SALVANATURA created alliances with CARE, FUNDAMUNI, and World Vision to carry out a second phase of the project they implemented with CREA's support.

- GMIES established relationships with women's organizations and labor organizations in order to research the situation of factory workers and the inspection capabilities of the Labor Ministry.

- ASDI created alliances with local organizations in La Union to promote better environmental practices in the area.

- APSAL led a group of health organizations, university health departments and professional organizations in the development of a proposal for a new pharmaceutical law.

CSO-Government Relations

The relationship between governmental actors and CSOs has frequently been punctuated by open conflict, and typically has an undertone of mutual distrust. Governmental actors from the local to the national level and from all political parties believe that CSOs are unreliable, unpredictable, partisan, irresponsible actors who pursue their own interests in most instances, rather than those of the people they purport to represent. Many of these prejudices and suspicions are mirrored within the CSOs themselves, who believe that governmental actors, elected or not, are corrupt, manipulative, lying, power-hungry people who are pursuing their own or party interests most of the time rather than the interests of the people they are supposed to represent and serve. Moving beyond these preconceived notions on both sides is a monumental task. But it is particularly difficult when, as is often the case, the CSO is identified with leftist ideologies or groups, and the governmental actor is affiliated with a party on the right. Creating trust within this context requires careful and persistent work, generally on the part of the CSO, because those in government have a less obvious vested interest in the relationship. CREA interviewed both counterpart organizations and Assembly deputies with whom they had the most contact during their advocacy campaigns, in order to get both perspectives of the relationship.

Deputies from a variety of political parties were chosen for interviews based on their frequent experience with one or more of CREA counterpart organizations. Blanca Flor Bonilla of the FMLN (member of family commission) was lobbied by OEF; Violeta Menjívar also of the FMLN (president of health commission), was lobbied by APSAL and ANDAR; Hector Silva of the CDU (member of the municipal affairs commission), had been lobbied by FUNDE and ANDAR; Rodolfo Parker, of the PDC (president of the family commission), was lobbied by OEF; Mario Ponce, of the PCN (president of municipal affairs commission) has been lobbied extensively by FUNDE; and Douglas Alas, of the ARENA party (deputy for Chalatenango) was lobbied by ADECRECER-Grande.

Across the board, the deputies agreed that CSOs should advocate for the needs of the population with deputies, acknowledging that this is an important and appropriate role for CSOs. The two deputies of the FMLN were not very critical of the general CSO advocacy efforts in the Legislative Assembly, but the deputies of CDU, PDC, PCN and ARENA all agreed that generally CSOs are not effective or persistent in their lobbying efforts with deputies. They noted that a key problem is the overt ideological or partisan content of the CSOs' positions. Rodolfo Parker said that CSOs don't have any feasible proposals for legislation and few technical skills. According to Parker, most CSOs don't produce anything concrete and basically just make a lot of noise. Ponce finds most CSOs too aligned with the left and unable to get beyond their political party alliances. He stated that PROBIDAD, FUNDE, and FUNDAUNGO are the exceptions to this and all are doing effective lobbying work. Blanca Flor Bonilla and Hector Silva both criticized the Legislative Assembly for being too closed to CSOs. When asked what advice they would give to CSOs that are interested in lobbying deputies, all of the deputies interviewed coincided that organizations should seek to be nonpartisan, and work with all the deputies regardless of their political party; present good technical proposals that clearly seek the benefit of the general population rather than interest groups; and be persistent and consistent in the pursuit of their proposals. The two deputies of the FMLN were more specific and gave an extensive list of advocacy advice that included how to work with commissions, the need to form alliances, and how to work with the news media and mobilize citizens in a planned and careful way that supports the proposal.

The specific comments about the CREA counterpart organizations with which each deputy had the most contact contrasted sharply to their general views of CSO advocates. The following is a sample of the comments made about each organization.

OEF: Rodolfo Parker stated that the OEF team was very professional, prudent, impartial, and highly capable in a technical sense, which was why in his view the proposal prospered. He said all the parties on the commission were in agreement about the capabilities of the two lobbyists from OEF and that he had no problem getting approval from the commission to give a plaque to each of the team members in gratitude. He openly acknowledged that he needed the two lobbyists to reinforce the proposals of the commission and that he missed their valuable participation. Blanca Flor Bonilla was equally effusive and said that the OEF team had produced a great needs assessment that highlighted the problem, created a good legislative proposal, worked well with all of the deputies of the commission, and became leaders in the technical sub-group of the commission.

FUNDE: Mario Ponce confessed that when he first met the FUNDE team of lobbyists, he thought of FUNDE as just another leftist organization that should be avoided. But when he looked at their materials, he realized that they had well thought-out proposals backed by good technical information. As he started to have more contact with the FUNDE team around the issues of municipal transparency and participation, he came to realize that this was a group of people he could trust to do what they committed to, and not undercut him as a deputy. His evaluation of FUNDE's work with the municipal affairs commission is that it has been very impartial politically, that they have given great technical support to the work of the commission, and that their organizing work with the local citizen committees has given local people a good representation in the content of the proposal. Hector Silva stated that the work of FUNDE has been much more results-oriented and evaluative in this project than in his previous contact with them. Silva recognized that the lobbyists have gone out of their way to work with deputies from the parties of the right and have been successful in this.

ANDAR: Violeta Menjívar stated that the ANDAR advocacy efforts were good in lobbying, but also in the citizen mobilization and media work that they did during the campaign. She complimented their proposed law and the economic study they presented to the commission, even though her party has a difference of opinion on the role of municipalities proposed in the law and ANDAR, as an organization, is more associated with the right than with the FMLN. She regrets that ANDAR's proposal was put in the public works commission, because she thinks that it would have prospered much more in the health commission she heads or in a special commission on water. Hector Silva thinks ANDAR is a good example of organized citizens advocating for their needs but thinks they need negotiate more on the issue of the role of the municipalities because this would get more support in the Assembly.

ADECRECER-Grande: Douglas Alas acknowledges that he liked the proposal of ADECRECER-Grande to make unused government land available to poor peasant farmers and fishermen and that is why he worked with them to secure the agreement of the hydroelectric authority (CEL) to approve their proposal and signed their proposal so it could enter the Legislative Assembly. He thought that one of the biggest problems was their open support for the FMLN and their strident tone in their lobbying efforts. This turned off the deputies, including him, although he thought that they moderated the tone somewhat during the advocacy campaign. Finally, he stopped helping the organization because they were unable to distance themselves from the FMLN and their advocacy work was too partisan.

The counterpart organizations interviewed had their own evaluations of their work with the deputies and other governmental actors. The following is a sample of their comments on the relationships developed with governmental actors in general and their evaluations of how that has affected their advocacy campaign.

OEF: Carlos Saenz, the coordinator of the OEF team, said that they were able to develop a working relationship with all of the actors in the Legislative Assembly in which they ceased to be seen as outsiders and were almost viewed as part of the commission staff. He states that through the project, OEF became accepted as legitimate players and as point of reference with the General Ombudsman's Office and to a lesser degree with the executive agencies for children and women respectively.

FUNDE: Marcos Rodriguez, coordinator of the FUNDE project, said that the project with CREA had given FUNDE the opportunity and impetus to expand their relationships with deputies in the Assembly to the parties of the right, ARENA, PCN and PDC. At the same time, the project allowed them to create more professional and institutional relationships with the deputies of the FMLN and the CDU. In the executive branch, Rodriguez cites the relationships developed with the Technical Secretary of the President and the FISDL as important relationships that did not contribute immediately to their proposal in the assembly but which achieved a level of trust and frankness that had helped inform them about the executive's perspective on FUNDE's proposed reforms. Through the project FUNDE developed abilities which greatly reduce the "transaction cost" of their relationships with governmental actors and allowed them to understand the perspective of different entities and individuals so that they can operate more confidently in this sphere and be more realistic in their expectations.

ANDAR: For Julio Menjivar, coordinator of the ANDAR project, the new relationships developed with the deputies are fundamental for the organization and he considers they left the door open to the different deputies. Another important relationship that developed out of the project, according to Mr. Menjivar is a positive working relationship with the president of the national water authority, ANDA which has resulted in much more support for establishing rural water systems in ANDA.

ADECRECER-Grande: Guadalupe Erazo, coordinator of the ADECRECER-Grande project, acknowledges that they have virtually abandoned their proposal to gain access to under-used government lands since the end of the CREA project.   After a few sporadic efforts, the group has given up because they have no support for this work and don't seem to be getting anywhere. She considers the experience of lobbying the deputies to be important and recognizes that the ARENA deputy, Alas, tried to help convince the hydroelectric authority (CEL) to approve their proposal. Because the goal of the project was to alleviate the poverty of the communities, they have begun other efforts to meet this goal, although they continue to meet with deputies on other issues of importance to the communities.

Some of the other government-CSO relationships developed because of the projects sponsored by CREA include:

- GMIES developed relationships with mid-level functionaries within the Labor Ministry after more than a year of stonewalling on the part of the same functionaries.
- SALVANATURA, CEMUJER, ASDI, FUNDAUNGO, and Yek Ineme all developed functioning working relationships with the municipal councils in a combined total of nineteen municipalities.
- ASDI/ UCA established themselves as a point of reference for individual municipal governments and the departmental and national level organizations of municipal governments on the issue of territorial political changes.

CSO-Media Relationships

The relationship between the news media and CSOs is extremely tense. Most organizations have a deeply felt aversion to working with the news media and believe that

reporters and editors purposely try to misquote them or show their organization in the worst possible light. Media representatives on the other hand believe that CSOs are unprofessional, ideologically biased and hard to work with in general. CREA interviewed three reporters who had extensive contact with two different counterparts, unfortunately limitations on time prevented more interviews in this area. Several counterpart organizations spoke of their own evaluations of their development in the area of media during their general interviews. The following is a sampling of the views expressed from each perspective.

CREA staff interviewed Ena Rivas of the Prensa Gráfica (major print media), Jaime García of the Díario de Hoy (major print media) and William Melendez of Channel 12 (popular television station). Despite the general view of CSOs that journalists are out to get them, the three journalists interviewed all expressed a sincere desire to see more and better media advocacy on the part of CSOs. All admitted, however, that this was a task at which most organizations are failing and claim that CSOs seem to be oblivious of the need to win over the media. Another criticism expressed by the three journalists was the overt identification of many organizations with political parties or ideologies which damages their credibility with the media. Each of the three journalists offered advice for CSOs on how to improve their media advocacy including: work with state institutions more and only make denunciations when there is real proof of malfeasance, this will increase the credibility of the organization with the media; consistently maintain relationships with journalists and keep them informed; invite journalists to accompany the organization in activities on the ground that illustrate the issue or the work of the organization; entice journalists by offering exclusives; and use regional newspapers more often, because the most interesting issues are picked up from these papers by the national papers.

The journalists commented specifically on the media work of OEF and ANDAR, the two counterpart organizations with which they had experienced multiple contacts.

OEF: Ena Rivas complemented the quality of information provided by OEF and the care taken to make sure that she fully understood the issue and their arguments. She stated that OEF provided an interesting statistic about the number of children abandoned by the non-custodial parent that convinced the paper to cite one of the articles on the front page. Ms. Rivas criticized the interest shown by OEF in cultivating the news media because they rarely contacted her to give her information; generally she had to contact them. Jaime García said of the initial material provided by OEF, "I discovered a mine of information in the document" and used the document for several articles. He considered the follow-up offered by OEF to be adequate and they continued to offer good information throughout the campaign. He noted that if was a shame that OEF stopped putting the issue out to the press after the finish of the campaign.

ANDAR: William Melendez interviewed members of ANDAR and covered their press conferences several times in the Legislative Assembly. Mr. Melendez remembers ANDAR as a very active, positive and serious group that achieved a lot of news coverage. The information provided by the group was good but not very prolific and they needed more people to work with the media to be more effective, according to Mr. Melendez.

Most of the organizations interviewed were satisfied with the advances made in their media work and consider it one of the primary skills gained during the project.

ACOGIPRI: Eileen Giron considers that the project has allowed them to become a point of reference for the news media on the issue of the rights of handicapped persons.

ASDI/UCA: Walberto Gallegos acknowledges that they were able to get coverage for the project, even though the issue is somewhat unknown. He is satisfied that they were able to put the issue on the agenda of the major news media. Mr. Gallegos recognized that the technical assistance had really helped them with their media work and said that they are putting the lessons and techniques learned into practice in another project he is working on.

ANDAR: Julio Menjivar said that ANDAR learned to express themselves to the media, how to keep a tight focus within the message, how to convoke the media, and how to create relationships with the media.

FUNDE: Marcos Rodriguez stated that they were able to greatly improve the content of their message with the media as well as the technical aspects of the relationship.

OEF: Carlos Saenz considers that OEF created a new relationship with the news media because of the project. They went from basically being known for their charity events to being associated with an issue within the news media. They began by identifying the position of different media and journalists on parents delinquent with their child support and then created relationships with the media at all levels, including the owners, editors and journalists.

CREA tracked media coverage of the counterpart organizations during their projects and a total of more that 200 separate articles, television reports, and interviews were recorded in the major news media. The coverage included the two major daily papers, the four major television stations and many different radio stations. The most coveted coverage was always the in depth television interviews which gave the organizations the opportunity to explain at length their views. Many of the organizations achieved spots on these interview programs which greatly increased their media impact.

Appendix 4 - Civil Society projects in the Transparency area		

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Salvadoran Journalists Association **(APES)** **Name of Project:** Citizen Crusade for Transparency and the Right to Public Information **Grant Amount:** $ 29,941.85 **Length of Project:** January 5 to October 31, 2004	**General Objective:** - Raise awareness among journalists, public opinion leaders, and social and political leaders about the importance of transparency and the exercise of the right to public information. **Specific Objectives:** Put the access to information issue on the national agenda of El Salvador. 1. Promote the participation of public opinion leaders, journalists, and social, professional, and political leaders. 2. Develop a media campaign. **Results:** a) National gathering of leaders, journalists, and communicators. b) Workshop and conference in three regions of the country with the participation of 325 people including opinion leaders, journalists, and social leaders in order to enrich the crusade. c) Production and broadcast of radio and television messages.	**I. General Objective:** A certain level of awareness was created in three regions of the country around the right to access public information, generating expectations and interest in this basic issue of transparency. **J.** **K. Specific Objectives:** The issue of access to information was successfully raised during the project's execution. The issue is often mentioned in the media and in statements by the executive and the SIP. A successful media campaign was consolidated, but it had only a weak presence in TV, radio, and the written press. **Results:** Three public forums were held on Transparency and the Right to Information. A total of about 350 people attended the three events (San Salvador, San Miguel y Santa Ana). Local officials, judges, mayors, congressional representatives, governors, public opinion leaders, community leaders, professionals, and representatives of the media were invited. Production of posters: 3,000 color posters with two different messages about Transparency and Citizen Right to Public Information were designed and printed. Production and broadcast of radio messages: A public service announcement about the right to access information from government institutions was produced. It was played on eight radio stations (some with national coverage) for one month. Production and broadcast of TV messages: A television spot on the issue was produced and was broadcast 90 times.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished

Organization: Foundation for Studies on the Application of Law **(FESPAD)**
 	
Name of Project: Observation, Study, Debate, and Strengthening of the Functioning of Justice in El Salvador
 	
Grant Amount: $ 45,997.00
 	
Length of Project: July 15, 2004 to January 31, 2005
	General Objective: Contribute to the construction of a democratic rule of law in El Salvador, through the democratization of the judicial system and of judges and independent judicial functionaries who are aware of their role in society.
	
	Specific Objectives:
	Contribute elements of research and analysis in order to improve, broaden, update, or complement judicial and institutional reform proposals made thus far on democratization and judicial organization.
	
	Promote activities for training and improving communication among judges, associations of judges, and judicial functionaries.
	
	Results:
	1) Research on issues specific to improving the justice system, such as:
	  a) Systems for electing magistrates, council members, and judges.
	  b) System for evaluating judges.
	  c) Geographic, economic, and educational factors related to access to the justice system.
	  d) Comparison of costs and efficiency in various judicial areas.
	2) Dissemination of research results.
	3) Forum on "The Modernization of the Judicial Branch Project."
		General Objective: This objective can not be achieved by concluding the research but the project has made a valuable contribution toward a future democratic rule of law and the democratization of the judicial system. More dissemination and political advocacy work is needed to reach the goal 100%.
		
		Specific Objectives:
		This objective has been met so well that the Justice Commission has asked FESPAD to formulate the legislative proposals necessary to follow-up on this research.
		
		The objective of promoting trainings for members of the judicial system was partially met, and dissemination did occur with judges, judicial functionaries, and associations.
		
		Results:
		1) Five research projects were completed (one more than originally planned) because the first study was divided in two; one on the election of supreme court (CSJ) magistrates and council members, and the other on the election of second level magistrates and judges. The other studies were carried out as planned.
		2) The results of the research have been made known to judges and lawyers associations, lawyer federations, and the Legislative Commission on Justice and Human Rights. The CND and the Legislative Commission on Constitutional Issues are pending.
		3) A national forum was held with a Guatemalan jurist who specializes in the modernization process in Guatemala.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Maquilishuatl Foundation **(FUMA)** **Name of Project:** Project for improving participation and citizen oversight in the Social Consultation Committees of the Basic Comprehensive Health System (SIBASI) in Sonsonate **Grant Amount:** $ 31,956.21 **Length of Project:** January 5 to November 30, 2004	**General Objective:** Increase the quality of citizen participation and social auditing in the social consultation bodies of SIBASI in Sonsonate in order to improve the involvement of citizens in the process of modernizing the public health system promoted by the national government of El Salvador through the Ministry of Health. **Specific Objetives:** a) To improve the quality of citizen participation and social auditing by implementing mechanisms and tools for developing a strengthening process directed at the primary actors of the 16 municipalities of Sonsonate that participate in the Social Consultation Committees of SIBASE. b) Systematize the process undertaken and recommendations made on principles, and functioning mechanisms of the social consultation committees in a document to be presented to the primary actors in the health sector reform. **Results:** A situational diagnostic of citizen participation and social auditing in the social consultation structures of the municipalities participating in SIBASI. A social auditing structure with the participation of SIBASI authorities in order to do follow-up on the departmental level 16 municipal governments and civil societies with greater awareness about the need to get involved in social auditing of the health sector in their municipalities. A participatory process for involving and strengthening local capacity on the issue of social auditing. One national and one departmental forum for presenting the results to the MSPAS authorities, the Legislative Commission on Health, and the Follow-up Commission on the Reform.	**General Objective:** The quality of citizen participation and social auditing has improved substantially and given adequate follow-up to the administration of the SIBASI programs in Sonsonate. Citizen participation in the process for modernizing the public health system is the highest in this department and is qualitatively better. **Specific Objetives:** a) The quality of citizen participation and social auditing has improved. The main actors in these municipalities have learned to understand and employ concepts like access to information, accountability, clear rules, and citizen participation. Citizen participation is qualitatively better in eight municipalities of the department. b) The entire training and action process was systematized and resulted in effective recommendations for the process of modernizing the public health system. The recommendations were presented to high level officials of the Ministry of Health. **Results:** Research was completed with the production of a document entitled "Participation and Social Auditing in Public Health Administration," containing two basic elements: a) A brief diagnostic, and b) the experience of systematizing the forms of social participation in health. This section describes the process of strengthening the municipal round tables on health where health committees and social auditing committees participated, involving the municipalities in the process, and how the roundtables became social auditing structures. Awareness was raised in 8 municipal governments of Sonsonate: Nahuizalco, San Antonio del Monte, Santa Catarina Masahuat, Acajutla, Santo Domingo Guzman, Salcoatitán, Sonzacate, and San Julián with the participation of 54 community leaders.

		A methodological proposal for social auditing using as a reference point, the social participation mechanism identified in the experience. A national forum was held in the Camino Real Hotel in order to present results to MSPAS officials, the Legislative Commission on Health, and the Follow-up Commission on the Reform. Organizations like OPS were present.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: XXI Century Foundation **Name of Project:** Education and dissemination on the composition, design, approval, and execution of the Road Maintenance Fund (FOVIAL) budget. **Grant Amount:** $ 37,722.00 **Length of Project:** July 22, 2004 to January 31, 2005	**General Objective:** Promote and disseminate greater knowledge about the composition, design, approval and execution of the Road Maintenance Fund (FOVIAL) budget to educate and inform political actors, public officials, media, and the general public and to strengthen the monitoring role of citizens. **Specific Objectives:** **1:** Analyze and evaluate all of the stages of the FOVIAL budget. **2**: Publish documents with the results of the analysis. **3**: Disseminate the results of the analysis through events, workshops, and mass media (television and publications). **Results:** 1) Diagnostic on the current process of designing, formulating, approving, and executing the budget of the Road fund and the stages identified. 2) Educational document about the stages of the Road Fund budget. 3) An article published in *Entorno* magazine about the FOVIAL budget. 4) Program on the FOVIAL budget to reach approximately 50,000 people. 5) 300 people from governmental and non-governmental organizations and professional organizations informed about the FOVIAL budget process in the three regions of the country.	**General Objective:** The goal of promoting greater knowledge about the composition, design, approval and execution of the Road Maintenance Fund (FOVIAL) budget was reached. Additionally, the plan is to replicate this model each year. **Specific Objectives:** 1) All of the important stages in the FOVIAL budget cycle were identified and an economic and legal analysis of the last three years was conducted. 2) Two documents were produced with the results of the analysis; one formal version and one popular version that has been very positively received. 3) Results have been shared in three regional forums in San Salvador, Santa Ana and Sonsonate and through a TV program (*Ocho en Punto*). **Results:** 1) The study included aspects related to the history of the Road Maintenance Fund, its organizational structure, mandate, mechanisms for financing and make-up, and budget stages. The executing of the budget in the last three years was also analyzed. To measure transparency levels in FOVIAL, a methodology was established that extrapolates from a measuring system that Michael E. Porter used to evaluate the competitiveness of businesses. (unplanned result) 2) The popular version of this document entitled, "*Cuentas cabales, caminos para largo*" contains a summary of the project results. 3) To date no article has been published in the Technological University's magazine, *Entorno*. 4) The general report of the study was discussed in the "*Ocho en Punto*" television program. 5) People from governmental and non-governmental organizations and

		professional organizations were informed about the FOVIAL budget process in three regions of the country.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Public Opinion Institute of the José Simeón Cañas Central American University **(IUDOP-UCA)** **Name of Project:** Evaluation of public opinion on corruption in government institutions. **Grant Amount:** $ 22,351.17 **Length of Project:** August 17, 2003 to October 31, 2004	**General Objective:** Determine to what extent those surveyed believe that corruption in government—especially corruption in the judicial system— affects democratic development and how they believe corruption affects citizens' decisions to participate or not to participate in citizen oversight processes. ***Specific Objectives:*** Gather survey information in order to establish a data base on how people perceive corruption so that results can be compared with those of future studies over time. Obtain a better understanding of citizen perceptions of corruption in government institutions and among government officials. Generate input to support citizen participation and social auditing processes. **Results:** Creation, administration, and analysis of a questionnaire including questions related to direct or indirect experience with the judicial system institutions being studied. Data base available for use by interested members of the public. Final document with survey results.	**General Objective:** There is now a clearer understanding of public perception of corruption levels in government institutions and among government officials. A basic poll of the elements behind these perceptions was conducted. Complementary information was also gathered to serve as a data base on the perception of corruption. **Specific Objectives:** The first objective was met. The survey conducted provides a great deal of information. The second objective was also met since there is now a better understanding of citizen perceptions of corruption in government institutions. The final printed study is valuable input for civil society. **Results:** The creation, administration, and analysis of a questionnaire with questions related to transparency based on various experiences in Latin America was accomplished. The data base is now available on the IUDOP web page. A final document based on the results of the research was presented to civil society and to the media.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: Public Opinion Institute of the José Simeón Cañas Central American University **(IUDOP-UCA)** **Name of Project:** Transparency in State-Private Enterprise Relations **Grant Amount:** $ 34,348.00 **Length of Project:** July 22, 2004 to January 15, 2005	**General Objective:** Determine how the Salvadoran private enterprise sector perceives corruption in government and within private enterprise itself. **Specific Objectives:** Gain a deeper understanding of how Salvadoran private enterprise perceives corruption and transparency in general and how it perceives its relationship with the Salvadoran government in terms of service provision or pressuring for certain policies. Examine the role that private enterprise plays in transparency at various levels of public administration. Generate input for citizen participation processes and create a theoretical and empirical framework as a base for discussing the issue of transparency in governmental institutions. **Results:** a) Interview 15 representatives of private enterprise on issues of corruption and transparency in general. b) Survey 200 Salvadoran business people from various sectors of the Salvadoran economy. c) Produce and publicly present a final report with results of the research.	**General Objective:** The objective of determining private enterprise opinions on transparency in the Salvadoran government and private sector was accomplished. **Specific Objectives:** A deeper understanding has been gained of how Salvadoran private enterprise perceives corruption and transparency in general and how it perceives its relationship with the Salvadoran government especially in terms of service provision and how it could lead to the formation of groups that exert pressure to influence policies. The role of private enterprise in transparency at various levels of public administration has been identified. Using the interviews and surveys of this study as well as results of other studies, a theoretical framework has been elaborated for discussion and analysis of the issue of transparency in governmental institutions. **Results:** 16 interviews were conducted with business leaders, yielding valuable information for the process of formulating the survey questionnaires. 350 Salvadoran business people from various sectors of the economy were surveyed. A final 269 page document was produced containing survey results and a conceptual and methodological framework that will be very useful for civil society organizations.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: PROBIDAD **Name of Project:** Education about governmental budgets and purchases to prevent and combat corruption. **Grant Amount:** $ 25,000.00 **Length of Project:** April 30, 2003 to October 31, 2004	**General Objective:** Promote citizen participation in preventing and combating corruption by publishing the information contained in the Inter-American Convention Against Corruption (CICC) and in the Governmental System for Budgets and Purchases and by identifying the opportunities these present for advocacy work on these issues. **Specific Objectives:** Develop 3 citizen manuals on the following: Inter-American Convention Against Corruption; public budgets; and government contracts and bidding. Hold public meetings to disseminate the manuals to civic groups that have the ability to perform monitoring and advocacy activities on public policy and the prevention and control of corruption. **Results:** The following manuals: *El Salvador y la Convención Interamericana contra la Corrupción* (El Salvador and the Inter-American Convention Against Corruption) *El presupuesto público: poniendo las cuentas claras* (The Public Budget: Making it Clear) *Licitaciones y contrataciones públicas: previniendo la corrupción* (Public Contracts and Bidding: Preventing Corruption) Three forums for publicly releasing the manuals.	**General Objective:** This project has been able to promote citizen participation in preventing and fighting corruption by publishing the content of the CICC, the General Law on Budgets, and the Law on Contracts and Acquisitions and by identifying the spaces for advocacy they offer. **Specific Objectives:** Three citizen manuals were produced on the following topics: Inter-American Convention Against Corruption (CICC); public budgets; and government contracts and bidding. Manuals were distributed in public meetings where an average of 120-150 people participated. They were also distributed among civic groups in specific meetings related to the issue. **Results:** The following manuals were created: *Normas y políticas internacionales contra la corrupción* (International Policies and Rules Against Corruption) *Poniendo las cuentas claras* (Establishing a Clear Accounting) *Haciendo negocios honestos* (Doing Business Honestly) Three forums were held in the Camino Real Hotel. Various sectors of civil society participated, including representatives from the National Court of Accounts and the Ministry of the Treasury.

Basic Information about the Project	Planned Objectives and Results	Objectives and Results Accomplished
Organization: PROBIDAD **Name of Project:** Transparent websites in central government institutions **Grant Amount:** $ 40,850.00 **Length of Project:** May 10, 2004 to January 31, 2005	**General Objective:** Evaluate the use of government websites in order to improve transparency in El Salvador's central government institutions. **Specific Objectives:** Raise awareness about the importance of government websites and their value for strengthening public transparency. Propose improvements in Salvadoran central government websites as a way to promote and strengthen transparency and access to information. **Results:** 1) Present the issue of transparency in government websites to the public. 2) Develop criteria and indicators to evaluate the transparency of government websites. 3) Evaluate central government websites.	**General Objective:** The general objective was achieved by establishing criteria and indicators for evaluating various government websites. Key factors were identified for transparency in central government institutions of El Salvador. **Specific Objectives:** Awareness was raised in a small group in society to consider the importance of transparency issues in government websites, especially now as the idea of e-government is being discussed. Recommendations have been made to government institutions with websites in order to improve the sites and incorporate transparency mechanisms. **Results:** 1) The idea of transparency in government websites was presented to the public. 2) Criteria and indicators were established for evaluating transparency in government websites. 3). Government websites were evaluated. One of the best was that of the Supreme Court of Justice.

Appendix 5- Consultative Forums in the Legislative Assembly April 2000 – December 2004

LEGISLATIVE COMMITTEE	EVENT
• Environment and Public Health	Consultative Seminar Workshop on the Law of Transplant of organs and anatomic components.
• Modernization and Governing Board	Training Seminar for the Deputies.
• Financial	Consultative Workshop on the Supervision of the Financial System in El Salvador.
• Municipal Affairs	Forum on Territorial Legislation.
• Departmental Office of Chalatenango	Forum on Livestock Theft and Smuggling.
• Labor and Social Security	Analysis Seminar of the Bill draft of Learning.
• Family, Woman and Childhood	Permanent Forum of Studies on the masculinity and continuation of studies of minor offender.
• Municipal Affairs	Consultative Process on Decentralization.
• Municipal Affairs	Consultative Process on Decentralization.
• Municipal Affairs	Consultative Process on Decentralization
• Municipal Affairs	Consultative Process on Decentralization
• Municipal Affairs	Consultative Process on Decentralization
• Municipal Affairs	Consultative Process on Decentralization
• Departmental Office of San Miguel	Forum Workshop on the Effects of the Draught on the Agro.
• Foreign Relations and Central American Integration	Forum on the Process of Ratification of the Facultative Protocol of the CEDAW.
• Municipal Affairs	Consultative Forum on Regional Decentralization.
• Municipal Affairs	Consultative Forum on Regional Decentralization.
• Municipal Affairs	Consultative Forum on Regional Decentralization.
• Municipal Affairs	Consultative Forum on Regional Decentralization.
• Family, Woman and Childhood	Seminar Workshop on Sexual Exploitation, commercialization of the Childhood and Youth.
• Culture and Education	Workshop on the Moral Values in the Media.
• Youth, Sports and Recreation	Informative Breakfast with the Media.
• Youth, Sports and Recreation	Consultative Workshop for the formulation of a Youth Normative.
• Governing Board of the Legislative Assembly	National Forum of Parliamentary Ethics.
• Youth, Sports and Recreation	Consultative Workshop on the Law of Youth.
• Youth, Sports and Recreation	Eastern Region Consultative Forum "draft bill of Youth".
• Youth, Sports and Recreation	Western Region Consultative Forum "draft bill of Youth".
• Youth, Sports and Recreation	Consultative Workshop on the Bill draft of Youth.

	ISDEM/COMURES.
• Youth, Sports and Recreation	Paracentral Region Consultative Forum "draft bill of Youth".
• Foreign Relations and Central American Integration	Forum on Migration Perspectives of Salvadorans in the United Status for the XXI Century.
• Youth, Sports and Recreation	Juvenile Consultative on Youth in Risk.
• Governing Board and Modernization	Informative Seminar on the Modernization Process and the Strengthening of the Legislative Assembly.
• Governing Board and Modernization	National Forum on HABITAT
• Environment and Public Health	Forum to Declare: Natural Marine Protected Area and National Park the zone of Los Cobanos.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence.
• Departmental Office of Chalatenango	Departmental Forum for the Promotion of the Ecotourism as Economic Development.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence, Central Region.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence, Paracentral Region.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence, Western Region.
• Departmental Office of San Miguel	Consultative Forum on the Pollution of Grande River of San Miguel.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence, Eastern Region.
• Family, Woman and Childhood	Informative and Consultative Forum on Code of the Childhood and Adolescence, held in Chalatenango.
• Governing Board	Forum Puebla Panamá Plan.
• Culture and Education	Forum on the Quality of Formation of the Salvadoran Teaching Profession.
• Youth, Sports and Recreation	Forum on Proposals of Solutions to the Phenomenon for the Youth and Student Violence.
• Legislation and Constitutional Issues	Consultative Forum on the Project of Law of the Volunteer.
• Legislation and Constitutional Issues	First Forum on Constitutional Reforms.

• Foreigner Relations and Central American Integration/Central American Interparliamentary and the Caribbean Basin of International, Economic and Regional Integration Affairs and Peace	Forum on Legislative Regional Action against Terrorism.
• Modernization and Technical Coordination Unit of IDB	Seminar on Induction for the New Deputies.
• Deputies of San Miguel	Press Conference, Deputies of San Miguel, Legislature 2003-2006
• Modernization and Technical Coordination Unit of IDB	Seminar on "Political Management for the Legislature 2003-2006"
• Protection to the Environment and Public Health	Consultative Forum on "draft bill on the Tobacco Control"
• Legislation and Constitutional Issues	First Workshop Forum on the Project the Anti gangs Law.
• Economy and Agriculture	First Consultative Forum on "Legislation of Free Competition.
• Foreigner Relations and Central American Integration and the Caribbean Cuenca	Forum Interparliamentary Central American and the Caribbean Cuenca
• Family, Woman and Childhood	Seminar-Workshop on National Budget focused on Gender.
• Foreigner Relations and Central American Integration and the Caribbean Cuenca	XVI Meeting of Forum of Presidents of Legislative Powers of Central America and the Caribbean Area FOPREL
• Governing Board	Forum for the Reading of the Bible in Official Schools.
• Logistical Support to the Legislative Index	Second Conference on Labor and Follow up, GLIN stations of Central America.
• Youth, Sports and Recreation	Consultative Forum on General Law of Sports.
• Legislation and Constitutional Issues	First Cycle of Lectures on Project of Constitutional Procedural Law
• Legislation and Constitutional Issues	Consultative Workshop on the Project of Constitutional Procedural Law
• Logistical Support to the Legislative Index	Divulgation of the GLIN station in El Salvador.

• Labor and Social Security	Consultative Process on the bill of General Law of Prevention of Risks in Labor Areas.
• Ad-Hoc of follow up to the Effects of the Treaty of Free Commerce with the United States of America	Consultative Forum on the Effects of the Treaty of Free Commerce with the United States of America and Central America
• Environment and Public Health	First Seminar Workshop on the draft bill of Natural Protected Areas.
• Deputies from the Department of Chalatenango	Citizen Consultative Forum on draft bill of Administrative Contraventions.
• Deputies from the Department of San Miguel	Citizen Consultative Forum on draft bill of Youth.
• Protection to the Environment and Public Health	Second Forum on draft bill of Protected Natural Areas.
• Ad-Hoc of follow-up to the Effects of the Treaty of Free Commerce with the United States of America	Regional Forum on the Effects of the Treaty of Free Commerce with the United States of America and Central America
• Tourism, Youth and Sports	Second Forum on the draft bill of The General Law of Sports.
• Ad-Hoc follow-up to the Effects of the Treaty of Free Commerce with the United States of America	Regional Forum on the Effects of the Treaty of Free Commerce with the United States of America and Central America.
• Public Labor	Consultative Forum on the Projects of Reform to the Law of Land transport, Transit and Road Safety and of the Law of Public Transportation of Passengers and Loads.
• Protection to the Environment and Public Health	Consultative Forum to the Process of Reforms to the Heaalth Sector.

Appendix 6 – Legislative Studies
April 2000-December 2004

Soliciting Committee	Name of the Study
• Modernization Committee	Actualization of the Architectonic blue prints of the Legislative Assembly.
• Modernization Committee	Comparative Analyses of Legislative Portals throughout Latin America. Elaboration of a Data Base of Providers and Consultants. Cooperation in the creation and diagramation of the Electronic Voting System for the Blue Salon.
• Economy and Agricultural Committee	Analysis of Causes and Factors that affect the Power Energy rates.
• Economy and Agricultural Committee	Analysis of Pending files of the Economy and Agricultural Committee.
• Financial Committee	Analysis of the Annual Report of the Central Bank of Reserve of El Salvador 2002.
• Culture and Education Committee	Analysis of the Annual Report of the Ministry of Education for the Period of June 2000-May 2001.
• Culture and Education Committee	Analysis of the Annual Report of the Ministry of Education for the Period 2002-2003.
• Modernization Committee	Analysis of the Internal Rules of the Legislative Assembly and Senates from Latin America and Spain.
• Protection to the Environment and Public Health Committee	General Analysis of Ethic, Religious, Economic, Political and Juridical Aspects of Organs transplants and Anatomic components.
• Modernization Committee	Evaluative Analysis of the Departmental Office of San Miguel.
• Financial Committee	Draft bill of Regulation of the Regime of the Credit Cards, Purchase and Debit.
• Protection to the Environment and Public Health Committee	Draft bill of the Tobacco Control.
• Modernization Committee	Public hearings.
• Modernization Committee	Data Base of the Departmental Office of the Legislative Assembly in Chalatenango.
• Modernization Committee	Data Base and Statistics for the Civic Education Program.
• Family, Woman and Childhood Committee	Childhood and Adolescence Code.
• Protection to the Environment and Public Health Committee	Electromagnetic of Repetitive Antennas Pollution and Usage of Cellular Telephones.
• Protection to the Environment	Pollution of Grande River of San Miguel.

and Public Health Committee	
• Modernization Committee	Quality control of the Bibliographic records that make up the In Line Catalogue of the "Dr. Isidro Menendez" Library.
• Modernization Committee	Creation of Data Base of Consultants of the Special Fund of Technical Advice.
• Municipal Affairs Committee	Creation of a Model of Bill draft of Municipal Taxes.
• Youth, Sports and Recreation Committee	Comparative Chart of the "General Law of Sports".
• Labor and Social Security Committee	Fulfillment, Application and Execution on behalf of the State of El Salvador of the treaties 111 and 159 of the Labor International Organization.
• Modernization Committee	Development of the Public Participation Program, period July 2000-2002.
• Municipal Affaire Committee	Decentralization and Social Participation.
• Protection to the Environment and Public Health Committee	Ecotourism in the Department of Chalatenango.
• Modernization Committee	Civic Education.
• Modernization Committee	Elaboration of the Manual of Administrative and Financial Procedures of the Technical Coordination Unit.
• Modernization Committee	Statistics of the Civic Education Program year 2002.
• Family, Woman and Childhood Committee	Sexual and Commercial exploitation of girls, boys and adolescents.
• Modernization Committee	Political Influence of the Civil Society at the Legislative Assembly.
• Legislation and Constitutional Affairs Committee	Information from the year 1886 through 2003 on the Changes that the Legislation and Constitutional Affaires Committee has had.
• Special Investigative Committee of the Irregularities at ISTA	Report of Observations of Financial Audit made by the Controller's Office to the Salvadoran Institute of Agrarian Transformation (ISTA), and situation of the Farming Debt by Programs.
• Protection to the Environment and Public Health Committee	Report of the Forum to Declare: Natural Protected Marine Area and National Park of Los Cobanos, Sonsonate.
• Modernization Committee	Initiative of Law for the Supplementary Deputies.
• Modernization Committee	The Social Controllers and Committees of Citizen Controllers, as Mechanism to prevent the Public Corruption.
• Modernization Committee	Parliamentary Ethics.
• Justice and Human Rights Committee	The Judicial and Jailing Problematic locally.

• Defense Committee	National Defense Law.
• Modernization Committee	Memory of national Forum on "Habitat"
• Modernization Committee	Monograph of the Department of Chalatenango.
• Modernization Committee	Public Service Office.
• Modernization Committee	Constituent Service Office and hotline 800 – ASAMBLEA.
• Youth, Sports and Recreation Committee	Formulation Process of the draft bill of Youth of El Salvador.
• Treasury and Special Budget Committee	Tributary Code Bill of Law.
• Municipal Affairs Committee	Municipal Taxes Bill of Law.
• Protection to the Environment and Public Health Committee	Protection to the Passive Smoker Bill of Law.
• Legislation and Constitutional Issues Committee	Volunteer Bill of Law.
• Protection to the Environment and Public Health Committee	Forest Bill of Law.
• Protection to the Environment and Public Health Committee	Exercise of the Profession of Psychology Bill of Law.
• Modernization Committee	Constituent Service Office Project.
• Modernization Committee	Parliamentary Recesses of the Centro American Congresses.
• Family, Woman and Childhood Committee	Compilation of Information on the Project of Code of Childhood and Adolescence.
• Financial Committee	Summary of the Information about the Effective Rate of Interest.
• Defense and AH-HOC of Financial Investigation Committee	Credit Cards.
• Modernization Committee	Third part of the Outline of Legislative History 1900-2000.
• Modernization Committee	Work of the Interns supporting the Civic Education Program on the Divulgation of the Legislative Tasks in the Eastern Zone during 2003.
• Youth, Sports and Recreation Committee	Juvenile and Student Violence.
• Modernization Committee	Free Zones and Bonded Assembly Plants.